

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA

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Fri 7d

Staff: DL-SD
 Staff Report: February 29, 2001
 Hearing Date: March 13-16, 2001

AMENDMENT REQUEST
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-00-38-A1

Applicant: San Diego Assoc. of Governments Agent: Rob Rundle
 (SANDAG)

Original Description: Placement of approximately 2 million cubic yards of sand dredged from six offshore borrow sites onto 12 beaches in the San Diego area. Placement to occur in spring and summer 2001. Preparation of a mitigation and monitoring program to assess the movement of the sand throughout the littoral system, and to evaluate and mitigate any potential impacts to biological resources.

Proposed Amendment: Shift the deposition site at Solana Beach approximately 250 feet north to include Fletcher Cove; to place up to 50,000 cubic yards of additional sand at Mission Beach; and to modify the required sand monitoring program.

Site: San Diego County area beaches at: South Oceanside, North Carlsbad, South Carlsbad (North), Batiquitos, Leucadia, Moonlight Beach, Cardiff, Solana Beach, Del Mar, Torrey Pines North, Torrey Pines South, Mission Beach and Imperial Beach.

STAFF NOTES:

Summary of Staff's Preliminary Recommendation:

Staff is recommending approval of the proposed amendment with special conditions. The relocation of sand at Solana Beach will place sand at Fletcher Cove, a high-use beach where the addition of sand will have a significant positive impact on public access and recreation. The placement of additional sand at Mission Beach will also enhance public access and recreational opportunities. In neither case are the proposed modifications expected to have any adverse impacts on biological resources. No changes are proposed to the required biological monitoring and mitigation program required in the original project.

The changes to the sand monitoring project have been proposed to meet the intent of the original condition but in a more effective and less costly way. Staff has reviewed the

changes and determined that the revisions will provide adequate information to assess the long and short-term effects of the proposed sand replenishment, and will provide the Commission with valuable data by which future sand replenishment projects can be evaluated. No impacts to coastal resources are anticipated.

Substantive File Documents: SANDAG, The San Diego Regional Beach Sand Project Final EIR/EA, June 2000, KEA Environmental, "Draft Operations Procedures, Mitigation Monitoring and Contingency Measures Plan for the San Diego Regional Beach Sand Project," October 11, 2000; KEA, "Biological Assessment for the San Diego Regional Beach Sand Project," August 2000; KEA, "Regional Beach Sand Project Construction Schedule and Beach Activities Near Receiver Sites," September 2000; Letter from KEA Environmental to Rob Rundle dated February 27, 2000.

I. PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

MOTION: *I move that the Commission approve the proposed amendment to Coastal Development Permit No. 6-00-38-A1 pursuant to the staff recommendation.*

STAFF RECOMMENDATION OF APPROVAL:

Staff recommends a YES vote. Passage of this motion will result in approval of the amendment as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

RESOLUTION TO APPROVE A PERMIT AMENDMENT:

The Commission hereby approves the coastal development permit amendment on the ground that the development as amended and subject to conditions, will be in conformity with the policies of Chapter 3 of the Coastal Act and will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3. Approval of the permit amendment complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the amended development on the environment, or 2) there are no feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the amended development on the environment.

II. Special Conditions.

The permit is subject to the following conditions:

1. Prior Conditions of Approval. All special conditions adopted by the Coastal Commission as part of the original permit action or any subsequent amendments, except as specifically modified or replaced herein, remain in full force and effect.

2. Special Condition #2 of the original permit shall be replaced in its entirety by the following:

2. Beach Sand Monitoring. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT AMENDMENT, the applicant shall submit to the Executive Director for review and written approval, a detailed beach sand monitoring program for shore and nearshore monitoring at or near the receiver sites. Monitoring at and adjacent to the receiver sites shall address the following concerns:

- Whether the as-built project is at the location and of the size and extent proposed and approved by the Commission and if not, what are the changes;
- Seasonal and interannual changes to the receiver sites, in width and length of dry beach, subaerial and nearshore slope, offshore extent of nourished toe, and overall volume of sand in the profile;
- Rate and extent of transport of material up- and down-coast from the receiver sites; and
- Time period over which the beach benefits related to the project can be identified as distinct from background conditions.

a. At a minimum this information shall be provided through field surveys of the receiver sites and adjacent areas. Unless otherwise indicated, all profiles shall be from an upland fixed location or monument, across the beach, through the nearshore, to closure depth. Profiles shall be prepared immediately prior to the project, immediately upon completion of the project (this survey may be terminated offshore at the toe of the project rather than going to closure), following the project in the Fall of 2001, and every 6 months thereafter until two separate surveys show that the material from the project is undetectable. Timing for the every-6-month survey efforts may be adjusted to coincide with the schedule that has been developed for the San Diego Regional Monitoring Program.

b. There shall be a minimum of one profile through each receiver site, and at least one profile upcoast and downcoast for each receiver site. Additional surveys shall be added through and downcoast of large receiver beach sites to determine the fate of the nourished beach and trace the littoral movement of the fill, as specified in Table 1, attached. To the maximum extent practicable, these profiles should occupy the profile locations currently being used in the San Diego Regional Monitoring Program. In locations where the receiver sites are close together, profiles may be

used to provide both up coast information for one site and down coast information for another.

c. Monitoring information shall be analyzed regularly for any changes that have occurred at the receiver sites. To the extent practicable, these reports should incorporate information from the San Diego Regional Monitoring Program on both historic changes at the receiver sites and on-going regional shoreline trends.

d. Monthly dry beach measurements shall be taken and recorded on the 5 profile lines associated with Leucadia, South Carlsbad, Mission Beach and Imperial Beach receiver beaches. The data shall be compiled and analyzed in conjunction with the profile surveys of these same lines.

e. In the fall of 2001, in conjunction with the profile surveys, oblique aerial photographs shall be taken for all 12 receiver beaches. These photographs shall be part of the data used to analyze the receiver beaches and the effects of the regional sand project.

The applicant shall undertake the development in accordance with the approved monitoring program. Any proposed changes to the approved program shall be reported to the Executive Director. No change to the program shall occur without a Commission-approved amendment to the permit unless the Executive Director determines that no such amendment is required.

III. Findings and Declarations:

The Commission finds and declares as follows:

1. Project History/Amendment Description. The original project involved beach replenishment of up to 2 million cubic yards of sand to be deposited at the following 12 San Diego region receiver beaches: South Oceanside, North Carlsbad, South Carlsbad (North), Batiquitos, Leucadia, Moonlight Beach, Cardiff, Solana Beach, Del Mar, Torrey Pines North, Torrey Pines South, Mission Beach and Imperial Beach. The purpose of the project is to provide enhanced public recreational opportunities and public access at the receiver sites, and to increase protection of public property and infrastructure at risk from shoreline erosion. The project is also expected to have the effect of increasing protection for private beach front and bluff top development.

The proposed amendment would modify three aspects of the original project. First, the proposed receiver site at Solana Beach would be shifted approximately 250 feet north so that the northern edge of the beach fill is located at Fletcher Cove (see Exhibit 2). No increase in the amount of sand deposited at Solana Beach is proposed. Second, up to an additional 50,000 cubic yards of sand may be placed at Mission Beach, if funding is available. The approved project included the placement of 100,000 cubic yards of sand at Mission Beach. The additional 50,000 cubic yards would expand the footprint of the

replenishment area by approximately 500 lineal feet north of the original placement site, from approximately Nantasket Court to Ostend Court (see Exhibit 3).

Lastly, the applicant has requested an amendment to Special Condition #2, as noted below. The main modifications are:

- (1) to reduce the survey schedule to provide for pre- and post-project surveys, a survey in fall 2001, and every 6 months thereafter, until two separate surveys show that the material from the project is undetectable;
- (2) to reduce the number of full profile surveys for seven receiver beaches
- (3) Supplement the profile surveys with monthly dry beach surveys at South Carlsbad, Leucadia, Mission Beach and Imperial Beach
- (4) Supplement the fall 2001 profile surveys with oblique aerial photographs of all 12 receiver beaches

The following strike-out and underline version of Special Condition #2 contains the modifications that would be made to this condition to implement these changes:

2. Beach Sand Monitoring. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, a detailed beach sand monitoring program for shore and nearshore monitoring at or near the receiver sites. Monitoring at and adjacent to the receiver sites shall address the following concerns:

- Whether the as-built project is at the location and of the size and extent proposed and approved by the Commission and if not, what are the changes;
- Seasonal and interannual changes to the receiver sites, in width and length of dry beach, subaerial and nearshore slope, offshore extent of nourished toe, and overall volume of sand in the profile;
- Rate and extent of transport of material up- and down-coast from the receiver sites;
- Time period over which the beach benefits related to the project can be identified as distinct from background conditions.

a. At a minimum this information shall be provided through field surveys of the receiver sites and adjacent areas. Unless otherwise indicated, all profiles shall be from an upland fixed location or monument, across the beach, through the nearshore, to closure depth. Profiles shall be prepared immediately prior to the project, immediately upon completion of the project (this survey may be terminated offshore at the toe of the project rather than going to closure), ~~3 months after the project, 6 months after the project~~ following the project in the Fall of 2001, and every 6 months thereafter until two separate surveys show that the material from the project is undetectable. Timing for the every-6-month survey efforts may be adjusted to coincide with the schedule that has been developed for the San Diego Regional Monitoring Program.

b. There shall be a minimum of ~~two~~ one profiles through each receiver site, and at least one profile up coast and ~~two profiles~~ down coast for each receiver site. Additional surveys shall be added through and downcoast of large receiver beach sites to determine the fate of the nourished beach and trace the littoral movement of the fill, as specified in Table 1. To the maximum extent practicable, these profiles should occupy the profile locations currently being used in the San Diego Regional Monitoring Program. In locations where the receiver sites are close together, profiles may be used to provide both up coast information for one site and down coast information for another.

c. Monitoring information shall be analyzed regularly for any changes that have occurred at the receive sites. To the extent practicable, these reports should incorporate information from the San Diego Regional Monitoring Program on both historic changes at the receiver sites and on-going regional shoreline trends.

d. Monthly dry beach measurements shall be taken and recorded on the 5 profile lines associated with Leucadia, South Carlsbad, Mission Beach and Imperial Beach receiver beaches. The data shall be compiled and analyzed in conjunction with the profile surveys of these same lines.

e. In the fall of 2001, in conjunction with the profile surveys, oblique aerial photographs shall be taken for all 12 receiver beaches. These photographs shall be part of the data used to analyze the receiver beaches and the effects of the regional sand project.

The applicant shall undertake the development in accordance with the approved monitoring program. Any proposed changes to the approved program shall be reported to the Executive Director. No change to the program shall occur without a Commission-approved amendment to the permit unless the Executive Director determines that no such amendment is required.

The changes to the sand monitoring project were proposed to meet the intent of the original condition, but in a less costly way, by reducing the number of beach surveys, but adding supplemental monitoring measurements.

2. Consistency with Chapter 3 Policies of the Coastal Act. Many policies of the Coastal Act require the protection and provision of public access and recreation, including Sections 30210, 30211, 30212, 30213, 30214(a), and 30220. Resource protection policies of the Act include Sections 30230, 30231, 30233, and 30240.

The proposed project involves a minor change to the location of sand placement in the City of Solana Beach, an addition of 50,000 cubic yards of sand at the Mission Beach site, and changes to the sand monitoring program. With regard to the change at Solana Beach, given that the total sand quality would remain 140,000 cubic yards, the receiver

site would become slightly longer and the beach fill slightly narrower. The biological and recreational impacts associated with the original site plan were described in the Final EIR for the project, in a marine biological resources technical report, and were addressed in the coastal permit for the original project. In addition, the applicant has submitted a letter analyzing the potential biological impacts from the proposed expansion to Fletcher Cove.

The Solana Beach receiver site, including the expanded placement area is characterized by sand and cobble, with no marine life associated with the cobble. Intertidal surfgrass occurs both north and south of the proposed receiver site, at "Pill Box" reef, near Tide Park, and "Table Tops" reef. The surfgrass bed at Pill Box reef is the closest to the site and ranges from 375 to 2,800 feet north of the northern boundary of the original footprint. No measurable persistent sedimentation is predicted for these beds. The analysis submitted by the applicant notes that in the highly dynamic nearshore environment, seasonal sediment movement naturally occurs. Reallocating the same sand quantity as was originally proposed 250 feet north will not substantially change the predicted shifts in sand which were modeled by the applicant for the original project. While the footprint of the sand would be closer to the surfgrass habitat, there would still be a buffer of 125 feet. No long-term significant impacts from this shift are anticipated. However, the conditions of the original permit require extensive monitoring and mitigation as necessary should any significant impacts occur. The shift in sand to include Fletcher Cove will have a significant positive impact on recreation, since Fletcher Cove is the main beach access point for Solana Beach.

The amendment would also allow an additional 50,000 cubic yards of sand to be placed at Mission Beach beyond the 100,000 cubic yards previously approved. Thus, the project could result in slightly more than the 2 million cubic yards of sand previously proposed. The EIR for the original project analyzed two alternative projects at Mission Beach, the 100,000 cubic yard alternative eventually chosen, and the 150,000 cubic yard alternative now proposed. Under both alternatives, no impacts to sensitive marine resources were expected. The 100,000 cubic yard alternative was chosen due solely to funding constraints. The proposed amendment would allow the 150,000 cubic yard alternative to proceed if additional money becomes available. The additional sand would have a positive impact on recreation, and thus, the amendment can be found consistent with the public access and recreation and biological protection policies of the Coastal Act.

Regarding the changes to the required beach monitoring, SANDAG and several of the coastal communities has been undertaking semi-annual beach monitoring for several years. The purpose of the sand monitoring program for the proposed project is to provide detailed information regarding the short and long-term effects of beach replenishment, including how long the sand remains on the beach at different sites in different conditions. Currently, this type of data is not available, and the proposed project will be extremely useful in planning and designing effective beach replenishment projects in the future.

The monitoring program for the Regional Beach Sand Project proposes to use the ongoing monitoring program to the extent possible, to provide monitoring information on the new nourishment areas. SANDAG proposes to use the existing monitoring schedule and many of the existing survey lines. The existing program will be supplemented with as-built surveys of each of the beach fills, monthly dry beach measurements at four large fill sites, oblique aerial photographs of all the receiver beaches and 13 new survey lines. This plan differs from what was initially established by Special Condition #2 by replacing the required 3 and 6 month post-project surveys with a single fall survey for the entire region and reducing the number of surveyed beach profiles that will be taken.

Changes to the Survey Schedule. SANDAG proposes to nourish 12 separate sites over a 3 or 4 month period. Due to restrictions on work during the summer season for several of the sites, the actual project time may extend to 6 or 8 months if these sites cannot be nourished prior to the summer season. Special Condition #2 required surveys of the nourishment sites 3 and 6 months after the nourishment. For the sites that are nourished prior to the summer season, the fall 2001 survey would essentially be a 3-month post-project survey. For any sites that must be nourished after the summer season, the fall 2001 survey would be the same as a post-project survey. In both situations, the next identified survey period, following Special Condition #2, would be during the winter. This can be a dangerous time to do work on the beach, and due to the dynamic nature of the beach during the winter, data from a winter survey will often show only the conditions of the beach when the survey was conducted, rather than the general condition of the beach. While there are many situations where a winter survey can be useful to the understanding of coastal dynamics, there may be little to learn from a winter survey about how these beach fills function. Therefore, the Commission concurs in SANDAG's recommendation to substitute the fall 2001 survey for a 3 month and 6 month post-project survey. The survey schedule would then follow a spring and fall schedule, with surveys taken at all receiver beach profile lines until such time that the effects of the project cannot be identified in two consecutive surveys.

Changes to Survey Profile Locations. Special Condition #2 has specified that there should be at least one upcoast survey location, two down coast survey locations for each receiver beach, in addition to two surveys through each receiver beach. It was anticipated that many of these surveys would be provided through the existing monitoring programs that have been developed by SANDAG and several of the coastal cities. When this condition was approved, the Commission had not been provided with any maps that would overlay the existing survey locations with the beach fill locations. SANDAG then determined that 23 new survey lines would be needed to provide all the required survey coverage. In addition, SANDAG questions the need for two survey lines through each new fill and downcoast of each new fill site. Table 1 attached at the end of this report shows the proposed monitoring plan and the required surveyed areas.

The proposed survey program would provide at least one survey up and down coast of every fill site and at least one survey line through each fill area. The proposed plan recognizes that the fills are on different sizes and extents, and have downcoast conditions. For example, the fill at Batiquitos is a very small project and the Leucadia beach fill is

less than 1 mile downcoast from Batiquitos. SANDAG proposes to do only one survey through this fill and one survey downcoast of this fill. Additional survey lines through and downcoast of Batiquitos would not add in any meaningful way to the proposed surveys or provide additional information to explain how this fill area is performing. The Commission's coastal engineer has reviewed the proposed survey locations and concurs with SANDAG that these survey locations can provide sufficient information on the individual receiver sites to allow useful analysis of the performance of these fills. In addition, when supplemented with information from the proposed dry beach measurements and oblique aerial photographs of all 12 receiver beaches, the overall survey information is similar to or better than that which was outlined initially in Special Condition #2.

Thus, the proposed monitoring will continue to provide valuable information on the movement of sand along the San Diego shoreline that will be useful in planning and designing future sand replenishment projects. No adverse impacts to coastal resources will result. Therefore, the proposed amendment can be found consistent with the public access and recreation policies and sensitive resource protection policies of the Coastal Act.

3. Local Coastal Planning. Section 30604(a) also requires that a coastal development permit shall be issued only if the Commission finds that the permitted development will not prejudice the ability of the local government to prepare a Local Coastal Program (LCP) in conformity with the provisions of Chapter 3 of the Coastal Act. In this case, such a finding can be made.

The proposed amendment would provide additional sand for public recreation and no adverse impacts to coastal resources are anticipated. The revised sand mitigation and monitoring program will adequately track the movement of sand resulting from the proposed project as amended. Therefore, the Commission finds that proposed project will not prejudice the ability of any of the affected local governments to prepare or continue implementing a certifiable LCP.

4. Consistency with the California Environmental Quality Act (CEQA). Section 13096 of the Commission's Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the activity may have on the environment.

The original project was conditioned in order to be found consistent with the biological resources and public access and recreational policies of the Coastal Act. As conditioned herein, no additional impacts to coastal resources will result and all adverse environmental impacts will be minimized. As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen

any significant adverse impact which the activity may have on the environment. Therefore, the Commission finds that the proposed project is the least environmentally-damaging feasible alternative and can be found consistent with the requirements of the Coastal Act to conform to CEQA.

ATTACHMENT TO SPECIAL CONDITION #2

TABLE 1
Overview of Required Profile Survey Lines for Each Receiver Beach

| Receiver Beach | Proposed Upcoast Survey Locations (1 required) | Proposed Survey Locations at Beach (2 required) | Proposed Downcoast Survey Lines (2 required) |
|--------------------------------|---|--|---|
| Imperial Beach (120,000 cy) | SS-0015 | 2 New lines | SS-0035; New line |
| Mission Beach (100,000 cy) | MB-0384 | MB-0340; New line | MB-; OB-0230 |
| Torrey Pines (240,000 cy) | New line | TP-0530; TP-0520 | TP-0470 |
| Del Mar (180,000 cy) | DM-0590 | SD-0580 | New line |
| Fletcher Cove (140,000 cy) | SD-0620 | SD-0600 | DM-0590 |
| Cardiff (104,000 cy) | SD-0650 | SD-0630 | SD-0625; SD-0620 |
| Moonlight (88,000 cy) | New line | SD-0670 | SD-0660; SD-0650 |
| Leucadia (130,000 cy) | SD-0700 | 2 New lines | SD-0680; New line |
| Batiquitos (118,000 cy) | CB-0720 | New line | SD-0700 |
| South Carlsbad (160,000 cy) | CB-0780 | New line | CB-0760; CB-0740 |
| North Carlsbad (240,000 cy) | OS-0900 | CB-0880; New line | CB-0850; CB-0840 |
| South Oceanside (380,000cy) | OS-1000 | OS-0930; New line | OS-0900; CB-0880 |

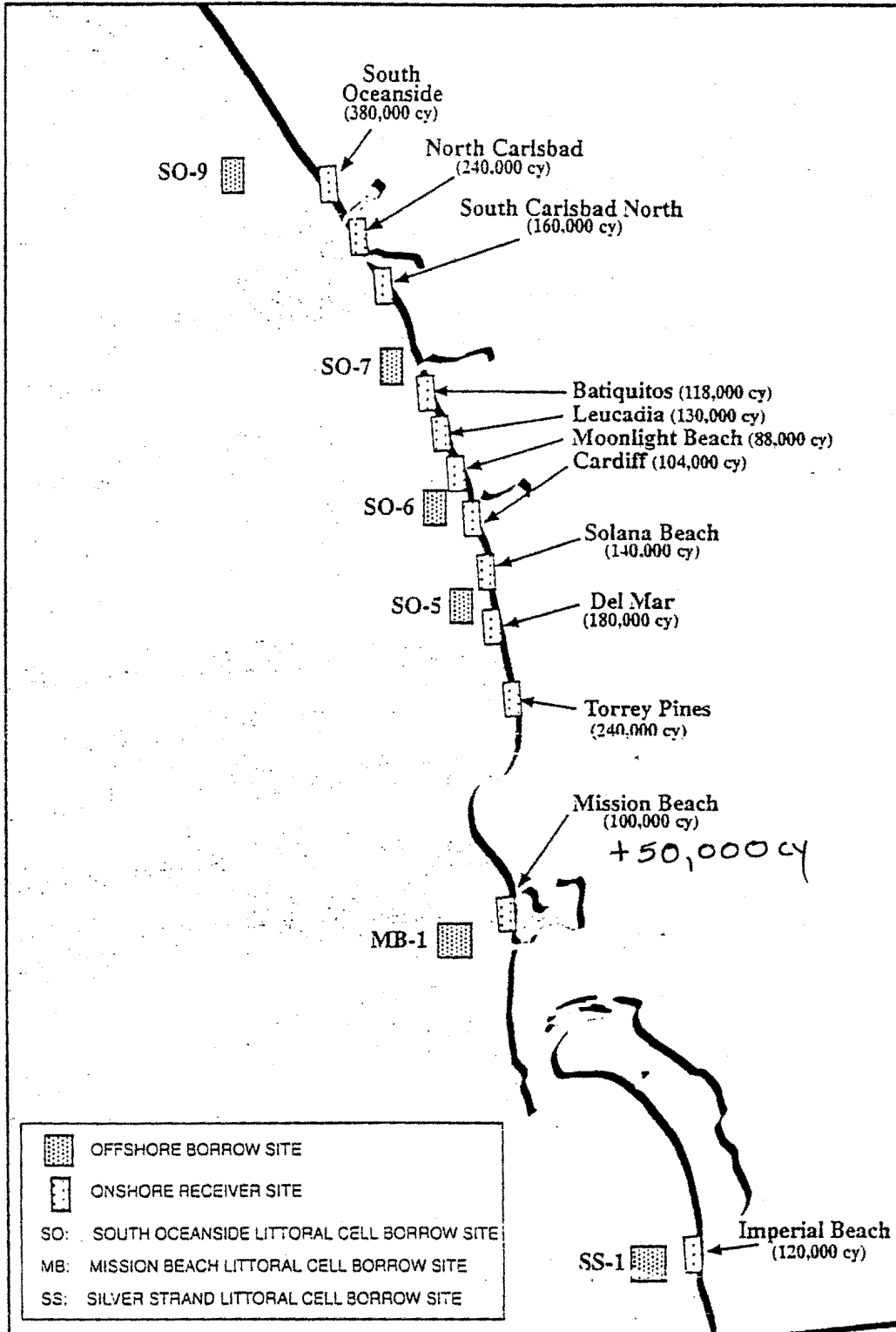
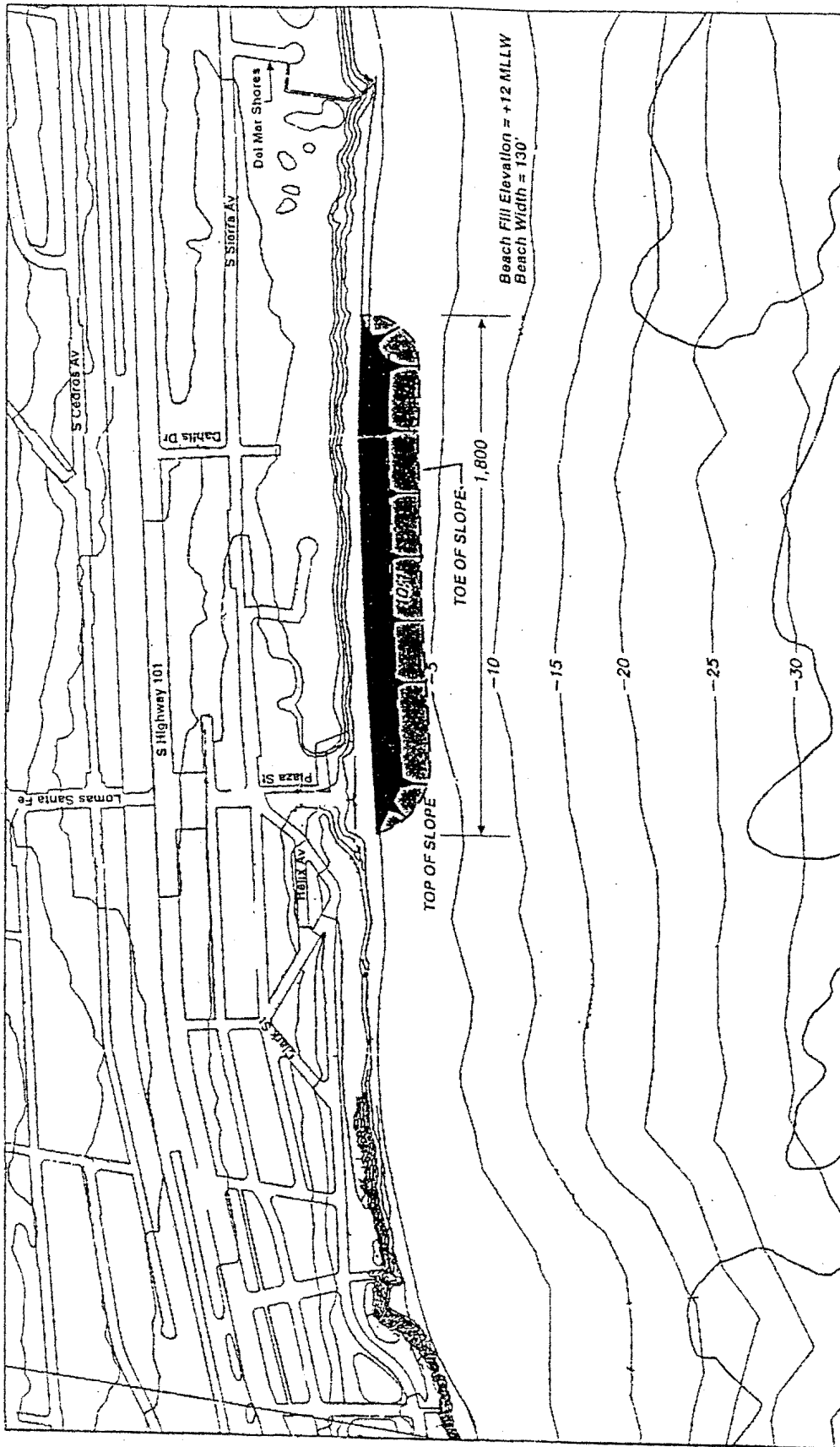
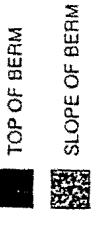


EXHIBIT NO. 1
 APPLICATION NO.
6-00-38-A1
 Location Map

California Coastal Commission



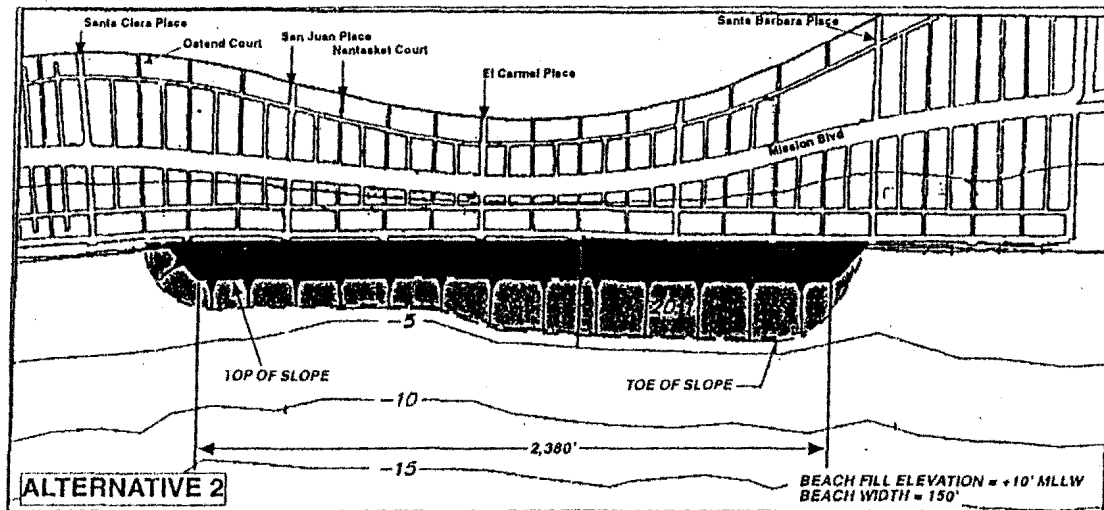
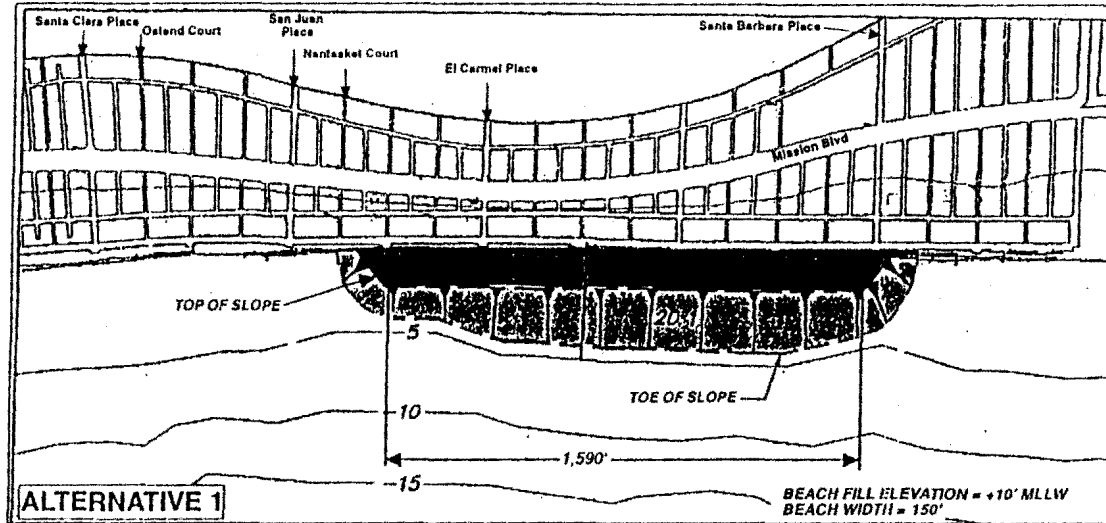
Source: Mollatt & Nichol Engineers



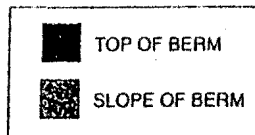
Modified Solana Beach Fill Plan

Regional Beach Sand Project
 2009 Beach Replenishment Figures Fig 2-24 Solana Beach Fill 3/31/99

| |
|-------------------------------|
| EXHIBIT NO. 2 |
| APPLICATION NO. |
| 6-00-38-A1 |
| Site Plan Solana |
| Beach Site |
| California Coastal Commission |



Source: Moffatt & Nichol Engineers



Modified Mission Beach Fill Plan

Regional Beach Sand Project
9669 Beach Reinforcement Figures Fig. 2-10 Mission Beach Fill 8/31/99

EXHIBIT NO. 3

APPLICATION NO.

6-00-38-A1

Site Plan Mission

Beach Site

California Coastal Commission