ADMINISTRATIVE PERMIT

APPLICATION FILE NO.: 3-01-003

APPLICANTS: City of Grover Beach

PROJECT DESCRIPTION: Widen and improve an existing .5 mile recreational pedestrian path along the coastal backdunes in Grover Beach. The project includes a 6 feet wide finished path with rails and interpretive signage as well as a new 8 foot wide wooden boardwalk, 10' x 12' interpretive viewdeck, and a Mitigation Monitoring and Reporting Program. (Exhibit 1)

PROJECT LOCATION: North end of Grover Beach between the Grand Avenue day use area to the “Butterfly Trees” eucalyptus grove in Pismo Beach State Park. (Exhibit 2)

EXECUTIVE DIRECTOR'S DETERMINATION: The Executive Director determines that the proposed development qualifies for approval through the issuance of an administrative permit pursuant to Public Resources Code Section 30624. The findings for this determination and for any special conditions follow.

NOTE: This permit shall not become effective until it is reported to the Commission at its next scheduled meeting. If one-third or more of the appointed Commissioners request, the Executive Director’s permit issuance shall not be effective, and the application shall be set for public hearing at a subsequent Commission meeting.
This permit will be reported to the Commission at the following time and location:

DATE      March 15, 2001
TIME:     Meeting Begins at 9:00 a.m., Item Th 3a
PLACE:    Bahia Hotel
          998 W. Mission Bay Drive
          San Diego, CA
          (858) 539-7700

IMPORTANT – Prior to commencement of any development authorized by this permit, the following must occur:

Pursuant to 14 Cal. Admin. Code Sections 13150(b) and 13158, you must sign the enclosed duplicate copy acknowledging the permit’s receipt and accepting its contents, including all conditions, and return it to our office. Following the Commission’s meeting, and once we have received the signed acknowledgement and evidence of compliance with all special conditions, we will send you a Notice of Administrative Permit Effectiveness.

BEFORE YOU CAN OBTAIN ANY LOCAL PERMITS AND PROCEED WITH DEVELOPMENT, YOU MUST HAVE RECEIVED BOTH YOUR ADMINISTRATIVE PERMIT AND THE NOTICE OF PERMIT EFFECTIVENESS FROM THIS OFFICE.

PETER DOUGLAS
Executive Director

By: Tami Grove
Title: Deputy Director
1.0 CONDITIONS

1.1 Standard Conditions

1. Notice of Receipt and Acknowledgement. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.

2. Expiration. If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.

3. Interpretation. The Executive Director or the Commission will resolve any questions of intent of interpretation of any conditions.

4. Assignment. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.

5. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

1.2 Special Conditions

1. Mitigation Plan. Prior to construction, the applicant shall submit to the Executive Director for review and approval evidence that all mitigation required by the Mitigation Monitoring and Reporting Program (MMRP), adopted by Resolution No. 01-001 of the City of Grover Beach Planning Commission on January 24, 2001 has been implemented. Furthermore, the following additions to the MMRP shall be implemented:

   a) Additional Monitoring. Section 6 of the applicants Mitigation Monitoring and Reporting Program shall be expanded to include, as part of the snowy plover monitoring requirements, an evaluation of the potential for creating two (2) vertical access trails as part of this trail system. WITHIN ONE YEAR OF THE COMPLETION OF CONSTRUCTION, the applicant shall submit a draft of this evaluation report to California Department of Parks and Recreation, the Department of Fish and Game, and the U.S. Fish and Wildlife Service for review and comment. Included shall be an evaluation on whether the placement of two vertical access points, one at Carpenter Creek and the other at the Viewdeck platform, would be possible without adversely affecting the snowy plover or any other species of concern. Upon receipt of the resource agency comments, and no later than 15 months from completion of construction, the applicant shall submit the vertical access evaluation report to the Executive Director for review and approval.
b) A spill prevention and containment plan designed to minimize the risk of a hazardous substance spill from affecting dune habitat. The plan shall include making use of a staging area for refueling vehicles, mixing and storing of materials such as paint and lumber, containment structures such as tarps and a catch basin placed around the work-site and staging area to minimize the risk of a spill and capture any construction debris, trash and debris collection and disposal, and preventing runoff from any materials that may be used or stockpiled in the parking lot during the project.

c) The applicant shall limit construction activities to the rear dune area and avoid construction activities that require heavy equipment between March 1st and September 30th.

2. Reporting Requirements of Other Agencies. Prior to construction, the permittee shall submit to the Executive Director a copy of the final, approved lease and/or similar instrument (e.g., Special Use Permit, Temporary Use Permit) issued by the State of California Department of Parks and Recreation.

ACKNOWLEDGEMENT OF PERMIT RECEIPT/ACCEPTANCE OF CONTENTS:
I/We acknowledge that I/we have received a copy of this permit and have accepted its contents including all conditions.

Applicant Signature________________________ Date of Signing:______________
2.0 FINDINGS FOR EXECUTIVE DIRECTOR’S DETERMINATION

2.1 Standard of Review

The proposed development would take place on the dunes within the Coastal Commission’s retained coastal permitting jurisdiction. Because of this, the City’s certified Local Coastal Program can provide non-binding guidance, but the standard of review for the proposed coastal development permit is the Coastal Act.

2.12 Project Description and Location

The City of Grover Beach has proposed to construct a boardwalk trail and interpretive observation deck over a segment of coastal dunes within Pismo State Beach. The project would also widen and improve an existing .5 mile backdune trail in Pismo State Beach from the “Butterfly Trees” eucalyptus grove to the Grand Avenue day use area in Grover Beach (Figure 2). Because the project lies within the Coastal Commission’s original permit jurisdiction and on property owned by the Department of Parks and Recreation (DPR), the City must obtain permits from both agencies. DPR has reviewed the project and concurs with the project design, development plan, Mitigation Monitoring and Reporting Program. (Exhibit 5) The applicant will need a Temporary Use Permit or similar instrument from DPR to commence construction on the project. Other agencies involved in the planning stages are: the U.S. Army Corps of Engineers, the U.S. Fish & Wildlife Service, the California Department of Fish & Game, California Department of Transportation, and the California Coastal Commission.

Figure 2 shows the proposed pedestrian path and boardwalk alignment. The project actually consists of three path segments:

- At-grade boardwalk six to eight feet wide. The boardwalk will have a 36-inch high single rail barrier along the seaward side of the path with interpretive signing to encourage users to stay on the boardwalk. (Exhibit 3)

- Raised boardwalk six feet wide constructed of wood. This boardwalk will have 42-inch high rails on both sides. The raised boardwalk will include a 10’ x 12’ overlook / observation deck with interpretive display and seating. (Exhibit 3)

- Improvements to an existing backdune trail, which include widening to six feet and surfacing the path with decomposed granite and stabilizing polymer or compacted aggregate base. Portions of this path type will have rails to contain and direct users, interpretive signing will be provided to direct users as well. (Exhibit 4)

The at-grade boardwalk is about 450’ long and construction requires minimal clearing of vegetation (mostly exotic iceplant) and grade manipulation to smooth off the route required. Surface disturbance is limited along the 800’ raised boardwalk path type because the path is
raised above the undulating terrain. Neither segment requires the use of mechanical construction equipment for installation, though a small tractor may be used to cart away cleared vegetation and construction materials. The existing path along the backdune area will be widened and resurfaced for about two-thirds of its length. The portion of the path to be improved meanders along the back-dune area and adjacent to the existing golf links. Due to the undulating nature of the dunes in the foreground, the improved path surface does not afford views of the beach.

2.13 Coastal Act Issues

2.2.1 Public Access

Coastal Act Section 30604(c) requires that every coastal development permit issued for any development between the nearest public road and the sea “shall include a specific finding that the development is in conformity with the public access and public recreation policies of [Coastal Act] Chapter 3.” The proposed project is located seaward of the first through public road on the beach. Coastal Act Sections 30210 and 30212.5 through 30214 specifically protect public access and recreation. In particular:

Coastal Act Section 30210 states:

In carrying out the requirements of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

Coastal Act Section 30212.5 states:

Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area.

Coastal Act Section 30213 states in part:

Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.

And Coastal Act Section 30214 states in part:

(a) The public access policies of this article shall be implemented in a manner that takes into account the need to regulate the time, place, and manner of public access depending on the facts and circumstances in each case including, but not limited to, the following:
The proposed pedestrian boardwalk would be constructed on lands owned by the State of California within Pismo State Beach. Pismo State Beach has an annual visitation of more than 1.5 million persons including the North Beach and Oceano campgrounds. Many local residents also use the existing dune trails and beach on a regular basis. The area is desirable for hiking, beach combing, and wildlife observation. Clearly, the recreational value of the area is high. As is evidenced from the well-worn pathways in the dunes, unrestricted pedestrian access has severely degraded the southern extent of the dune structure (i.e., adjacent to the Grand Avenue day use and parking area) and to a lesser degree the northern dune area. The day use area has a parking lot, restrooms, and improved stairway leading down to the beach. Visitors are not required to pay a day use fee at this location. Only the number of parking spaces located at Grand Avenue limits access. No other management tools or techniques are employed.

The proposed pedestrian boardwalk is a low-cost visitor serving facility that can be expected to expand access. The proposed improvements to the current path may increase the number of visitors to the area, though the increase will be limited by the number of existing public parking spaces at the Grand Avenue day use area. The new boardwalk and improved path will also provide access to a segment of the population that previously was unable to negotiate a non-uniform sandy path. By providing access to a broader segment of the public, such as the elderly and those with physical limitations, the improved pathway maximizes low-cost public access and recreation opportunities.

The project also has a potential to improve public safety by providing an alternate route to the “Butterfly Trees” eucalyptus grove – a popular site to view masses of Monarch butterflies. Currently, cars park along Highway 1 to view the migratory insects. Improving the trail from the Grand Avenue day use parking lot to the Butterfly Tree site is expected to help divert vehicles that now park precariously along Highway 1.

Coastal Act Section 30212.5 requires that development shall be distributed throughout an area so as to mitigate against the impacts of overcrowding and overuse of any single area. The proposed project does an excellent job of managing fragile coastal resources by improving upon the current lateral access from Grand Avenue to the Butterfly Trees eucalyptus grove. However, the proposed pedestrian path does not incorporate any vertical access components to the beach, though numerous vertical trails currently exist. A vertical trail is defined as access that leads down to the beach. The project includes a wooden railing along the entire seaward edge of the boardwalk to direct pedestrians to stay out of the dunes, thereby precluding vertical access.

Aerial photographs indicate numerous vertical access trails exist all along the dune structure. (See Exhibit 1) Some of these “informal” trails could be used to provide pedestrians access to the beach along designated paths without creating or degrading additional paths. Such a plan would
call for a break in the wooden railing at various intervals along the path together with interpretive signing directing people to stay on designated pathway. It would allow for the continuation and protection of existing public vertical access. However, there is not enough available information to know whether the formal placement of such vertical paths would be appropriate in light of the number of sensitive species in the area. Thus, in order to maximize the public’s ability to get to the beach while minimizing the potential for adverse impacts on any one area, the Commission attaches Condition 1(a) to evaluate the potential for creating two (2) vertical access trails as part of this trail system. Given the existing patterns of use and the adjacent land uses, two specific areas are identified for this evaluation: one at the north end of the improved trail along the Carpenter Creek overflow channel and the second at the viewdeck allowing pedestrians to reach the waters edge. Any future placement of such verticals would be expected to include interpretive signing along with any other appropriate management techniques.

The Commission finds that the proposed project, as conditioned, will adequately provide public access and recreational opportunities and that the project is consistent with Sections 30210, 30212.5 through 30214 of the Coastal Act.

### 2.2.2 Environmentally Sensitive Habitat

Coastal Act Section 30232 states:

> Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials. Effective containment and cleanup facilities and procedures shall be provided for accidental spills that do occur.

And Coastal Act Section 30240 states in part:

> (a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.

The proposed project site will be in an area that encompasses habitat ranging from coastal dune scrub to coastal marsh and eucalyptus forest. Coastal dunes support a variety of plant and animal species and at least one federally listed endangered species, the snowy plover. The dunes are in an area of transition between the subtropical (Californian) and temperate (Oregonian) ecological provinces, so that some types of vegetation found here are at the northernmost or southernmost limits of their ranges. The flora and fauna of the dunes are diverse and provide some excellent example of different stages of ecological transition from pioneering to nearly stabilized communities. Some examples of the plant species present in these communities are *Erigeron blochianae*, *Malacothrix incana*, and *Lupinus chamissonis*. The fauna of this community is predominately invertebrate, comprised of a variety of insects. The insects in turn, support a wide variety of birds such as thrushes, wrens, warblers, vireos, flycatchers, finches, sparrows, and
plovers. The dune habitat is an excellent place for walking, birdwatching, nature study, and photography.

Near the northern portion of the project, the western branch of Meadow Creek lies almost entirely on lands owned by the State of California within Pismo State Beach. Given its location, this coastal marsh channels runoff from urbanized portions of Grover Beach into the Oceano Lagoon and Arroyo Grande Creek to the south. North of Grand Avenue in the area of the proposed project, native riparian vegetation has been almost entirely removed and replaced by ornamental grass or by weeds. Although no rare or endangered species have been identified in the riparian or marsh habitats along the creek, suitable habitat does exist for California Redlegged Frogs (CRLF) and Southwestern Pond Turtles. In order to reduce potential significant impacts to both these federally listed endangered species, the applicant has submitted as part of the proposed project a Mitigation Monitoring and Reporting Program (MMRP). The MMRP calls for pre-construction surveys of the project site and employs avoidance techniques if the species of concern are found.

The final destination of this project is the “Butterfly Trees” eucalyptus forest in Pismo State Beach. The Eucalyptus stand offers shelter for over-wintering Monarch butterflies. The site is considered to have the largest colony of over-wintering Monarchs in the U.S. and thousands of people flock to the “Butterfly Trees” each year to view the spectacle.

As is evidenced from aerial photographs (Figure 2), the foredune habitat has been significantly disrupted due to unrestricted/uncontrolled access originating near the Grand Avenue day use area. Criss-crossing paths wind throughout the entire length of the dunes. The proposed boardwalk and interpretive path, which is dependent on the dune resources, is needed to gain control and manage this disruption of sensitive habitat. Construction of the wooden boardwalk would serve as a designated trail, which with appropriate signage, interpretive information and rail fences, would help control unrestricted access to the dunes that result in devegetation and further disruption of sensitive species. Similar projects incorporating dune boardwalks and barrier railings at Marina State Beach and Oso Flaco Lake have had tremendous success in minimizing impacts and restoring native vegetation in coastal dunes and thus are the preferred trail construction type in this kind of setting.

Construction of the wooden segment of the boardwalk does have the potential to temporarily disrupt coastal dune habitat including dune scrub and iceplant. The project plans to use existing paths where possible, however, in certain areas construction activities will require clearing and leveling or grading of the dunes to a maximum width of 16 feet. Sixteen feet is needed to site a 6' - 8' wooden structure at grade and accommodate construction activities. Though the impacts are expected to be primarily to exotic iceplant, there is concern for potential devegetation and/or displacement of native dune plants and habitat. Most construction activities in the dune involve only power hand tools, however a limited amount of heavy machinery (e.g., small Kubota tractor) and/or service vehicles may be necessary to ferry materials to and from the project site during construction. Similarly, the placement of supporting piers for the raised segment of the boardwalk and activities related to construction pose an impact to dune vegetation. Although the
raised segment will not require any grading or leveling of the dunes, some plant species may be trampled during construction.

In order to mitigate for potential significant impacts, the applicant has submitted a Mitigation Monitoring and Reporting Program (MMRP). The MMRP ensures that construction activities minimize the threat to coastal dune habitat from trampling and removal of native plant species. While comprehensive, the MMRP does not incorporate mitigation measures to protect against potential impacts associated with hazardous substance spills. The proposed boardwalk poses a potential risk of a spill of fuels, lubricants, paint, and other hazardous substances through the use of mechanized vehicles and hazardous substances within the dunes. To reduce the chances that hazardous substances are released into the dune environment, the Commission attaches Condition 1(b) requiring a spill prevention and containment plan.

The project site currently contains a mixture of degraded and restored coastal dunes. Although past land practices have altered the habitat qualities of the site, it nonetheless currently supports rare and important native dune habitats and qualifies as ESHA. FWS has determined that the boardwalk project is within the habitat area of the snowy plover. The western snowy plover is “threatened” under the Endangered Species Act (ESA) of 1973, as amended. The ESA directs State and Federal agencies to use their authorities to further the purposes of the Act, which include conservation and recovery of listed species. Wintering plover flocks can be seen roosting or foraging along the beach at Grover Beach and the California Department of Parks & Recreation (DPR) reports that at least one plover pair attempted to nest in the dunes during the previous nesting season. FWS identified March 1st to September 30th as the timeframe when the plover nest on California’s central coast. Although plovers nest on the beach generally west of the proposed development, activities that may disturb them should be restricted.

The applicants’ Mitigation Monitoring and Reporting Program calls for limiting construction between April 30th and August 30th. The program also calls for a pre-construction survey of plover nests and a final path alignment that achieves a 100’ setback from nests. In large part, the mitigation measures within the MMRP are sufficient to achieve a no-significant impact to the sensitive species. However, with respect to limiting construction during the peak nesting months, the MMRP restriction may not be long enough to ensure successful breeding of the snowy plover. Therefore, the Commission attaches Condition 1(c) requiring the applicant to limit construction activities to the rear dune area and avoid construction activities in the foredune that require heavy equipment to before March 1st or after September 30th.

The project will enhance degraded habitat by reducing the current impacts to the dunes from indiscriminate pedestrian traffic and providing restoration as mitigation. It also includes an important dune interpretation and education component that relies on bringing the public to view and experience dune habitat in a controlled setting. These are uses dependent upon the existing ESHA at the site and should promote its long term survival. Overall, with the dune habitat interpretation program, minimal disturbance of dunes, appropriate restoration as mitigation for unavoidable impacts, and provision of public access to learn about and experience the Nipomo Dunes system in a managed fashion, the project, as conditioned, is consistent with Sections 30232 and 30240 of the Coastal Act.
2.2.3 Visual Impacts

Coastal Act Section 30251 states:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

The proposed project calls for a wooden boardwalk with a narrow footprint and low profile railing. The portion of the project that traverses the backdune area will run up to the crest at the interpretive viewdeck platform. This platform deck will be at the dune grade but will be visible against the horizon when viewed from the east and south. It will not be significantly visible from the North Beach Campground, Golf Course or beach area. Generally, the proposed route will be in the backdune and conform closely to natural grade. Where the raised boardwalk is required to traverse undulating terrain, it will generally run up and down depressions between dune crests. As a result of this flexibility, the boardwalk will for the most part be subordinate and complimentary to the natural landforms and will not silhouette against the dune horizon.

Therefore, the proposed development does not significantly impact the scenic and visual qualities of this sensitive coastal dune area as directed by Coastal Act Section 30251. The development is subordinate to and complimentary with the natural landforms which: (a) protects views to and along the dune, ocean, and beach; (b) minimizes the alteration of natural landforms; and (c) is visually compatible with the character of the surrounding area. The proposed development is consistent with Coastal Act Section 30251.

2.2.4 California Environmental Quality Act

Section 13096 of the California Code of Regulations requires Commission approval of Coastal Development Permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, 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 that the activity may have on the environment.
The proposed project has been conditioned to be found consistent with the policies of the Coastal Act and to minimize all adverse environmental effects. Mitigation measures have been imposed to protect public access and safety and minimize disruptions to endangered species and ESHA.

As conditioned, there are no feasible alternatives or feasible mitigation measures available, beyond those required, which would substantially lessen any significant adverse impact, which the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned to mitigate the identified impacts, and can be found consistent with Coastal Act requirements to conform to CEQA.

3.0 EXHIBITS

Exhibit 1    Aerial View of Proposed Boardwalk Alignment
Exhibit 2    Vicinity May of Proposed Project Site
Exhibit 3    Wooden Boardwalk Design
Exhibit 4    Path Design and Alignment
Exhibit 5    DPR Correspondence
Exhibit 6    Outside Correspondence
GROVER BEACH DUNE BOARDWALK PROJECT
City of Grover Beach
Raised boardwalk

Steel helical piers require no heavy equipment or excavation.

No removal of existing ice plant required.

No change to existing grade.

At-grade boardwalk, max 5%.

Maximum area of ice plant clearing approx 16ft.

Utilize existing path where feasible.

6ft-8ft boardwalk.

Existing grade.

Proposed grade.

Typical profile view.

Dune boardwalk.

Backdune.

Alignment.

Exhibit No. 3
Application No.
3-01-003
Path Along Campground To Butterfly Trees
February 8, 2001

Mike Watson
California Coastal Commission
Central District Office
725 Front Street
Santa Cruz, CA 95060

Subject: Grover Beach Dune Boardwalk Project

Dear Mr. Watson:

The Department of Parks and Recreation has reviewed the preliminary development plan and alignment for this phase of the boardwalk project, along with the associated technical reports and CEQA documentation. The Department concurs with project design and has determined the project to be generally consistent with, and appropriate for, the use of the area.

Currently, the Department is in the process of developing a Temporary Use Permit for the City of Grover Beach. The TUP will allow the city access to state park property for the purpose of constructing, maintaining, and providing security for this capitol improvement. A long-term lease agreement with the city will be developed in the near future.

Thank you for your consideration. Please do not hesitate to call if you have any questions.

Sincerely,

Vincent G. Cicero
State Park Resource Ecologist

Cc: Tom Odum, City of Grover Beach
January 11, 2001

California Coastal Commission
Central Coast District Office
725 Front St., Ste. 300
Santa Cruz, CA 95060

Dear Coastal Commission:

In regards to the proposed walkway in the Pismo Beach Dunes, I would like to voice my opinion.

We currently have two paths from the Monarch Butterfly trees which go along the creek and then branch off in front of the golf course. These paths have been in existence for "almost forever". You have your choice of the lower wide flat trail, or you can choose two other trails which go up and down the dunes giving you an excellent workout along with a fantastic view. Even a handicap person can walk our path.

It is beyond my understanding the value of a plank of wood setting over a natural already existing path! We build on fields, hills and land all around us, why take away the beauty mother nature has given us. To see kids playing during the summer in areas untouched my man is refreshing and gives a person a look at what used to be. There could only be one explanation, "revenue". Sorry, civilization will come to us with or without a designated path. Let the past and future generation experience the wonder of exploring.

Keep the greed of the few out.

Respectfully,

Marcia A. Stagle

Ps. If a petition would help please send information how to comply.