

## CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA  
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## RECORD PACKET COPY

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REGULAR CALENDAR  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-01-170

Applicant: City of San Diego

Agent: Tony Perez/Gary Orsa

Description: Demolition of an existing three-story, 2,082 sq.ft. lifeguard tower/public restroom structure and construction of a new three-story, 4,303 sq.ft. lifeguard tower on the public beach. Also proposed is a +13.5 ft. high seawall located 12 ft. seaward of the new lifeguard structure, construction of a separate one-story, 1,122 sq.ft. public comfort station at westerly end of Grand Avenue, parking modifications that eliminate 17 on-street parking spaces from Grand Avenue, restrict all remaining parking on Grand Avenue between Mission Boulevard and Ocean Front Walk and on Ocean Boulevard between Thomas Avenue and Grand Avenue to 2-hour maximum duration, and create six 15-minute passenger drop-off parking spaces on Grand Avenue.

Site: 700 Grand Avenue (west of Mission Boulevard to street-end), Ocean Boulevard north of Thomas Avenue to Grand Avenue, public sandy beach seaward of Ocean Front Walk, Pacific Beach, San Diego, San Diego County. APN 423-112-14

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STAFF NOTES:

Summary of Staff's Preliminary Recommendation: Staff recommends approval of the proposed demolition of an existing lifeguard station and construction of a new lifeguard station and other improvements with a number of special conditions. The proposed lifeguard station is to be located on the beach in the same location as the existing station but it will encroach 25 feet further seaward than the existing structure. In addition, an approximately 12 ft.-15 ft. wide concrete apron is proposed surrounding the structure to the north, south and west with a buried perimeter seawall also proposed along the outer perimeter of the apron. The proposal raises concerns with regard to beach encroachment, public access, geologic hazards and public views. The Commission's coastal engineer has reviewed the project and has concluded that the seawall element that extends 12 feet

seaward of the structure can be eliminated if it is replaced with a foundation seawall and that this will not adversely affect the stability and storm protection of the building, provided the existing program of sand berming is continued. The coastal engineer also concurs that there is good evidence that there will be a healthy beach in this area for the next few decades which is important in terms of stability for the new building.

Therefore, Special Condition #1 requires revised final plans which eliminate the proposed seawall 12 feet seaward of the proposed lifeguard tower along with elimination of the concrete apron west of the lifeguard tower. This will result in less beach encroachment and minimize the proposed development's impacts on public access. The condition further requires the incorporation of a new foundation seawall located no further seaward than the western facade of the proposed lifeguard tower. All other concrete aprons (to the south and north) are required to be reduced to the maximum extent possible while still meeting lifeguard service and ADA-access requirements.

Special Condition #3 addresses construction access/staging and timing and permits work to occur on the weekdays only during the peak summer season (Memorial Day weekend through Labor Day of any year) and prohibits the use of sandy beach areas for construction staging or storage purposes. Special Condition #4 requires that the proposed parking hours for Grand Avenue and Ocean Boulevard be revised to a minimum of four hours (vs. the proposed two hours). Special Condition #5 requires that the applicant submit a final plan for the 18 off-site parking spaces provided as replacement parking for the spaces which will be removed from Grand Avenue for the construction of the comfort station and that existing parking spaces may not be eliminated until an equivalent number of replacement parking spaces have been established.

Other conditions include as-built-plans for the seawall; State Lands Commission review; disposal of graded spoils; landscaping; assumption of risk; construction staging areas, access corridors and timing of construction; and submittal of construction Best Management Practices plan which includes measures to reduce runoff toward the beach consistent with Best Management Practices and a Water Quality Control Program.

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Substantive File Documents: Certified Pacific Beach Land Use Plan; Geotechnical Investigation by Terra Costa Consulting Group, Inc. dated 11/14/01; Update to Geotechnical Report by Terra Costa Consulting Group, Inc. dated 6/28/02; Parking Evaluation by Kimley Horn and Associates dated 11/16/02 and updated report dated 1/25/02; Letters from Munroe and Orsa Architects dated 6/18/02, 5/14/02, 4/29/02; Letter from Tony Perez/City of San Diego dated 7/3/02; San Diego Lifeguard Service Oceanfront Statistics Report - 2001.

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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. 6-01-170 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. Revised Final Plans. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, final revised plans for the proposed development. The final plans shall be in substantial conformance with the plans by TerraCosta Consulting Group contained in the geotechnical investigation dated 11/14/01, except that they shall be revised to:

- a) Eliminate the proposed seawall (stemwall) 12 feet seaward of the proposed lifeguard tower;
- b) Eliminate the concrete apron (promenade) west of the proposed lifeguard tower;

- c) Incorporate a new foundation seawall located no further seaward than the western facade of the proposed lifeguard tower as necessary to provide protection to the proposed lifeguard tower pursuant to an updated wave uprush study dated 6/28/02 by Terra Costa Geotechnical Engineering;
- d) All remaining concrete aprons (north and south sides of proposed building) shall be minimized to the maximum extent feasible to adequately meet lifeguard service vehicle access and/or to meet ADA-access requirements.
- e) The City shall continue the practice of sand berming seaward of the proposed lifeguard station.

The permittee shall undertake the development in accordance with the approved plans. Any proposed changes to the approved plans shall be reported to the Executive Director. No changes to the plans shall occur without a Coastal Commission approved amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

2. As-Built Plans. Within 60 days following completion of the project, the permittees shall submit as-built plans of the approved development. In addition, within 60 days following completion of the project, the permittees shall submit certification by a registered civil engineer, acceptable to the Executive Director, verifying that the seawall has been constructed in conformance with the approved plans for the project pursuant to Special Condition #1.

3. Storage and Staging Areas/Access Corridors. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, final plans indicating the location of access corridors to the construction site and staging areas. The final plans shall indicate that:

- a) No overnight storage of equipment or materials shall occur on sandy beach or public parking spaces.
- b) Access corridors shall be located in a manner that has the least impact on public access to and along the shoreline via Grand Avenue, Ocean Boulevard, and Ocean Front Walk.
- c) No work shall occur on the beach on weekends or holidays between Memorial Day weekend and Labor Day of any year.
- d) The applicant shall submit evidence that the approved plans/notes have been incorporated into construction bid documents. The staging site shall be removed and/or restored immediately following completion of the development.

The permittee shall undertake the development in accordance with the approved plans. Any proposed changes to the approved plans shall be reported to the Executive Director. No changes to the plans shall occur without a Coastal Commission approved amendment

to this coastal development permit unless the Executive Director determines that no amendment is legally required.

4. Revised Parking Hours for Grand Avenue and Ocean Boulevard. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, plans for the parking spaces along Ocean Boulevard between Grand Avenue and Thomas Avenue and the proposed reconfigured parking spaces on Grand Avenue west of the unnamed alley located between Mission Boulevard and Ocean Boulevard (the area of the project site that is within the Commission's area of original permit jurisdiction—reference Exhibit No. 3). Said plans shall be in substantial conformance with plans submitted with this application by Munroe and Orsa dated November 2001, except that they shall be revised as follows:

- a) A minimum of four hours shall be allowed for all public parking spaces in the above described areas with the exception of six proposed 15-minute passenger drop-off spaces along the south side of Grand Avenue.
- b) The location and number of proposed signs adjacent to the parking areas identifying the proposed minimum four-hour parking limitations shall be depicted on the plans.

The permittee shall undertake the development in accordance with the approved plans. Any proposed changes to the approved plans shall be reported to the Executive Director. No changes to the plans shall occur without a Coastal Commission approved amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

5. Proposed Off-Site Replacement Parking. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, a final plan for the 18 off-site parking spaces to be provided as replacement parking for the spaces which will be removed from Grand Avenue for construction of the proposed comfort station. All replacement parking shall be located within a four-block radius of the project site. The plan shall clearly show the location of the additional parking spaces through the removal of either red-curbings or re-striping of current parking spaces and the streets on which they are located. No existing parking spaces may be eliminated until an equivalent number of replacement parking spaces have been established.

The permittee shall undertake the development in accordance with the approved plans. Any proposed changes to the approved plans shall be reported to the Executive Director. No changes to the plans shall occur without a Coastal Commission approved amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

6. State Lands Commission Review. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall obtain a written determination from the State Lands Commission that:

- a) No state lands are involved in the development; or
- b) State lands are involved in the development, and all permits required by the State Lands Commission have been obtained; or
- c) State lands may be involved in the development, but pending a final determination of state lands involvement, an agreement has been made by the applicant with the State Lands Commission for the project to proceed without prejudice to the determination.

7. Disposal of Graded Spoils. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall identify the location for the disposal of graded spoils. If the site is located within the coastal zone, a separate coastal development permit or permit amendment shall first be obtained from the California Coastal Commission or its successors in interest.

8. Landscaping Plan. Prior to the ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit a detailed landscape plan indicating the type, size, extent and location of all plant materials, the proposed irrigation system and other landscape features. Drought tolerant native or naturalizing plant materials shall be utilized to the maximum extent feasible. The vegetation shall not impede public views toward the ocean. Said plan shall be submitted to, reviewed and approved in writing by the Executive Director.

The permittee shall undertake development in accordance with the approved final plan and schedule and other requirements. Any proposed changes to the approved final plan shall be reported to the Executive Director. No changes to the approved final plan shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

9. Assumption of Risk, Waiver of Liability and Indemnity Agreement

- A. By acceptance of this permit, the applicant acknowledges and agrees (i) that the site may be subject to hazards from flooding and wave uprush; (ii) to assume the risks to the applicant and the property that is the subject of this permit of injury and damage from such hazards in connection with this permitted development; (iii) to unconditionally waive any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards; and (iv) to indemnify and hold harmless the Commission, its officers, agents, and employees with respect to the Commission's approval of the project against any and all liability, claims, demands, damages, costs (including costs and fees incurred in

defense of such claims), expenses, and amounts paid in settlement arising from any injury or damage due to such hazards.

- B. PRIOR TO ANY CONVEYANCE OF THE PROPERTY THAT IS THE SUBJECT OF THIS COASTAL DEVELOPMENT PERMIT**, the applicant shall execute and record a deed restriction, in a form and content acceptable to the Executive Director: (1) indicating that, pursuant to this permit, the California Coastal Commission has authorized development on the subject property, subject to terms and conditions that restrict the use and enjoyment of that property (hereinafter referred to as the "Standard and Special Conditions"); and (2) imposing all Standard and Special Conditions of this permit as covenants, conditions and restrictions on the use and enjoyment of the Property. The restriction shall include a legal description of the applicant's entire parcel or parcels. It shall also indicate that, in the event of an extinguishment or termination of the deed restriction for any reason, the Standard and Special Conditions of this permit shall continue to restrict the use and enjoyment of the subject property so long as either this permit or the development it authorizes – or any part, modification, or amendment thereof – remains in existence on or with respect to the subject property.
- C. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the applicant shall submit a written agreement, in a form and content acceptable to the Executive Director, incorporating all of the above terms of this condition.

10. Storage of Construction Materials, Mechanized Equipment, and Removal of Construction Debris.

1) PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit for the review and approval of the Executive Director, a Construction Best Management Practices Plan for the construction project site, prepared by a licensed professional, and shall incorporate erosion, sediment, and chemical control Best Management Practices (BMPs) designed to minimize to the maximum extent feasible the adverse impacts associated with construction to receiving waters. In addition to the specifications above, the plan shall be in substantial conformance with the following requirements:

- a. Staging areas, equipment and materials storage areas, and soil stockpiles shall be located at least 100 feet from the mean high tide line as possible. To the maximum extent feasible, the storage stockpile areas shall be located on existing paved surfaces. These areas shall be fenced-off to prevent any encroachments of equipment or debris within 100 feet of the mean high tide line. No construction materials, debris, or waste shall be placed or stored where it may be subject to wave, wind, rain, or tidal erosion and dispersion.
- b. Any and all debris resulting from construction activities shall be removed from the project site within 24 hours of completion of construction.

- c. Construction debris and sediment shall be removed from construction areas each day that construction occurs to prevent the accumulation of sediment and other debris which may be discharged into coastal waters.
- d. No disturbance or use of areas below the mean high tide line is permitted for the construction of the proposed development.
- e. Erosion control/sedimentation Best Management Practices (BMPs) shall be used to control dust and sedimentation impacts to coastal waters during construction. BMPs shall include, but are not limited to: placement of sand bags around drainage inlets to prevent runoff/sediment transport into the storm drain system and Pacific Ocean.
- f. All construction materials, excluding lumber, shall be covered and enclosed on all sides, and as far away from a storm drain inlet and receiving waters as possible.
- g. If the debris disposal site is located within the coastal zone, a coastal development permit or an amendment to this permit shall be required before disposal can take place.

2) Best Management Practices (BMPs) designed to prevent spillage and/or runoff of construction-related materials, sediment, or contaminants associated with construction activity shall be implemented prior to the onset of such activity. Selected BMPs shall be maintained in a functional condition throughout the duration of the project. The following measures shall be used during construction as appropriate:

- a. The applicant shall ensure the proper handling, storage, and application of petroleum products and other construction materials. These shall include a designated fueling and vehicle maintenance area with appropriate berms and protection to prevent any spillage of gasoline or related petroleum products or contact with runoff. It shall be located as far away from the receiving waters and storm drain inlets as possible.
- b. The applicant shall develop and implement spill prevention and control measures.
- c. The applicant shall maintain and wash equipment and machinery in confined areas specifically designed to control runoff. Thinners or solvents shall not be discharged into sanitary or storm sewer systems. Washout from concrete trucks shall be disposed of at a location not subject to runoff and more than 50 feet away from a storm drain, open ditch or surface water.
- d. The applicant shall provide adequate disposal facilities for solid waste, including excess concrete, produced during construction.



- e. Temporary sediment basins (including debris basins, desilting basins or silt traps), temporary drains and swales, sand bag barriers, wind barriers such as solid board fence, snow fences, or hay bales, and silt fencing.
- f. Stabilize any stockpiled fill with geofabric covers or other appropriate cover, install geotextiles or mats on all cut or fill slopes, and close and stabilize open trenches as soon as possible.
- g. Prior to final inspection of the proposed project the applicant shall ensure that no gasoline, lubricant, or other petroleum-based product was deposited on the sandy beach or any beach facility. If such residues are discovered in the beach area the residues and all contaminated sand shall be properly removed and disposed in an appropriate facility.
- h. These erosion control measures shall be required on the project site prior to or concurrent with the initial construction operations and maintained throughout the development process to minimize erosion and sedimentation from the runoff waters during construction. The above requirements (Special Condition #10) as well as the below requirements found in Special Condition #11 shall be attached to all final construction plans.

The permittee shall undertake development in accordance with the plans and construction schedule approved by the Executive Director pursuant to this condition. Any proposed changes to the approved final plan shall be reported to the Executive Director. No changes to the approved final plan shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

11. Water Quality Management Plan. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit for the review and approval of the Executive Director, a Water Quality Management Plan (WQMP) for the post-construction project site, prepared by a licensed water quality professional, and shall incorporate structural or non-structural Best Management Practices (BMPs) designed to reduce, to the maximum extent feasible, the volume, velocity and pollutant load of storm water and nuisance flow leaving the developed site. In addition to the specifications above, the plan shall be in substantial conformance with the following requirements:

1. Water Quality Goals

- a. Appropriate structural and/or non-structural BMPs shall be designed to treat, infiltrate, or filter the runoff from all surfaces and activities on the development site.
- b. If the applicant uses post-construction structural BMPs (or suites of BMPs), they should be designed to treat, infiltrate or filter the amount of storm water runoff produced by all storms up to and including the 85th percentile, 24-

hour storm event for volume-based BMPs, and/or the 85th percentile, 1-hour storm event, with an appropriate safety factor (i.e., 2 or greater), for flow-based BMPs.

c. Runoff from all roofs, maintenance areas, driveways, and the concrete apron adjacent to the lifeguard tower shall be collected and directed through a system of appropriate structural and/or non-structural BMPs. The drainage system shall also be designed to convey and discharge runoff from the building site in a non-erosive manner.

## 2. Vehicle and Equipment Service, Maintenance Areas, and Concrete Apron

a. The applicant shall regularly sweep all parking areas and vehicle maintenance surfaces approved pursuant to this permit and shall, at a minimum, sweep all such parking area on a weekly basis in order to prevent dispersal of pollutants that might collect on those surfaces.

b. The detergents and cleaning components used on site shall comply with the following criteria: they shall be phosphate-free, biodegradable, and non-toxic to marine wildlife; amounts used shall be minimized to the maximum extent practicable; no fluids containing ammonia, sodium hypochlorite, chlorinated solvents, petroleum distillates, or lye shall be used.

c. The applicant shall not spray down or wash down the parking lot approved pursuant to this permit unless the water used is directed through the sanitary sewer system or a filtered drain.

d. The applicant shall use trash and recycling containers that, if they are to be located outside or apart from the principal structure, are fully enclosed and watertight in order to prevent storm water contact with waste matter, which can be a potential source of bacteria, grease, and other pollutants in runoff.

## 3. Monitoring and Maintenance

All BMPs shall be operated, monitored, and maintained for the life of the project and at a minimum, any structural BMPs shall be inspected, cleaned-out, and where necessary, repaired, at the following minimum frequencies: (1) prior to October 15th each year; (2) during each month between October 15<sup>th</sup> and April 15<sup>th</sup> of each year and, (3) at least twice during the dry season (between April 16 and October 14).

a. Debris and other water pollutants removed from structural BMP(s) during clean-out shall be contained and disposed of in a proper manner.

b. It is the applicant's responsibility to maintain the drainage system and the associated structures and BMPs according to manufacturer's specification.

The permittee shall undertake development in accordance with the approved final plan and schedule and other requirements. Any proposed changes to the approved final plan shall be reported to the Executive Director. No changes to the approved final plan shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

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#### IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Detailed Project Description. The applicant proposes the demolition of an existing three-story, 32 ft. high, 2,082 sq.ft. lifeguard tower/public restroom structure and construction of a new three-story, 30 ft. high, 4,303 sq.ft. lifeguard station on the public beach seaward of the public boardwalk. The new lifeguard station will be situated in the same location as the existing lifeguard station but because it is larger, it will extend 25 feet further seaward than the existing lifeguard station. Also proposed is a 12-15 ft. wide concrete apron surrounding the new structure on the north, south and west with a seawall around its perimeter and a +13.5 ft. raised seawall element that will be located 12 feet seaward of the lifeguard structure. The applicant has indicated that with beach replenishment and proposed berming around the structure, it is expected that under normal conditions, most of the seawall will be buried. A concrete promenade is proposed between the raised seawall and the lifeguard tower. On the south side of the proposed lifeguard tower a walk ramp is proposed descending in elevation from the public boardwalk. The walkway is proposed all around the perimeter of the lifeguard tower. On the north side of the lifeguard tower a concrete drive apron is proposed to allow access to the proposed three-car parking garage on the north side of the lifeguard tower. In addition, the project includes a new seawall return to the existing seawall adjacent to the public boardwalk. There is an existing seawall on the seaward (west) side of the public boardwalk north of the proposed lifeguard tower. A ramp leads down from the boardwalk to the beach in a northerly direction. The proposed seawall return will extend from the northeast corner of the new lifeguard tower and connect to the existing public boardwalk and ramp and will be flush with the boardwalk surface (ref. Exhibit No. 10). Also proposed are public restrooms, parking and street modifications.

The City has stated that the existing lifeguard structure is 35 years old and needs to be replaced as it is deteriorating to the point where it is unsafe. Presently, the lifeguard tower contains public restrooms above the ground level (the women's restroom is a half flight of stairs above the boardwalk and the men's restroom is one level above that) fronting the public boardwalk. There is also an existing garage at the lower level (beach elevation) and west side of the existing lifeguard station. The lifeguards have historically placed orange cones on the sand seaward of the lifeguard tower to keep this area clear so that they may respond to emergencies quickly by vehicle. The lifeguards have also built up a sand berm seaward of the existing tower during the winter months to protect the tower from wave activity. There is currently no seawall associated with the existing

lifeguard tower. A concrete stairway is also located south of the existing lifeguard station which provides improved vertical access from the public boardwalk down to the beach. See Exhibits 13 and 14 for a comparison between the existing and proposed facility and its location and design in relation to the beach profile.

The lifeguard facility is located on the sandy beach immediately west of the public boardwalk (Ocean Front Walk) just west of the terminus of Grand Avenue in Pacific Beach. The new lifeguard station will not have any public restrooms (other than for members of the public who are injured and are being treated at the lifeguard facility). As such, the City also proposes to construct a new detached one-story, 1,122 sq.ft. public comfort station at the west end of Grand Avenue. A plaza is also proposed to be constructed between the comfort station and the lifeguard tower (in the area consisting of the streetend just inland of the public boardwalk). Lastly, the City proposes to reconfigure the public parking in the surrounding area. Seventeen (17) parking spaces will be removed from Grand Avenue as a result of the new proposed comfort station in the streetend. The remainder of the parking on Grand Avenue will be re-stripped to include the provision of six 15-minute passenger drop-off parking spaces on the south side of Grand Avenue. In addition, the parking along Ocean Boulevard just south of, and perpendicular to, Grand Avenue is proposed to be changed from unlimited parking to a 2 hour maximum limit.

As noted above, the subject site consists of the sandy beach seaward of the public boardwalk and the adjacent public streets of Grand Avenue and Ocean Boulevard. Surrounding uses include restaurants and hotels and Crystal Pier to the north. The Commission's area of permit jurisdiction in the immediate vicinity begins approximately one-half block west of Mission Boulevard at an unnamed north/south running alley to the west. As such, everything west of the alley including the public boardwalk and the public beach seaward of the boardwalk is within the Commission's permit jurisdiction (ref. Exhibit No. 3). The City has a certified LCP and retains permit authority for everything east of the alley in this location. As such, not all of the proposed improvements associated with this development proposal are within the Commission's jurisdiction. Specifically, only the portions of the street improvements east of the alley are within the Commission's jurisdiction. However, the proposed comfort station, lifeguard tower structure and all of the parking improvements along Ocean Boulevard (which is west of the alley) are within the Commission's permit jurisdiction. Therefore, Chapter 3 of the Coastal Act is the standard of review.

2. Seawall/Shoreline Protective Devices/Hazards. Sections 30235 and 30253 of the Coastal Act are applicable to the subject project and state the following, in part:

Section 30235

Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to

protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply.

Section 30253

New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard;...

In addition, Section 30255 of the Coastal Act states the following:

Coastal-dependent developments shall have priority over other developments on or near the shoreline. Except as provided elsewhere in this division, coastal-dependent developments shall not be sited in a wetland. When appropriate, coastal-related developments should be accommodated within reasonable proximity to the coastal-dependent uses they support.

The Commission has traditionally been concerned with the siting of new development directly along the shoreline in terms of both its encroachment onto public sandy beach as well as visual impacts. As noted in the project description, the central component of the proposed development is the demolition of an existing lifeguard tower and the construction of a newer and larger lifeguard tower in its place. Although the new tower will be in the same location, it will be double the size of the existing tower resulting in a total of 4,303 sq.ft. and will encroach 25 feet further seaward than the existing lifeguard tower. The new lifeguard tower encroaches further seaward in part due to community concerns to preserve public views looking west from Grand Avenue. As such, the new tower was designed so that it would be narrow from north to south but longer from east to west. In addition, the tower is proposed to be larger to accommodate many amenities associated with the lifeguard tower. Some of these requirements include separate changing and shower facilities for both male and female lifeguards, an area for training, a larger watchroom so that lifeguards can adequately perform their safety functions, a lunch room that will allow the lifeguards to continue to perform watch duties during meals, adequate first-aid areas to treat injured beach visitors, and ADA-accessible restrooms inside the lifeguard tower for beach visitors who are injured or rescued by the lifeguards. A complete analysis of alternatives and documentation of need for the larger, state-of-the-art facility is contained in the following Finding #3 - Alternatives Analysis/Need for Facility.

However, in addition to this 25 ft. additional encroachment, the City is proposing a seawall to protect the new structure. The seawall will be located 12 feet seaward of the structure with a concrete apron (referred to as a promenade) between the seawall and the western facade of the new structure. The City has indicated that this promenade is needed as both an area for treating injured beachgoers and also as a reception area. For example, presently there is a first aid room that is only 89 sq.ft. in size on the first level of the existing lifeguard tower. It has only one sink and fold down cot. As a result of

having such a small first aid area, only one first aid activity can be treated at a time. The new first aid room will contain two foot baths for stingray bites and two cots for injured patients. The promenade seaward of the lifeguard tower will be used as an area where the lifeguards can administer multiple first aid activities. For example, sometimes a large group of people are stung by stingrays and it is necessary to treat several people at once. In addition, there currently is no reception room/area in the current tower. As a result, anyone who has a question or is in need of help must ring a bell that the lifeguard on duty in the tower responds to. Whenever this happens, the lifeguard's attention is diverted from his/her primary duty of observing the beach and ocean which could affect public safety. As such, the currently designed lifeguard tower will contain a small reception area on the first level and the promenade will be used as a small reception area where volunteers can assist parents with lost children, etc.

While the Commission certainly recognizes the important function of a lifeguard tower for the beach-going public, the structure should be located and designed to reduce impacts on public access and shoreline sand supply. Coastal Act Section 30235 acknowledges that seawalls, revetments, cliff retaining walls, groins and other such structural or "hard" solutions alter natural shoreline processes. Shoreline protective devices can result in a number of adverse effects on the dynamic shoreline system and the public's beach ownership interests. First, shoreline protective devices can cause changes in the shoreline profile, particularly changes in the slope of the profile resulting from a reduced beach berm width. This may alter the usable area available to the public seaward of the structure. A beach that rests either temporarily or permanently at a steeper angle than under natural conditions will have less horizontal distance between the mean low water and mean high water lines. This reduces the actual area in which the public can pass on public property.

The second effect of a shoreline protective device on access is through a progressive loss of sand as shore material is not available to nourish the offshore sand bar. The lack of an effective bar can allow such high wave energy on the shoreline that materials may be lost far offshore where it is no longer available to nourish the beach. A loss of sandy beach area is a significant adverse impact on public access to the beach.

Third, shoreline protective devices such as revetments and bulkheads cumulatively affect shoreline sand supply and public access by causing accelerated and increased erosion on adjacent public beaches. This effect may not become clear until such devices are constructed individually along a shoreline and they reach a public beach. South Pacific Beach has a very wide sandy beach. However, the width of the beach can vary, as demonstrated by severe storm events. The Commission notes that if a seasonal eroded beach condition occurs with greater frequency due to the placement of a shoreline protective device on the subject site, then the subject beach would also accrete at a slower rate. The Commission also notes that many studies performed on both oscillating and eroding beaches have concluded that loss of beach occurs on both types of beaches where a shoreline protective device exists.

Fourth, if not sited in a landward location that ensures that the seawall is only acted upon during severe storm events, beach scour during the winter season will be accelerated because there is less beach area to dissipate the wave's energy. Finally, revetments, bulkheads, and seawalls interfere directly with public access by their occupation of beach area that will not only be unavailable during high tide and severe storm events, but also potentially throughout the winter season.

Shoreline protection devices are required to be approved only when necessary to protect coastal-dependent uses, existing structures, or public beaches in danger from erosion and when designed to eliminate or mitigate adverse impacts on local sand supply. The Coastal Act does not require the Commission to approve shoreline altering devices to protect vacant land or in connection with requests to construct new development that is not a coastal-dependent use. A shoreline protective device proposed in those situations is likely to be inconsistent with various Coastal Act policies. For example, Section 30253 addresses new development and requires that it be sited to lessen the risks due to hazards. In this case those risks are from waves, storm events, erosion and flooding. The project, as earlier noted, involves the demolition of an existing lifeguard tower structure and the construction of a new structure. Moisture has penetrated the masonry block walls over the years causing the reinforcing steel to rust and expand and thereby spalling and fracturing the concrete block. The geotechnical report for the project indicates that the building is badly deteriorated and needs to be replaced.

The City has concluded the building footprint has been reduced to the maximum extent possible (as previously noted, earlier designs included a larger footprint at this location) and the seaward encroachment has been reduced to the maximum amount possible. A geotechnical report has been completed for the proposed project and states that to reduce construction difficulties associated with caving soils (both formational and transient beach sands), that the base of the footing excavations are recommended to extend down to elevation +2 feet (MSL). It is recommended that the design incorporate a single sheet-pile bulkhead along the westerly, northerly, and southerly perimeter foundations extending from the top of the footing down to a design tip elevation at or below elevation -3 ft MSL. This design minimizes construction difficulties and still maintains toe protection along the seaward face of the structure. The report further indicates that to provide flank protection, the stemwall should extend full height along both the northerly and southerly perimeter walls of the structure to its eastern edge to ensure adequate embedment into the adjacent coastal bluff.

An update (6/28/02) to that report further states:

*The existing lifeguard facility, although located along the back of one of San Diego's more stable recreational beaches, has still experienced periods of significant shoreline erosion, most notably during the 1982-83 El Nino storm season, which placed the existing facility at risk, necessitating significant efforts to prevent its loss during the 1982-83 storm season. Given this information, and recognizing that sediment budget within the Mission Beach subcell is in a deficit, one must conclude that in the future, this structure will be more frequently exposed to a severely*

*scoured beach profile during storm events, sufficient to cause the loss of the facility. Section 30235 of the Coastal Act allows for the protection of coastal dependent uses endangered from erosion when designed to eliminate or mitigate adverse impacts on local shoreline sand supply.*

*The proposed wall is limited to the footprint of the concrete apron surrounding the rehabilitated facility, and more importantly will be entirely buried, with the exception of the small architectural separation wall in front of the new facility, with the entire wall essentially functioning as a stemwall supporting the concrete apron integral to the reconstructed facility. Again, with the exception for the short curved architectural stemwall in front of the facility, the entire remaining wall will remain buried and not visible to the public, except during extreme storm events. City forces have routinely built up a berm around this lifeguard facility to provide protection during storm surf and to facilitate access to a scoured beach profile, access that is used both by the public and for lifeguard vehicles. The City will continue this process and the presence of the wall is only necessary to protect the reconstructed facility during period of severe storm activity. This construction will not alter natural shoreline processes, as the City is committed to maintaining a sand berm in front of the structure to ensure its uninterrupted service.*

*The proposed buried wall merely provides a last line of defense during those infrequent periods when storm surf scours the back beach. Given sufficient artificial beach renourishment, something the City of San Diego is committed to, the proposed buried wall would never be come exposed and thus would be unnecessary. However, until sufficient artificial beach renourishment occurs, the proposed buried wall merely provides additional protection to the facility....*

Although Section 30235 prohibits the construction of a shoreline protection device for non-coastal dependent new development, it may be allowed for a coastal dependent use provided that all adverse impacts on shoreline sand supply have been eliminated or mitigated. The lifeguard tower is a coastal dependent use. The Coastal Act defines a coastal dependent use as "...any development or use which requires a site on, or adjacent to, the sea to be able to function at all." In this particular case, as demonstrated earlier, the lifeguard structure must be the size that it is proposed and as a result it will encroach further seaward than the existing tower resulting in the need for a foundation which functions as a seawall. The proposed seawall is located 12 ft. seaward of the proposed new lifeguard structure.

The concern with this element of the proposed seawall is that during severe storm events when the sand elevation is extremely low, the raised seawall could appear very tall as viewed from the beach and would result in an adverse visual impact and potential impediment to lateral access along the shoreline. The seawall on the north and south at the edge of the concrete apron will extend below the apron to the bedrock at elevation +0.00 (MSL), with a small sheetpile (toe protection) extending from the seawall footing down to elevation -3.00 (MSL). (Ref. Exhibit #11). The seawall on the west end of the concrete apron will extend 3.5 ft. above the apron (apron is at elevation +10.0 (MSL) and



below the apron to bedrock at elevation +0.00 (MSL), with a small sheetpile (toe protection) extending from seawall footing down to elevation -3.00 (MSL). (Ref. Exhibit #12).

Specifically, as noted in the geotechnical report, the subject site is located within the Mission Bay Littoral Cell which comprises the 13.5 mile-long segment of the San Diego County coastline between Point Loma and Point La Jolla. The Mission Beach subcell (including Pacific Beach) is about 3 miles long, bounded on the south by the Mission Bay jetty and on the north by False Point. Average seasonal fluctuations in the beach width range from 65 to 100 feet, with the summer maximums occurring from mid-August to mid-November, and the winter minimums typically occurring between February and May. As such, a 200-foot wide September beach width might recede to a winter beach width of 100 to 135 feet. The geotechnical report further states that the construction will not alter natural shoreline processes as the City is committed to maintaining a sand berm in front of the structure to ensure its uninterrupted service.

The Commission's coastal engineer has also reviewed the proposed project and submitted technical reports and concurs that a seawall is needed for two reasons: 1) to protect the building in the event of an extreme storm and 2) to protect the handicapped building access and the ramp that will let vehicles drive around the lifeguard station while staying on pavement. However, the Commission's engineer also states that minor design changes to the building footprint could eliminate the proposed seaward encroachment of the seawall. Such changes include removal of the seawall and/or relocation of it inside of the building footprint which would not adversely affect the stability or storm protection of the building as long as the City continues to perform sand berming activities seaward of the lifeguard structure. The Commission's engineer has also indicated that based on the applicant's geotechnical reports, there will be a healthy beach in this area for several decades and the loss of the beach is not likely but in the event that this should occur, the recommended changes to the seawall design should not reduce the overall stability of the structure below the level of protection that would be afforded with the seawall as proposed.

Thus, although some shoreline protection is necessary, it is not necessary that the protection extend 12 feet seaward of the building. The applicant's geotechnical report indicates that the project is essentially the construction of an existing public works facility, providing a coastal dependent land use and essential public service that is consistent with Section 30254 and 30255 of the Coastal Act. A coastal dependent use is one that must be located adjacent to or on the beach. The Commission recognizes the necessity of the proposed development for public safety purposes and in this particular case finds that, if the impacts on shoreline sand supply, public access and visual resources can be reduced to the maximum extent possible, its siting on the beach and further seaward encroachment can be found consistent with the Coastal Act. However, the Commission finds the proposed seawall element located 12 feet seaward of the proposed lifeguard structure represents a potentially significant impact to public access and coastal views which is not necessary to protect the proposed structure. A feasible alternative

which preserves the primary and important functions of the lifeguard facility, yet reduces impacts to the beach environment and public access is available and should be pursued.

Additionally, the concrete aprons surrounding the new lifeguard tower will result in paving over sand beach area to a greater extent than appears to be necessary. As earlier noted, the promenade proposed between the lifeguard structure and raised seawall seaward of it will be used as additional area for treating injured beach visitors and/or for a reception area. However, these functions could be performed elsewhere or to the north or south sides of the proposed structure.

The applicant's consultant and engineer have indicated if the seawall is required to be integrated with the building foundation, then the upper levels of the lifeguard structure may be threatened by wave action and the concrete aprons will also be damaged or lost in severe storm conditions. However, the Commission notes the seawall foundation is designed to protect the concrete aprons as proposed, and questions why relocation of the seawall foundation 12 feet inland and removal of the apron seaward of the structure would result in additional threat. The consultant further notes that since the front of the station is occupied by lifeguards year-round, removing the seaward element of the seawall and its concrete apron will not return any useable beach to the public. The Commission notes there are many occasions when the area seaward of the existing lifeguard station is not restricted from public use and lateral access through that area is not prohibited. The area seaward of the station is coned off to prevent crowds from setting down chairs, etc. or otherwise occupying a vehicular path to the shore when beach use is high. Elimination of the concrete apron and seawall will allow the beach to function naturally or artificially through berming seaward of the structure in the same manner as currently exists. Such a redesign will provide a more natural transition from the structure to the beach and eliminate any potential for adverse impacts on lateral access due to the presence of the concrete structures in a dynamic beach environment.

The Commission's coastal engineer has indicated that relocation of this part of the wall is feasible and will result in less seaward encroachment consistent with Coastal Act policies. Again, although the proposed seawall is permitted pursuant to Section 30235 of the Coastal Act, it must also be consistent with all other Chapter 3 policies to the greatest extent feasible. This is only true if the seaward encroachment (proposed seawall element located 12 feet seaward of structure) is eliminated. Again, during severe storm events a raised seawall at this location seaward of the lifeguard tower could appear to be as tall as 13 feet high in elevation as viewed from the beach which would result in a negative visual impact and potential impediment to lateral access. In addition, the concrete aprons surrounding the lifeguard tower unnecessarily result in paving over sand beach area. As such, these areas should be reduced in size.

Thus, to ensure that the proposed project is consistent with Sections 30235, 30253, and the access and recreation policies of the Coastal Act, and that the proposed project does not result in future adverse effects to coastal processes, the Commission imposes Special Condition #1. This condition requires the applicant to submit revised plans that incorporate the elimination of the proposed seawall proposed to be located 12 feet

seaward of the lifeguard structure. The condition also requires the elimination of the concrete apron between the lifeguard structure and seawall. In addition, as the proposed concrete aprons surrounding the remainder of the proposed station are much wider than necessary to meet ADA requirements or lifeguard vehicle access, they have been conditioned to be reduced in size, to the maximum extent possible, to adequately meet lifeguard service vehicle access needs and ADA-requirements while limiting the amount of beach encroachment. The condition further requires that the applicant incorporate a seawall into the foundation of the proposed lifeguard structure. As such, the seaward encroachment associated with the seawall will be entirely eliminated. Lastly, the condition requires the City to continue the practice of sand berming seaward of the proposed lifeguard tower.

Although the Commission finds that the proposed seawall has been designed to minimize the risks associated with its implementation, the Commission also recognizes the inherent risk of shoreline development. The lifeguard tower will be subject to wave action. Thus, there is a risk of damage to the structure or damage to property as a result of wave action. Given that the applicants have chosen to construct the structure despite these risks, the applicants must assume the risks. Accordingly, Special Condition #9 requires that the applicants submit a letter which acknowledges the risks associated with the development and that indemnifies the Commission against claims for damages that may be brought by third parties against the Commission as a result of its approval of this permit. Special Condition #2 requires the applicant to submit as-built plans within 60 days of construction of the proposed development to assure that the seawall has been constructed according to the approved plans.

In summary, the Commission finds that the proposed lifeguard structure has been minimized to the maximum extent feasible. However, to assure its long-term protection the applicants have demonstrated that the proposed lifeguard tower is in need of protection and that, in addition to the foundation seawall, the City will continue to utilize a built-up berm in front of the lifeguard station. However, in this case, the applicant's coastal engineer has indicated that the proposed seawall would not have an adverse impact on sand supply. The Coastal Commission's coastal engineer concurs with this statement. The proposed buried seawall will function as a last line of defense and protection against threat from wave overtopping and erosion during severe storm events. Therefore, the Commission finds that, as conditioned, to incorporate the proposed seawall into the foundation of the structure and to eliminate the seaward element of the wall and concrete apron, the proposed development will minimize seaward encroachment to the extent possible and is, thus, consistent with Sections 30235 and 30253 and with the public access and recreation policies of the Coastal Act. In addition, all other structural components of the proposed project including the detached comfort station, plaza and public parking, etc., are consistent these sections of the Coastal Act as well because they are all inland of the public boardwalk and its existing seawall.

3. Alternatives Analysis/Need for Facility. Several locations for the new lifeguard tower as well as variations to the design of the lifeguard tower at its proposed location were considered. Specifically, as noted in a letter from Munroe and Orsa dated 11/19/01,

multiple alternatives were considered addressing such issues as pedestrian and vehicular conflicts, parking requirements, coastal access, ADA compliance, visitor-serving uses, seaward encroachment beyond the existing Ocean Front Walk seawall, structure mass, coastal views and numerous other issues. The City had an initial feasibility study performed which was prepared by another architectural firm. That study evaluated two sites for the new lifeguard tower—one at the same location at the Grand Avenue street-end and a second location about 1,460 feet south at the Pacific Beach Drive street-end. The consultants at that time recommended that the new lifeguard tower be constructed at the Pacific Beach Drive site. The proposed location of the lifeguard station at Pacific Beach Drive would have resulted in the new tower being located on the sandy beach seaward of the boardwalk. The new lifeguard tower would have encroached 39 feet seaward on the beach. A seawall was also recommended to protect the foundation of the station at the proposed Pacific Beach Drive site. However, there was significant public opposition to the Pacific Beach Lifeguard station. A petition was circulated and signed by over 500 local residents strongly requesting that the new lifeguard station remain at its present location seaward of the streetend of Grand Avenue. Consideration was thus given to locating the new lifeguard tower at this location. Alternatives to siting the tower at this location included placing it in the street-end itself, inland of the boardwalk, and different variations in building footprint and height. Several community meetings were held and it was the local public/community consensus that the tower be located seaward of the boardwalk, as it is now, to both maximize public views from Grand Avenue looking west as well as to leave the street-end available for a proposed plaza which could be used to conduct community events such as the annual Pacific Beach "Beach Fest". It is important to note that the proposed lifeguard station at this location went through several design changes itself. Initially, the building footprint at this location was much larger than currently proposed and the community groups wanted the building to be smaller in size. The City then consulted with the lifeguards and reduced the functions and spaces to the minimum size that the guards believed they could accept in order to still perform their job. This resulted in reducing the size of the building from a footprint of 2,391 sq.ft. to 1,857 sq.ft. and narrowing it from about 42 feet wide to 31 feet wide.

The City then pursued the building of the new lifeguard station at its currently proposed location. The new lifeguard tower is proposed to be about two feet lower in height than the current lifeguard tower but will double in size by comparison. The existing lifeguard tower is 2,082 sq.ft. and the new lifeguard tower is 4,303 sq.ft. in size. The actual building footprints are 632 sq.ft. for the existing structure and 1,862 sq.ft. for the proposed structure (excluding the concrete aprons). In addition, as noted above, the new lifeguard tower will extend 25 feet further seaward than the existing lifeguard tower. Commission staff met with the City and its architects, consultants and lifeguard services staff to discuss in-depth the various alternatives that were considered and to specifically address: the necessity of the larger lifeguard station, the necessity of a seawall, possibilities to reduce its seaward encroachment onto the beach, alternative locations, as well as other issues including parking.

In response to these concerns, the City and their consultants pointed out that had the Pacific Beach Drive site been chosen, it would have encroached 39 feet seaward onto the

beach as compared to the currently proposed lifeguard station seaward of Grand Avenue which only encroaches 25 ft. further seaward onto the beach. This comparison includes the currently proposed smaller version of the lifeguard tower discussed earlier in the alternatives section of this report. In addition, that proposal would have also required a seawall to protect the foundation of the structure, as well. In either case, the City has indicated that the subject proposal reduced the building footprint to the maximum extent possible and was considered the least environmentally-damaging alternative.

The City further noted that although the lifeguard tower is proposed to be increased in size, it is to accommodate the City lifeguard service's long-term needs. The purpose of the project is to replace an aging lifeguard station and public restrooms that are not adequately serving the lifeguards or the public. Due to the larger public crowds using the beach served by this station and the related rescues, these facilities must be upgraded and enlarged to meet both today's and future needs of the public in terms of public health and safety. According to a San Diego Lifeguard Service Oceanfront Statistics Report for 2001, the crowd count at South Pacific Beach was 281,500 people in August of 2001, its peak period of attendance. During the winter months, this figure dropped to 71,000--still a heavily used beach area, nonetheless. In addition, during the month of August, 2001, a total of 2,885 preventive actions were made (i.e., warnings to the public to stay out of dangerous surf and other similar actions). The lifeguard service has additionally provided more recent statistics for this year. Specifically for the month of July, 2002 beach attendance at south Pacific Beach was 706,000 with 240 water rescues (56 minor medical aide and six major medical aide administered) and 4,700 preventive actions. The lifeguard service has indicated that their goal is to reduce the number of rescues by instead performing preventive actions that will lower the number of rescues that are necessary.

The service area for the existing and proposed lifeguard station is from Santa Clara Point north to Crystal Pier, a distance of about one mile. The lifeguard facility is the lifeguard's "work station" meaning that it supports all of the lifeguard functions necessary to protect the public. It allows the lifeguards to respond immediately to emergency situations and provides support to the other individual towers in the area. This quick response time can save lives. The proposed lifeguard station will serve a staff of 20 lifeguards including a Lieutenant and Sergeant. During the summer months it will also include seasonal lifeguards. Two lifeguards will be assigned to the station at night for 24 hour emergency response.

The proposed lifeguard tower has been designed not only to meet today's needs, but to also meet the needs and demand of the future. As noted by the lifeguard services, with improved public transportation and possible future trolley routes that will also service the beach areas, combined with population growth and upsurges in tourism, the proposed lifeguard station will be able to accommodate and serve the needs of the public in the future. It is anticipated the lifeguard station will last many years into the future. As an example of other lifeguard structures which have recently been improved and enlarged, the Imperial Beach lifeguard station and the Bolsa Chica/Huntington Beach lifeguard stations were cited as examples. The latter station is comparable in size (4,800 sq.ft.) to

the currently proposed station. Although beach characteristics may differ, the stations are comparable by size, nonetheless.

The new lifeguard tower proposes to incorporate many features that the existing facility does not presently have. For example, the existing facility only has one first aid room which is inadequate in size as only one person can be treated at a time. The current tower lacks a reception room for members of the public. Presently, members of the public must ring a bell which means the lifeguard's attention is diverted from observing the beach and ocean to dealing with questions from the public. The existing parking garage is too small and accommodates only one vehicle. In the future, when staff is expected to increase, the station will need space for another vehicle assigned to the station for a total of three vehicle stalls. The initial design was for four vehicles stalls but was re-designed to three stalls to accommodate an ADA-accessible elevator to service the first two floors of the new lifeguard tower. The three-car garage will accommodate three emergency vehicles, two personal water craft and all equipment used for life saving including long boards, etc. Also, in the future the lifeguards will be assigned to this station on 24 hour duty. As in fire stations, the need to have vehicles stored at the station for emergency response is critical. Parking vehicles outside at night would lead to potential vandalism of vehicles and equipment. As such, a three-car garage is needed at the new lifeguard facility. In addition to vehicle storage, the garage space is also used for inspection of lifeguard vehicles, maintaining equipment and for in-service training of the staff assigned to the station. Various boards and rescue equipment are stored in the garage that are not always on the vehicles.

There are also no lunchrooms in the existing facility nor watch rooms where the lifeguards can complete their reports and there are no separate changing quarters for male and female lifeguards. The first and second floors of the lifeguard tower must also be accessible to persons with disabilities. The building will have an elevator to service these two floors. The new lifeguard tower will incorporate all of these features which will greatly improve the efficiency and operation of the lifeguard tower. All these features also result in the size of the lifeguard building being more than double the size of the existing structure with 25 feet of additional seaward beach encroachment.

One of the first alternatives suggested by Commission staff was the possibility of locating the new lifeguard tower inland of the public boardwalk within the street-end of Grand Avenue itself. However, the City pointed out that locating a structure inland of the boardwalk would significantly increase the response time in emergency situations as the lifeguards would need to cross a crowded boardwalk to rush to the ocean to make rescues, etc. Although other alternatives were considered such as building a bridge over the boardwalk, etc., these options were opposed by the local community due to their mass, bulk and visual impacts on public views.

Commission staff also asked about a possible alternative to locate ancillary space associated with the lifeguard tower to the proposed comfort station inland of the public boardwalk in an effort to reduce the size and possible seaward encroachment of the lifeguard structure on the beach. However, the City said it is not possible to put ancillary

space in a different building. There are too many times when the lifeguards are responding to an emergency and they need all of their equipment and supplies to be at hand. Time cannot be wasted trying to retrieve equipment from at a remote location or lives could be lost. In addition, it was explained that even when lifeguards are eating lunch and doing other duties, they are continuously observing the beach and water for potential hazards and rescues.

Commission staff also inquired about the feasibility of an alternative which would result in construction of two or three smaller lifeguard towers spread out at intervals on the beach instead of one larger lifeguard tower, as is proposed, to minimize the seaward encroachment onto the beach as well as reducing the bulk and scale of a single larger tower. In response to this question, the applicant responded that the station is the support base for the lifeguard district of South Pacific Beach. If two or three smaller lifeguard towers were built instead of one larger station, it would require duplication of staff, equipment, vehicles and facilities. This would not be cost-effective not to mention the public opposition to more lifeguard towers on the beach. An added disadvantage of this potential alternative is that the beach becomes narrower further south which would create more danger to permanent structures located on the seaward side the public boardwalk.

Another alternative suggested by staff was for the lifeguards to park their service vehicles at a remote location and move them to the station only during the time that they are observing the beach. The goal of this alternative was to eliminate the need for a parking garage for the lifeguard vehicles and possibly reducing the size and its seaward encroachment. However, the lifeguards have emphasized the importance of having the vehicles parked at the station itself. If vehicles are stored outside overnight they may be subject to potential vandalism, as noted previously. Also, during emergency situations, sometimes more than one vehicle is needed. It is important to have all vehicles parked at the station whenever possible. As noted previously, in the future, lifeguards will be assigned to the proposed station for 24-hour duty watches. During such times, it is essential to have vehicles parked right at the station. Emergency equipment (longboards, etc.,) are also stored inside the garage.

As earlier stated, the City reviewed other alternatives than the need for a seawall, including a no-project alternative. The no project alternative was found to be unacceptable. The City maintains that the lifeguard services is in need of a centrally-located 24-hour facility between Mission Bay and La Jolla. The City further considers this to be the reconstruction of an existing public works facility which services the coastal dependent land use and provides a central public service that is vital to the economic health of the region. Pacific Beach has a high volume of beach visitors year round and it is essential that the existing lifeguard station be demolished and replaced with a new station that adequately meets the needs of the lifeguard staff to service the beach-going public. As noted earlier in this report, the City has adequately demonstrated why the new lifeguard station needs to be larger in size. As a result of its increased size, it will encroach further seaward. The lifeguard service has emphasized that each year the beach crowds get larger and public transportation may be improved in the future with possible trolley lines servicing the beach areas.

In addition, the City has long-term plans for widening the entire length of the public boardwalk in both Mission Beach and Pacific Beach and has received several recent coastal development permits to do so. The boardwalk has already been widened from Ventura Court north to Santa Barbara Place and the City has received a coastal development permit to widen the boardwalk from Santa Rita Place south to Santa Barbara Place. The widened boardwalk will accommodate larger beach crowds and provide more public access opportunities. The lifeguard service has pointed out that extension of the building footprint of the lifeguard tower is in keeping with the trend to expand and improve public access and safety as a whole along the beachfront. In addition, the lifeguard service has indicated that while some members of the public might feel that the lifeguard tower structure is too massive, it actually improves the public's perception of the safety of the beach. When tourists and beach visitors see a modern lifeguard station fully equipped with all of the necessary emergency and rescue equipment/supplies, the public feels much more at ease knowing that public access to the ocean is safe at this location.

4. Public Access/Recreation/Parking. Section 30210 of the Coastal Act states:

In carrying out the requirement 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.

Section 30212 of the Act states, in part:

(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, or,
- (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway....

Section 30221 states:

Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.



Section 30222 states:

The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

Section 30252 states:

The location and amount of new development should maintain and enhance public access to the coast by . . . (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation . . . .

As noted earlier, the project site is located at the terminus of Grand Avenue adjacent to the public boardwalk. The Ocean Front Walk boardwalk was originally constructed in 1928, and runs along the western side of Mission Beach from the South Mission Beach Jetty north approximately 2.36 miles to Thomas Avenue in the community of Pacific Beach. The existing concrete walkway east of the project location is approximately 11 feet wide, with a seawall/bulkhead on the seaward side, and the 12-foot wide right-of-way easement inland of the walkway. West of the seawall is sandy beach.

The proposed improvements to the lifeguard tower will take place on the public beach just seaward of the public boardwalk. The parking improvements will take place along the west side of Ocean Boulevard, which runs parallel to the boardwalk south of Grand Avenue, and along both sides of Grand Avenue between the boardwalk and Mission Boulevard to the east. As noted earlier, the City proposes to construct a new public comfort station at the west end of Grand Avenue parallel to, and adjacent to, the public boardwalk. A plaza is also proposed to be located between the comfort station and the lifeguard tower in the area consisting of the streetend just inland of the public boardwalk (ref. Exhibit No. 2). The new comfort station will result in the removal of 17 public parking spaces within the median of Grand Avenue. The remainder of the parking on Grand Avenue will be re-striped including the provision of six 15-minute passenger drop-off parking spaces will be provided on the south side of Grand Avenue. In addition, the parking along Ocean Boulevard just south of, and perpendicular to, the Grand Avenue streetend is proposed to be changed from unlimited parking to a 2 hr. maximum limit.

Currently, there are 40 parking spaces along Grand Avenue between Mission Boulevard and its western terminus. Seventeen of these spaces are substandard based on the City of San Diego's current requirements. Two of the existing current spaces are unavailable for public use due to the presence of trash dumpsters located in these spaces. The existing spaces consist of parallel parking on the north side of Grand Avenue and diagonal parking on the south side of Grand Avenue. On the median strip, the north side has diagonal parking and the south side has parallel parking. Four motorcycle spaces are also located at the eastern end of the south side of the median. Grand Avenue operates as a two-lane street with a turnaround at the beach. Ocean Boulevard is a one-way

northbound street with 28 diagonal parking spaces on its west side, of which four are designated as Handicapped Parking. The street is immediately adjacent to the public boardwalk. Ocean Boulevard is a narrow street and there is no parking on the east side of Ocean Boulevard. There are existing restaurants and retail shops on the east side of the street. The construction of the proposed comfort station and plaza will result in the shortening of Grand Avenue by about 80 feet. As such, this will result in a reduction in available public parking from 40 spaces to 23 spaces for an overall net loss of 17 public parking spaces. However, as noted above, currently 17 parking spaces along Grand Avenue are currently substandard parking spaces. The parking along Grand Avenue will be re-stripped to meet the current standard size spaces based on City requirements. (Ref. Exhibit No. 5).

Commission staff initially questioned the City why the comfort station could not be made a part of the lifeguard structure as a means to avoid the loss of public parking along Grand Avenue. However, the City has indicated that constructing a detached comfort station at this location is necessary to meet the demand in this area. The existing public restrooms are located inside of the existing lifeguard tower and are inadequate in size to serve the needs of the public at this location and are not currently ADA accessible. A total of five water closets per gender and a family unit must be on the ground level due to ADA-requirements. In addition, staff questioned whether or not the comfort station could be located more closely to the streetend to further reduce loss of public parking spaces. However, the applicants considered many alternatives and locating the two buildings closer together would have created the appearance of a large mass which would have been visually obtrusive.

The City's traffic consultants conducted a parking study to address this loss of public parking. Based on the results of the parking study, the average turnover during the five-hour period for the 28 spaces on Ocean Boulevard was about three vehicles and about two vehicles for the 40 spaces along Grand Avenue. Each parking space along Ocean Boulevard becomes available about every two hours and along Grand Avenue a space becomes available about every three hours. For the 40 spaces along Grand Avenue, it was observed that many of the users were not people accessing the beach. In the study it was also determined that many of these parking spaces were being used by either employees of the nearby businesses or by people going to the restaurants in the area. The study also showed that both during the peak and off-peak seasons, public parking in this area was 100 percent occupied. By changes to the parking configuration and duration of parking, the traffic consultant concluded that the turnover for these spaces can be doubled.

The City concluded that with implementation of a parking and management plan for the immediate area that the supply of parking in the area would be better utilized for beach users and patrons of local businesses and restaurants. The City thus proposes to implement a number of changes to parking in the area which include creating six curbside 15-minute parking spaces on the south side of Grand Avenue. This would create a loading and unloading area that will significantly allow more beach goers to drop off friends and family and equipment before finding parking elsewhere. In addition, the

median parking on Grand Avenue and all of the parking spaces on Ocean Boulevard are proposed to be changed to a two-hour maximum parking limit. In addition, a stop sign is proposed to be installed at the intersection of Grand Avenue and Ocean Boulevard (one-way street). During the parking study, it was observed that people tend to look for parking along Grand Avenue and drive around in circles before continuing on elsewhere to find parking. However, to avoid cars from queuing up at this point, a stop sign will be installed for eastbound traffic where Grand Avenue meets Ocean Boulevard. This will allow for a better flow of traffic along Grand Avenue. Lastly, four existing motorcycle parking spaces will be moved to the north side of Grand Avenue and remain as unrestricted spaces (no time limit). One space immediately west of the motorcycle spaces is proposed to be unlimited parking.

Initially, the City concluded that there was no viable opportunity to recapture parking in the immediate area as there was no surplus of parking or any vacant parking lots which could be purchased by the City. However, in response to Commission staff's concerns with regard to the loss of public parking from Grand Avenue and its resultant impacts on public access for beach visitors, the City re-visited the issue and conducted an update to the traffic study to attempt to find areas where parking could be recaptured. The updated study concluded that several areas have been identified where either excess red curb curbing exists or additional parking could be gained through creation of diagonal versus parallel parking. The updated parking study was based in part, on two other City of San Diego parking studies that were recently completed for the communities of La Jolla, Pacific Beach and Old Town. The studies indicate that additional parking to replace spaces removed as a result of the proposed project can be obtained within a four block radius of the proposed comfort station. Specifically, the proposed re-stripping consists of the following:

- Garnet Avenue immediately west of Mission Boulevard (one block from project site) – Street currently has diagonal parking on the north side and parallel parking on the south side. Restripping of both sides of street to diagonal parking = 4 spaces.
- Cass Street between Reed Avenue and Thomas Avenue – This street currently has parallel parking on the east and west sides of the street. Installation of diagonal parking on the east side = 6 spaces.
- Oliver Avenue between Strandway and Ocean Boulevard – Re-stripe for public parking the area designated on City maps as Oliver Avenue (AKA 80 ft. right-of-way between the Promenade shopping center and the Boardwalk) = 8 spaces.

The parking study thus concludes that altogether, 18 parking spaces can thus be recaptured within a four-block radius of the project site which will offset the loss of 17 parking spaces in the median of Grand Avenue as a result of the new comfort station. It should be noted that all of the above areas are outside of the Coastal Commission's permit jurisdiction and are located within the City's permit jurisdiction. However, because the re-stripping is proposed in connection with the subject project to offsite the

parking that will be displaced as a result of the new comfort station, the information is provided herein for informational purposes.

The City's revised proposal to recapture the parking displaced as a result of the comfort station adequately addresses the potential impacts on public access as a result of the removal of this parking. However, there still remains a concern with regard to the proposal to change the parking along Grand Avenue and Ocean Boulevard from unlimited parking to a two-hour parking limit. The Commission has typically found that a two-hour parking limit is not adequate to meet the needs of beach visitors as it would impede the public's ability to access the beach by limiting their ability to use the beach areas to two hours per day. This amount of time is not suitable for beach use, particularly if parking is found a few blocks away, this may add an additional 10 minutes each way just for getting to the beach. Typically, a minimum of four hours duration is considered adequate to meet the needs of beach visitors. It should also be mentioned that while the results of the traffic study found that many people parking along Grand Avenue and Ocean Boulevard are not visiting the beach, based on a Commission staff site inspection, it was apparent that many people do park along Ocean Boulevard to visit the beach, as well. Therefore, the Commission is requiring Special Condition #4 which requires a minimum of four hours for all public parking spaces along Ocean Boulevard between Thomas Avenue and Grand Avenue and along Grand Avenue between Mission Boulevard and the public boardwalk (with the exception of six proposed 15-minute passenger drop-off spaces along the south side of Grand Avenue). The condition further requires that the location and number of proposed signs adjacent to the parking areas identifying the proposed minimum four-hour parking limitations. This condition addressing signage, however, only applies to the portion of the project that is located within the Commission's area of original jurisdiction.

In addition, Special Condition #5 requires the applicant to submit a plan that indicates that 18 off-site parking space have been provided as replacement parking for the spaces which will be removed from Grand Avenue for construction of the proposed comfort station. The condition further requires that the plans clearly show the location of the additional parking spaces through the removal of either red-curbing or re-striping of current parking spaces and the streets on which they are located within a four-block radius of the project site and that no public parking be eliminated until an equivalent amount of parking can be provided. Furthermore, it is important to note that the requirement for a plan showing the replacement parking is required only to demonstrate that adequate mitigation has been provided for the elimination of parking within the Commission's area of original jurisdiction. The Commission does not have original jurisdiction regarding approval of any development outside this area.

The boardwalk is a heavily-used recreational facility frequented by pedestrians, bicyclists, skaters, skateboarders, runners, and persons in wheelchairs. The walkway is accessible from the east/west streets off of Mission Boulevard, and provides access to the sandy beach at stairways located at various points along the seawall. The beach is also a heavily utilized recreational amenity. Construction activities during the busy summer months when beach attendance is at its greatest demand would significantly impact

public access at this location. As stated previously, South Pacific Beach is a heavily populated beach during the summer months. The proposed project consisting of the demolition of the exiting lifeguard station and construction of a new lifeguard station and detached comfort station is a major project along this popular beach. The project will temporarily disrupt public access to this recreational area by the demolition of beach facilities and the stockpiling of debris and equipment storage.

The Commission requires special conditions for this project to limit the disruption and ensure that public access to this beach remains open and clear for recreational uses. The peak beach use season runs through the summer from May to the beginning of September (typically from the start of Memorial Day weekend to Labor Day). During the construction phase of the project there would be a temporary impact to public access. The applicant has stated that the construction phase will take approximately six months but with unforeseen delays could take up to one year. As such it is necessary to continue construction through the summer months.

The Commission has, in past permit approvals, limited construction during the peak summer months. The applicant has stated that ceasing construction during the peak summer months would greatly increase the cost of the project, making it infeasible to complete. They have, however, stated that they are willing to stage the project so that there would be continued beach access (public parking) throughout the peak summer months. For example, when they restripe and reconfigure the parking on Grand Avenue, they will phase it such that one-half of the street is open during construction. Also, with the construction of the lifeguard station, if it is necessary to close off the boardwalk temporarily, they will create a path around the boardwalk along Grand Avenue such that pedestrian access is maintained. The applicant has stated that they will provide portable restroom facilities if such permanent facilities are demolished or unavailable for both the lifeguards and for public use. The newly proposed public restroom will enhance the beach experience as it will have improved facilities including a family stall. Also, during the re-paving and re-striping of the streets, the project shall be phased to ensure that one-half of each of the parking areas is open for public use. This allows the applicant to continue working on half of the street while maintaining public beach parking in the other half. The median of Grand Avenue will be used for storage or stockpiling of construction material or equipment as well as a second location yet to be determined.

Therefore, in order to reduce the project's impacts on coastal access and limit the disruption of the recreational uses, Special Condition #3 requires the applicant to submit a final demolition schedule and detailed plans identifying the specific location of demolition staging and storage areas and stockpile fill areas. Special Condition #3 also limits the construction period during both peak summer months and non-peak winter months. During the peak summer months (between Memorial Day weekend and Labor Day) no construction of any kind shall take place during the weekends or holidays. In addition, Special Condition #6 requires State Lands Commission review to assure that if state lands are involved, all permits have first been obtained.

With regard to impacts on public access as a result of the proposed lifeguard tower itself, although the structure will encroach 25 feet further seaward than the existing lifeguard tower structure, this area is already blocked off with cones, etc., by the lifeguards to allow access to the beach/ocean by vehicle to respond to emergencies. As such, this additional beach encroachment will not result in any adverse impacts on public access.

As discussed in Sections 2 and 3 of these findings, the adverse impacts to public access of the proposed seawall and apron will be minimized through the requirements of Special Condition #1. As conditioned, the proposed improvements will not result in any adverse impacts on coastal access at this location. As such, the proposed project, as conditioned, is consistent with the Chapter 3 policies of the Coastal Act addressing public access and recreation.

5. Public Views. Section 30251 of the Coastal Act is applicable to the subject project 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,...

In addition, the certified Pacific Beach Land Use Plan contains policies addressing the protection of visual resources including the protection of public views to the ocean. Presently, ocean views are visible looking west from Grand Avenue. Although the existing lifeguard tower is in the middle of the "viewshed" associated with the view, it is narrow in configuration and represents a minor intrusion in the view. Public views are also available all along the boardwalk looking west.

The newly proposed lifeguard tower, although double the size of the existing lifeguard tower, will not exceed the 30-ft. height of the existing structure. In the early design stages of the lifeguard tower, the City held a number of community meetings to obtain the local input from the residents and business owners of the community. The major concern brought up by the public was the blockage of views at the streetend of Grand Avenue. For this reason, the City designed the footprint of the new lifeguard tower such that it was more narrow from north to south but larger in bulk and scale (extending further to the west as opposed to further north or south). In other words, the proposed building has been designed to encroach 25 ft. further onto the public beach so that it will be narrower from north to south in an effort to preserve as much of the public views looking west to the ocean from Grand Avenue. The new lifeguard tower will actually be three feet wider than the existing building as viewed from Grand Avenue looking west. However, this minor increase in width will not result in a significant impact on public views. As such, the proposed project will not result in a significant reduction of the view corridor while looking west along Grand Avenue.

In addition, the proposed new comfort station that will be located in the street end of Grand Avenue will be located east of the lifeguard tower such that the two structures will

be in alignment as viewed from Grand Avenue near Mission Boulevard. As such, the comfort station, at only one story high, will not impede public views looking west to any greater degree than the lifeguard station will. The lifeguard tower structure will encroach 25 feet further seaward than the existing structure and will be twice as large. As such, it will result in additional blockage of public views looking west from the public boardwalk (Ocean Front Walk). This was the topic of several community meetings. However, as noted by the applicant's consultant, public views to the north are already impeded by Crystal Pier located 700 feet to the north. However, public views to the south from the boardwalk will be affected by the much larger and imposing structure. However, from a community perspective, this is largely offset by the significant benefit that the new lifeguard station will add to the community. Furthermore, there will remain ample views looking west toward the ocean—the lifeguard tower structure is the only structure on the beach aside from Crystal Pier to the north. The proposed improvements to the lifeguard tower are essential to assure the public safety in this populous beach area and the City has done a thorough job of designing the structure such that public views looking west from Grand Avenue will not be significantly impeded, as was the consensus of the Pacific Beach community.

In addition, the proposed lifeguard station will be compatible in size and character with the surrounding area which includes restaurants, commercial establishments, a hotel and a fire station. It is also important to note that while looking west from Grand Avenue, the new lifeguard station has similar mass to the existing lifeguard tower but is designed with a more contemporary architectural treatment and a community point of interest. The City also proposes to improve the street-end of Grand Avenue with the installation of landscaping and hardscape improvements consisting of a "plaza" which will be used for the Pacific Beach - beach festivals. These architectural treatments will enhance the visual quality of this nearshore area. However, to assure that only drought-tolerant plant materials will be used and that the planting of tall trees will not block views toward the ocean, Special Condition #10 requires submittal of a final landscape plan. Therefore, as conditioned, the Commission finds that the proposed development is consistent with Section 30251 of the Coastal Act.

6. Water Quality. The following sections of the Coastal Act are applicable to the proposed development and state:

Section 30230

Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

Section 30231

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations 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, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

#### Section 30232

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.

Sections 30230, 30231 and 30232 of the Coastal Act require that marine resources be maintained, enhanced, and restored in a manner that will sustain the biological productivity of all species of marine organisms in coastal waters, and that the biological productivity and water quality of coastal waters be maintained and restored by controlling polluted runoff.

The subject property is located on the beach and the public streets adjacent to the beach. Pollutants such as sediments, toxic substances (e.g., grease, motor oil, heavy metals, and pesticides), bacteria, and trash and particulate debris are often contained within urban runoff entering via the storm water system or directly into the ocean. The discharge of polluted runoff into the ocean would have significant adverse impacts on the overall water quality of the ocean.

Construction activities may have an adverse effect on water quality in a number of ways. For example, the storage or placement of construction materials, debris, or waste in a location subject to erosion and dispersion or which may be discharged into coastal water via rain, surf, tide, or wind would result in adverse impacts upon the marine environment that would reduce the biological productivity of coastal waters. For instance, construction debris entering coastal waters may cover and displace soft bottom habitat. In addition, the use of machinery not designed for use in coastal waters may result in the release of lubricants or oils that are toxic to marine life. Sediment discharged to coastal waters may cause turbidity, which can shade and reduce the productivity of foraging avian and marine species' ability to see food in the water column. In order to avoid adverse construction-related impacts upon marine resources, Special Condition #10 outlines construction-related requirements to provide for the safe use and storage of construction materials and the safe disposal of construction debris.

This condition requires the applicant to submit a Construction Best Management Practice Plan. In addition, Special Condition #10 requires the implementation of Best Management Practices designed to prevent spillage and/or runoff of construction-related



materials, sediment, or contaminants associated with construction activity prior to the onset of construction. Such measures include, in part, proper handling, storage, and application of petroleum products and other construction materials; maintaining and washing equipment and machinery in confined areas specifically designed to control runoff; and stabilizing any stockpiled fill with geofabric covers or other appropriate cover.

The proposed project includes the demolition of public parking areas (public rights-of-way) and a lifeguard tower with public restrooms and the paving and re-construction of new parking areas, new parking lots, restrooms, and lifeguard substations and the remodel and addition to one restroom, a concession stand, and a lifeguard headquarters and maintenance facility.

As stated previously, the lifeguard station is approximately 35 years old and, as stated by the applicant, in need of repair. These facilities would be demolished and rebuilt. The proposed project will result in an increase in impervious surfaces. Currently, water runoff sheet flows onto the beach and into the ocean. Since these beach facilities were constructed decades ago, the project site is lacking in water quality measures to treat or filtrate storm water runoff that leaves the site and enters the coastal waters.

The discharge of these pollutants to coastal waters can cause cumulative impacts which reduce the biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes and reduce optimum populations of marine organisms and have adverse impacts on human health. Therefore, in order to find the proposed development consistent with the water and marine resource policies of the Coastal Act, the Commission finds it necessary to require Special Condition #11 which requires the incorporation of Water Quality Management Plan designed to treat, infiltrate, or filter the runoff from all surfaces and activities on the development site. The Water Quality Best Management Plan (Special Condition #11) requires the implementation of appropriate Best Management Practices for the project including restrooms and driveways associated with the lifeguard station. The amount of additional impervious surface created by the proposed development is fairly small, so Special Condition #11 allows the applicant to select either structural BMPs, non-structural BMPs, or some combination of both. Critical to the successful function of any post-construction structural BMPs in removing pollutants in storm water is the application of appropriate design standards for sizing BMPs. The majority of runoff is generated from small storms because most storms are small in scale. Additionally, storm water runoff typically conveys a disproportionate amount of pollutants in the initial period that runoff is generated during a storm event. Designing BMPs for the small, more frequent storms, rather than for the large infrequent storms, results in improved BMP performance at lower cost. Therefore, any post-construction structural BMPs (or suites of BMPs) should be designed to treat, infiltrate or filter the amount of storm water runoff produced by all storms up to and including the 85th percentile, 24-hour storm event for volume-based BMPs, and/or the 85th percentile, 1-hour storm event, with an appropriate safety factor (i.e., 2 or greater), for flow-based BMPs.

Special Condition #11 requires that all BMPs be operated, monitored, and maintained for the life of the project and at a minimum, any structural BMPs shall be inspected, cleaned-out, and when necessary, repaired at the following minimum frequencies: (1) prior to October 15th each year; (2) during each month between October 15<sup>th</sup> and April 15<sup>th</sup> of each year and, (3) at least twice during the dry season. Debris and other water pollutants removed from filter device(s) during clean-out shall be contained and disposed of in a proper manner. Special Condition #7 also requires the applicant to dispose of all demolition and construction debris at an appropriate location outside of the coastal zone and informs the applicant that use of a disposal site within the coastal zone will require an amendment or new coastal development permit.

Only as conditioned to comply with construction related requirements, dispose of all debris at an approved disposal site, incorporate and maintain Best Management Practices during construction and after construction, and forbid the use of structures containing petroleum based material is the proposed project consistent with the water quality provisions of the Coastal Act.

7. 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.

The subject site is located in an area of original jurisdiction, where the Commission retains permanent permit authority. The subject permit will result in the improvement of a public works facility which will result in improved public safety, public access and recreational opportunities consistent with the policies of the certified Pacific Beach Community Plan. As conditioned, the project is consistent with all applicable Chapter 3 policies of the Coastal Act. Therefore, the Commission finds that approval of the proposed development will not prejudice the ability of the City of San Diego to continue to implement its certified LCP for the Pacific Beach community.

8. 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 proposed project has been conditioned in order to be found consistent with the geologic hazard, visual resource, water quality and public access and recreational policies of the Coastal Act. Mitigation measures, include conditions requiring that the proposed seawall extending 12 feet seaward of the structure be eliminated including the concrete apron between the wall and building; and, conditions addressing timing of construction

and construction access staging, parking, landscaping and water quality will minimize all adverse environmental impacts. 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 is 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.

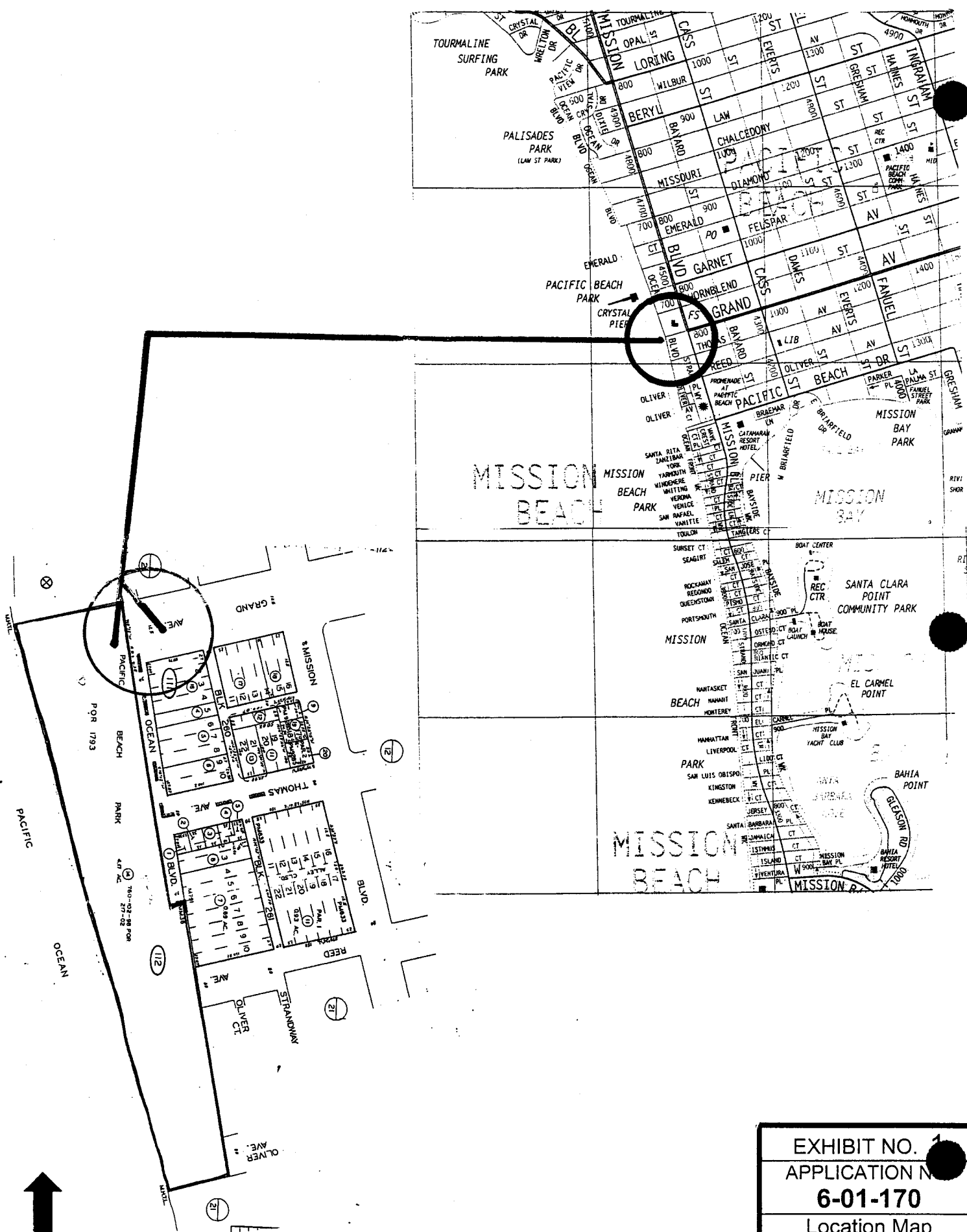
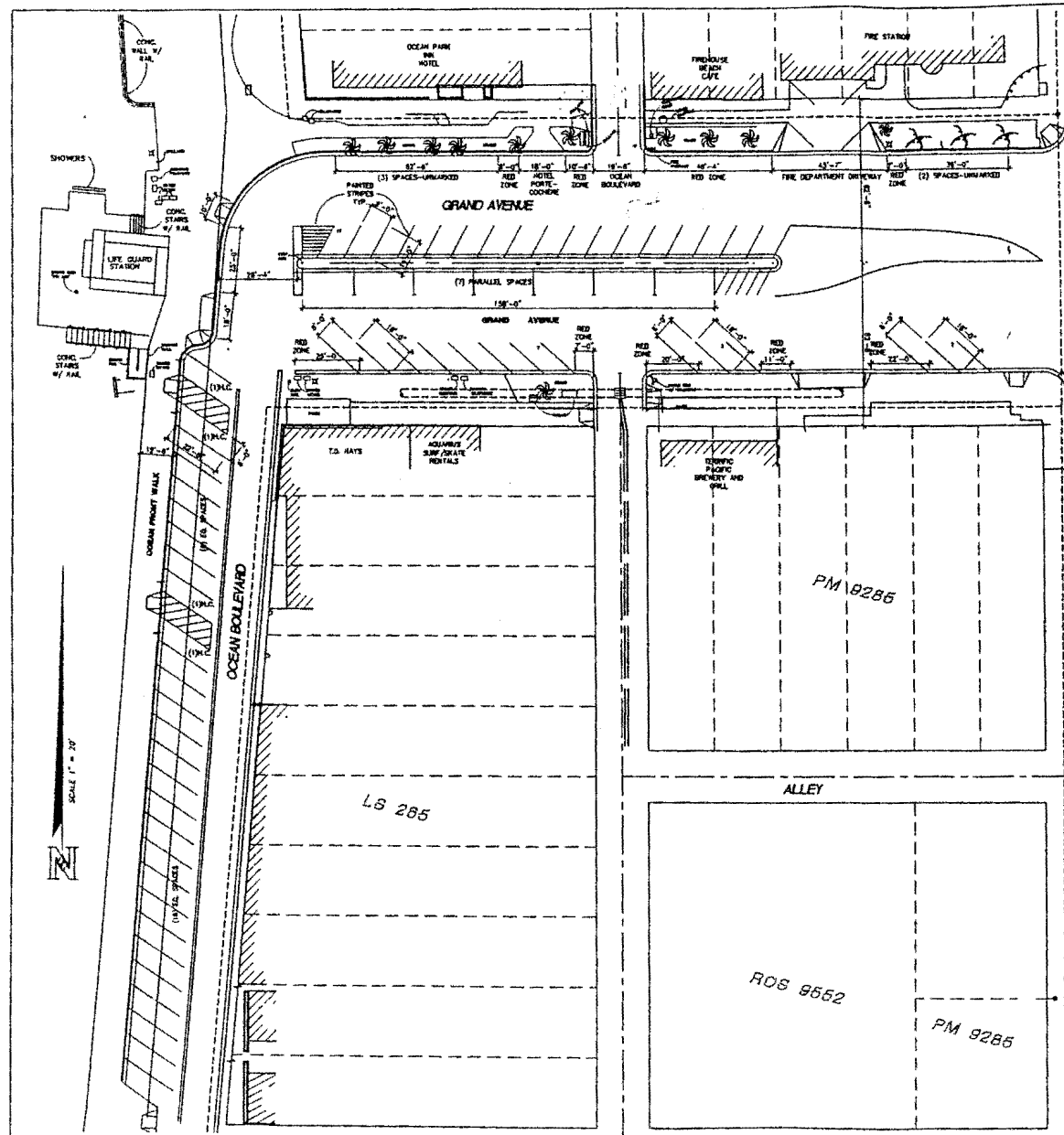

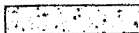






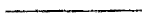



EXHIBIT NO. 1
APPLICATION NO.
<b>6-01-170</b>
Location Map
California Coastal Commission



LEGEND

- |   |                   |
|---|-------------------|
|    | BUILDING LINE     |
|    | CONCRETE PAVING   |
| EPB   | ELECTRIC PULL BOX |
| EM  | ELECTRIC METER    |
| FF  | FINISH FLOOR      |
| FS  | FINISH SURFACE    |
| FL  | FLOW LINE         |
| ●   | FOUND MONUMENT A  |
| GTR   | GUTTER            |
|   | LIGHT STANDARD    |
|    | PALM TREE         |
|   | POWER POLE        |
|    | SIGN              |
| x 0.00  | SPOT ELEVATION    |
| TR  | TELEPHONE RISER   |
| TC  | TOP OF CURB       |
|   | TRAFFIC SIGNAL    |
| WM  | WATER METER       |
|    | WALL              |
|    | CENTERLINE        |
|   | ELECTRIC LINE     |
|   | GAS LINE          |
|  | LOT LINE          |
|  | 7' OFFSET LINE    |
|  | RIGHT OF WAY LINE |
|   | SEWER LINE        |
|  | STORM DRAIN LINE  |
|   | WATER LINE        |

VICINITY MAP

EXISTING PARKING STALLS

GRAND AVENUE

(28) 60° ANGLE PARKING STALLS  
(13) PARALLEL (ASSUMES 8 STALLS @  
CENTER ISLAND & 5 UNMARKED)

(41) TOTAL

OCEAN BOULEVARD

(4) H.C. 60° PARKING STALLS  
(24) 60° PARKING STALLS  
-----  
(28) TOTAL

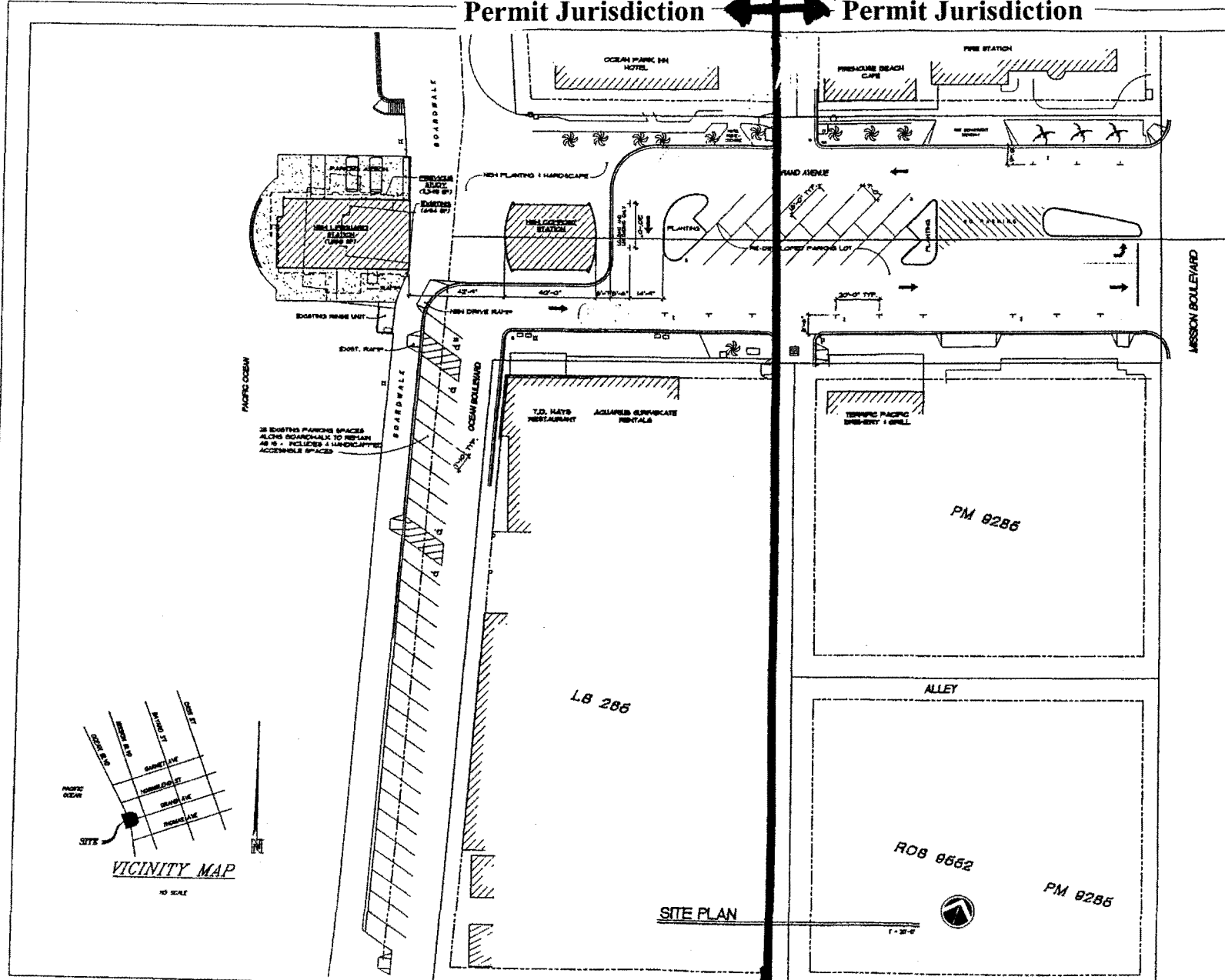
(69) TOTAL

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Coastal Commission  
Permit Jurisdiction

City of San Diego's  
Permit Jurisdiction

EXHIBIT NO. 3
APPLICATION NO. <b>6-01-170</b>
Overall Proposed Site Plan
California Coastal Commission



<b>MUNROE AND ORSA ARCHITECTS INC</b> <small>ORSA ALSO DESIGNS, STATE 001 (606) 686-8877          SAN DIEGO, CALIFORNIA 92123-1748</small>	
DATE: 01 NOV. 2001	SCALE: AS SHOWN
CITY CONTRACT SPECIAL SPECIFICATIONS NO. 8147 C.I.P. NO. XX-XXXX	
PLANS FOR THE CONSTRUCTION OF <b>A LIFEGUARD &amp; COMFORT STATION</b> GRAND AVENUE - PACIFIC BEACH	
<b>PROPOSED SITE PLAN</b>	
<b>1" = 20'-0" SCALE</b>	
CITY OF SAN DIEGO, CALIFORNIA DIVISION OF PLANNING & DEVELOPMENT - PUBLIC RELATIONS & INFO DIVISION SHEET - OF - SHEETS	
NO. 112XXX	
SECTION NAME PROJECT NUMBER SHEET NUMBER XXX-XXXX LATEST EDITION	
27XXX-1-D	

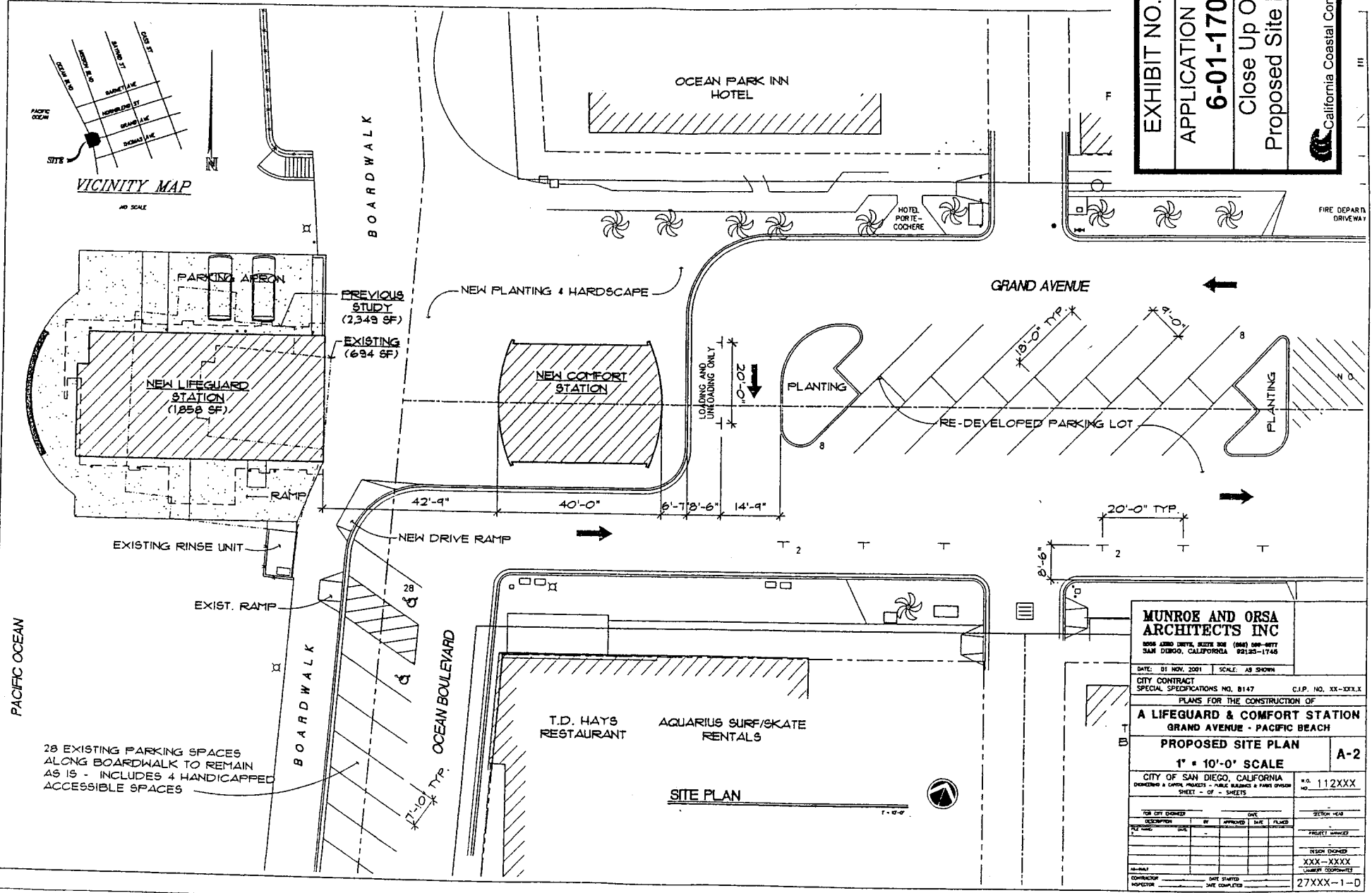
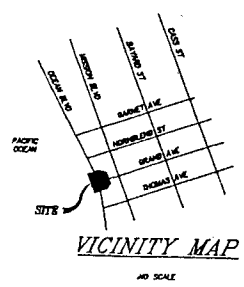
EXHIBIT NO. 4

APPLICATION NO.

6-01-170

Close Up Of  
Proposed Site Plan

California Coastal Commission



**MUNROE AND ORSA ARCHITECTS INC**  
8800 JORD DRIVE, SUITE 200 (954) 582-8877  
SAN DIEGO, CALIFORNIA 92121-1748

DATE: 01 NOV. 2001 SCALE: AS SHOWN  
CITY CONTRACT SPECIAL SPECIFICATIONS NO. 8147 C.I.P. NO. XX-XXX.X  
PLANS FOR THE CONSTRUCTION OF  
**A LIFE GUARD & COMFORT STATION**  
**GRAND AVENUE - PACIFIC BEACH**  
**PROPOSED SITE PLAN**  
1" = 10'-0" SCALE  
CITY OF SAN DIEGO, CALIFORNIA  
ENGINEER & ARCHITECTS - PUBLIC BUILDINGS & PARKS DIVISION  
SHEET - OF - SHEETS  
NO. 112XXX  
SECTION: A-2  
FOR CITY REVIEW  
DESIGNED BY: DATE: APPROVED BY: DATE: PLANNED BY: DATE: SECTION: A-2  
PROJECT: A-2  
DESIGN: A-2  
CONTRACTOR: A-2  
DATE STARTED: DATE COMPLETED: 27XXX-1-D

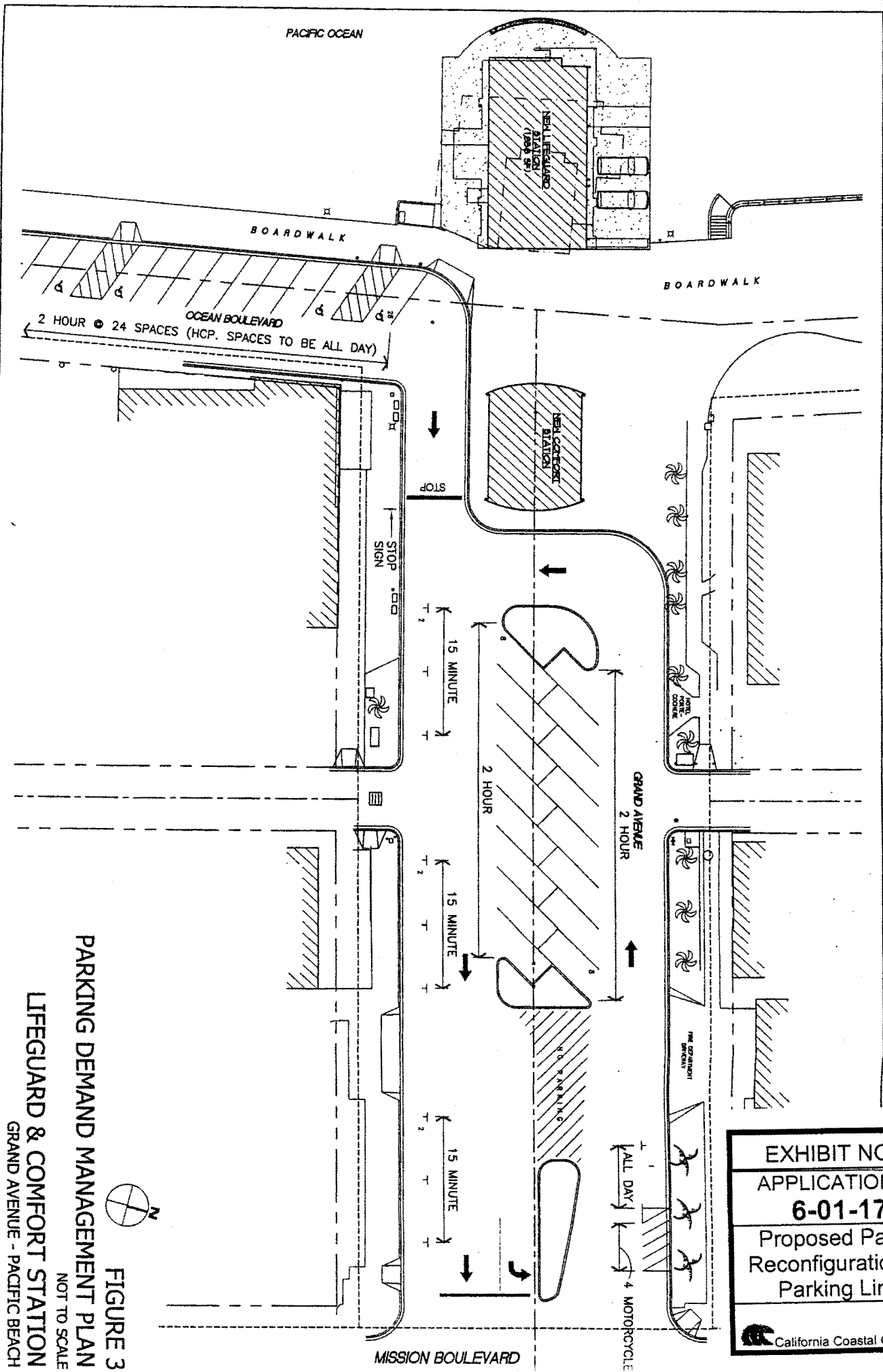
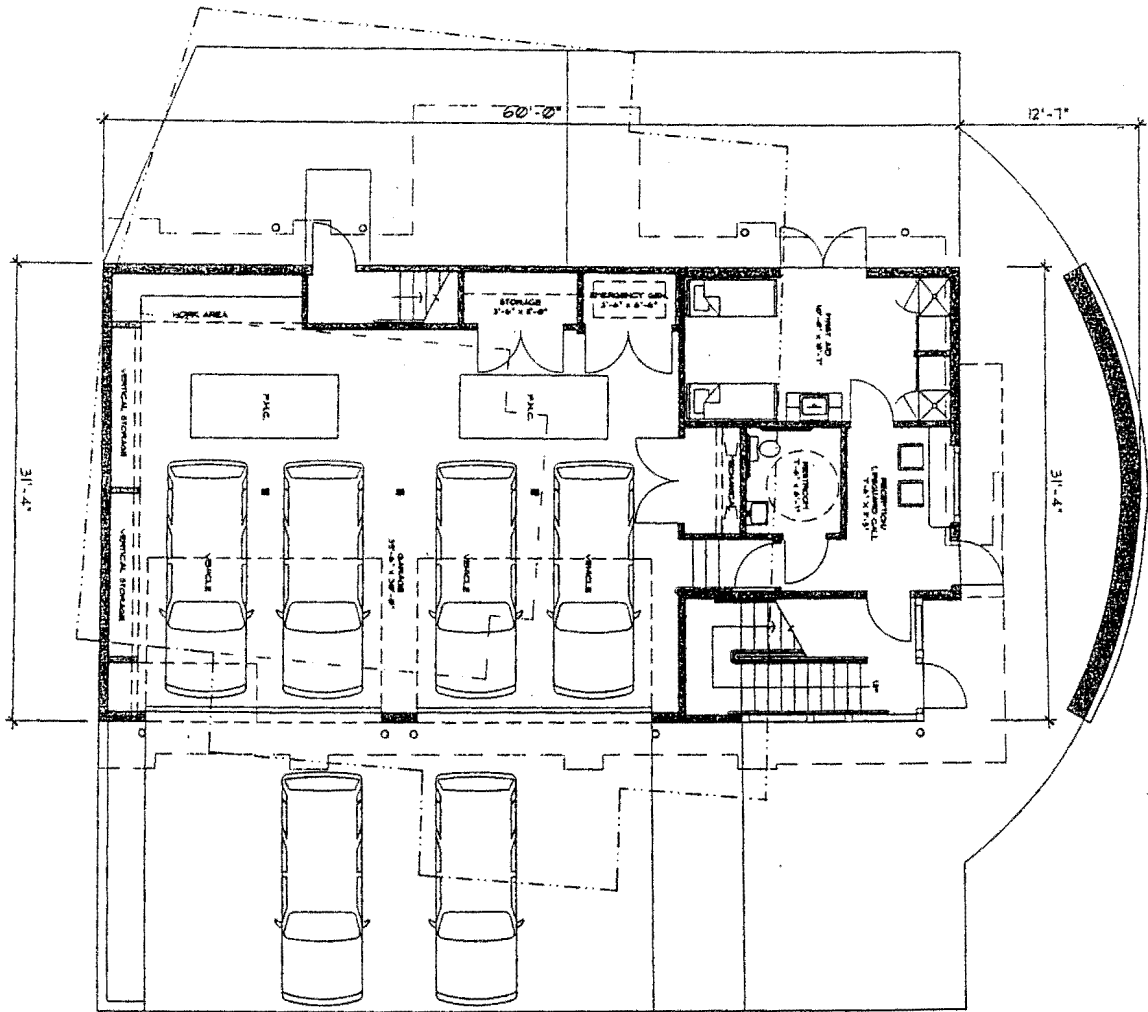


FIGURE 3  
PARKING DEMAND MANAGEMENT PLAN  
NOT TO SCALE  
LIFEGUARD & COMFORT STATION  
GRAND AVENUE - PACIFIC BEACH

EXHIBIT NO. 5
APPLICATION NO.
<b>6-01-170</b>
Proposed Parking Reconfiguration and Parking Limits
California Coastal Commission



FLOOR PLAN - LEVEL 1



FLOOR PLAN - LEVEL 2

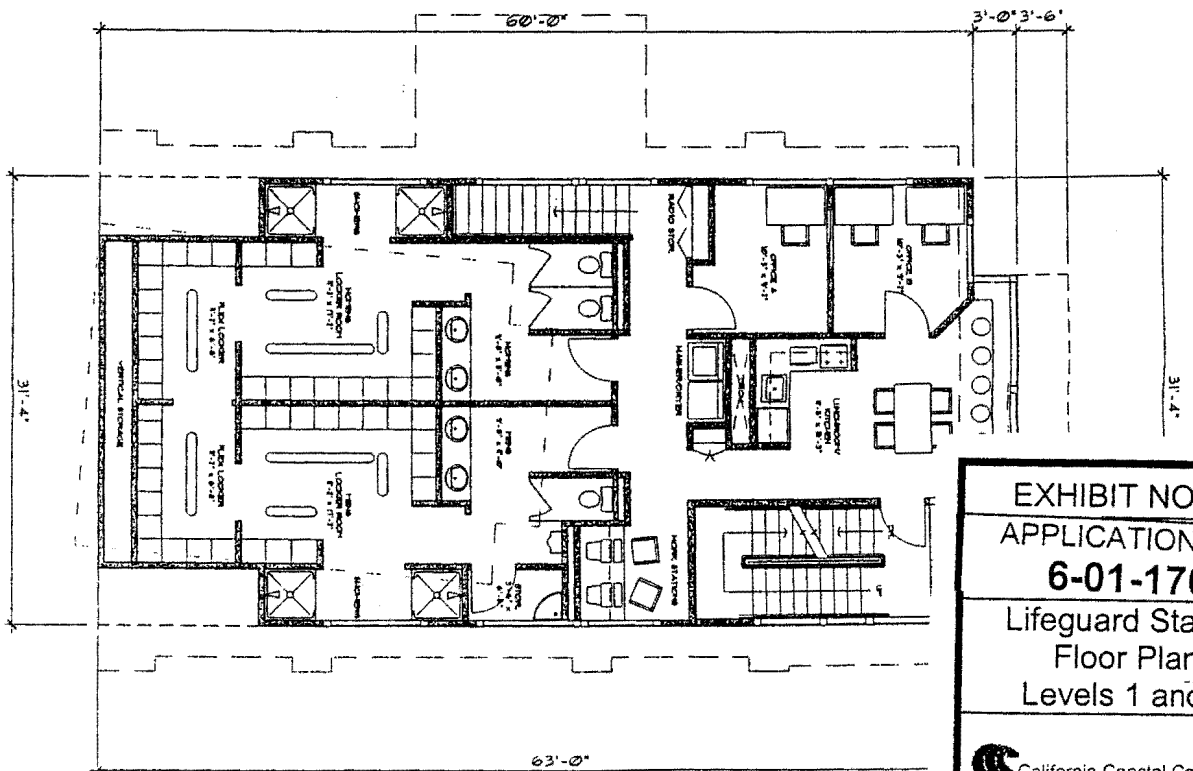


EXHIBIT NO. 6  
APPLICATION NO.  
**6-01-170**  
Lifeguard Station  
Floor Plan  
Levels 1 and 2


[illegible][illegible] California Coastal Commission

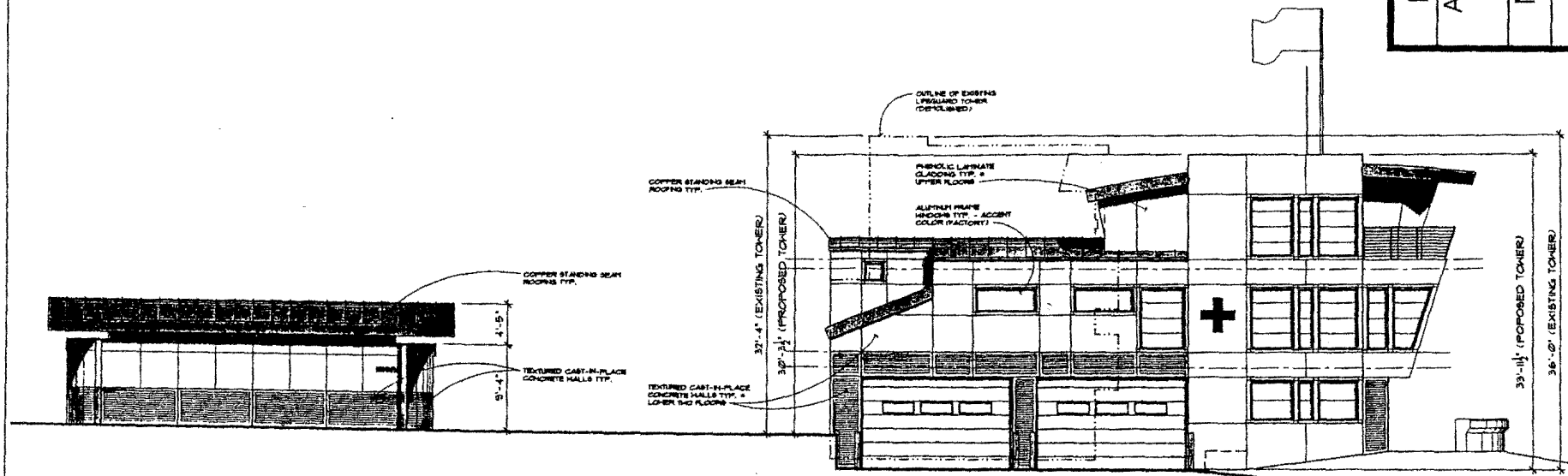
EXHIBIT NO. 8

APPLICATION NO.

6-01-170

North Elevations


California Coastal Commission



NORTH ELEVATION - COMFORT STATION / LIFEGUARD TOWER


<b>MUNROE AND ORSA ARCHITECTS INC</b> <small>8006 LINDA DRIVE, SUITE 300 (805) 498-1977  SAN DIEGO, CALIFORNIA 92123-1745</small>																						
DATE: 01 NOV. 2001	SCALE: AS SHOWN																					
CITY CONTRACT SPECIAL SPECIFICATIONS NO. 8147 C.I.P. NO. XX-XXXX																						
PLANS FOR THE CONSTRUCTION OF																						
<b>A LIFEGUARD &amp; COMFORT STATION</b>																						
GRAND AVENUE - PACIFIC BEACH																						
<b>LIFEGUARD &amp; COMFORT STATION</b>		<b>A-8</b>																				
<b>NORTH ELEVATION</b>																						
CITY OF SAN DIEGO, CALIFORNIA		NO. 112XXX																				
<small>DOWNSIDE &amp; DAVIS, PACIFIC - PUBLIC BUILDING &amp; PARK DEPT.</small>																						
SHEET - OF - SHEETS																						
<table border="1"> <tr> <th>FOR CITY ENGINEER</th> <th>DATE</th> <th>REVISION</th> <th>DATE</th> <th>PLANNED</th> <th>SECTION HEAD</th> </tr> <tr> <td> </td> <td> </td> <td> </td> <td> </td> <td> </td> <td> </td> </tr> </table>		FOR CITY ENGINEER	DATE	REVISION	DATE	PLANNED	SECTION HEAD							<table border="1"> <tr> <td>DESIGNER</td> <td> </td> </tr> <tr> <td>CHECKER</td> <td> </td> </tr> <tr> <td>DATE STARTED</td> <td> </td> </tr> <tr> <td>DATE COMPLETED</td> <td> </td> </tr> </table>	DESIGNER		CHECKER		DATE STARTED		DATE COMPLETED	
FOR CITY ENGINEER	DATE	REVISION	DATE	PLANNED	SECTION HEAD																	
DESIGNER																						
CHECKER																						
DATE STARTED																						
DATE COMPLETED																						
<small>BY: DATE: 01 NOV. 2001</small> <small>CHECKED: DATE: 01 NOV. 2001</small> <small>INCHES: 1/8" = 1'-0"</small>		<small>NO. 112XXX</small> <small>27XXX-1-D</small>																				

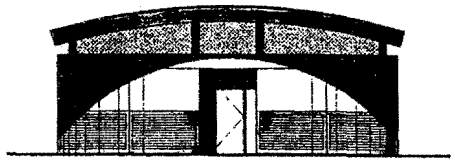
EXHIBIT NO. 9

APPLICATION NO.

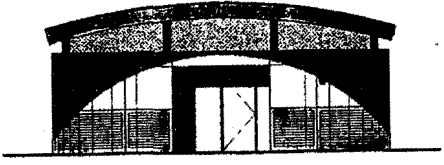
6-01-170

East and West Elevations

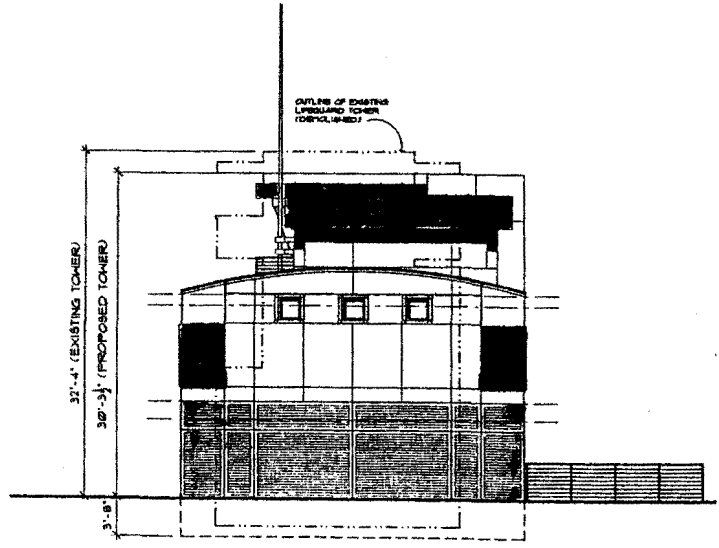

California Coastal Commission



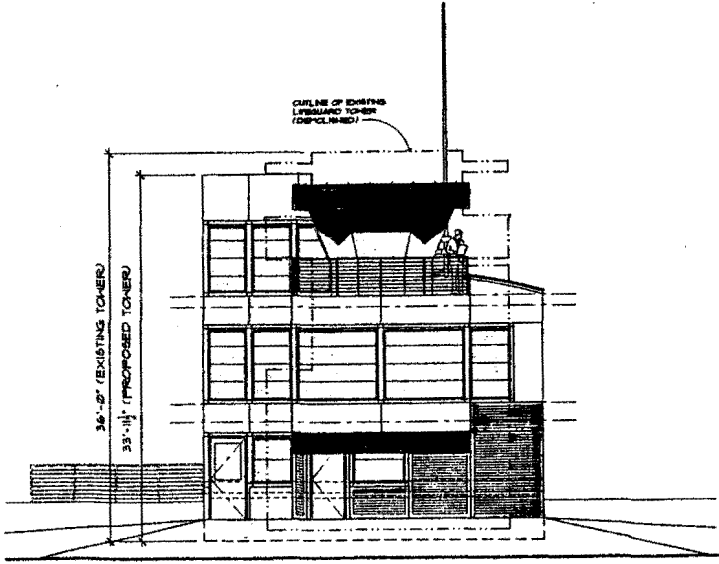
EAST ELEVATION - COMFORT STATION



WEST ELEVATION - COMFORT STATION



EAST ELEVATION - LIFEGUARD TOWER



WEST ELEVATION - LIFEGUARD TOWER

MUNROE AND ORSA ARCHITECTS INC

6045 ABBE DRIVE, SUITE 200 (604) 588-8877

SAN DIEGO, CALIFORNIA 92121-1746

DATE: 01 NOV. 2001

SCALE: AS SHOWN

CITY CONTRACT

SPECIAL SPECIFICATIONS NO. 8147

C.I.P. NO. XX-XXXX

PLANS FOR THE CONSTRUCTION OF

A LIFEGUARD & COMFORT STATION

GRAND AVENUE - PACIFIC BEACH

LIFEGUARD & COMFORT STATION

EAST & WEST ELEVATIONS

A-9

CITY OF SAN DIEGO, CALIFORNIA

ENGINEERING & CIVIL PROJECTS - PUBLIC BUILDINGS & PARKS DIVISION

SHEET - OF - SHEETS

NO. 112XXX

FOR THE DESIGNER

DATE

DESIGNED BY

BY

APPROVED BY

DATE

PLANNED BY

FOR THE CONTRACTOR

DATE

DESIGNED BY

BY

APPROVED BY

DATE

PLANNED BY

CONTRACTOR

DATE

DESIGNED BY

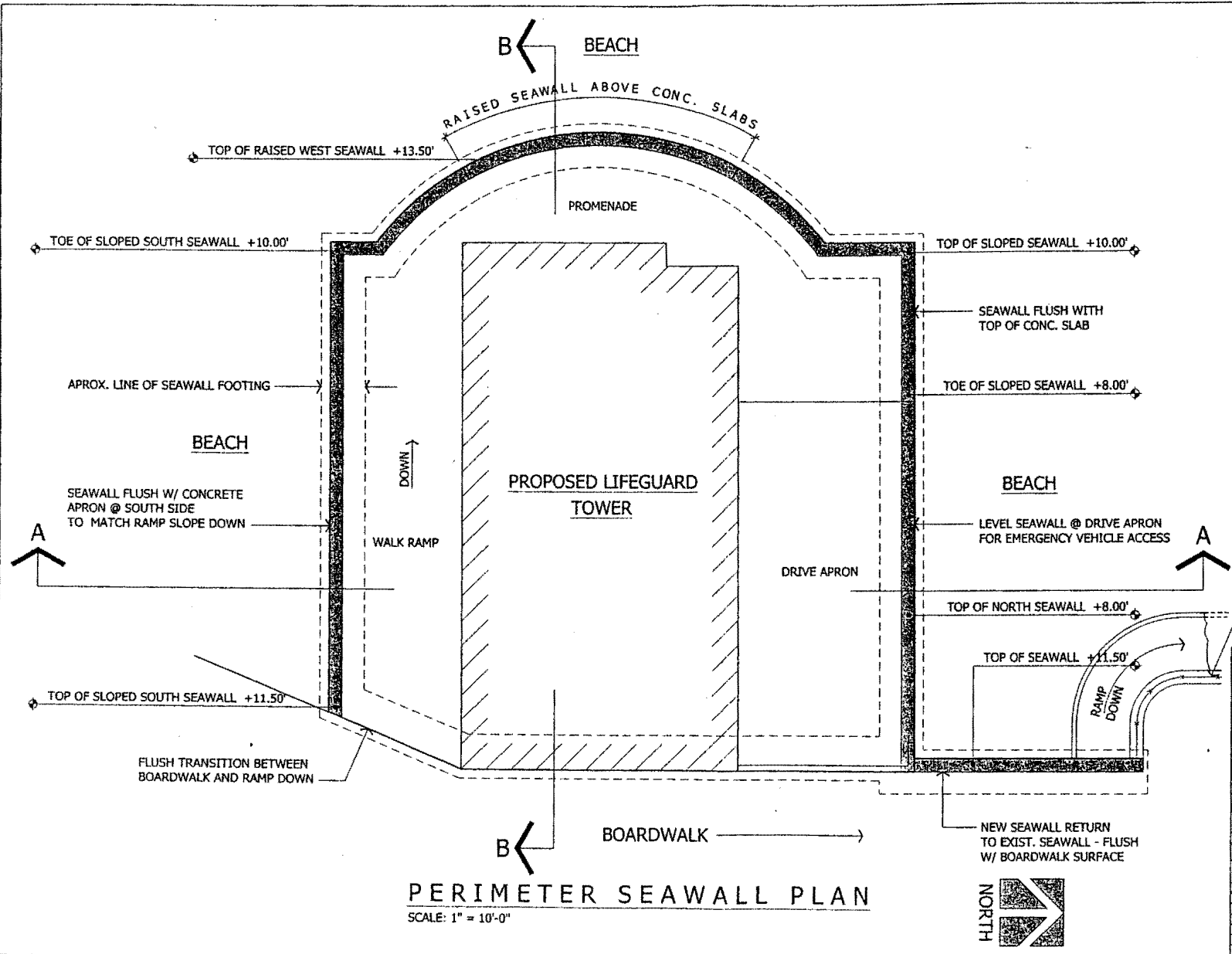
BY

APPROVED BY

DATE

PLANNED BY

27XXX-1-0



MUNROE AND ORSA ARCHITECTS INC

8000 ABBOT DRIVE, SUITE 300 (800) 850-8077

SAN DIEGO, CALIFORNIA 92126-1740

DATE: \_\_\_\_\_

SCALE: AS SHOWN

CITY CONTRACT SPECIAL SPECIFICATIONS NO. 8147

C.I.P. NO. XX-XXXX.X

PLANS FOR THE CONSTRUCTION OF

**A LIFEGUARD & COMFORT STATION**

GRAND AVENUE - PACIFIC BEACH

**SEAWALL FLOOR PLAN**

**SW1**

CITY OF SAN DIEGO, CALIFORNIA

ENGINEERING & CAPITAL PROJECTS - PUBLIC SERVICES & PARKS DIVISION

SHEET - OF - SHEETS

NO. 112XXX

FOR CITY DESIGNED	BY	APPROVED	DATE	PLANNED	SECTION NAME
DATE	DATE	DATE	DATE	DATE	PROJECT NUMBER
DATE	DATE	DATE	DATE	DATE	DESIGN NUMBER
DATE	DATE	DATE	DATE	DATE	XXX-XXXX
DATE	DATE	DATE	DATE	DATE	PROJECT COMPLETION

27XXX-1-D

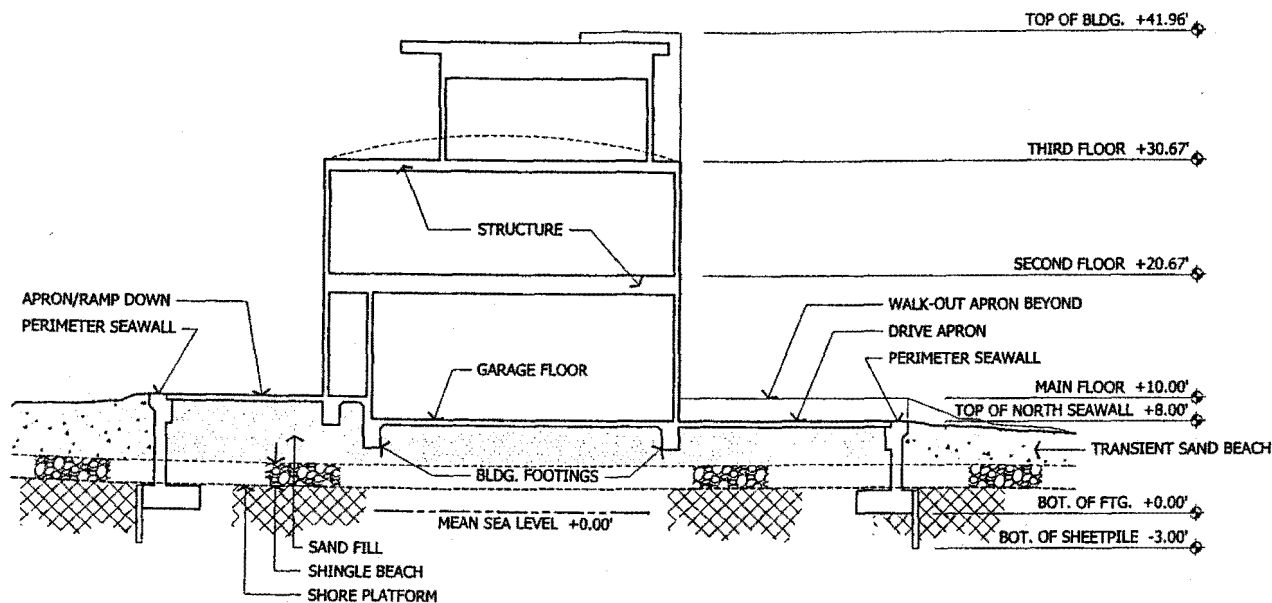
EXHIBIT NO. 11

APPLICATION NO.

6-01-170

Seawall Section

California Coastal Commission



# SITE SECTION A

SCALE: 1" = 10'-0"

<b>MUNROE AND ORSA ARCHITECTS INC</b> <small>8546 12TH STREET, SUITE 200 (R&amp;M) SAN DIEGO, CALIFORNIA 92123-1746</small>		
DATE:	SCALE: AS SHOWN	
CITY CONTRACT SPECIAL SPECIFICATIONS NO. B147 C.I.P. NO. XX-XXX.X PLANS FOR THE CONSTRUCTION OF <b>A LIFEGUARD &amp; COMFORT STATION</b> GRAND AVENUE - PACIFIC BEACH		
<b>SEAWALL SECTION</b>		<b>SW2</b>
CITY OF SAN DIEGO, CALIFORNIA <small>DONORING &amp; CIPER PROJECTS - PUBLIC BUILDINGS &amp; PARKS DIVISION</small> SHEET - OF - SHEETS		NO. 112XXX
FOR CITY ENGINEER	CITY	SECTION - C&D
DESIGNER	BY	PROJECT MANAGER
CHECKED	DATE	DESIGN ENGINEER
		XXX-XXXX
		LAWSON CORPORATION
APPROVED	DATE SUBMITTED	27XXX-1-D
SUPERVISOR	DATE COMPLETED	

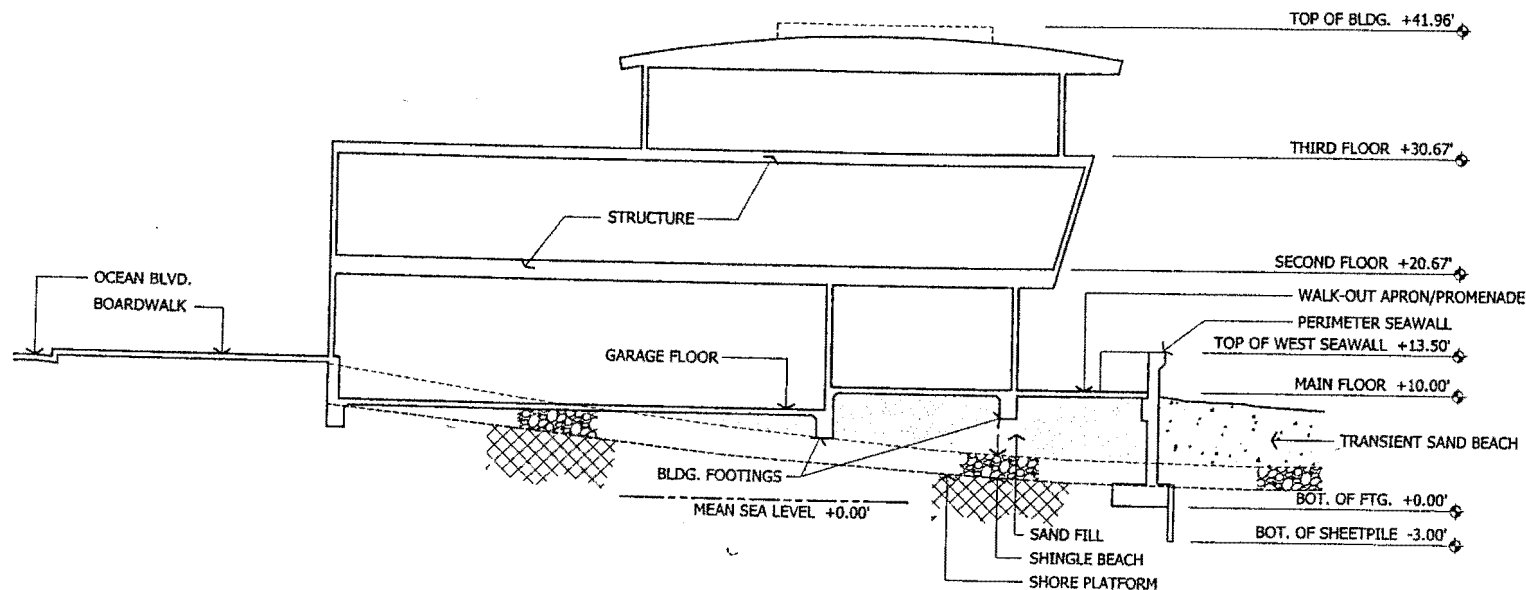
EXHIBIT NO. 12

APPLICATION NO.

6-01-170

Seawall Section

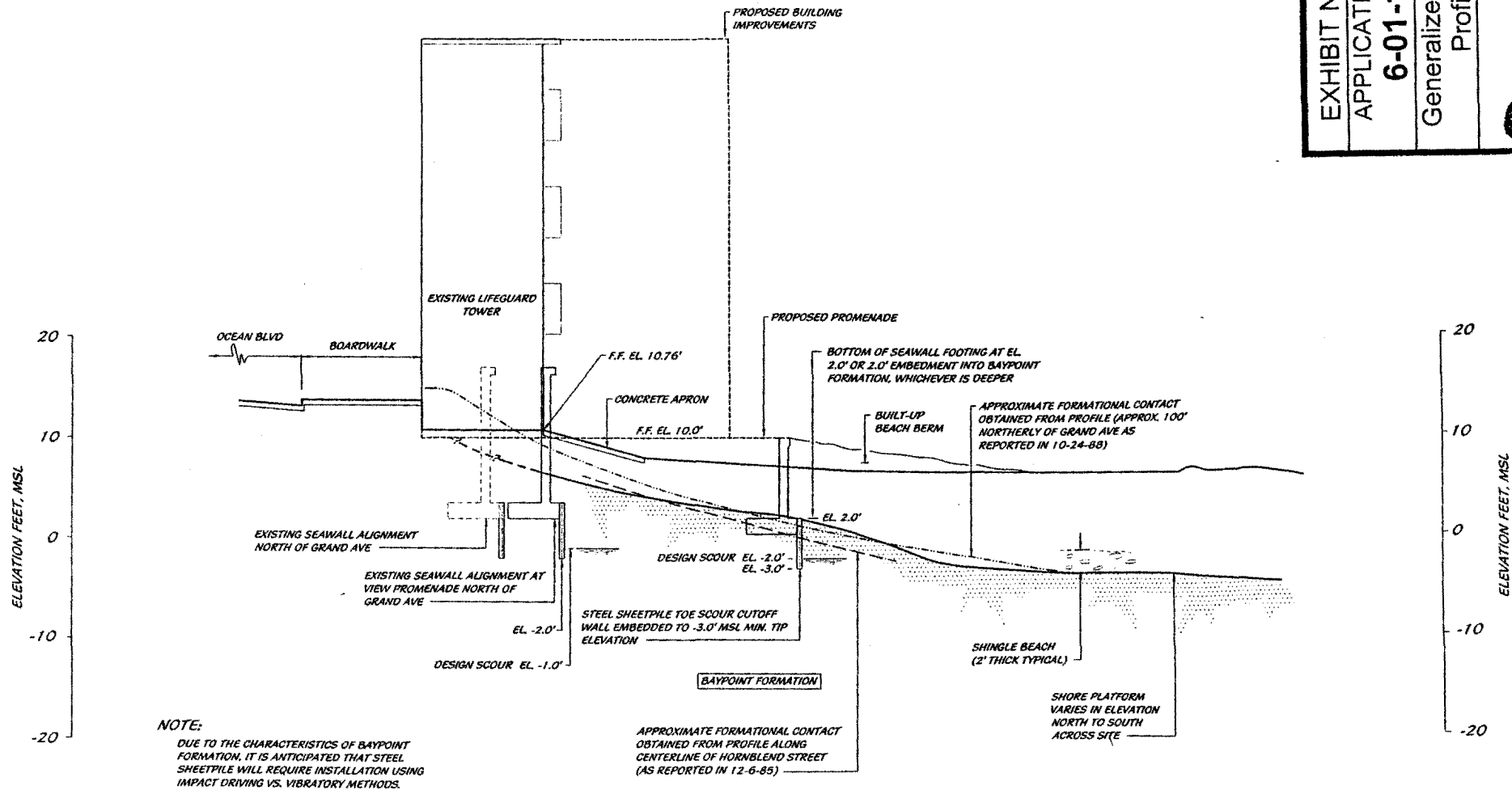
California Coastal Commission



# SITE SECTION B

SCALE: 1" = 10'-0"

<b>MUNROE AND ORSA ARCHITECTS INC</b>		
8048 KENNEDY BLVD., SUITE 100 (904) 440-8877 SAN DIEGO, CALIFORNIA 92123-1745		
DATE	SCALE: AS SHOWN	
CITY CONTRACT SPECIAL SPECIFICATIONS NO. 8147		C.I.P. NO. XX-XXXX
PLANS FOR THE CONSTRUCTION OF		
<b>A LIFEGUARD &amp; COMFORT STATION</b>		
GRAND AVENUE - PACIFIC BEACH		
<b>SEAWALL SECTION</b>		<b>SW3</b>
CITY OF SAN DIEGO, CALIFORNIA		NO. 112XXX
DRAWING & CAPITAL PROJECTS - PUBLIC BUILDINGS & PARKS DIVISION		
SHEET - OF - SHEETS		
FOR CITY ENGINEER	DATE	SECTION HEAD
DESCRIPTION	BY	APPROVED
FILE NO.	DATE	FLAVOR
		PROJECT NUMBER
		DESIGN ENGINEER
		XXX-XXXX
IN-CHARGE	DATE SHOWN	JANUARY 1999
CONTRACTOR	DATE COMPLETED	27XXX-1-D
INSPECTOR		



# GENERALIZED BEACH PROFILE

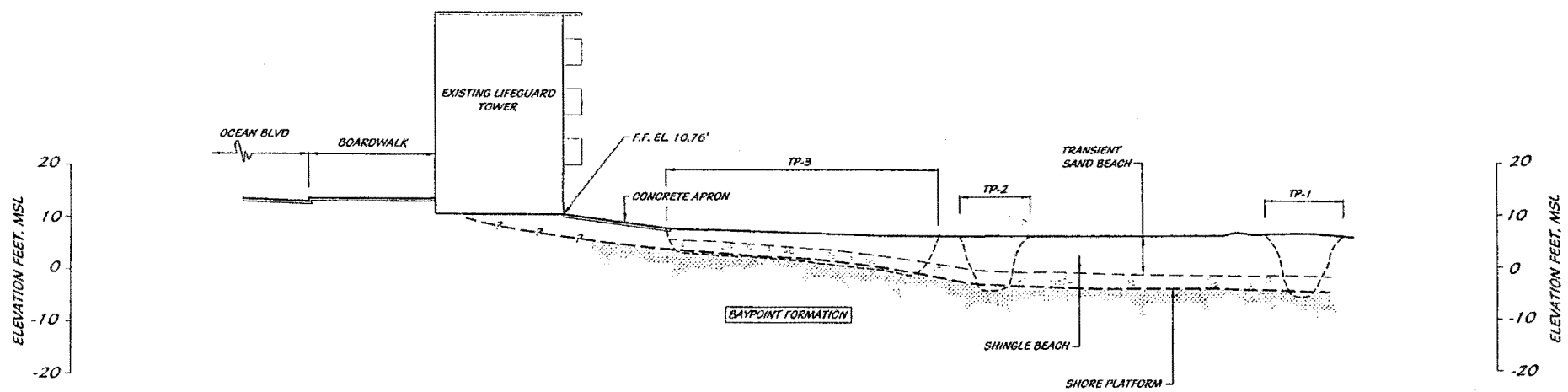
SCALE: 1"=20' HORIZ.  
1"=10' VERT.



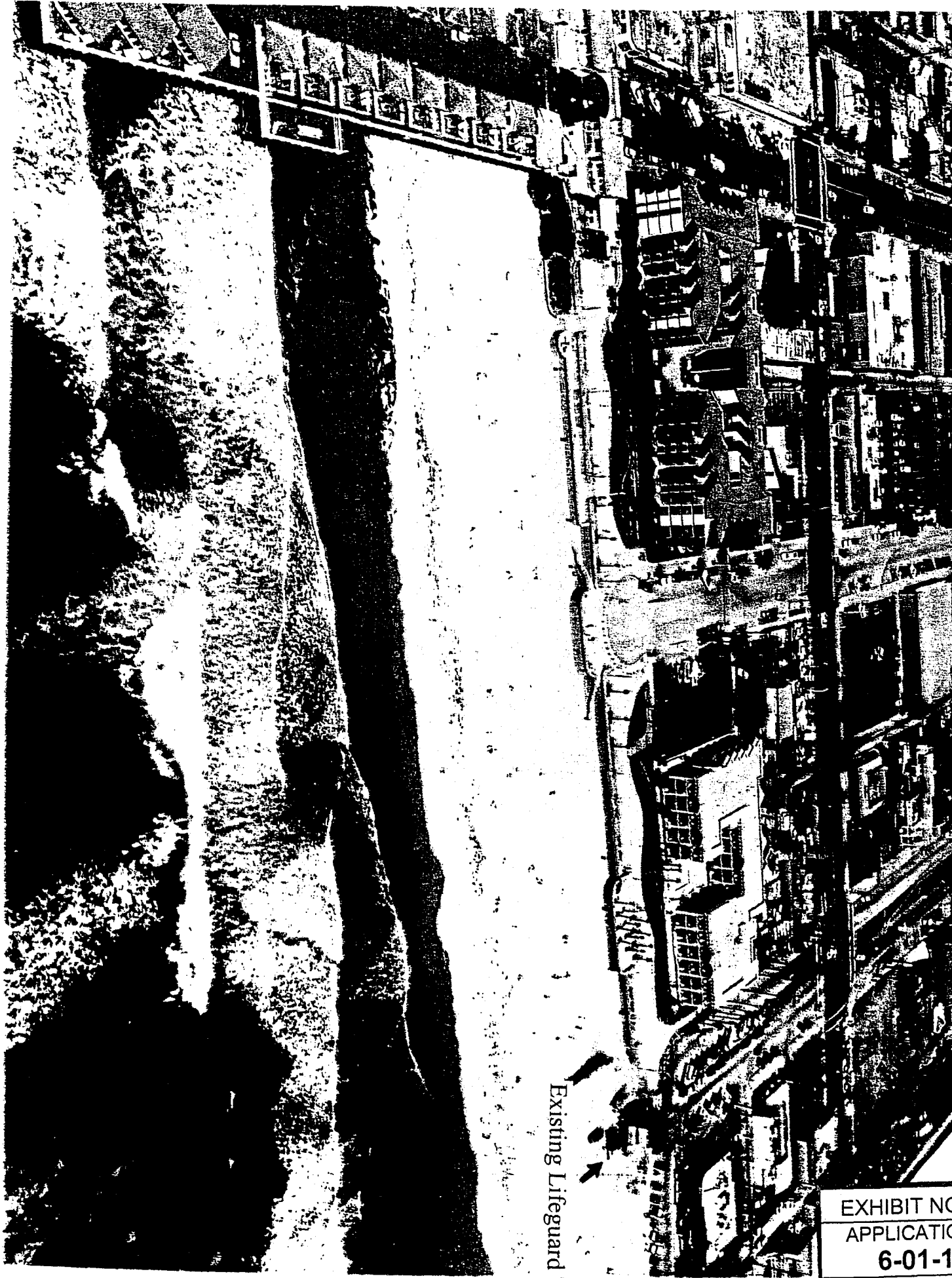
TERRACOSTA CONSULTING GROUP  
ENGINEERS AND GEODIST  
1155 MURPHY CANYON ROAD, SUITE 400  
SAN DIEGO, CA 92131 (619) 573-1500  
PROJECT NAME  
PACIFIC BEACH LIFEGUARD STATION  
AND COMFORT STATION  
PROJECT NUMBER  
2057  
FIGURE NUMBER  
3

GENERALIZED BEACH PROFILE





**GEOLOGIC CROSS SECTION**  
 SCALE: 1"=20' (HORIZ.:VERT.)



Grand Avenue

Existing Lifeguard Tower

EXHIBIT NO.  
APPLICATION NO.  
**6-01-170**  
Aerial Photo



BYRON WEAR  
Councilmember  
SECOND DISTRICT

October 12, 2001

Chair Sara Wan & Honorable Coastal Commissioners  
California Coastal Commission  
45 Fremont Street, Suite 2000  
San Francisco, CA 94105-2219

**RE: Pacific Beach Lifeguard Tower & Comfort Station**

Dear Commissioners:

As a former Coastal Commissioner and current City Councilmember for San Diego's Second District, I want to express my strong support for the Pacific Beach Lifeguard Tower & Comfort Station project.

This project is extremely important to the City of San Diego. Like many municipalities, we strive to provide the highest public safety to our citizens but are oftentimes challenged due to budgetary constraints.

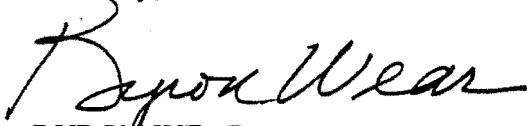
This project marks the first time in several years that the City has funded a new lifeguard facility and represents a critically needed upgrade to our lifeguard service infrastructure. The current station, located at the same site, was constructed 33 years ago and is in dire need of replacement.

In addition, an intolerable situation exists with respect to the public restroom component of the current station—both restrooms are located on the second floor and do not meet ADA requirements. The current project not only proposes the construction of a new lifeguard station, it will also result in a new and separate comfort station for public use.

Finally, this project will significantly enhance the public plaza and parking area adjacent to the site, an upgrade that is long overdue.

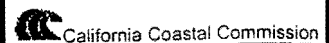
Thank you again for your serious consideration of and support for this project.

Sincerely,

  
BYRON WEAR

bw:jvd

EXHIBIT NO. 16
APPLICATION NO.
<b>6-01-170</b>
Letters of Support



# The Pacific Beach Community Planning Committee

October 19, 2001

Chair Sara Wan  
California Coastal Commission  
45 Fremont Street Suite 2000  
San Francisco CA 94105-2219

Dear Chairperson Wan and Honorable Coastal Commissioners:

This letter is to inform you that the Pacific Beach Community Planning Committee has voted to support the new Pacific Beach Lifeguard Tower and comfort station. This issue was heard by our committee at our regularly scheduled July 2001 meeting.

Our committee members feel the project as proposed reflects concerns and mitigation for coastal access, view corridor, parking and traffic concerns and environmental impact to name just a few issues.

The City of San Diego, the Lifeguard Department and the architect have been inclusive and have shown a willingness to listen to not only our concerns but the concerns of the public as well.

I hope the commission will join us in supporting the new Pacific Beach Lifeguard Tower and facility in Pacific Beach.

Sincerely,



Otto Emme  
Chairperson  
Pacific Beach Community Planning Committee  
2293 Soledad Rancho Road  
San Diego, CA 92109

858-483-8992



4652 Mission Blvd., San Diego, CA 92109  
(858) 273-7827 ph. / (858) 273-6185 FAX

October 15, 2001

To whom it may concern,

The Pacific Beach Surf Club **supports** the location of the new lifeguard tower to be built at **Grand Avenue**. We feel that this location has the best access for the public, centralized north and south movement for the lifeguards, has high visibility for the public, and is in an area that will have fewer impact on the surrounding businesses and public areas.

Thank you.

Respectfully,

Glenn P. Paculba  
Executive Committee  
Pacific Beach Surf Club

