

**CALIFORNIA COASTAL COMMISSION**

SAN DIEGO AREA

7575 METROPOLITAN DRIVE, SUITE 103

SAN DIEGO, CA 92108-4402

767-2370



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## RECORD PACKET COPY

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 49th Day: August 17, 2001  
 180th Day: December 26, 2001  
 Staff: EL-SD  
 Staff Report: August 21, 2001  
 Hearing Date: September 11-14, 2001

REGULAR CALENDAR  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-01-065

Applicant: City of Coronado, Engineering & Project Development Dept.      Agent: Joe Bride

Description: Demolition of fencing and an existing sewer metering station and construction of a new, upgraded sanitary sewer pump station/odor bed and associated piping (approximately 1,700 linear feet each of 12" PVC gravity sewer main and 18" PVC sewer forcemain); old pump station and block wall will be removed and replaced with parking.

Site: 1825 and 1981 Strand Way (Glorietta Bay Park), Coronado, San Diego County.

Substantive File Documents: Certified City of Coronado Local Coastal Program; draft Glorietta Bay Master Plan

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STAFF NOTES:

Summary of Staff's Preliminary Recommendation:

Staff is recommending approval of the pump station relocation and upgrade, along with all associated improvements. The project raises potential public access concerns, which are addressed in Special Condition #1, which prohibits construction during the summer.

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I. PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

**MOTION:**    *I move that the Commission approve Coastal Development Permit No. 6-01-065 pursuant to the staff recommendation.*

**STAFF RECOMMENDATION OF APPROVAL:**

Staff recommends a **YES** vote. Passage of this motion will result in approval of the permit 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 THE PERMIT:**

The Commission hereby approves a coastal development permit for the proposed development and adopts the findings set forth below on grounds that the development as conditioned 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 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 development on the environment, or 2) there are no further feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

**II. Standard Conditions.**

See attached page.

**III. Special Conditions.**

The permit is subject to the following conditions:

1. Construction Access/Staging Area/Project Timing. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit plans showing the locations, both on- and off-site, which will be used as staging and storage areas for materials and equipment during the construction phase of this project. The staging/storage plan shall be subject to review and written approval of the Executive Director. Use of sandy beach and public parking areas, including on-street parking for the interim storage of materials and equipment shall be minimized. The plan shall also indicate that construction shall not occur during the summer months (Memorial Day to Labor day) of any year.

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

**IV. Findings and Declarations.**

The Commission finds and declares as follows:

1. Detailed Project Description. The City of Coronado is proposing to relocate and upgrade the existing sewer pump station at Glorietta Bay, currently located in the City Hall parking lot. The new location will be the site of an existing sewer metering station, which will be removed, along with the existing perimeter fencing. The site is within a grassy portion of Glorietta Bay Park, at the southern end of the park, adjacent to the Naval Amphibious Base. After construction of the new pump station and associated piping, the old pump station will be demolished and the already paved area striped for additional parking for City Hall.

The City of Coronado has a fully certified Local Coastal Program (LCP) and issues its own coastal development permits. However, the project site is within an area of original jurisdiction, where the Coastal Commission permanently retains permit authority. Chapter 3 of the Coastal Act is the standard of review with the certified LCP used as guidance

2. Public Access and Recreation/Parking and Traffic Circulation. The following Coastal Act policies are most pertinent to the proposed development, and state, in part:

Section 30211

Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

Section 30212

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:

(1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources,

(2) adequate access exists nearby.

Section 30213

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

Section 30604(c)

(c) Every coastal development permit issued for any development between the nearest public road and the sea or the shoreline of any body of water located within the coastal zone shall include a specific finding that the development is in

conformity with the public access and public recreation policies of Chapter 3 (commencing with Section 30200).

Glorietta Bay Park is a public recreational facility located at the southern end of Strand Way, a local street that runs parallel to the Silver Strand Highway (SR75). Glorietta Bay itself is a small portion of San Diego Bay. The specific project site is located between the first coastal roadway and the bay, being sited east of SR75, within a public park that borders the bay. North of the proposed new pump station site is the municipal pool, and north of that City Hall; there is a public parking lot between the two facilities, where the existing pump station is located. South of the relocation site is the Naval Amphibious Base. The public park itself provides a boat ramp, grassy area for active recreation and picnicking, and a sandy beach for swimming. Strand Way ends at the military base, but provides an on-street parking reservoir for park users.

Once completed, the proposed pump station relocation will provide public access benefits. Removal of the existing pump station will free up area for a few additional public parking spaces in the City Hall parking lot. In addition, the existing metering station at the proposed relocation site is surrounded by chain-link fencing, preventing any public use of the area. The new pump station will be underground, with just the tops of the sealed concrete vaults extending six inches above the ground. The remainder of the area will be planted with grass, and no perimeter fencing is proposed. Thus, the public will have significantly greater use of this part of the park than previously.

As is often the case with projects in public recreational areas, it is the construction phase of the project which poses the greatest likelihood of adverse impacts on public access. This is especially a concern when construction requires the closure of traffic lanes on coastal access routes, usurps public parking spaces in beach or park lots, or excludes the public from high-use areas. In these instances, the Commission typically prohibits all, or selected portions of, construction activity during the summer months (Memorial Day weekend to Labor Day) when public use is at its peak.

The City has not submitted a tentative construction schedule, nor has it identified the locations of staging/storage areas. It has indicated, however, that the project is a high priority for a number of reasons and must go forward as soon as possible. Special Condition #1 requires the applicant to submit a site plan delineating all areas proposed for staging and storage, along with a construction schedule demonstrating that no construction activity will occur between Memorial Day weekend and Labor Day of any year. As conditioned, the Commission finds that any temporary impacts on public access have been minimized to the extent possible, and further finds the proposal, as conditioned, consistent with the cited Chapter 3 policies and with all other public access and recreation policies of the Coastal Act.

3. Water Quality. The following Coastal Act policies addressing water quality are most applicable to the subject proposal, and state, in part:

Section 30230

Marine resources shall be maintained, enhanced, and where feasible, restored...Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters....

Section 30231

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum population of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment ....

The proposed development, when completed, will not have any adverse impacts on the existing water quality of Glorietta Bay. The replacement and upgrade of the existing sewer pump station and associated piping will not increase the amount of impervious surface within the public park, but will increase the amount of landscaping. The site of the existing pump station is already paved, such that its conversion to parking spaces will not change the amount of impermeable surface. The City has already received its construction dewatering permit from the Regional Water Quality Control Board, which includes adequate BMPs to assure minimal runoff from the construction site.

The proposed development represents an increase in the capacity of sewer facilities in this location, primarily intended to achieve two goals: 1) in a case of system failure, the proposed facilities will allow sewage retention for approximately one hour. This period of time is believed to be adequate to either restore service or initiate a contingency plan. Currently, the existing pump station wet well fills in six minutes; any overflow dumps raw sewage directly into Glorietta Bay. 2) the sewer system upgrade will provide capacity to accommodate future stormwater intercept improvements. It has been demonstrated that intercepting low flows in the existing stormwater system and diverting them into the sewer system for treatment has a significant and positive effect on water quality. Therefore, the proposed facility should not result in any additional water quality concerns, but will, in fact, improve the current situation.

The Commission therefore finds that the proposed development will have a positive impact on the quality of Glorietta Bay waters, will not result in any increase in impervious surface, and will, in fact, result in more landscaping improvements. This will improve Glorietta Bay's function as a productive biological resource area, and will also increase its appeal for human recreational activities. The Commission finds that approval of the development, as conditioned to address other concerns, is fully consistent with the cited Coastal Act policies.

4. Visual Resources. Section 30251 of the Coastal Act provides for the protection of scenic coastal resources, and states, in part:

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.

The site is located in Glorietta Bay Park, a scenic public recreational resource. The proposed development will result in the removal of two existing public works facilities, a sewer pump station and a sewer metering station, and the construction of a new, larger pump station and associated piping. Existing fencing at both locations will also be removed and new landscaping will be installed at the new pump station site. The new pump station, and all associated piping will be underground, with only six inches of the pump station vaults extending above ground.

The Commission finds the visible portion of the new pump station will have no significant visual impact on the scenic qualities of Glorietta Bay Park. Moreover, the removal of the pump station and fencing at the old site will slightly increase public views of the bay in this area; these views will then be maintained by using this area for a few additional parking spaces. As conditioned to address other concerns, the Commission finds the proposed development is fully consistent with Section 30251 of the Coastal Act.

5. Growth Inducement. Section 30250 (a) of the Coastal Act is applicable and states, in part:

(a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources....

Given that the proposed development involves the replacement of existing sewer facilities with larger-sized ones, the question arises as to whether the project will be growth inducing. In other words, it must be determined whether or not the upgrades and expansions to the existing sewer projects are being proposed to serve existing development or whether they are being proposed to accommodate new development. In this particular case, the proposed improvements will increase capacity primarily to facilitate a longer sewage detention period, as a factor of safety to prevent sewage spills, and to accommodate future stormwater diversion improvements. Coronado is a small, built-out community, with little, if any, potential for new subdivisions or other means of increasing density and services. Therefore, the proposed improvements to the sewer system should not have a significant overall inducement to growth. Therefore, the

Commission finds that the proposed project, as conditioned, is consistent with Section 30250 (a) of the Coastal Act.

6. 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, as conditioned, such a finding can be made.

Glorietta Bay Park is an existing public recreational facility within the City of Coronado. The City is in the process of preparing a Master Plan for future development and redevelopment of the entire Glorietta Bay area. The two specific sites for the proposed activities are currently designated and zoned for Civic Uses and Open Space. The proposal is consistent with those designations and no local discretionary permits addressing this specific project were required. The proposed pump station relocation was identified in the draft Glorietta Bay Master Plan and associated EIR, but not analyzed in detail, as no significant impacts were associated with this relatively minor public works improvement.

Moreover, the project site is within the Coastal Commission's original permit jurisdiction area, such that Chapter 3 of the Coastal Act is the standard of review and the certified LCP is only used as guidance. The proposed development, as conditioned, has been found consistent with all applicable Coastal Act provisions. Therefore, the Commission finds that approval of the permit will not prejudice the ability of the City of Coronado to continue implementation of its fully certified LCP.

7. 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 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.

As discussed herein, the proposed project, as conditioned, will not cause significant adverse impacts to the environment. Specifically and as conditioned, the project has been found consistent with the water quality, public access and visual resource policies of the Coastal Act. There are no feasible alternatives or mitigation measures available which would substantially lessen any significant adverse impact which the activity might 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.

STANDARD CONDITIONS:

1. Notice of Receipt and Acknowledgment. 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. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
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.



6-01-065

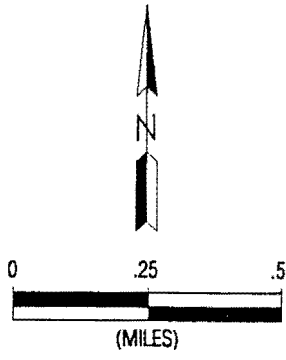
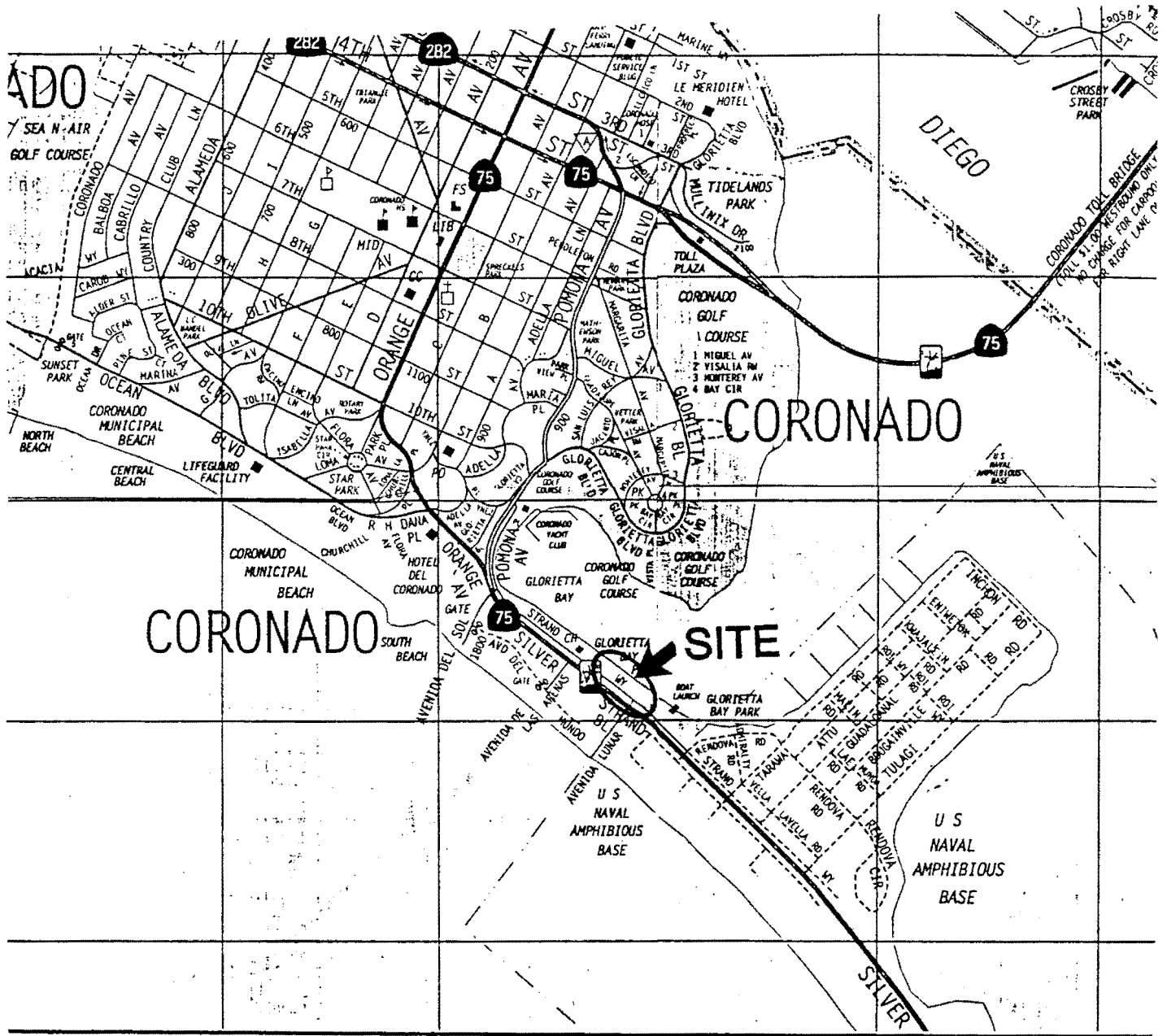



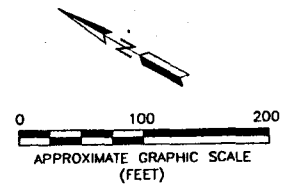
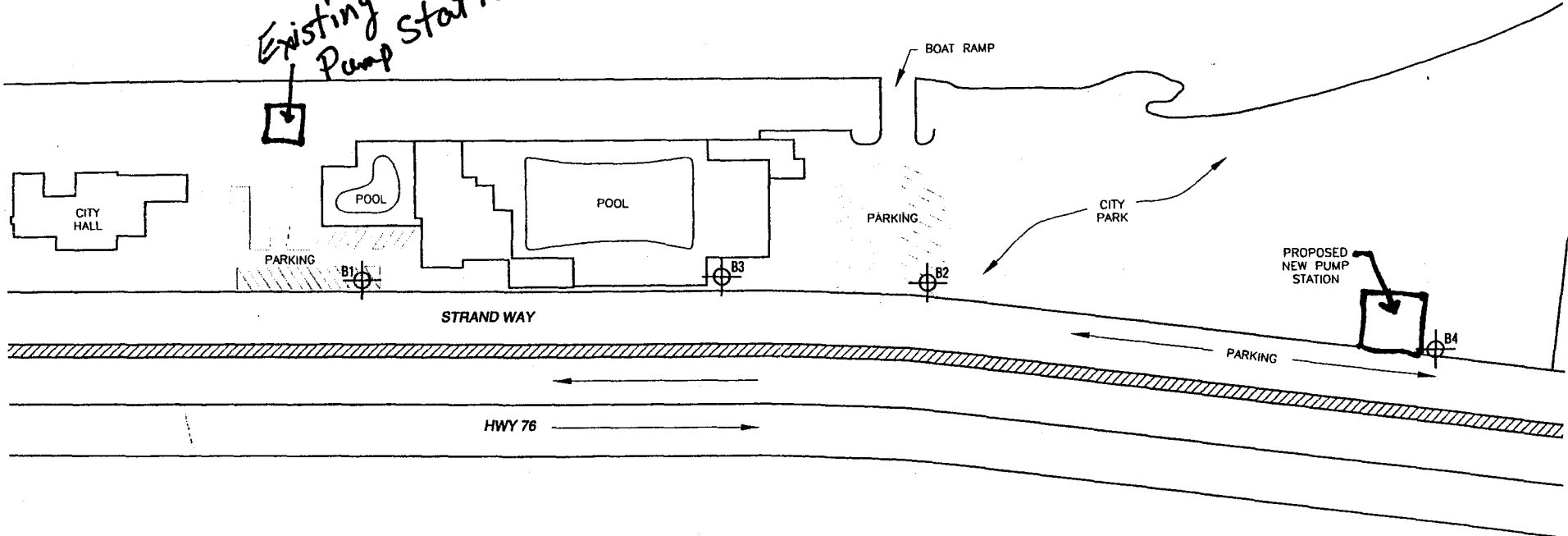
EXHIBIT NO. 1
APPLICATION NO.
6-01-065
Vicinity Map
 California Coastal Commission

6-01-065

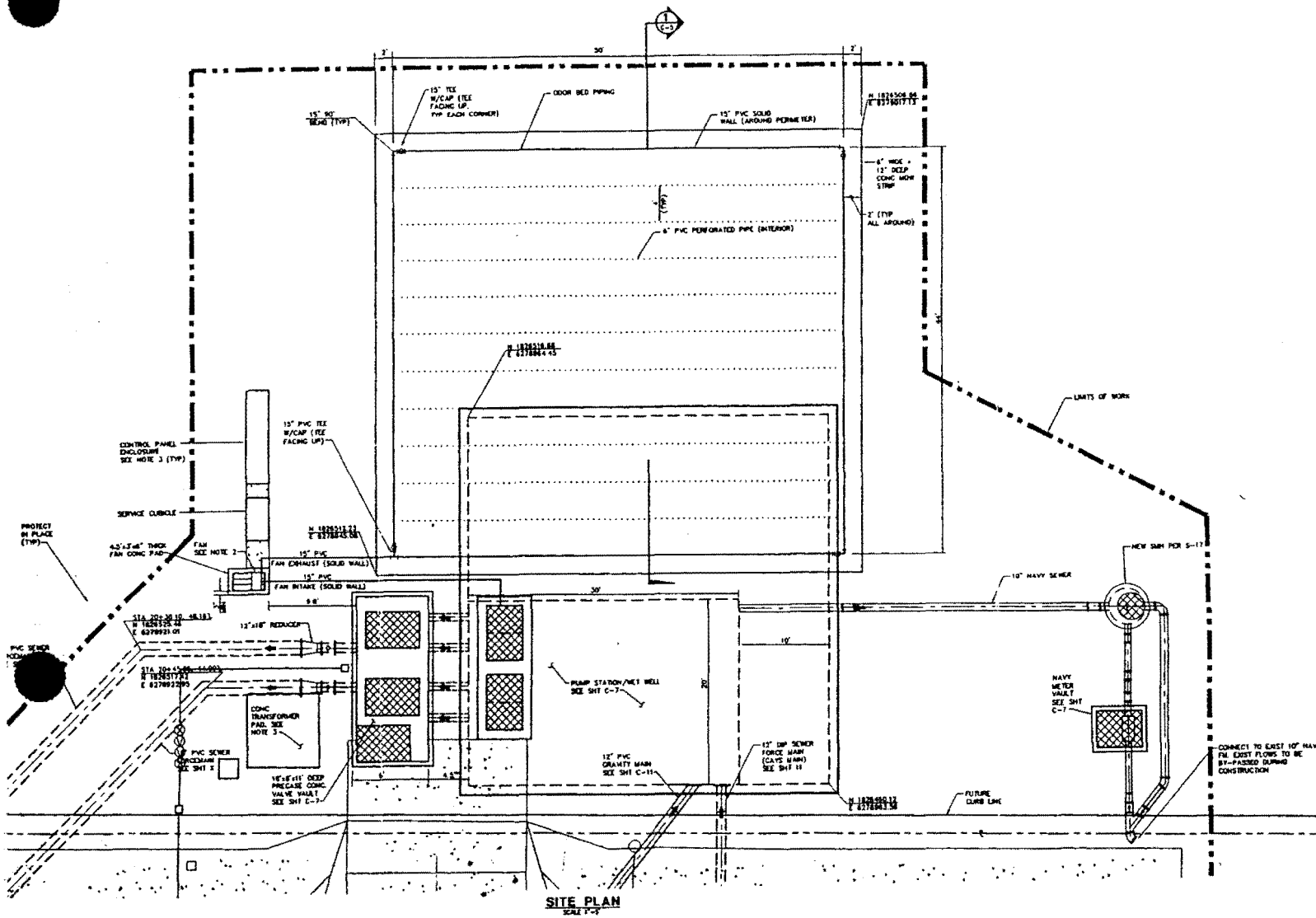
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APPLICATION NO. 6-01-065
Overall Site Plan
California Coastal Commission

GLORIETTA BAY

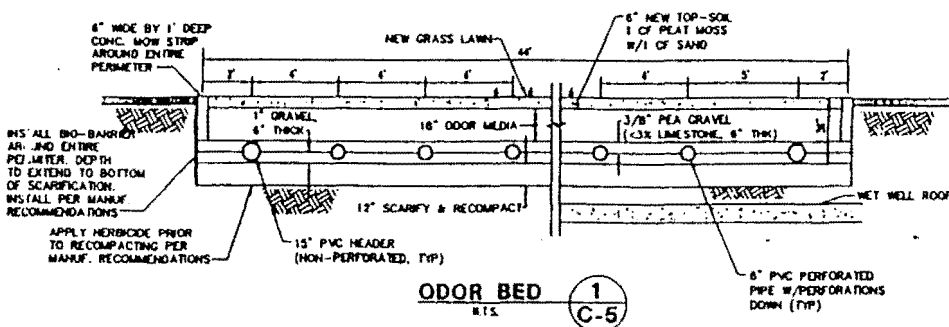
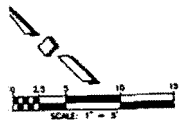
Existing Pump Station



6-01-065



SITE PLAN  
SCALE 1" = 5'



ODOR BED  
R.T.S. (1) C-5

EXHIBIT NO. 3  
 APPLICATION NO.  
 6-01-065  
 New Pump Station  
 Site Plan  
 California Coastal Commission

