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CALIFORNIA COASTAL COMMISSION
SOUTH CENTRAL COAST AREA
89 SOUTH CALIFORNIA ST., SUITE 200
VENTURA, CA 93001
(805) 585-1800

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Hearing Date:	1/14/04
Commission Action:	

STAFF REPORT: REGULAR CALENDAR

APPLICATION NO.: 4-02-251

APPLICANT: Santa Barbara County, Parks and Recreation Department

PROJECT LOCATION: 5986 Sandspit Road, Goleta Beach County Park, Goleta

PROJECT DESCRIPTION: Retain 600 lineal feet of rock riprap placed at Goleta Beach County Park under Emergency Permit No. 4-02-251-G, for a two-year temporary term.

MOTION & RESOLUTION: Page 2

SUMMARY OF STAFF RECOMMENDATION: Staff recommends **approval** of the proposed project, to authorize the retention of the riprap revetment, for a limited term of thirty (30) months from the date of Commission approval of CDP 4-02-251 (Special Condition 1), provided that substantial studies of the impacts of the revetment, and of alternatives, are successfully completed (Special Condition 2) within the prescribed period of time. Permanent retention of the revetment or an alternative proposal would require further Commission consideration and approval. If the revetment is not authorized by the Commission removal of the revetment is required.

Staff believes completion of studies compliant with the requirements of Special Condition 2 will provide sufficient information for the Commission to determine the best alternative for permanent management of erosion at Goleta Beach, consistent with the requirements of Chapter 3 of the Coastal Act.

The recommended special conditions require that the County submit one or more timely coastal development permit applications for a permanent proposal for Goleta Beach before the expiration of this permit. Other special conditions address measures to enhance beach and intertidal habitats and to provide beach nourishment as necessary for the duration of this permit (Special Condition 3), provide for the County to secure State Lands Commission review (and any lease the SLC deems necessary) prior to permit issuance (Special Condition 4), and include an assumption of risk condition (Special Condition 5).

NOTE on TIMING: The 180-day review period is extended by agreement with the County until February 15, 2004. The February Coastal Commission meeting is

scheduled for February 18 – 20, 2004, therefore the Commission must act on the subject application no later than the January 2004 Commission meeting.

APPROVALS RECEIVED: Santa Barbara County Planning and Development

I. STAFF RECOMMENDATION

MOTION: ***I move that the Commission approve Coastal Development Permit No. 4-02-251 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

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. **Interpretation.** Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.

3. **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.

4. **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. 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.

III. SPECIAL CONDITIONS

1. Term of Permit; Subsequent Removal of Revetment

(A) This permit approval is valid for a total term of thirty (30) months, commencing upon the date of Commission approval of Coastal Development Permit 4-02-251.

(B) The County shall complete the final study required by Special Condition 2 and submit the results thereof to the Executive Director, within the thirty-month term of the permit. Prior to the expiration of Coastal Development Permit 4-02-251, the County shall submit to the Commission: 1) a complete application to retain the subject revetment permanently, or 2) a complete application for an alternative project to address erosion at Goleta Beach; and/or 3) a complete application to remove the subject revetment.

(C) If the Commission does not approve the permanent retention of the subject revetment pursuant to a coastal development permit application submitted by the County in accordance with the requirements of subparagraph (B) above, the County shall remove the subject revetment and restore the affected portion of Goleta Beach. Removal of the subject revetment requires a coastal development permit. Within thirty (30) days of Commission denial of an application to retain the revetment, the County shall submit a complete application to remove the revetment and shall remove the revetment in accordance with the applicable timelines established by the Commission in approving a coastal development permit for such removal. If, however, a complete application for a coastal development permit for retention or removal of the revetment is pending, and delay for the purpose of Commission consideration of the application is therefore beyond the applicant's control, the applicable timelines shall be extended until the Commission acts on the relevant pending application.

(D) Failure by the County to: a) submit draft and final study plans acceptable to the Executive Director and in accordance with other applicable requirements of Special Condition 2, including relevant timelines, or b) failure to timely submit applicable complete coastal development permit applications pursuant to Subparagraphs (B) and (C) (above) in this special condition, may lead to further action by the Commission's Enforcement Unit.

2. Technical Study of Goleta Beach Erosion & Effects of Shoreline Protection Structures

Prior to the issuance of Coastal Development Permit 4-02-251, but not later than April 15, 2004, the County shall submit a draft study plan for the review and approval of the Executive Director that incorporates at a minimum the elements set forth below. The

study shall be revised by the County to incorporate the comments of the Executive Director, and submitted to the Executive Director for final approval not later than June 15, 2004. Coastal Development Permit 4-02-251 shall not be issued until the Executive Director approves the final study plan. The approved study shall be undertaken and completed by qualified coastal engineers, geologists, and marine biologists/ecologists, as appropriate, with demonstrated substantial relevant experience in their respective areas of expertise. Asterisks or other symbols included below as placeholders mean data collection/study design parameters to be finalized by the Commission technical services staff in consultation with the applicant's consultants during the preparation and review of the draft study plan. The final approved parameters of the study plan shall incorporate milestones and interim and final reporting requirements. Reporting requirements shall be quarterly, at a minimum, during the first study year. The final comprehensive report of the results of the study required herein shall be prepared and submitted for the review of the Executive Director prior to the expiration of Coastal Development Permit 4-02-251. The scope of the required studies set forth below shall ensure that both the revetment subject to this application, and the previously placed revetment at Goleta Beach that is presently subject to a pending (incomplete) coastal development permit application, are fully evaluated.

(A) Kelp Study

(1) Kelp Control Areas: Establish kelp study plots that can be used to study the interactions of kelp with changing sediment inputs. At least one study plot shall be established in the shallowest limits of the kelp, since this is the area most likely to experience seasonal shifts in sediment. Each plot shall be identified by coordinates that will allow a diver to return to each plot and regularly record data on sediment levels, kelp viability, plant density and other variables.

(2) Kelp Study: A qualified biologist shall make at least bi-monthly dive surveys of the kelp plots, measuring sediment levels and plant density and shall continue these surveys for at least two years (additional length of study may be required by Commission technical services staff upon review of applicant's draft study proposal). The viability and health of the kelp in each plot shall be assessed for each survey and each plot shall be photographed as part of each survey.

(3) Kelp Map: Within 6 months, prepare a detailed map of the tunicate casing areas and kelp areas offshore of Goleta Beach in the area bounded by Point A and Point B, and from the shoreline offshore to Depth X (parameters to be established in consultation with Commission staff). Within 12 months, add onto the map those areas that have the physical attributes to support kelp in the future.

(4) Reporting: Within two months after each complete year of kelp surveys, the biologist shall provide the executive director with a written report on the survey results, on the kelp viability, plant densities, the range of sediment levels and any information that can relate kelp viability and health with changes in sediment levels.

(5) Literature Review: The first Kelp report shall be augmented with a report on the known habitat requirements for this type of kelp – water temperature, clarity, sediment

input, water depth, and any other factors identified in the literature. A complete bibliography shall be provided with this literature review.

(B) Intertidal and Sand Beach Ecosystem Study

(1) In consultation with Commission staff, develop study parameters including sampling design, location, protocols, and reference sites, to evaluate the impacts of the subject revetment and of potential alternatives to the revetment, including beach nourishment or "managed retreat" alternatives, on the biota of the sandy beach and intertidal areas at Goleta Beach, including invertebrate populations. The study shall include species that intermittently utilize the habitat, such as grunion, as well as shorebirds that use this area. The study shall identify the extent of sandy beach and intertidal habitats present at Goleta Beach, in relation to the footprint of the revetments in place, and such surveys shall be updated on approximately April 15, and October 15, annually, and after any significant storm event, for the life of this permit. The design of the study should seek to differentiate fluctuations in species diversity and abundance due to natural seasonal changes from those attributable to the revetments that have been constructed at Goleta Beach, and to extrapolate how other potential alternatives might impact the intertidal and sandy beach ecosystem. The design of the study shall incorporate identification of, and sufficient sampling at, sites up and down coast from the Goleta Beach revetment suitable for controls. In addition, the study shall also generate recommendations on potential mitigation measures to address individual and cumulative impacts of each potential alternative on the intertidal and sandy beach ecosystems.

(C) Sediment Transport Study

(1) Beach and Nearshore Profiles: Establish at least 6 profile locations to measure onshore-offshore transport of sediment at Goleta Beach. Work with the kelp biologist and known information on kelp recruitment locations to establish profiles that will both support the kelp study and minimize overall disturbance to the existing kelp. Profiles shall be approximately equally spaced and span the entire length of Goleta Beach. Profiles shall be undertaken in conformance with the protocols established in "Monitoring Plan of Offshore, Nearshore and Intertidal Resources for the Goleta Beach Nourishment Demonstration Project" (pages 3 and 4).

(2) Bathymetric Surveys/Profile Measurements: Profiles shall be surveyed bi-monthly, timed to coincide to the extent possible with the biological kelp surveys and shall be measured from the revetment to –40' MLLW (closure depth).

(3) Sediment Budget Study: Develop a study to determine a sediment budget for Goleta Beach and the area offshore to the closure depth. This study should include:

(a) Determination of the closure depth from the beach profile data described above, and an estimate of sand loss to deep water.

(b) Estimates of the eastward flux of sand into the Goleta Beach area.

(c) Estimates of the westward flux of sand out of the Goleta Beach area

(d) Estimate of sand contributions to the Goleta Beach area from Atascadero Creek
(e) Estimate of current and pre-revetment contributions of sand to the Goleta Beach area resulting from erosion of the bluff at Goleta Beach.
(f) Any other sources or losses of sand to the Goleta Beach area

(4) This study should be reported on in the final monitoring report.

(5) Reporting: Within two months after each complete year of bathymetric surveys, the engineer or surveyor shall provide the executive director with a written report on the survey results, on the extend of onshore/offshore transport, the seasonal and/or storm influenced changes in sediment volume and depth throughout the profiles.

(6) Literature Review: The first bathymetric survey report shall be augmented with a report on the known sediment transport characteristics of the area, longshore transport, sediment inputs, the sediment budget for the cell and, if possible, the sub-cell area, and any other factors identified in the literature. A complete bibliography shall be provided with this literature review.

(7) Long-term Nourishment Programs: Within 18 months, develop the parameters for a long-term beach restoration program adequate to protect the park and access road. This program shall account for longshore sediment transport, ongoing beach and bluff erosion, sea level rise and other foreseeable factors that will affect the viability of a beach nourishment program. The program shall identify nourished profiles, adjusted profiles, nourishment frequency, and nourishment volumes for a program that could be successful for the next 50 to 75 years. The long-term nourishment program shall estimate changes to sea level, nourished profiles and adjusted profiles for the following time periods: 10, 15, 25, 50, and 75 years from the present.

(8) Analysis of Long-term Shoreline Treatment Options: Within 18 months, estimate long-term changes to the shoreline profile for the options where the revetment is kept in place and for the managed retreat (no protection, but removal of facilities as they are threatened) alternative over the same time periods. Considering sea level rise and other foreseeable factors that will affect the shoreline, estimate shoreline profiles for these options for the following time periods: 10, 15, 25, 50, and 75 years from the present. Prepare these profiles in a manner that profiles for all future projections can be compared against each other.

(9) Long-term Impacts to Kelp: Based on the anticipated long-term profiles for the nourishment option, the revetment option and the managed retreat option, provide an analysis of the long-term impacts and viability of the kelp areas under each option. Provide a report on this analysis within ** years (to be established in consultation with Commission staff).

(D) The final interim and final reports generated through compliance with this Special Condition shall also fully reference, append, and incorporate any and all other applicable studies undertaken by the County and others, such as the beach profile and other studies required by the special conditions of Coastal Development Permit 4-02-

128 (Santa Barbara County Department of Parks and Recreation), attached as Exhibit 11.

3. Interim Beach Management and Nourishment

(A) Prior to the issuance of Coastal Development Permit 4-02-251 but not later than February 1, 2004, the County shall submit a complete coastal development permit application to nourish any area of the subject revetment that may remain exposed as determined by a survey of the revetment on or before April 1, 2004. The application shall incorporate measures developed by a qualified biologist to nourish the affected beach area in a manner protective of grunion spawning activities and of other species that may utilize the affected area. If beach nourishment is deemed necessary by the Executive Director, based on the extent of exposed rock noted in the required survey, then sufficient beach nourishment to adequately cover the exposed area, with appropriate sand (i.e., of suitable grain size, color, and free of contaminants or debris), from a placement location inland of the revetment location and limited to the area of exposed rock, shall be implemented by the County not later than May 15, or as otherwise authorized or required pursuant to an approved coastal development permit. If the Executive Director determines that the revetment is adequately covered by sand at the time of the requisite survey, no nourishment shall be required.

(B) Prior to the issuance of Coastal Development Permit 4-02-251 but not later than March 31, 2004, the County shall submit a plan prepared by a qualified biologist to address the combined effects of beach and erosion management activities at Goleta Beach, for the duration of the term of Coastal Development Permit 4-02-251, for the review and approval of the Executive Director. The plan shall include feasible measures to enhance beach and intertidal habitat values to mitigate cumulative impacts on these habitats that may result from the combined effects of this project and other activities undertaken by the County on Goleta Beach (such as sand berm construction, beach grooming, etc.). Responsive mitigation measures may include, but not be limited to, retaining kelp detritus in some beach areas, limiting beach scraping in sensitive areas, limiting disturbance at the mouth of the Goleta Slough, or other measures the County deems feasible to improve habitat for invertebrate populations and foraging shorebirds dependant upon invertebrate food sources. The affects of any mitigation measures implemented by the County shall be considered in the studies required pursuant to Special Condition 2. The requirements of this condition shall not be interpreted in a manner that conflicts with or invalidates any active coastal development permit previously approved by the Commission. In addition, associated mitigation measures and applicable permit conditions for other active permit approvals secured by the County or others (i.e., BEACON) shall be reviewed and incorporated in the plan required by this special condition to the maximum extent feasible.

4. State Lands Lease

Prior to the issuance of Coastal Development Permit 4-02-251, the County shall provide evidence that a lease for the site of the subject revetment has been obtained from the California State Lands Commission, or provide written evidence from the State Lands

Commission that no lease is required for the 30-month term authorized for temporary retention of the revetment pursuant to Coastal Development Permit 4-02-251.

5. 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 storm waves, surges, erosion, and flooding; (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 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.

IV. FINDINGS AND DECLARATIONS

The Commission hereby finds and declares:

A. Project Location & Background

The project site is located at Goleta Beach County Park, which occupies approximately 29 acres with 4,200 feet of beach frontage in Santa Barbara County (Exhibit 1). Goleta Beach County Park is bounded on the west by the University of California at Santa Barbara, and to the north and east by private natural gas generation and storage facilities owned by Southern California Gas Company. An easement containing various utility and sewage lines traverses the park. To the northwest, Clarence Ward Memorial Boulevard separates the Park from the greater area of Goleta Slough and the Santa Barbara Municipal Airport.

Goleta Beach County Park is situated at the mouth of the Goleta Slough which is fed by five major drainages, Tecolotito, Carneros, San Pedro/Las Vegas, San Jose, and Atascadero Creeks. The outflow channel of Goleta Slough wraps around Goleta Beach County Park along the Park's northern boundary, outletting through Goleta Beach County Park property, east of the developed facilities.

Public access is available along the entire length of the park that is contiguous to the beach, nearly one mile in length. All portions of the park located landward of the sandy beach are located on top of a clay-rich fill base placed after World War II by the federal government. Prior to placement of the fill after World War II, the subject site was a sandspit extending across the mouth of Goleta Slough subject to wave action and periodic erosion.

Existing development on site consists of a restaurant, two public restrooms, showers, parking lots, recreation lawn area, picnic facilities, numerous utility lines, and a pier. In recent years, and most notably during the 1999 winter storm season, erosion of the clay-rich fill underlying the park due to wave action has occurred forming a steep slope approximately four to five feet in height between the improved areas on site and the sandy beach.

The project site has been subject to past Commission action. Coastal Development Permit (CDP) 4-01-136 (Santa Barbara County Parks) approved construction of a temporary sand berm for the winter season from 2001-2002. Coastal Development Permit (CDP) 4-00-193 (Santa Barbara County Parks) approved the construction of a temporary sand berm for the winter season from 2000 to 2001, similar to the 2001-2002 project. Further, prior to the construction of the previous temporary sand berm under CDP 4-00-193, an approximately 1,000 feet long rock revetment was placed on the site by Santa Barbara County Department of Parks & Recreation in February 2000 as an emergency measure to prevent further erosion of the improved areas of the park pursuant to Emergency Permit 00-EMP-002, which was issued by Santa Barbara County. This action by the County was appealed by two members of the Commission. Prior to the Commission's determination of whether a substantial issue was raised by the appeal, the County submitted CDP Application 4-00-118 for removal of the previously constructed rock revetment. CDP 4-00-118 was approved by the Commission on June 13, 2000, subject to a special condition which required the rock revetment be removed prior to August 31, 2000. Pursuant to a request by Santa Barbara County Department of Parks & Recreation, the time allowed for removal of the rock revetment was extended by the Executive Director until November 30, 2000, in order to allow the County to avoid interference with the grunion spawning cycle and to secure the necessary permits from other State and Federal agencies. That rock revetment was subsequently removed, as was required pursuant to the special condition.

Although the rock revetment installed in 2000 was removed, a new rock revetment was placed on the beach in late 2002 pursuant to an Emergency Permit. In addition, there remains a smaller rock revetment on the subject site in front of a parking area and another rock revetment buried beneath the sand in the area of the pier. According to staff from the Santa Barbara County Department of Parks & Recreation, the rock revetment by the pier at the east end of the park was constructed in approximately 1950 with additional work performed in 1961. Staff from the Santa Barbara County Department of Parks & Recreation have also stated that it appears that the rock revetment that exists in front of a parking area at the western end of the park was installed between 1985 and 1986 without the benefit of a coastal development permit, although the County approved a permit for the parking area in 1984. In order to resolve this violation and plan a comprehensive solution to shoreline erosion at the park, staff from Santa Barbara County Department of Parks & Recreation have prepared a long-term alternatives analysis for the subject site, which recommends that these existing revetments be retained and re-engineering to protect Park infrastructure. The County has submitted a coastal development permit application for the temporary retention of the portion of the revetment that was placed under emergency Coastal Development Permit 4-02-251-G in December 2002. As noted previously, County and Commission

staff have agreed that the information that will be generated by the special study required by Condition 2 will be crucial to analyzing the question of shoreline armoring generally at Goleta Beach, and thus the incomplete application for after-the-fact authorization for the unpermitted portion of the revetment will be held incomplete until the study required pursuant to Special Condition 2 is completed. If the Commission does not approve CDP 4-02-251, the Commission enforcement staff will further evaluate the unauthorized revetment.

The County has previously relied on sand berm projects to control erosion at Goleta Beach County Park, and holds an active permit to authorize additional berm construction through May 2004 (extendable with Executive Director approval for an additional year thereafter). The coastal development permits approved for these projects specified that future CDP applications include a complete and detailed evaluation of the feasibility of all long-term solutions and potential alternatives to the proposed project, including importation of donor sand material from offsite inland sources and coordination with the Santa Barbara County Flood Control District in order to utilize sand material from local dredging projects for construction of the berms. Thus, to some extent various related permits already require the additional studies and alternatives analyses required by Special Condition 2.

The Goleta Beach Nourishment Project, a temporary erosion solution, was approved by the Commission last summer (CDP 4-02-254 BEACON) after the applicant made substantial revisions at the request of Commission staff, thereby avoiding sensitive kelp habitat offshore of Goleta Beach. The revised project consisted of dredging beach compatible sand from a borrow site located in the West Beach area of Santa Barbara Harbor, with sand transport to Goleta Beach over water by barge. The City of Santa Barbara Waterfront Department currently has a long-term permit (4-00-167) to remove sand from the West Beach area on an as-needed basis. The nourishment project included authorization for the placement of approximately 9,000 cubic yards of sand per day over 16 days. In addition, as noted previously, the County Parks has an active permit for beach berm construction (CDP 4-02-128) through Memorial Day 2004. The Executive Director may extend the permit for one additional year for good cause. Any construction, excavation, or sediment transport activities after the expiration of this permit will require the issuance of a new coastal development permit

D. Project Description & Purpose

The Executive Director authorized Emergency Coastal Development Permit 4-02-251-G on December 19, 2002. The permit authorized the County's request to place 600 linear feet of rock riprap revetment, approximately 6-8 feet in height, placed at a 1:1 – 1:1.5 slope, 15 ft. wide at base, and covering an approximately 9,000 sq. ft. area of Goleta Beach along the base of the existing lawn and parking lots at Goleta Beach County Park.

The County stated that the revetment was necessary to prevent further loss of park facilities due to tidal action and severe beach erosion, in the face of potential continuing winter storms.

Prior to placement of the revetment, the County Parks Department stated that approximately 16,000 sq. ft. of developed park lawn was lost in the month previous to the request, and that picnic sites and some portions of the public parking lot were closed. The County noted that the erosion line was then within twenty-five feet of an existing public restroom, main water and sewer lines, and gas and irrigation lines. In addition, the County stated that 32 parking spaces (of approximately 550 existing spaces) had been lost to coastal erosion.

The County Parks Department notes that the edge of the eroded parking lot now protected with the most recent placement of riprap, is within ten feet of the pressure sewer main servicing Goleta Beach County Park's three public restrooms, the privately operated Beachside Bar and Café, and two ranger residences. The County states that without the rock revetment, and in the absence of a reliable alternative, any significant storm event could breach the utility easement and cause the failure of the sewer and other utility lines. A spill of untreated sewage into the marine environment could result, as would the significant disruption of other utility services.

As stated previously, the County's application is for the temporary retention of the subject revetment; however, Special Condition 1 allows for a total 30-month term for the temporary permit. The additional six months of time is for the purpose of allowing the County to fold the study requirement together with the scoping of the pending Environmental Impact Report (EIR) for Goleta Beach County Park options, to submit the resultant draft studies to the Executive Director for review, and for finalization of the study plans prior to the commencement of the two-year term afforded for completion of the actual studies.

The County believes that this timeline, and the joining of the EIR scoping process with the prior-to-issuance study development requirements, will help the County secure comprehensive package of studies and analyses. Like other counties and local governments, current fiscal constraints make it necessary for Santa Barbara County to seek alternative sources of funding for significant planning projects. The County obtained preliminary funds from the Coastal Conservancy and most recently from the County's own Coastal Resource Enhancement Fund, but additional funds will be necessary to carry out the studies required by Special Condition 2 in addition to the requirements of preparing an EIR.

The preparation of the draft study plans may necessarily precede the complete EIR scoping process, however, to ensure sufficient time for review and approval of the draft and final plans by the Executive Director. The final approved study must be available for implementation of the actual studies by July 1 if the permit timeline is to stay on track. The timelines of Special Condition 2 address the County's request to track the EIR process to the extent possible (for the sake of resolving the County's funding concerns). The County staff estimate that scoping of the anticipated EIR will commence by March or April 2004. The requirements of Coastal Development Permit 4-02-251 stand alone, however, and in the event that unforeseen delays occur in the County's separate public facilitation and environmental review processes, the obligations of the coastal development permit, including timely compliance with all permit conditions, are still the County's responsibility.

D. Shoreline Protective Devices

Shoreline armoring is addressed by Coastal Act Section 30235, which states that:

Section 30235 Construction altering natural shoreline

> 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. Existing marine structures causing water stagnation contributing to pollution problems and fish kills should be phased out or upgraded where feasible.

The County's request for temporary retention of one revetment and the permanent retention of an older revetment placed without benefit of coastal development permits (incomplete application) constitute proposals for shoreline protective devices to protect existing development or public beaches in danger from erosion, pursuant to Coastal Act Section 30235 set forth above.

Shoreline armoring projects may also raise issues addressed by Coastal Act Sections 30210 et seq. (public access and recreation), Sections 30230, 30231, 30240 (protection of marine resources, including special protection of areas of special biological significance, such as the Kelp Environmentally Sensitive Habitat area offshore of Goleta Beach, and protection of coastal aquatic resources), and others, including visual resource policies.

The County initially considered applying for permanent retention of the revetment placed under emergency permit 4-02-251-G in December 2002, in addition to a coastal development permit for after-the-fact approval for an additional revetment placed at Goleta Beach in the 1980s. Commission staff encouraged the County to restrict the application for retention of the emergency revetment to an application for a temporary term of approximately two years, for the purpose of undertaking substantive studies of alternatives to address coastal erosion at Goleta Beach. In accordance with this suggestion, the County submitted an application to retain the revetment for a two-year term. The application was submitted in April, 2003, within the specified term of the emergency permit (without an application to retain the revetment, the emergency permit required the revetment's removal in May, 2003.

The concept of retaining a temporary revetment and of undertaking the studies outlined in Special Condition 2 is that protection of the park facilities and utility lines could be ensured while adequate technical studies and alternative analyses were prepared. This approach was supported by Commission staff to provide the County Board of Supervisors, and ultimately the Commission, with better informational tools to evaluate the long-term alternatives for management of coastal erosion at Goleta Beach County Park.

The County is also separately undertaking a public "visioning" process for Goleta Beach County Park. Under the joint auspices of Santa Barbara County Second District Supervisor Susan Rose, and County Parks Department Director Terri Maus-Nisich, a series of public workshops commenced last summer and a working group convened by the County is expected to finalize recommendation for the future of the park by early March, with environmental review to commence immediately thereafter. The County anticipates evaluating coastal erosion at Goleta Beach as a significant component of the forthcoming environmental review and requested that the timeline incorporate the scoping of the EIR. The County hopes that combining any technical studies required by the Commission with other requirements for preparation of a forthcoming EIR concerning Goleta Beach County Park management, will help the County secure funding for the entire package.

The Commission staff and County staff representatives agreed conceptually that given the lack of sufficient data concerning coastal erosion and alternative solutions at Goleta Beach County Park, and the County's desire to clarify objectives for the park's future, that a period of study and analysis might be the option that would best allow decision-makers to address a long term solution for erosion management at Goleta Beach.

The County staff, however, also raised concerns about the risk of severe damage if further erosion occurs after removal of the revetment. The County staff states that they intend to consider all potential alternatives, including removal of the revetment, in forthcoming studies, but want to ensure that reliable protection is in place during the review process.

Beach nourishment projects have not survived severe storm wave attack at Goleta Beach during the past few years, and the extent of erosion already present leaves little room for error according to County staff. In some locations, erosion has come within ten feet of utility lines, including sewage lines serving multiple users.

The County staff states that retention of the revetment –at least temporarily – is the only way to provide reliable protection of threatened park facilities and utility lines long enough for the preparation of the necessary studies. The County does not believe that alternative solutions offer sufficient protection for the temporary period proposed – particularly for protection of buried utility lines, and thus will not propose the use of geotubes, traditional sand bags, or additional sand nourishment in lieu of the revetment for use during the temporary term. The County staff indicates that they will fully consider such strategies, and the possible relocation of affected structures as part of a permanent proposal, but that the County is concerned about potential liability for the failure of utility lines running through County easements at the park should further erosion result after removal of the existing revetment.

The most important consideration in weighing the retention of the subject revetment for a temporary term, against the temporary use of alternatives that may be available for a similar term, is the question of whether there is another way to protect the threatened structures at Goleta Beach County Park with lesser impacts to coastal resources. Other options include removing the revetment and allowing wave energy to affect the beach while relocating landward (where possible) threatened structures (a retreat

option), using geotubes, traditional sandbags, and/or beach nourishment (berms, etc.) to reduce erosion (soft solutions), or possibly a combination of the two (managed retreat).

The first option is unacceptable to the County because severe damage to park facilities may result. Coastal erosion is already so severe at Goleta Beach County Park that from the County Parks Department perspective, further retreat implies the planned sacrifice of public facilities and utility lines. Relocation of the utility lines, public restrooms, parking, picnic areas, and other park features threatened by erosion would be expensive and the County is unwilling to take on this expense until or unless such action is a necessary component of a permanent future alternative (such as a managed retreat plan).

The County at the request of Commission staff evaluated the second option noted above (soft solutions). Exhibit 10 contains a letter from County Parks Department that, among other issues, addresses the County's response to implementation of soft solutions in lieu of the revetment during the permanent project review that is forthcoming. The County determined that there was a significant risk of vandalism to geotubes, which are easily cut open and have been vandalized in other jurisdictions polled by the County. Beach nourishment is being actively pursued at Goleta Beach, but sand berms and other nourishment actions have not survived episodes of severe wave attack. The County states that further storm damage similar to that experienced during the past three years would likely result if only soft solutions are implemented at Goleta Beach.

Finally a managed retreat option – soft solutions combined with strategic relocation of threatened structures – has not been rejected by the County, but is not acceptable at the present time because the County has not arrived at a final proposal for Goleta Beach County Park that incorporates retreat. Alternative locations for the threatened utility lines have not been identified, though the County has undertaken preliminary review of options. Ultimately, if the utility lines are relocated, the cost could be up to $6 million according to the Parks Department staff. While that might ultimately be acceptable as part of an overall permanent solution (the County has not ruled out a collaborative approach to managed retreat), the County states that this option is too costly to undertake at the present time.

In addition, each of these alternatives would require removal of the subject revetment placed last December. If the revetment is removed and the rock stacked close by for re-use if necessary, a number of impacts could result. For example, the revetment is buried with sand presently, and unless there is significant wave action, the revetment may remain buried. If so, removal of the rock would require stripping off the beach sands covering the rock. Such disturbance would likely cause significant disruption to beach and intertidal habitat, and if undertaken during potential grunion runs (the season may lost February through September), could interfere with spawning activities. (Special Condition 3 requires that the temporary revetment be covered with sand from an inland staging location if the revetment is exposed after storm season, thereby ensuring grunion spawning habitat is not displaced by the revetment).

Moreover, the initial disturbance caused by the placement of the rock has already been absorbed by the beach environment. If the rock is removed and stacked, and wave attack causes further emergency conditions at some point during the forthcoming review of long term alternatives, all of the impacts associated with initially putting the rock in place would be visited again upon the beach and intertidal habitat. In addition, the deployment of heavy equipment in the park, and potentially on the beach, would be repeated, with attendant inconvenience to beach and park users.

Finally, the visual impacts associated with rock stacked on the public parking lot may be more significant than the visual impacts associated with use of the same materials in a revetment that is buried by sand most of the time. The rock would be exposed for the entire time it remains in the parking lot. The rock pile may also attract children visiting the park and could thus require placement of chain link fences to protect children from hazards.

In addition, many biologists think that significant quantities of large, exposed rock in a beach environment invites colonization by rodents, which sometimes prey on the eggs and hatchlings of nesting shorebirds.

The retention of the revetment faces significant opposition in the community, while retention of the revetment to protect popular park facilities attracts equal support, according to the County staff (a number of well-attended public meetings have offered the County the opportunity to gauge public sentiment concerning options at Goleta Beach County Park). Opponents of the revetment, including the Environmental Defense Center, representing the Santa Barbara Chapter of the Surfrider Foundation, believe the rock revetment should be removed immediately.

The EDC also opposes even the temporary retention of the revetment for the proposed term, but suggests that the revetment at least be removed after the present storm season and the rock stockpiled. Under this scenario, project opponents recommend that the County remove the rock revetment in April 2004 and restack the rocks on the damaged portion of the adjacent public parking lot. The rock would then be retained on this parking lot so that it would be available for placement on the beach under future emergency storm conditions. This alternative was discussed above.

In response, the County staff states that the option of removing the rock after this storm season ends, but before the completion of the technical study/EIR process affords consideration of a permanent solution, would not only potentially cause other adverse impacts on coastal resources but would incur unnecessary public expense. The County estimates that removal and retention of the rock would cost at least $50,000 and re-placement of the rock would cost an additional $40,000. Of greater concern to the County is the additional potential cost of repairing damaged facilities if the rock is not returned swiftly enough to prevent further storm damage.

The County notes that erosion at Goleta Beach County Park presently extends to within approximately ten feet of the utility lines buried in an easement traversing the park. According to County staff, the companies owning the utility lines would only relocate the lines if the work were undertaken at County expense and if an acceptable location for

the new route could be identified. The County estimates that the cost of such relocation could amount to $6 million and would not be warranted while the required studies and alternative analyses are pending, and that preliminary review has identified a number of difficulties siting a new route for the lines.

At the request of Commission staff, the County specifically considered "softer" alternatives that might be utilized on an interim basis instead of the revetment. Such measures may typically include the use of geotubes, sand bags, sand construction (i.e. berms) The County responded that vandalism of geotubes has been easily accomplished in jurisdictions they surveyed and that the County is concerned that the geotubes could fail, causing catastrophic damage to utility lines and other facilities that presently require the reliable protection afforded by the subject rock revetment. The County notes that active coastal development permits for sand berm construction at Goleta Beach are in place, and that reliance on sand berms and other beach nourishment solutions has been factored into the placement of the revetment – the County limited the revetment to less than what they had originally believed necessary and factored the use of berms into their plan as much as they believed feasible. But the County, as stated previously, does not believe soft solutions can presently afford sufficient protection to ensure that utility lines, public restrooms, and other development at the park will be free of further damage.

The Commission finds that there is insufficient evidence to evaluate the relative impacts of the temporary retention of the revetment, versus the impacts that may result if the revetment is removed before a permanent solution to erosion at Goleta Beach has been identified and implemented, in a manner that identifies a clearly superior alternative. Removal of the rock revetment without the identification and implementation of an effective alternative to the erosion of Goleta Beach may lead to further damage and loss of both public and private development, including Goleta Beach County Park recreational amenities. Moreover, removal of the subject revetment without an effective alternative for the duration of necessary studies outlined in Special Condition 2 would potentially lead to the emergency placement of the revetment again, in this way doubling the construction-related disturbance and adverse impacts upon the beach environment caused by placing the rock on the beach again. Therefore it is not clear that removing the rock instead of authorizing temporary retention of the revetment would have fewer impacts on coastal resources than simply retaining the rock during this period. Instead, it is possible that the alternative of removing the rock revetment would lead to greater impacts on the marine environment and coastal access and recreation, than would the alternative of simply retaining the rock, with feasible mitigation measures afforded by Special Condition 3 (beach nourishment and management measures).

As stated above, Coastal Act Section 30235 sets forth the requirements for consideration of shoreline protective devices. The County Parks Department has established that existing structures at Goleta Beach County Park are in danger of serious damage or destruction due to further wave attack and associated beach erosion if the subject revetment is removed before or unless an alternative solution is implemented, or unless a managed retreat (abandonment and/or relocation of structures) is undertaken.

Section 30235 requires that shoreline protective devices be designed to eliminate or mitigate adverse impacts on local shoreline sand supply. The subject revetment is presently mostly buried under sand due to the lack of significant storm wave energy to date this season. Storm waves could expose the rock during the remainder of the storm season, however, and unless nourishment with suitable sand supplies is undertaken, the rock would remain exposed until seasonal re-deposition of sands occurs. In the interim, the exposed rock would adversely impact public coastal views of Goleta Beach and would also displace sandy beach habitat used by spawning grunion (a small fish that spawns on the sandy beach in concert with lunar/tidal cycles between approximately February and September annually) and invertebrate organisms that colonize beach sands. Special Condition 3 requires the County to obtain a coastal development permit for beach nourishment to cover the exposed revetment if necessary after April 1, 2004. Implementation of Special Condition 3 will ensure that the impacts of the temporary revetment on beach sands are mitigated to the extent feasible, in accordance with the requirements of Coastal Act Section 30235.

While County Parks has a basis for seeking a revetment under Coastal Act Section 30235, the County also acknowledges that other feasible alternatives may exist for permanent management of erosion at Goleta Beach and that these alternatives deserve full consideration in the forthcoming studies. The County acknowledges that there is insufficient information to conclude at this time what the best option for addressing long term coastal erosion at Goleta Beach County Park is. The County disputes the EDC assertion that the temporary retention of the revetment is having permanent adverse impacts on beach sand supplies at Goleta Beach, but the County does not dispute that the revetment occupies a portion of the sandy beach, and that even with nourishment the beach environment may be altered by the long term placement of shoreline protective structures. Thus the County and the Commission concur that undertaking and completing the studies required by Special Condition 2 will better enable all concerned parties to evaluate relevant information that is presently unavailable and thereby arrive at better informed decisions concerning the long term solution to management of Goleta Beach.

Although project opponents assert that the revetment has caused, and will continue to cause short term loss of sandy beach and other impacts, the County indicates that their surveys of the beach do not support this complaint. In addition, opponents have not identified alternatives that can with any certainty be demonstrated to produce fewer impacts – particularly when measured against the impacts of removing – and the putting back in place – the rock revetment the County proposes to retain temporarily through this coastal development permit.

Therefore, for all of the reasons set forth above, the Commission finds that the proposed project, as conditioned, is consistent with the requirements of Coastal Act Section 30235.

E. Other Chapter 3 Policies

Other Coastal Act policies applicable to consideration of shoreline protective devices may include those protective of marine resources, coastal waters, environmentally sensitive habitat, public coastal access and recreation, and visual resources.

Applicable sections of the Coastal Act include:

Coastal Act Section 30210 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.

Coastal Act Section 30211 states:

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

Coastal Act Sections 30210 and 30211 mandate that maximum public access and recreational opportunities be provided and that development not interfere with the public's right to access the coast.

The project site is located within a county-operated park available for public use. Public access is available along the entire approximately one mile length of the park that is contiguous to the beach. In recent years, and most notably during the 1999 winter storm season, wave caused erosion of the clay-rich fill underlying the park has occurred forming a steep slope (or drop-off) approximately four to five feet in height between the improved areas on site (the portion of the site constructed on fill) and the sandy beach.

Public access may be impeded somewhat by the proposed project. After storm season the revetment may be exposed, which could impede public access. Special Condition 3, however, requires nourishment with suitable sand on the exposed portion of the revetment after storm season but prior to the peak use period commencing after Memorial Day. Nourishment activities, if necessary, will also result in some adverse effects to the public's ability to access the sandy beach since beachgoers would be required to avoid the nourishment areas during placement and grading and staging areas.

In addition, Coastal Act Section 30210 requires the provision of public coastal recreational opportunities. The temporary retention of the revetment will ensure that public facilities at Goleta Beach County Park, including parking and public restrooms, are not further damaged while studies evaluate the best long-term solution to erosion of the adjacent beach area. Therefore, the project as proposed is consistent with Coastal Act Section 30210.

The Commission finds that the proposed project, as conditioned, will not significantly impact recreational opportunities and public access at the project site, and therefore the project is consistent with Sections 30210 and 30211 of the Coastal Act.

Section 30230 Marine resources; maintenance

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 Biological productivity; water quality

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 30240 Environmentally sensitive habitat areas; adjacent developments

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

(b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.

As stated previously, the proposed project would retain the subject revetment for a limited term while studies proceed (Special Condition 2). The required studies would evaluate the impact of the revetment, as well as alternatives to the revetment, on the offshore kelp habitat adjacent to Goleta Beach, and on the beach and intertidal habitat. In addition, Special Condition 3 requires the County to nourish the revetment with beach sand after storm season, as necessary, and in accordance with a plan to limit any impacts of the nourishment on sensitive species. Nourishment will facilitate public access across the buried revetment, and will also ensure that grunion spawning habitat is not displaced by the revetment.

In addition, Special Condition 3 requires the County to manage the multiple activities conducted on Goleta Beach, including activities undertaken by BEACON, in a manner that enhances beach and intertidal habitat value to the extent feasible, consistent with

other applicable permit approvals. Responsive management activities may include, but are not limited to, minimizing beach grooming/removal of kelp detritus, limiting access at the mouth of Goleta Slough, and ensuring that beach nourishment activities are undertaken in accordance with applicable conditions designed to reduce impacts on sensitive species.

Finally, and as discussed above, the proposed project is a temporary measure to address beach erosion while conducting extensive studies of alternatives that would address erosion at Goleta Beach. Other temporary alternatives, such as removing and retaining the rock with the possibility of placing it again during emergency storm conditions, also pose significant impacts and the comparative extent of the impacts cannot be determined over the temporary term of the subject permit.

Project opponents assert that there is evidence that the short-term use of the revetment has caused, and will exacerbate over the proposed term, sand losses at Goleta Beach. The County counters that surveys show no such sand loss, and that seasonal fluctuations in the amount and location of beach sand deposits are within expected range. The County states that their surveys do not support the assertion that the sandy beach has diminished in a manner that can be attributed to the presence of the revetment, and point out that the revetment is covered by sand most of the time. This does not mean that the revetment could not cause the loss of beach sands over the long term, as this is typically the impact of revetments when placed along sandy beaches. The proposed project is not, however, an application for a permanent revetment at Goleta Beach, but rather for a short term (thirty-month term, added to the approximately one year since original placement of the revetment) sufficient to enable technical studies of the revetment and its alternatives.

For all of the reasons set forth above, the Commission finds that the proposed project, as conditioned, is consistent with Coastal Act Sections 30210, 30211, 30230, 30231, and 30240.

F. Local Coastal Program

The proposed project area lies within the unincorporated area of County of Santa Barbara, but falls within the Commission's area of retained original permit jurisdiction because it is located on state tidelands or is below the mean high-tide. The Commission has certified the Local Coastal Program for the County of Santa Barbara (Land Use Plan and Implementation Ordinances) which contains policies for regulating development and protection of coastal resources, including the protection of environmentally sensitive habitats, recreational and visitor serving facilities, coastal hazards, and public access.

G. CEQA

Section 13096(a) of the Commission's administrative regulations requires Commission approval of Coastal Development Permit application to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA).

Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect, which the activity may have on the environment.

The Commission finds that there is presently insufficient information to adequately evaluate the full range of potential impacts that the proposed project (a thirty-month retention of the subject revetment at Goleta Beach) – or any feasible alternatives to it – may have on coastal resources, that identification of feasible mitigation measures for approval of any permanent project to control erosion at Goleta Beach is thus necessarily incomplete as well. Some measures to mitigate the potential impacts of an exposed revetment (sand nourishment), and the occupation of sandy beach combined with other County-sponsored beach management practices may have impacts to shoreline and intertidal organisms that while not fully understood absent better studies that would be completed by applicable Special Condition 2, it is reasonable to conclude that there may be cumulative impacts to these resources that can be feasibly mitigated through implementation of Special Condition 3. Therefore, the Commission finds that approval of the project with the required Special Conditions, including the retention of the subject revetment for a study term of thirty (30) months, is consistent with the California Environmental Quality Act and with the applicable policies of the Coastal Act.

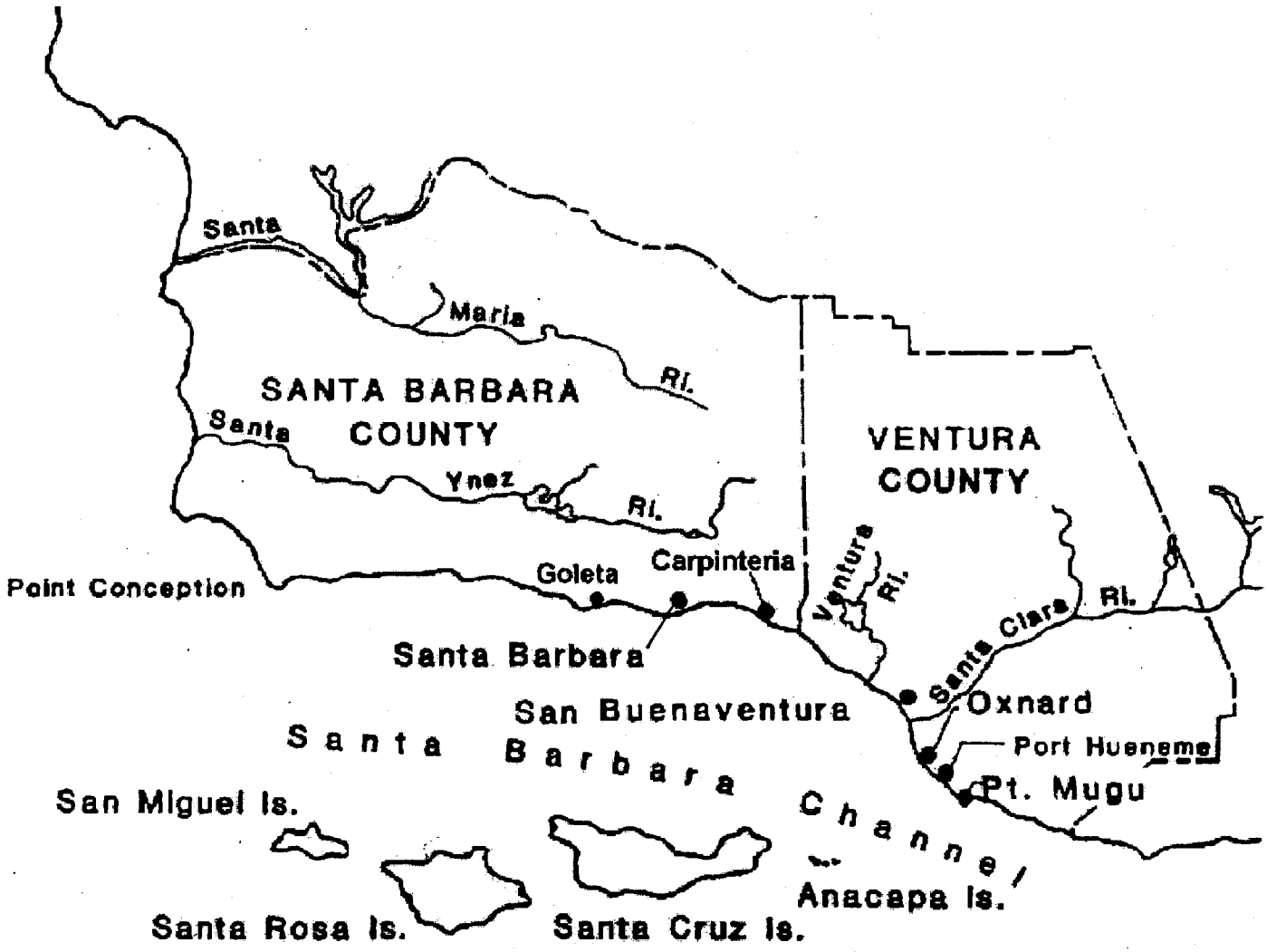


EXHIBIT NO. 1

APPLICATION NO. Santa Barbara County Parks Dept. Regional Location 4-02-251

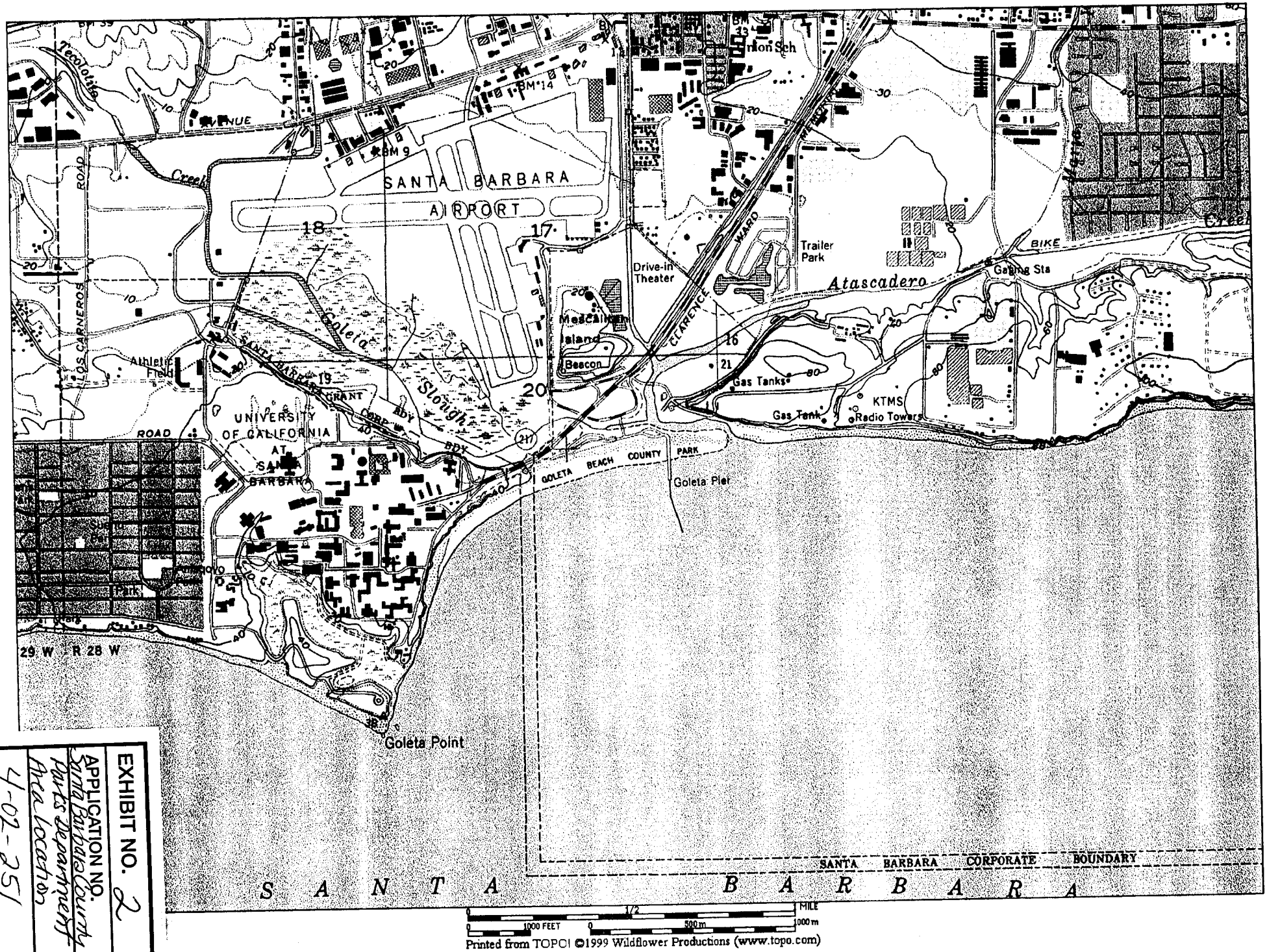


EXHIBIT NO. 2
APPLICATION NO. Santa Barbara County Parks Department Area location
4-02-251

19C-9

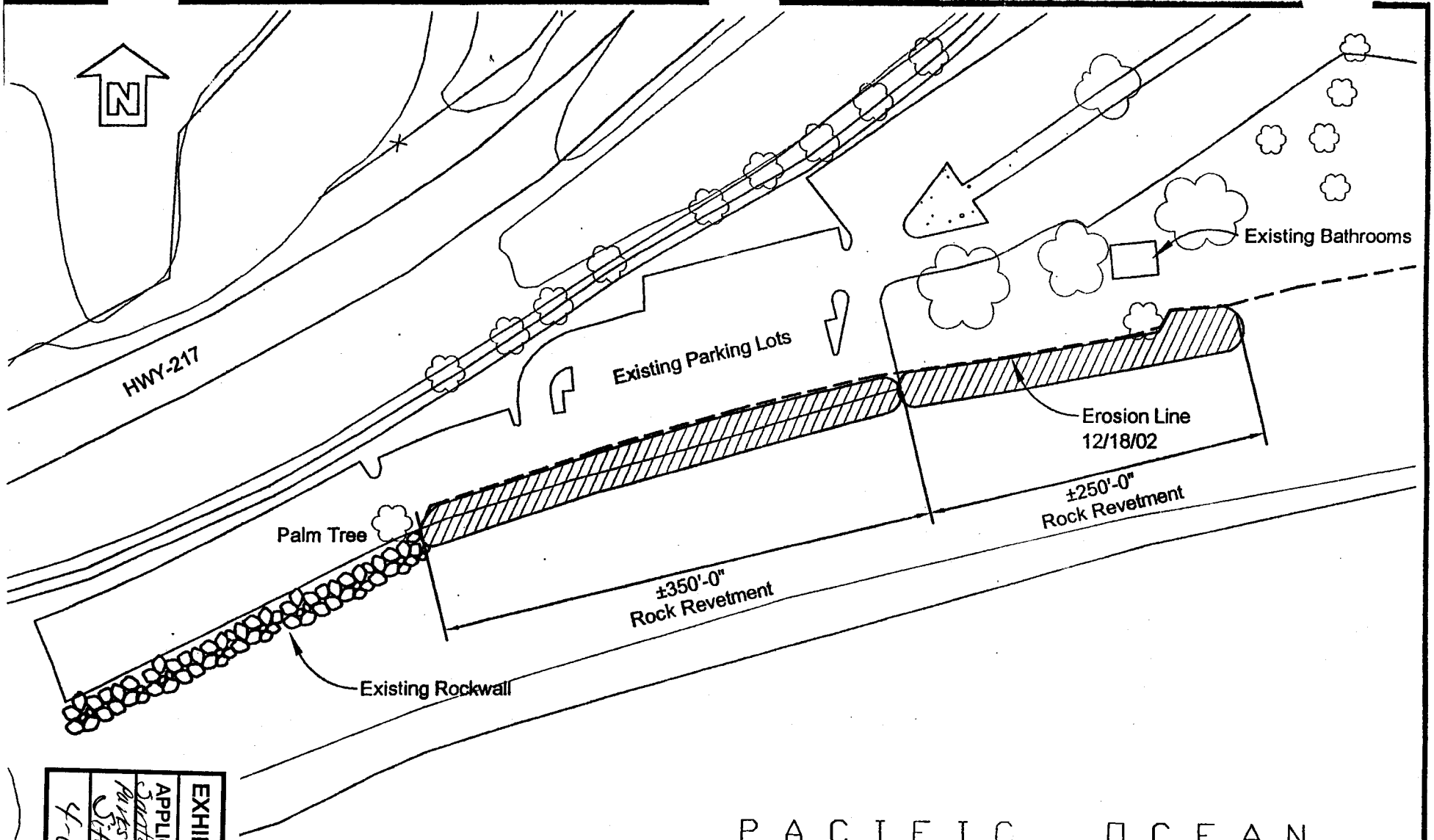


EXHIBIT NO. 3
APPLICATION NO.
Santa Barbara County Parks Dept
Site Plan
4-02-251

visors Date

Date	Description	Appd

COUNTY OF SANTA BARBARA
COUNTY PARKS
610 Mission Canyon Road
Santa Barbara, CA 93105

Design: F. Vellette	Check: C.Lund
Drawn: F. Vellette	
Project Engineer:	
Date:	

GOLETA BEACH PARK
ROCK REVETMENT

Project No.
Scale: As shown
Sheet 1 of 1

Buried boulders plan rejected; county says more study needed

Temporary barrier might remain at Goleta Beach up to two years

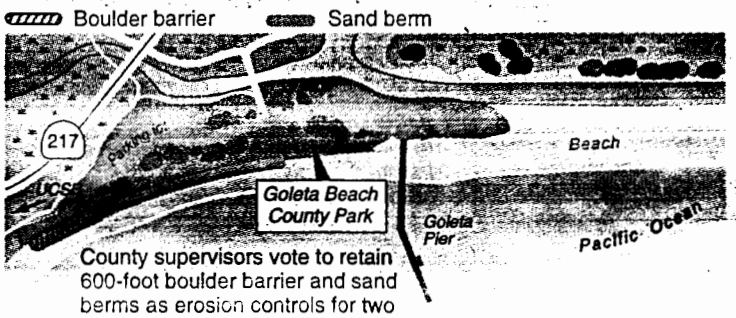
By MORGAN GREEN
NEWS-PRESS STAFF WRITER

Two months after raging seas caused record erosion at Goleta Beach County Park, the Board of Supervisors says it needs up to two years to choose a permanent way to protect the beach.

By unanimous vote Tuesday, the five-member board killed a $300,000 plan to bury boulders along the entire unprotected ocean side of the county's most popular park to stop it from washing away.

Instead, the supervisors ordered more research and public discussions in their search for a solution that pleases backers of "hard" barriers and those who oppose boulder or concrete protection. Parks officials are to return April 15 with a detailed action and spending plan.

Until a permanent solution is found, the supervisors' strategy partly relies on BEACON, an independent agency of South Coast governments, to help protect the park. BEACON plans to haul in enough sand this fall to widen Goleta Beach by 100 yards. The idea is to keep destructive winter seas from reaching the park.



County supervisors vote to retain 600-foot boulder barrier and sand berms as erosion controls for two more years.

TOM DE WALT / NEWS-PRESS

The supervisors also ordered parks officials to seek state Coastal Commission permission to leave in place for two years the 600-foot-long emergency boulder barrier, or revetment, the county built along roughly one-third of the park's unprotected beach at the height of December's destructive storms.

The temporary barrier permit required its removal before summer. It was installed after surf washed away 34 paved parking spaces and

Please see **BEACH** *on* **A12**

Santa Barbara News Press 2/26/03 pg. A1

Coastal Commission to reject a county's request to leave it be.

A park defender and revetment advocate, Glen Davis, said the supervisors' plan is purely political. "They don't want to make a 'hard' decision, although there's no indication anything else will work."

The supervisors accepted engineering studies and an array of options including a revetment last year. More study now, said Mr. Davis, "is a waste of taxpayer dollars."

Larry Stone, co-owner of the Beachside Cafe inside the park, said a buried revetment would have the same effect as similar structures at Arroyo Burro and East Beach. "Those rocks have been there forever, and there's plenty of sand."

e-mail: mgreen@newspress.com

BEACH *Continued from Page A1*

41,000 square feet of grassy picnic area; undermined 1,300 square feet of lawn with sinkholes, and came within 25 feet of a bathroom and underground utility lines to UCSB and beyond.

Supervisor Susan Rose, whose district includes the park, suggested the temporary solution. Too many questions remain about a permanent buried revetment, she said, to give it a thumbs up.

Public discussions have turned up dueling science and a great deal of difference of opinion over whether the structure would protect the park but undermine the beach in the long run, she said. "I am going to do anything I can to preserve the beach and the park. But I'm not willing to choose one over the other."

Other possible options for the county could include breakwaters parallel to the beach, rock groins sticking out from the beach, or an undersea sand barrier in a high-tech fabric sleeve along with continuing to add sand to the beach.

Environmental groups and grass-roots park users have formed rival factions during the community's emotional dialog over the park's future. Both sides said Tuesday they are unhappy with the supervisors' action.

The Coalition to Save Goleta's Beaches wants the park's west end to erode naturally, and opposes any protective man-made structures besides sand dunes. The group contends rock barriers accelerate sand erosion from beaches and hinder public access. In addition, approving one for Goleta Beach would signal others to try for "coastal armor" elsewhere in the county, said coalition spokesman Brian Trautwein.

The coalition wants the emergency [illegible] Beach removed. But it's if the group will ask the

EXHIBIT NO. 4
APPLICATION NO. Santa Barbara County Parks Department - Article -
4-02-251

"I am going to do anything I can to preserve the beach and the park. But I'm not willing to choose one over the other." **County Supervisor Susan Rose**

STEVE MALONE / NEWS-PRESS

A jogger at Goleta Beach County Park runs past an emergency boulder barrier that the county built during December's storms.

EXHIBIT NO. 5
APPLICATION NO.
Santa Barbara County
Parks Department
4-02-251

STEVE MALONE / NEWS-PRESS PHOTO

Raging seas have caused record erosion at Goleta Beach. Among the options proposed for protecting the beach are building breakwaters, creating an undersea sand barrier in a high-tech fabric sleeve and continuing to add sand to the beach.

EXHIBIT NO. 6
APPLICATION NO.
Santa Barbara County
Parks Dept.
4-02-251

Welcome to the Goleta Beach Website

Goleta Beach is a unique park, which has held a special place in the lives of its visitors for decades. Yet, in the recent past, the once wide sandy beach as well as the parkland has been greatly diminished. Severe storms as well as other conditions have adversely impacted a precious community resource.

We now have an opportunity to come together to devise a comprehensive, long-term sustainable future for Goleta Beach County Park. Your input is critical to determine the most advantageous way to maintain and enhance the environmental and recreational opportunities, at what many believe, to be one of the most unique coastal areas in California.

For your convenience there will be two facilitated community education and planning meetings. In an effort to ensure that there is a common understanding of the issues at Goleta Beach Park, all will be provided an overview of the history, actions to date, technical issues, regulatory requirements and other key data at the sessions. Following the overview, we will embark upon a long term planning session designed to facilitate a shared view of what the park should be for decades to come.

We hope that you can find time in what we know is a busy schedule, to spend **Saturday September 20th from 8:30 to 1:00 or Wednesday October 15th from 5:00 to 9:30** with us to shape the future of Goleta Beach. Your participation is crucial to devising a plan that will endure and serve generations to come.

Thank you for your consideration. Should you require additional information please feel free to contact the Santa Barbara County Parks Department at (805) 568-2461, or e-mail us at goletabeach@co.santa-barbara.ca.us.

Sincerely,

Supervisor Susan Rose 2nd District

and

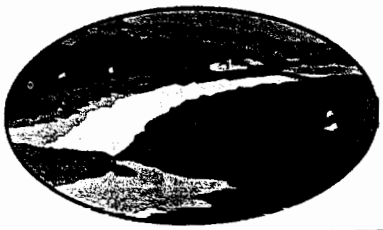
Terri Maus-Nisich Director of Parks

Special thanks to California Coastal Conservancy and Goleta Valley Land Trust for their generous funding and support of this master planning effort.

This Website will be updated when necessary to include additional pertinent information.

610 Mission Canyon Road
Santa Barbara, CA 93105
(805) 568-2461
goletabeach@co.santa-barbara.ca.us

EXHIBIT NO. 7
APPLICATION NO. Santa Barbara County Parks Dept. - County Literature - 4-02-251



Goleta Beach
Master Planning Process

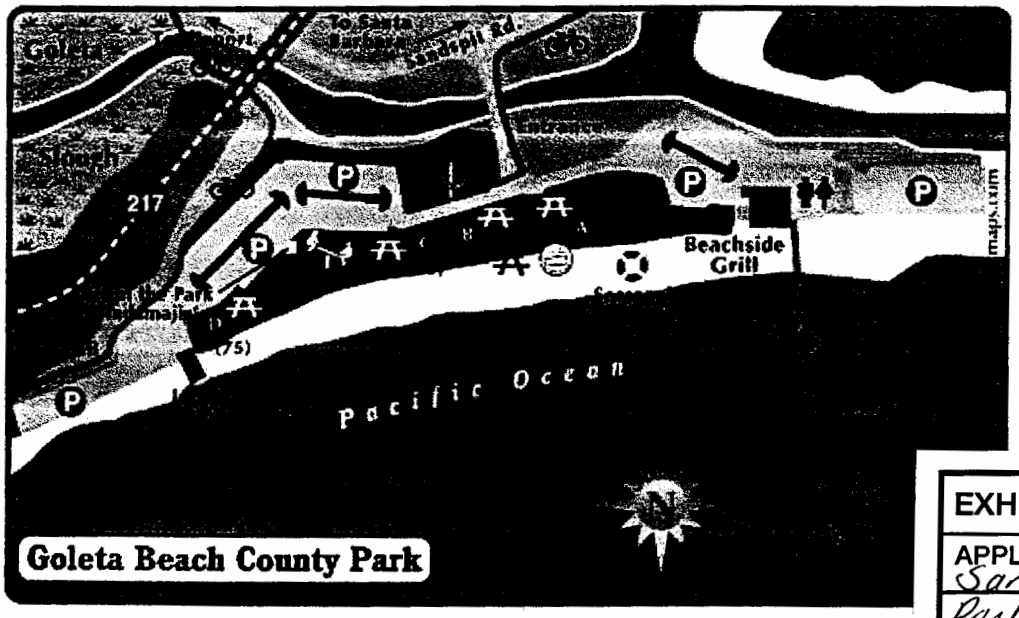
610 Mission Canyon Rd., Santa Barbara, CA 93105 (805) 568-2461 goletabeach@co.santa-barbara.ca.us www.sbparks.org/goletabeach

Goleta Beach County Park is a unique resource on the South Coast. As the only recreational beach of its kind in the Goleta area with an average of over 1 million visits annually, Goleta Beach is the most heavily used park in the County Park system. This Park has held a special place in the lives of visitors for decades. In recent years, the once wide sandy beach and parkland have been greatly diminished. Severe storms, as well as other conditions, have adversely impacted this precious community resource. Yet, out of crisis, comes opportunity.

We now have an opportunity to come together as a community to devise a comprehensive, long-term, sustainable future for Goleta Beach County Park. Your input is critical to determine the most effective way to maintain and enhance the environmental and recreational opportunities at Goleta Beach. Through this process we will work together to create a plan for this extraordinary place, which will address the many needs of our community today and serve generations to come.

We Need Your Input

Goleta Beach County Park is a ***community*** resource. To help determine the future vision for the Park for current and future generations, you are invited to attend a facilitated community education and planning session. You can choose between one of two community sessions to be held on **Saturday, September 20th from 8:30 am to 1:00 pm *or*** on **Wednesday, October 15th from 5:00 pm to 9:30 pm.** (For locations, see back cover). At the sessions, all participants will be provided an overview of the history, actions to date, environmental and technical issues, regulatory requirements and other background information to ensure that there is a common understanding of the issues at Goleta Beach Park. Following the overview, we will work together to develop a shared view of what the park and beach should be for decades to come.



Contents

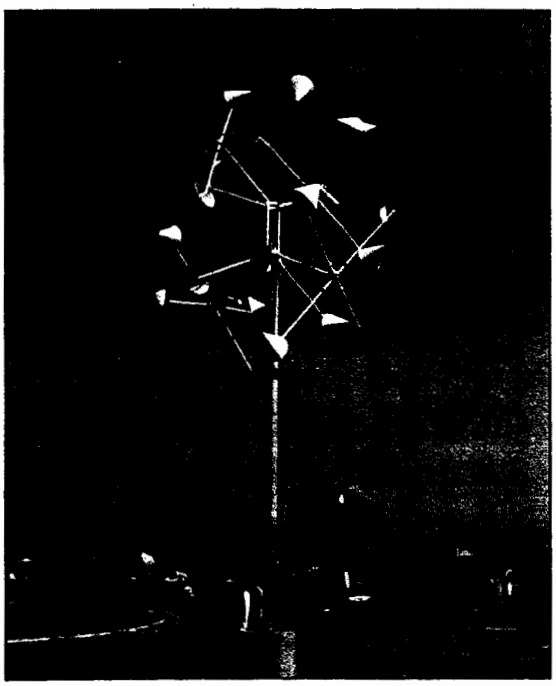
Special thanks to the California Coastal Conservancy and Goleta Valley Land Tr their generous funding and support of this master planning effort.

11 Pages

EXHIBIT NO. 8
APPLICATION NO. Santa Barbara County Parks Dept. - County Newsletter
4-02-251

Developing a Master Plan for Goleta Beach

The Goleta Beach Master Planning Process is being conducted at the direction of the Board of Supervisors. Supervisor Susan Rose's office (2nd District) and the County Parks Department are collaborating with the County Parks Commission and the 2nd District Natural Resources Advisory Committee to develop a community-based plan for Goleta Beach County Park. The purpose of the community planning process is to devise a comprehensive plan and long-term vision for Goleta Beach County Park. This is a critical step in determining the most effective way to protect and enhance the environment and recreational opportunities for the community. A visioning process was selected as a means to bring a variety of stakeholders together to work towards consensus on a long-term sustainable plan for Goleta Beach County Park. This process will build on previous studies and community input that has occurred in the past.



As described in this flyer, the beach and adjacent park have experienced accelerated coastal erosion due to storms and high tides during El Niño years and more recent storm events. These events have eroded the sandy beach and lawn area, damaged parking areas and threatened park infrastructure. The utility lines that run through the park are in jeopardy if this erosion continues. Rock revetments and sand berms have been placed to protect a portion of the beach and park from further erosion until a long-term solution can be found. We are now embarking on the process to develop the long-term solution for the area.

The County is committed to integrating its short and long-term planning and management efforts at the Park. The County wants community input in the development of a long-term, sustainable vision that balances the protection of the natural resources with the recreational needs of park users.

Following the community planning sessions, a broad-based working group will be convened to study and refine the recommendations from the community sessions. These recommendations will then be the basis of a master plan for future design and management of the park area and beach, and will be integrated with other ongoing planning efforts in the slough and surrounding watersheds.

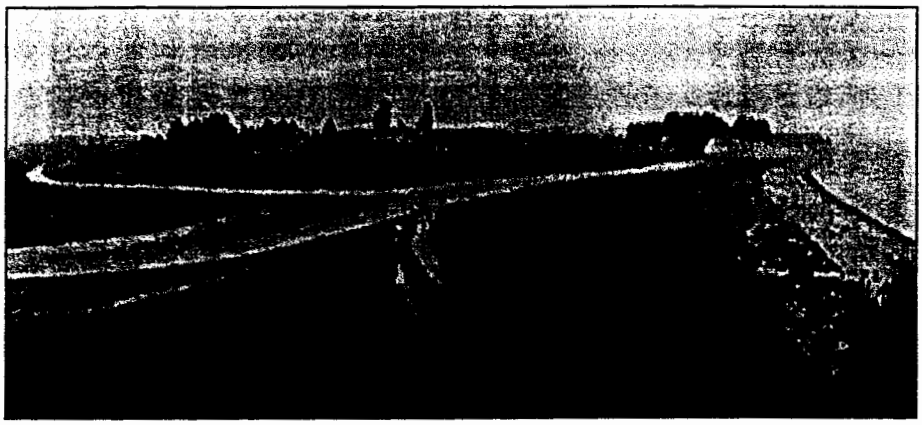
Park Overview

Goleta Beach County Park occupies approximately 29 acres and is located about 1 mile south of the city of Goleta. The Park includes 4,200 feet of beach frontage along Goleta Bay. About 500 feet east of Goleta Pier is the inlet to Goleta Slough, a 400-acre lagoon and marsh complex, an important resource performing many ecological functions. Also, there are sensitive reef and kelp resources offshore.

The University of California at Santa Barbara (UCSB) campus lies just to the west of the Park. To the northwest, Ward Memorial Boulevard (SR 217) separates the Park from the Goleta Slough and the Santa Barbara Municipal Airport. To the north, the Park is bordered by the outflow channel of Goleta Slough and its confluence with Atascadero/San Pedro/San Jose Creeks. Facilities owned by the Southern California Gas Company lie to the north and east.

Visitors access the Park from Ward Memorial Boulevard via Sandspit Road, or by paved bicycle paths that enter the Park from the east and west.

History



Goleta Beach and Slough Area, 1930s.

1945	Goleta Beach constructed with non-select fill on sandspit at the mouth of slough.
1949	Federal Government grants Goleta Beach to Santa Barbara County.
1953	State becomes owner and leases Goleta Beach park area to County.
1960s	Portion of east end revetment installed.
1970	Goleta Beach granted back to the County of Santa Barbara.
1985/86	Revetment repaired at east end and installed at west end of park for shoreline and facility protection.
1994	Development of Carrying Capacity Study commences.
2000	Carrying Capacity Study draft initiated by Board of Supervisors.
2000	February - Emergency rock revetment placed along 1000 lineal feet of park to protect against storm damage.
2000	Goleta Beach designated as site for Beach Nourishment program by BEACON board.
2000	December - Removed emergency rock revetment placed in February, 2000.
2001	Sought and received funding to develop long-term erosion management plan.
2002	March - Board of Supervisors receives and Moffatt and Nichol report on Shoreline Erosion and Management - Board of Supervisors directs staff to pursue permits for winter berm, address revetment issues at east and west end of the park boundaries and work in concert with BEACON on beach nourishment program at Goleta Beach.
2002	November - Remaining berm destroyed by El Niño event.
2002	November - December - Loss of parkland - Hauling of sand and continued berming to stop loss of parkland.
2002	December - 600 lineal feet of emergency rock revetment placed at far west end of park - emergency permits received.
2003	January - Community Meeting. Approximately 200 attend.
2003	March - Board of Supervisors authorizes Parks Department to submit permit applications to allow December emergency rock to remain for two years. Board directs staff to **not** pursue short-term use of additional rock and to take steps to begin a long term community master planning process to determine future of Goleta Beach.
2003	March - New dredging site for BEACON beach nourishment program approved by BEACON board. Coastal Commission approves BEACON demonstration project in June.

There is a rich history surrounding Goleta Beach County Park and the adjacent Goleta Slough. The physical character of the Park has changed dramatically over the years. The first pier was constructed at what is now Goleta Beach County Park in 1874. Aerial photos from 1928 show a slough outlet at the western boundary of the park, adjacent to the rocky scarp of the campus mesa. In the late 1920s, a half-mile extension of road from Fairview Avenue and a bridge were constructed to make this public bathing beach accessible by automobile, and fresh water was pumped to the site for public use. Later, a dressing room/bath house and sanitary facilities were constructed and a raft was placed 250 feet off shore. This was the beginning of Goleta Beach County Park as we know it today.

The original park was constructed in the early 1940s from an assortment of "non-select" fill material placed on a sandspit. This operation became the foundation for the County Park. The County took ownership in 1970. In 1980, the existing pier was extended to 1,500 feet to accommodate a boat launching crane and expanded facilities for fisherman. In addition, a 645 foot rock revetment along the main tidal channel into the slough was constructed in the 1980s to protect the Park and the restaurant, which was expanded from an existing snack bar in 1982.

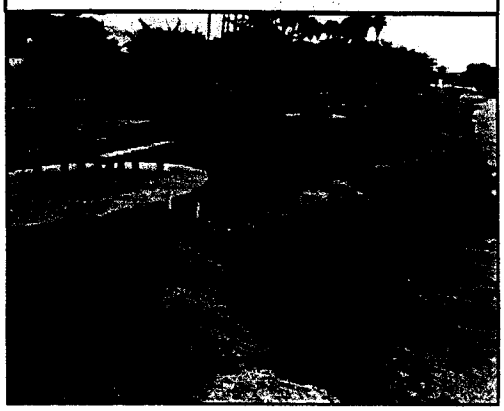
Additional detail about the history of the Park and actions taken to protect the beach and recreational facilities is contained in the timeline. For additional historic photos of the area please visit the website at **www.sbparks.com/goletabeach** and visit the photo gallery and links page.

Goleta Beach County Park, 1979

Beach Erosion / Management Strategies

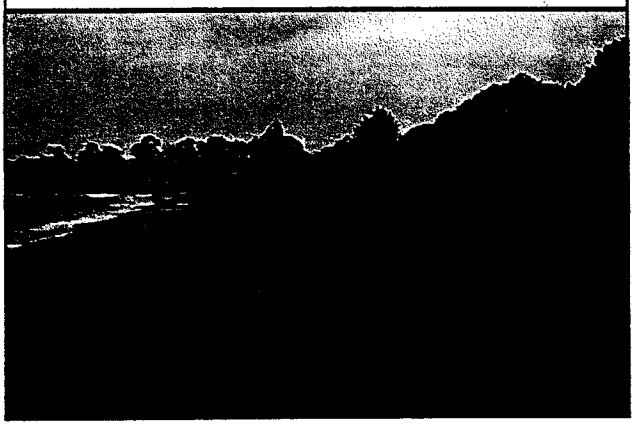
The once wide sandy beach that existed at Goleta Beach County Park in the 50s, 60s and 70s experienced significant erosion in the El Niño event of 1983. Since then the beach has continued to erode, especially rapidly during El Niño years. Over 200 feet of beach width was lost between 1983 and 1998, and an additional 30 feet of developed parkland was lost between 1998 and 2003. The beach has been losing approximately 80,000 cubic yards of sand per year. About one fifth is due to sediment trapped in, or upstream of, the Goleta Slough; the rest appears to be due to storm and tidal influences.

Beach and Parkland Erosion 2003.



Up until the mid-1970s, a massive kelp forest existed off the coast of Goleta Beach. This kelp bed may have helped to mitigate wave action on the shoreline. This forest was heavily impacted by the severe El Niño storms of 1983. Subsequent kelp regeneration has been relatively minimal.

Protective Sand Berm Placement, Spring, 2003.



Over the last few decades, various measures have been tried to help reduce loss of sand and parkland, including the placement of rock revetment and sand berms. Other possible solutions to the erosion problem have been proposed by community members, consultants, scientists, government officials and employees. These approaches are briefly described below. *(See 2002 Goleta Beach County Park Long-Term Beach Restoration and Shoreline Erosion Management Plan for additional detail.)*

Revetments and seawalls are onshore hard structures that stem landward erosion by deflecting wave energy. Seawalls are vertical structures, while revetments consist of rocks placed along the back of a beach. While the revetments have been successful in preventing the loss of parkland behind it, there is scientific and technical disagreement about the impacts of revetments on sandy beaches.

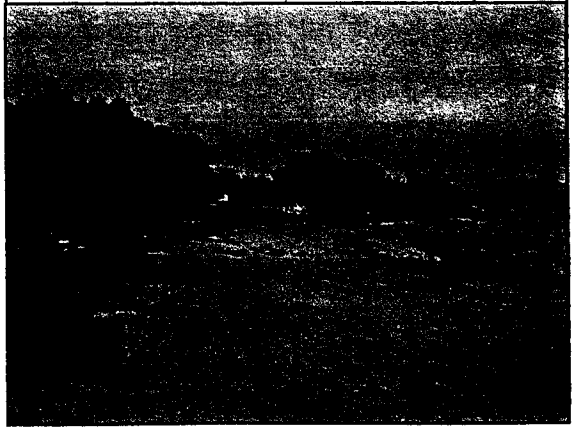
Managed retreat is the process of allowing coastal erosion to occur by removal of built or manmade structures in its path. It is assumed by some that managed retreat assumes is more cost-effective in the long run to plan for and accommodate coastal erosion than it is to deter it. California's State Parks have adopted a managed retreat policy for its coastal parks as does the State of Oregon. Managed retreat for Goleta Beach has been mentioned as an option for the western parking areas of the park in order to allow for a larger area of sandy beach.

Beach nourishment is the process of importing and replenishing beach sand by artificial means. A beach nourishment demonstration project is currently being implemented at Goleta Beach. This project will bring a one-time delivery of up to 100,000 cubic yards of sand to the beach, delivered by dredge from West Beach in Santa Barbara. This project will be monitored and analyzed for its effectiveness. Future beach nourishment projects are described on the BEACON website at www.beacon.dst.ca.us and in the box on the right.

Onshore sand retention structures include groins and jetties which trap sand and prevent it from moving down coast.

Offshore sand retention structures such as artificial reefs and breakwaters slow wave action at the shoreline and slow sand movement down the coast, allowing sand to build up landward of the structure.

Goleta Beach County Park Summer, 2003



Kelp reforestation is the use of experimental methods and manmade structures to encourage regrowth of kelp. At Goleta Beach the goal would be to restore kelp to pre-1983 levels in order to help mitigate wave action on the shoreline.

Beach Erosion / Management Strategies

Restoring the optimal hydrologic function of the Goleta Slough and the watersheds that drain into it, could provide much-needed sand and sediment to Goleta Beach and could slow or prevent the Slough from filling in.

Others have proposed some combination of the above strategies. All agree that further study of the conditions and processes that are unique to Goleta Beach is needed. How we proceed in the short, medium, and long term is critical to achieving a successful outcome.

Efforts to protect the resources and facilities at the Park and beach fall into categories according to timing. In the **short** term (generally 1-2 years) the priority is to address immediate park erosion and conduct the beach nourishment program, repair damaged areas of the beach and park, and continue public discussion and community visioning on a long-term sustainable solution. In the **mid-term** (2-5 years) the efforts to protect the beach include continuing partnership projects with BEACON, monitoring other Central Coast beach enhancement projects for applicability at Goleta Beach and selecting and researching a long-term solution. In the **long-term** the emphasis will be on ongoing monitoring and analysis, long-term project implementation and additional studies.

A multi-year study has been initiated by the Army Corps of Engineers (ACOE), the California Coast Wave Study, to gather baseline data on sediment transport, shoreline position, beach profile and wave action. Other studies may be needed to develop long-term strategies for management of Goleta Beach.

B.E.A.C.O.N.

The Beach Erosion Authority for Clean Oceans and Nourishment (BEACON) is a California Joint Powers agency established to deal with coastal erosion and beach problems on the Central Coast of California. The agencies making up BEACON are Santa Barbara and Ventura Counties and the cities of Port Hueneme, Oxnard, Ventura, Carpinteria and Santa Barbara.

BEACON is currently working on a comprehensive sand management and opportunistic beach replenishment program called South Central Coast Beach Enhancement Program (SCCBEP). BEACON, at the direction of the member agencies has recently expanded its purview to the problems of ocean water quality and plans to coordinate activities by member agencies involving beach and ocean pollution.

Rock revetment located at the far west end of the park placed to protect existing utility lines, infrastructure and parkland.

The list below describes other projects planned for the park that may or may not be affected by this community process.

Current Projects in Development

- Pier Rehabilitation
- View decks along northern park boundary
- Native plant restoration
- Revetment repair project (on hold)

Proposed Future Projects

- Dumpster enclosures at east and west end of park
- Development allowed within Beachside Café lease area

Ongoing Maintenance

- Pier and boat hoist
- Beach cleaning
- Irrigation, mowing, restroom, picnic facilities, children's playground
- Rodent control
- Flood control activities:
  - Dredging
  - Opening of slough mouth
- EHS Clean Beach testing
- Recycling program

Natural Resources

Goleta Beach County Park contains unique and significant biological and physical resources that are part of a very large and complex wetland estuarine ecosystem. At one time, the land where the Park is located had a rich diversity of plants and animals due in part to its location adjacent to the Goleta Slough. The majority of the land within the Park boundaries and surrounding area has since been developed, which has reduced that abundance and diversity of habitat areas. Animals that use the Park also use the surrounding areas, and visitors to the Park can impact these biological resources through their activities. A sampling of the biological and coastal resources that can be found at Goleta Beach Park are described below. For further information, see the County Parks Department's website at www.sbparks.com/goletabeach. The information below is excerpted from the *Initial 2000 Draft Carrying Capacity Study and Management Plan for Goleta Beach.*

Coastal processes - Before the placement of the fill on the beach in the 1940s, Goleta Beach was a shifting sandspit regularly breached by ocean waves and fresh water from the slough. The eastern portion of UCSB's beach was relatively narrow and stable. The beach accumulated sand after the fill was added, becoming very wide by the end of the 1970s. The UCSB beach became significantly wider between 1943 and 1954 and continued to widen more slowly during the 1960s and 1970s.

Relatively rapid erosion of the beach began to occur during the early 1980s. Subsequent El Niño storms have increased the rate of erosion dramatically.

It is not known exactly what factors led to the widening of the beach for many years, or conversely, what has caused the rapid erosion. While a variety of theories have been presented, professionals in various fields continue the debate. A definitive study focusing specifically on Goleta Beach and the changes in erosion patterns and coastal processes has not been conducted.

Oceanography - Waves impacting Goleta Beach from the northwest are blocked by Point Conception. The Channel Islands block the waves from the south to southwest. Damaging waves from the south to southeast can affect the area, but waves from this direction occur less frequently. As a result, the sand transport in the region is nearly unidirectional from west to east with occasional short-term reversals.

Aquatic, Marine And Estuarine Biological Resources - The aquatic biological resources of Goleta Beach County Park are a vital part of the Park and the ecosystem of the area. The aquatic resources of the Park and adjacent coastline and estuary are divided into nine classes, based upon invertebrate and fish communities. These include: the Goleta Bay, kelp holdfast area, the pier pilings, the sewer outfall pipe area, the intertidal sandy beach, lagoon, rocky bank, tidal channel and freshwater areas.

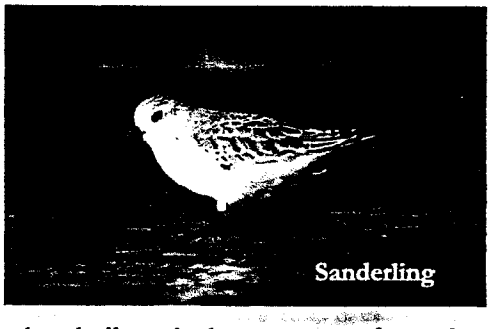
The Goleta Bay - This marine community is made up of a wide variety of fish and subtidal invertebrates. Two plant species that are dominant in this community are Giant Kelp, and Eelgrass. Bird species over the bay include Forster's, Royal, and Caspian terns, western gull, belted kingfisher, and California brown pelican. Marine mammals include common dolphin, gray whale and California sea lion, in addition to the California harbor seal.

Kelp Holdfast Area - The root-like holdfasts of the Giant Kelp provide habitat for a number of unique invertebrates. They are loosely attached to hard objects on the sandy bottom of the bay, such as tubes formed by polychaete worms.

Pier Pilings - The pilings on the pier support species that are usually characteristic of rocky shores. The most conspicuous are large clumps of California mussels and ochre stars which prey upon the mussels. The mussel clumps provide habitat for many other animals that live in the spaces between the mussels where they find cover and food.

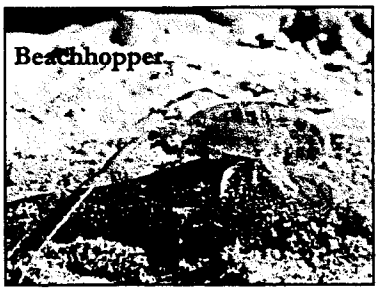
Sewer Pipes - There is a treated sewage pipe located offshore and parallel to the pier that empties into Goleta Bay, creating an artificial habitat that has been colonized by several species of algae, and a variety of invertebrates. This small collection of plants and animals attracts numerous fish species, which feed upon the algae, invertebrates, or each other.

Intertidal Sandy Beach - A variety of fish and mammals can be found in


Sanderling

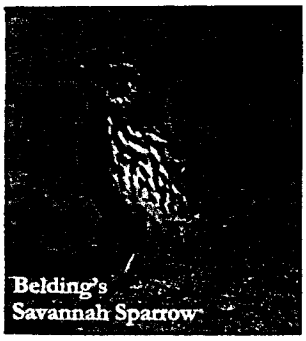
the shallow, inshore waters along the sandy beaches of Goleta Bay. These include surf perch, rays, and California Corbina. California grunion spawn on Goleta Beach at night following high tides in the spring and summer. Lower in the sandy beach community, in the intertidal zone,

the filter-feeding mole crab and polychaete worms are plentiful. Both species are an important source of food for fish and shorebirds. In the upper intertidal zone, drift kelp is an important food source for the beach hopper and kelp fly. Rove beetles prey upon these detrititus feeders, and all of these insects are, in turn, fed upon by shore birds.


Beachhopper

Lagoon - The lagoon at the mouth of Goleta Slough provides an interface between the saltmarsh upstream and the ocean. Many species of fish which are not exclusively estuarine may enter the lagoon during high tides to feed or use the marsh as a nursery. These include opaleye, several species of flatfish, and surf perch. Shore crabs are also common in the lagoon as well as the species described below found in the tidal channel.

Rocky Bank - Rocky intertidal habitats occur at Goleta Point and at a point to the east of the Park, where there is an asphalt seep. Hard substrate such as these and the revetment along the north side of the sandspit at the Park support bay mussel, acorn barnacle and, less abundantly, olympia oyster. Crabs, particularly the lined shore crab, are also common.


Belding's Savannah Sparrow

Tidal Channel - Tidal channels along Tecolotito (main channel to Goleta Slough) and Atascadero/San Pedro/San Jose Creeks contain invertebrate and fish species, most of which are specially adapted to live in areas of soft sediment, tidal fluctuation, and salinity changes. Probably the most common invertebrate in the saltmarsh is horn snail. Shore crabs are also quite abundant in the summer and burrow into the mud. The jackknife clam is the most common large invertebrate. Fishes that commonly range throughout the marsh include pacific killifish, arrow goby, longjaw mudsucker, topsmelt, and staghorn sculpin.

Freshwater Areas - The upper reaches of Goleta Slough are influenced by freshwater drainage from several creeks that empty into the slough. These areas support two introduced fish species: fathead minnow and mosquitofish. The native stickleback is also found in the freshwater community. Crayfish are abundant in more vegetated areas, as are tadpoles of the Pacific chorus frog.

The County has developed a *Draft Environmental Carrying Capacity Study and Management Plan for Goleta Beach Park* (available on the website at www.sbparks.org/goletabeach) to reduce the affect of the public's use on the sensitive areas within the Park and attempt to balance the recreational uses of the Park and the continued preservation of the biological resources. Much of the information contained in this flyer was derived from the *Carrying Capacity Study.* A *Draft Goleta Slough Ecosystem Management Plan* (December, 1997) has been developed by the City of Santa Barbara. For a free copy, call 692-6032.

Biological Resources - As stated earlier, Goleta Beach Park at one time had a rich diversity of flora and fauna due in large part to its location at the mouth of the Goleta Slough. While there have been losses to the biological diversity, these may recover through restoration programs. There are limited areas of natural vegetation within the boundary of the park, however native vegetation can be enhanced through the removal of some of the exotic species and through re-vegetation programs, which are currently underway.

Sensitive Biological Resources: Following is a list of sensitive biological resources - habitats and species - found at Goleta Beach County Park. The sensitive biological resources fall into categories of natural habitat, plant species, animal species, and notable wildlife behav-

Natural Habitats

Sandspit, Southern Coastal salt marsh, coastal strand

Sensitive Plant Species

- Parish's glasswort
- Low barley (onsite)
- Coulters conyza (onsite)

Sensitive Wildlife Species

- Arroyo chub
- Southern steelhead trout
- Southwestern pond turtle
- Brown pelican
- Black rail
- White tailed kite
- Cooper's hawk
- Peregrine falcon
- Snowy Plover
- California least tern
- Bank swallow
- Loggerhead shrike
- Yellow warbler
- Belding's savannah sparrow
- Tri-colored blackbird

Notable Wildlife Functions Onsite

- Grunion spawning runs
- Great blue heron rookery
- Night heron roost
- Canada goose wintering site
- Belding savannah sparrow foraging
- Shorebird foraging

Recreation and Facilities

Goleta Beach County Park offers a wide variety of recreational opportunities to visitors, including picnicking and barbequing, swimming, fishing, boating, horseshoeing, hiking, jet skiing, sunbathing, jogging, birdwatching, tidepooling and grunion hunting, as well as numerous other passive and active recreational and educational opportunities. These facilities and the recreational aspects of the Park are described in this section. Goleta Beach Park has the highest use of any park in the County system, followed by Arroyo Burro Beach (900,000 people per year) and Cachuma Lake (660,000 visitors per year).

Facilities

Parking: The Park has 580 existing parking spaces. In recent years, 34 parking spaces have been closed due to storm damage and erosion in the west end parking area. Another 154 spaces were temporarily closed for safety reasons.

Picnic Areas: Picnicking is a popular activity at the Park, both for individual families and large groups such as schools and camps. The Park includes approximately 18 single-family picnic tables with barbecue grills. Four group areas are available to the public through reservation and are a popular during the summer months for children's day camp activities. Play equipment is located in the western portion of the Park. The "Windamajig" chiming art structure is located near the play area. Four horseshoe pits are located immediately inside the Park.

Restrooms: Three restroom facilities (plus 2 vault toilets on pier) are located at the Park, including a beach shower.

Boat Launch: A jet ski and small power boat launch area is located in the far west parking area. Buoy markers are placed in the water in May and removed in October and define the area in which these watercraft can access the water and excludes them from the 200' swim area. Sail boats, sail boards, and other non-powered small boat users visiting the Park may traverse the swim area at any place along Goleta Beach for entry and exit from the water. A buoy line is placed at 200' offshore indicating the special use area for swimming, snorkeling, scuba diving, and fishing.

Fishing: The pier and shoreline offer many fishing opportunities at Goleta Beach. Fishing licenses are not required for pier fishing. The State Department of Fish and Game regulates all other licensing and regulatory requirements. Goleta Pier is lit with low level lighting for navigational safety and night time fishing use of the pier.

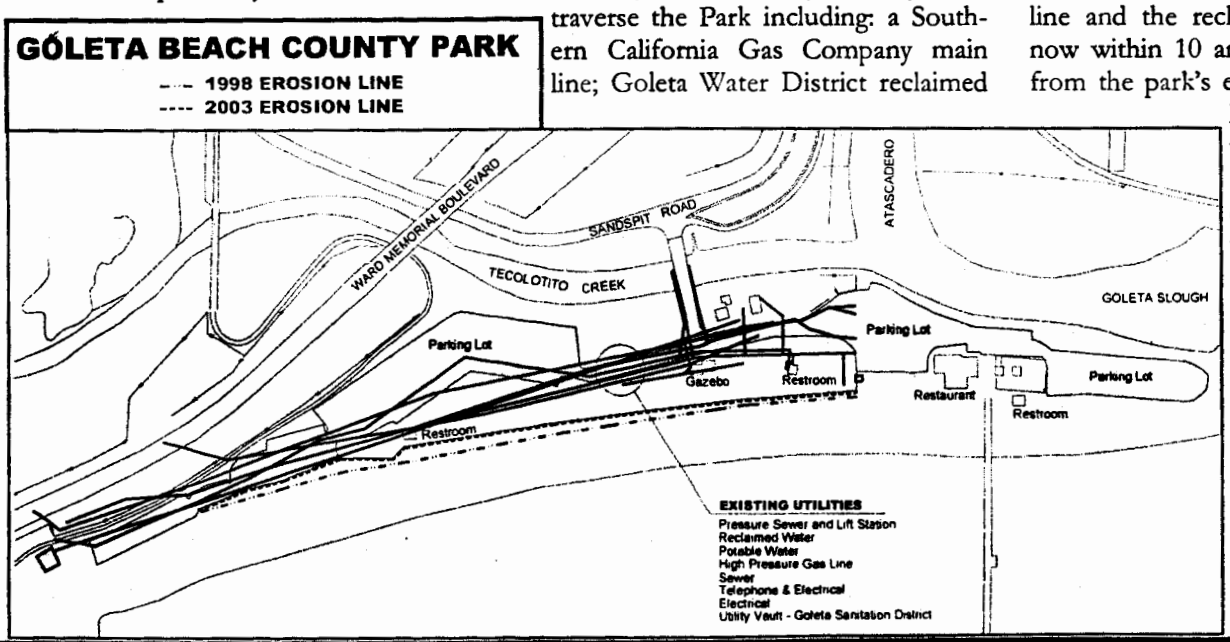
Sandy Beach/Ocean Recreation: Sunbathers, swimmers, boogie boarders, beach walkers and joggers use the sandy beach area on a daily basis. In addition, other activities such as tidepooling, birdwatching, surf fishing and grunion observing occur.

Other Facilities

Private Operations – Restaurant and Bait Shop: The Parks Department manages a long-term lease with the lessee of the Beachside Bar-Cafe. The lessee also manages a small bait, tackle and sundries shop directly east of the restaurant at the entrance to the fishing pier.

Ranger Residences: Two ranger residences are located onsite in addition to a storage and maintenance yard for the Park. These rangers oversee many South Coast parks in addition to caring for Goleta Beach.

Utility Lines: Major utility lines traverse the Park including: a Southern California Gas Company main line; Goleta Water District reclaimed water main, enroute to UCSB and west Goleta; a Goleta Sanitary District sewer main (a pump station is located adjacent to the west property line of the Park) and outfall line, which runs parallel to and west of the pier. As a result of recent erosion, primarily occurring during the 2002/2003 storm season, the sewer line and the reclaimed water lines are now within 10 and 20 feet respectively from the park's edge. The bulk of the lines originate in the western portion of the parking lot and traverse the parkland at various locations to service the facility.



For more information about recreational opportunities at Goleta Beach Park, visit the County Parks Department's website at www.sbparks.org/goletabeach.

Regulatory Overview

A number of local, state and federal agencies regulate or oversee activities at Goleta Beach. The primary agencies responsible for regulating and guiding the long-term development and management of Goleta Beach Park include the federal Army Corps of Engineers, the California Coastal Commission, the State Lands Commission, and the County Parks and Planning and Development departments. Their responsibilities are described below.

Army Corps of Engineers - Federal

The mission of the Corps of Engineers Regulatory Program is to protect the Nation's aquatic resources, while allowing reasonable development through fair, flexible and balanced permit decisions. The Corps evaluates permit applications for essentially all construction activities that occur in the Nation's waters, including wetlands. Corps permits are also necessary for any work, including construction and dredging, in the Nation's navigable waters. The Corps balances the reasonably foreseeable benefits and detriments of proposed projects, and makes permit decisions that recognize the essential values of the Nation's aquatic ecosystems to the general public, as well as the property rights of private citizens who want to use their land. During the permit process, the Corps considers the views of other Federal, state and local agencies, interest groups, and the general public. The adverse impacts to the aquatic environment are offset by mitigation requirements, which may include restoring, enhancing, creating and preserving aquatic functions and values.

Coastal Commission / Coastal Act

The mission of the California Coastal Commission is to: Protect, conserve, restore, and enhance environmental and human-based resources of the California coast and ocean for environmentally sustainable and prudent use by current and future generations.

Established by voter initiative in 1972 (Proposition 20), the Coastal Commission was made permanent by the Legislature through adoption of the California Coastal Act of 1976. The Coastal Commission, in partnership with coastal cities and counties, plans and regulates the use of land and water in the coastal zone. Development activities (buildings, divisions of land, and changes to public access) require a coastal permit from either the Coastal Commission or the local government.

What are the California Coastal Act & Coastal Act Policies?

The California Coastal Act provides long-term protection of California's 1,100 mile coastline for the benefit of current and future generations.

Coastal Act policies constitute the standards used by the Coastal Commission in its coastal development permit decisions and for the review and approval of local coastal programs (LCPs) prepared by local governments, such as Santa Barbara County. These policies are also used by the Commission to review federal activities that affect the coastal zone. Coastal cities and counties must incorporate these policies into their individual LCPs. The policies require (partial list of required elements):

- Protection and expansion of public access to the shoreline and recreational opportunities and resources; including commercial visitor-serving facilities.
- Protection, enhancement and restoration of environmentally sensitive habitats, including intertidal and nearshore waters, wetlands, bays and estuaries, riparian habitat, certain wood and grasslands, streams, lakes, and habitat for rare or endangered plants or animals;
- Protection of the scenic beauty of coastal landscapes and seascapes;
- Protection against loss of life and property from coastal hazards.

State Lands Commission

The California State Lands Commission has the authority and responsibility to manage and protect resources on certain public lands within the state - including the state's coastal waters - and the public's right to access these lands. The public lands under the Commission's jurisdiction include approximately 4 million acres and include the beds of California's naturally navigable rivers, lakes and streams and the state's tidal and submerged lands, extending from the shoreline out to three miles offshore.

County Parks Department:

The mission of the Parks Department is to "provide for the health, inspiration and education of the residents and visitors of Santa Barbara County by preserving the county's most valued natural and cultural resources, and by providing opportunities for passive recreational experiences".

The County Parks Department operates Goleta Beach Park and is responsible for maintaining and preserving the natural resources and recreational facilities. The Department is also responsible for overseeing studies, acquiring necessary permits for applicable activities within the Park and complying with local, state and federal laws governing the land located in the Park.

County Planning and Development Department; Local Coastal Plan

Local city and county planning agencies have land use authority over properties located in the coastal zone. These planning agencies are responsible for developing and implementing the local coastal program (LCP) for the coastal areas within their jurisdiction. Local Coastal Programs are basic planning tools used by local governments to guide development in the coastal zone, in partnership with the Coastal Commission. LCPs contain the ground rules for future development and protection of coastal resources. Prepared by local governments, these programs govern decisions that determine the short- and long-term conservation and use of coastal resources. Following adoption by a city or county, an LCP is submitted to the Coastal Commission for review for consistency with Coastal Act requirements. These LCPs are reviewed and updated periodically as conditions and needs change.

Agency Contacts

Army Corps of Engineers, Ventura Office	(805) 585-2146
Santa Barbara County Parks Department	(805) 568-2461
Second District Supervisor Susan Rose	(805) 568-2190
Santa Barbara County Planning & Development	(805) 568-2000
California Coastal Commission - South Central Coast District Office; Ventura	(805) 585-1800
State Lands Commission	(916) 574-1900

Position Statements

Santa Barbara County Park Commission

Goleta Beach County Park has served residents and visitors to the region for decades. With over 1.5 million annual visits, it is by far the most heavily utilized park in the system. Goleta Beach is considered by many to be one of the most unique coastal experiences in California.

Our Park is now in jeopardy. It is essential to find an effective means to protect our natural resources as well as preserve the now greatly diminished parkland and restore the once wide sandy beach. This community resource must be sustained, as the experience of Goleta Beach and all of its wonderful attributes, once lost, cannot be replaced.

It is the Park Commission's opinion that we must explore and consider all technologies and all avenues available to meet these goals stated. Most importantly, it is critical that we obtain good data regarding these technologies in order to make decisions that will endure the test of time.

However, it must also be noted, that in times of fiscal crisis we must face realities, balance our resources and choose projects that will provide the greatest benefit. As your Park Commissioners, we are **your** advocates for preserving and enhancing natural resources, parkland, and beaches. Yet we must look at how to balance needs throughout the County and make recommendations that fairly address many wants. We must work together to improve and sustain Goleta Beach and manage resources wisely.

Natural Resources Advisory Committee

Goleta Beach and its surroundings are a locally treasured ecological resource. The beach, slough, wetlands and watersheds are an integrated system that provides many benefits to humans, plants and wildlife including education, recreation, aesthetics, groundwater recharge, improved water quality, nutrient cycling, food chain support, and habitat. This area has been dramatically altered by natural and human activities, and many ecological functions and features have been degraded, yet the benefits of preservation, protection, and restoration are substantial.

As the sandy beach area of the park has eroded due to coastal processes not yet completely understood, the lawn areas and infrastructure have become vulnerable to erosion. This is to be expected given that the park consists of fill placed on what was historically a shifting sandspit inundated periodically by floodwaters from the slough and storm waves from the ocean.

The future of Goleta Beach should continue to include appropriate recreational opportunities, and should highlight natural resource values and attributes of the site and surrounding areas through habitat restoration, environmental education and research programs, interpretive services and signage.

Policies and practices should emphasize stewardship that protects, sustains or enhances natural resources and processes and that is guided by the environmental carrying capacity of the area. Capital investment, infrastructure projects, and maintenance actions at Goleta Beach Park and the surrounding areas should be consistent with these values.

Proposed solutions to erosion problems should enhance the sandy beach and not exacerbate coastal erosion at Goleta Beach or downcoast.

Alternative transportation modes should be studied to explore more efficient use of park areas for coastal dependent uses.

Coalition to Save Goleta's Beaches

The Coalition to Save Goleta's Beaches advocates a new balance at Goleta's beaches that creates a quality recreational experience while protecting natural resources and restoring the natural process.

General Positions:

1. Natural Resources contribute to the richness of the Goleta Beach Experience.
2. Base decisions affecting shorelines on a long-term perspective consistent with predictions of future conditions
3. Complete Carrying Capacity Study before beginning the environmental review process. It should guide all planning and capital improvement decisions.
4. Accommodate and restore the natural processes that create and maintain beaches, habitats, wildlife, safe coastal access, recreation, aesthetics, and the stability of areas down coast.
5. We support responsible decisions that avoid deferring costs and impacts to future generations.

Specific Proposals:

1. Remove the western parking lots, but protect the utilities until they can be relocated.
2. Create extensive high beach over former western parking lots, from bike path to the ocean through beach nourishment. High beach sand may serve also as a stockpile for an emergency berm.
3. Maintain the turf park to the east from entrance road to restaurant. These three actions provide a more divers beach experience.
4. Expand our management area to include the beach down coast of the Goleta Slough mouth. This will assist in achieving management goals and evaluating success for the larger area.
5. Use new tools—Beach Nourishment, new Natural Resource information, possibly new Partnerships, and new Restoration skills—to achieve a new plan for Goleta Beach.

Friends of Goleta Beach

Friends of Goleta Beach and Park is an organization of local citizens who wish to preserve our important public recreational asset while balancing concerns for sound beach erosion management. Since over an acre of grassy park area has been lost over the past three years, the community and very attentive County Supervisors have been exploring how to save the park from further erosion.

Our county-hired expert coastal engineers have publicly stated that rock revetments are 100% effective at stopping erosion and are inexpensive. Since the taxpayers in our community are concerned about budget shortfalls, rock revetments area viable solution at this time. Friends would recommend that we leave the existing rocks in place and at least temporarily consider adding more rocks along the shoreline until a long term solution is in place to protect this well-loved park from further erosion.

With 1 1/2 million visitors a year, our community looks forward to enjoying Goleta Beach and Park for many years to come.

Glossary and Resources

Glossary

Beach Face: The section of beach normally exposed to the action of wave uprush.

Beach Nourishment: The process of replenishing a beach by artificial means.

BEACON: Beach Erosion Authority for Clean Oceans and Nourishment.

Beach Profile: A cross-section taken perpendicular to a given beach contour; the profile may include the face of a dune or seawall.

Berm: On a beach: a nearly horizontal plateau on the beach face or backshore, formed by the deposition of beach material by natural or artificial means.

Breakwater: A structure protecting a harbor, anchorage, or basin from waves.

Coastal Processes: Collective term covering the action of natural forces on the shoreline and the nearshore seabed.

Detached Breakwater: A breakwater without any coastal connection to the shore.

Geotube: A long fabric cylinder filled with sediment used as a wall to retain sediment behind.

Groin: A shore protection structure. It is narrow in width (measured parallel to the shore) and its length may vary from tens to hundreds of meters (extending from a point landward of the shoreline out into the water). Groins may be classified as permeable (with openings through them) or impermeable (a solid or nearly solid structure through which sand cannot pass).

Higher High Water (HHS): The higher of two high waters of any tidal day.

Inter-tidal: The zone between the high and low water marks.

Jetty: On open seacoasts, a structure extending into a body of water to direct and confine the stream or tidal flow to a selected channel or to prevent shoaling.

Littoral Current: A current running parallel to the beach and generally caused by waves striking the shore at an angle.

Littoral Drift: The sedimentary material moved in the littoral zone under the influence of waves and currents.

Littoral Transport: The movement of littoral drift in the littoral zone by waves and currents.

Littoral Zone: An indefinite zone extending seaward from the shoreline to just beyond the breaker zone.

Longshore Current: A current located in a surf zone, moving generally parallel to the shoreline, generated by waves breaking at an angle with the shoreline, also called alongshore current.

Managed Retreat: The process of allowing coastal erosion to occur by removal of manmade structures in its path.

Nearshore: In beach terminology, an indefinite zone extending seaward from the shoreline well beyond the breaker zone.

Nourishment: The process of replenishing a beach. It may be brought about naturally, by longshore transport, or artificially by the deposition of dredged materials.

Revetment: A facing of stone to protect an embankment or shore structure against erosion by wave action or currents.

Sandspit: A small sandy point of land or a narrow shoal projecting into a body of water from the shore.

Seawall: A structure built along a portion of a coast primarily to prevent erosion and other damage by wave action. Generally more massive and capable of resisting greater wave forces than a bulkhead.

Sediment Source: A point or area on a coast from which beach material arises, such as an eroding cliff or river mouth.

Sediment Transport: The main agencies by which sedimentary materials are moved are: gravity; running water; (rivers and streams); ice (glaciers); wind and the sea (currents and longshore drift).

Slough: A sluggish waterway or estuarial creek, tributary to, or connecting , other streams or bodies of water, whose course is usually through lowlands or swamps.

Wetland: An area of water supporting a wildlife habitat, sometimes tidally influenced.

Recommended Reading

Links to the following documents are available on the Goleta Beach website at www.sbparks.org/goletabeach

- Goleta Beach County Park Environmental Carrying Capacity Study and Management Plan.
- Goleta Beach County Park Long-term Beach Restoration and Shoreline Erosion Management Plan
- California Coastal Erosion Planning and Response
- California Coastal Act

Additional Documents

- Draft Goleta Slough Ecosystem Management Plan (see pg. 7)
- "Goleta the Good Land" by Walter Tompkins (Published as a community service by Goleta Amvets Post No. 55. Co-sponsored by Santa Barbara Newspress, 1976) is available at the local public library. Contains historical information about Goleta Beach.

Websites

This represents a partial list of websites. For additional web links, please visit the Santa Barbara County Parks Department, Goleta Beach website at: www.sbparks.org/goletabeach

California Coastal Commission: www.coastal.ca.gov/whoweare.html

Coalition to Save Goleta's Beaches: http://spf.as.ucsb.edu/Goleta.coalition.html

Surfrider Foundation-Samta Barbara www.rain.org/~srfrdrsb

California Coastal Act: www.coastal.ca.gov/coastact.pdf

California Coastal Records Project: www.californiacoastline.org

California Coastal Conservancy: www.coastalconservancy.ca.gov

Southern California Wetlands Recovery Project: www.coastalconservancy.ca.gov/scwrp

UCSB Beach: 30 Years of Waxing and Waning: www.geol.ucsb.edu/faculty/sylvester/UCSBbeaches.html

BEACON – beach sand replacement project: www.beacon.dst.ca.us/goleta_beach_restoration.htm

Draft Review of California Coastal Erosion Planning and Response: http://resources.ca.gov/ocean/coastal_erosion_draft2.html

California Department of Boating and Waterways Beach Erosion Control: www.dbw.ca.gov/beach.htm

California Coastal Coalition - A non-profit advocacy group: www.calcoast.org

2nd District Supervisor Rose - Natural Resources Advisory Committee: www.countyofsb.org/susanrose/nrac/nracintro.htm

Project Clean Water/San Jose Creek Watershed Management Plan: www.countyofsb.org/project_cleanwater/sanjose.htm

California Shore and Beach Preservation Association: www.csbpa.org

The information contained in these websites does not necessarily represent the views of the County.

ENVIRONMENTAL DEFENSE CENTER

December 9, 2003

Melanie Hale
California Coastal Commission
89 South California St., Suite 200
Ventura, CA 93001-2801

Re: Goleta Beach Revetment; Application No. 4-02-251

Dear Ms. Hale:

On behalf of the Santa Barbara Chapter of the Surfrider Foundation, we expressed the following concerns to you and the Commission's Legal Division on Friday, December 5 and would like to follow up with a detailed analysis of our concerns in writing. We are primarily concerned with the precedent of allowing 600' of rocks on an emergency basis and permitting those rocks to remain without any alternatives analysis or mitigation.

The Coastal Commission's ("Commission") own regulations and policy require that the State Lands Commission ("SLC") approve a lease for the project *before* the Commission considers whether to issue a permit. Also, the staff report lacks an alternatives analysis and mitigation measures or a finding of no significant impact, thus violating the CEQA regulations for certified regulatory programs. Finally, the staff report lacks a consistency analysis, thus violating the Coastal Act and regulations.

Surfrider has consistently called for immediate removal of the unpermitted 2002 rock revetment at Goleta Beach, and has insisted that any after-the-fact permits be issued in a manner consistent with coastal protection laws. To that end, we **believe that the Commission should postpone action on the County's application until the SLC issues a boundary determination and lease along with adequate CEQA review.** This CEQA review, in turn, would provide the Commission with the missing data that is necessary to analyze impacts, alternatives, and mitigation measures before issuing a CDP.

However, if the Commission and/or the County is not willing to postpone the CDP hearing, **then Surfrider would be satisfied with these additional permit conditions:**

- Removal of the 600' emergency rock revetment as soon as feasible, but in no case later than April 15, 2004, including a provision for specific enforcement action in the event the County fails to remove the rocks;
- Analysis of short-term alternatives to identify the least environmentally damaging erosion control actions to be implemented after the rocks are removed but before the County identifies a long-term alternative through the Master Planning process;

906 Garden Street, Santa Barbara, CA 93101 Phone (805) 963-1622 FAX
2021 Sperry Avenue, Suite 18, Ventura, CA 93003 Phone (805) 677-2570 FAX
www.edcnet.org

- Intertidal and sandy beach ecosystem study, including a survey of habitats, grunion runs, invertebrates, and shorebirds, with annual reporting requirements and a detailed study plan submitted before CDP issuance (additional details submitted under separate cover);
- Kelp study, as outlined in the staff report;
- Sediment transport study, as outlined in the staff report;
- Mitigation for biological impacts while the rocks remain, including prohibiting beach grooming east of the pier and west of the restrooms and installing signage and fencing of habitat near the slough mouth.

These permit conditions would improve protection of coastal resources pending the gathering and analysis of adequate data to determine environmental impacts, alternatives, and mitigation measures of the rock revetment. In addition, we have the following concerns with the Commission's staff report.

I. The State Lands Commission must issue a boundary determination and approve a lease *before* the Coastal Commission considers issuing a CDP.

As we pointed out in a letter to Commission staff dated July 1, 2003, the Commission cannot approve a CDP until the SLC issues a boundary determination and approves a lease for the project. *Awaiting action by the State Lands Commission is crucial because that agency will determine (1) whether the rocks lie in County or State jurisdiction, (2) whether the correct standard of review is the County's LCP or the Coastal Act, and (3) environmental impacts, alternatives, and mitigation measures through the CEQA process with SLC as lead agency.*

The Commission's own regulations state that a SLC lease must occur prior to obtaining a CDP. Specifically, the Commission's regulations state that

> [w]hen development for which a permit is required pursuant to Public Resources Code, Section 30600 or 30601 also requires a permit from ...other state...agencies, a permit application shall not be accepted for filing by the Executive Director unless all such government agencies have granted at a minimum their preliminary approvals for said development.

14 C.C.R. § 13052 (emphasis added). The SLC staff recently informed us that they are re-evaluating boundary issues at the project site to determine if the project lies on State land, County land, or partially on both. The SLC is scheduled to consider approving a lease for this project in mid-February 2004. The Commission must await these SLC determinations and approvals before acting on the County's CDP application.

This requirement is reflected on page 8 of the CDP application form under Item 10, "Verification of all other permits, permissions or approvals." Specifically, Item 10 states:

> For projects such as seawalls located on or near state tidelands or public trust lands, the Coastal Commission must have a written determination from the State Lands Commission whether the project would encroach onto such lands and, if so, whether the State Lands Commission has approved such encroachment. See memo to "Applicants for shorefront development" dated December 13, 1993

(emphasis added). The referenced memo further shows that the Commission must wait until the SLC issues a lease, stating that

> the Coastal Commission must have a written determination from the State Lands Commission whether it asserts that a development...encroaches onto lands seaward of the Mean High Tide Line (MHTL).... If such encroachments do occur, evidence must also be provided that the State Lands Commission has approved such encroachments.... A coastal development permit application cannot be deemed complete for filing purposes until this SLC determination has been submitted to the Coastal Commission.

Memo from Commission staff to "Applicants for shorefront development," dated December 13, 1993 (emphasis in original).

To date, the SLC has not issued a boundary determination nor approved a lease for the rock seawall. As a result, the Commission is faced with approving a CDP without any environmental review, alternatives analysis, mitigation measures, or any idea as to whether the project is even in the Commission's original jurisdiction. In accordance with Commission regulations and policy, the Commission cannot approve a CDP until the County files this required information with the Commission.[1]

II. The SLC boundary determination is crucial to identify the responsible agency and apply the correct standard of review for any permit issued.

The County's failure to submit a SLC boundary determination is important because the location of the rock revetment in relation to the MHTL determines the lead agency and the applicable standard of review.

If the boundary determination shows that the rock revetment is located *seaward* of the MHTL, then the revetment is located in the Commission's original jurisdiction, and the Commission analyzes the project using the *Coastal Act as the standard of review*. However, if the boundary determination shows that the rock revetment is located *landward* of the MHTL, then the County is responsible for issuing the CDP based on conformance with the County's LCP. Under this scenario, the Commission (upon appeal) would review the County's issuance of the CDP using the *County's LCP policies*

[1] Because the SLC has not issued a boundary determination or permit, the County's CDP application is incomplete, and the deadlines under the Permit Streamlining Act have not yet been triggered.

as the standard of review. With respect to seawalls and rock revetments, the County's LCP policies are more stringent than Coastal Act provisions.[2]

The rock revetment at Goleta Beach is an excellent example of the interdependence between the SLC boundary determination, the responsible agency, and the standard of review used to analyze the project. Without the required SLC boundary determination, the Commission is unable to determine whether the project is located in the County's LCP jurisdiction or the Commission's original jurisdiction, and is thus forced to arbitrarily choose one of two different standards of review. The memo to "Applicants for shorefront development" was designed to uniformly address situations like Goleta Beach by requiring the permit applicant to first obtain a SLC boundary determination that, in turn, identifies the permitting agency and the appropriate standard of review.

III. The CEQA findings in the staff report are inadequate.

The CEQA Guidelines, as well as the Commission's own regulations, require the Commission to satisfy the requirements of CEQA by making certain findings as part of its certified regulatory program. However, the staff report fails to make these findings. Instead, the report merely states that "there is presently insufficient information to adequately evaluate the potential impacts of the proposed project on coastal resources" and that "approval of the project as presently proposed by the County of Santa Barbara would not be consistent with the requirements of the CEQA."

First, this violates the Commission's own regulations, which require that

> [a]ll decisions of the commission relating to permit applications shall be accompanied by written conclusions about the consistency of the application with Public Resources Code, Section 30604, and Public Resources Code Section 21000 and following, and findings of fact and reasons supporting the decision.

14 C.C.R. § 13096. The staff report contains no findings of fact, and no supporting reasons, as required by this regulation. Rather, the staff report cites "insufficient information," "incomplete" identification of mitigation measures, and "inadequate identification and analysis" of alternatives, but then concludes that the project *is* consistent with CEQA because (1) a permit condition requires the County to gather data

[2] The County's LCP Policy 3-1 states that rock revetments "shall not be permitted unless the County has determined there are no other less environmentally damaging alternatives reasonably available for protection of existing structures. The County prefers and encourages non-structural solutions to shoreline erosion problems, including beach replenishment, removal of endangered structures and prevention of land divisions on shorefront property subject to erosion; and will seek solutions to shoreline erosion on a larger geographic basis than a single lot circumstance. Where permitted, seawall design and construction shall respect to the degree possible natural landforms. Adequate provision for lateral beach access shall be made and the project shall be designed to minimize visual impacts by the use of appropriate colors and materials." The Coastal Act, on the other hand, is much less stringent and simply allows the construction of revetments so long as they are "designed to eliminate or mitigate adverse impacts on local shoreline sand supply." Pub. Res. Code § 30235.

in the future, and (2) because removing the rocks may have unknown significant impacts. These reasons do not logically lead to a legally proper CEQA finding and do not comply with the Commission regulations.

In addition, the staff report violates CEQA regulations. As you know, the Commission's certified regulatory program allows the Commission to comply with CEQA by making certain findings in the Commission's staff reports. The regulation that addresses certified regulatory programs for all agencies, including the Commission, states that

> [t]he document used as a substitute for an EIR or negative declaration in a certified program shall include at least...(1) Alternatives to the activity and mitigation measures to avoid or reduce any significant or potentially significant effects that the project might have on the environment, or (2) A statement that the agency's review of the project showed that the project would not have any significant or potentially significant effects on the environment.

14 C.C.R. § 15252(b). The staff report contains neither (1) nor (2) as required by this regulation. With respect to alternatives and mitigation measures under subparagraph (1), the staff report only states that "there has been inadequate identification and analysis of potential alternatives" and that "identification of feasible mitigation measure[s] is incomplete and that sufficient information to identify such measures in a site-specific way does not presently exist." These statements are inadequate and do not comply with the regulation above.

Nor does the staff report make a finding under subparagraph (2); the staff report is missing any statement indicating that this project will have no potentially significant effects. If staff modifies the staff report to include such a statement, we note that such statement "shall be supported by a checklist or other documentation to show the possible effects that the agency examined in reaching this conclusion." 14 C.C.R. § 15252(b)(2). The environmental document prepared by a certified agency must support its conclusions with "references to specific scientific and empirical evidence." Mountain Lion Coalition v. California Fish and Game Commission, 214 Cal.App.3d 1043, 1047 (1989).

Moreover, the staff report lacks an analysis of cumulative impacts caused by several other rock revetments at Goleta Beach, many of which also lack a CDP. Under the Commission's certified regulatory program, the agency must meaningfully assess the project's cumulative environmental impacts. Under CEQA guidelines, the Commission's staff report must "have looked for and in some reasonable manner assessed potential cumulative environmental effects." *See* Discussion following 14 C.C.R. § 15252, *citing* Laupenheimer v. California, 200 Cal.App.3d 440, 466 (1988).

IV. The retention of the rock seawall for two years is causing, and will continue to cause, potentially significant impacts to recreation, geological, and biological resources.

First, the applicant's own environmental documents indicate that a two-year retention of the rock seawall will cause potentially significant environmental impacts. Earlier this year, the County evaluated the impacts of a two-year revetment in a document entitled "Goleta Beach County Park Emergency Rock Revetment – 2-Year Extension, Analysis of Environmental Effects" dated April 16, 2003. This document is included in the County's application and identifies several potentially significant impacts, including:

- Changes in deposition or erosion of beach sands or dunes, or changes in siltation, deposition or erosion which may modify the...bed of the ocean;
- Substantial impact on the quality or quantity of existing recreational opportunities;
- Passive erosion and denial of sediment; and
- The potential to achieve short-term goals to the disadvantage of long-term goals (a mandatory finding of significance under CEQA Guidelines § 15065).

Moreover, several experts with experience in environmental impact assessment have concluded that the proposed two-year revetment may result in significant environmental impacts in the areas of geological resources, visual resources, biological resources, access and recreation, and land use policy inconsistencies.

- Lawrence Headley is a leading visual resource impact assessment consultant with 30 years of experience. Based on an assessment of the local policies that apply to visual resources and coastal armoring, Mr. Headley concludes that the rock seawall will have a potentially significant environmental impact due to inconsistencies between the project and local policies relevant to visual resources.

- Michael Walther, P.E. received a M.S. in Ocean Engineering from the University of Texas, and as President of CoastalTech has a detailed understanding of coastal processes and shoreline stabilization projects from over 20 years of experience. Mr. Walther concludes that the rock seawall causes potentially significant impacts to Goleta Beach and surrounding areas. This conclusion is based on evidence suggesting that the seawalls at Goletea Beach result in the loss of one acre of beach per seawall per year. In addition, Mr. Walther identifies cumulative downdrift impacts that exceed one acre per year.

- Dr. Jennifer Dugan is an Associate Research Biologist at UCSB's Marine Science Institute. In a letter to the Commission dated November 26, 2003, Dr. Dugan concludes that the rock seawall "can have significant negative effects by greatly curtailing the width and complexity of the intertidal zones and habitats," which could

> subsequently "decrease biological diversity and abundance, reduce shorebird feeding habitat and eliminate grunion spawning habitat." Dr. Dugan recently confirmed that these impacts "could be associated with a 2-year revetment project."

Finally, potentially significant impacts exist due to inconsistencies between the rock seawall and current land use policies guiding the placement of such structures. Under CEQA, an agency must analyze whether the project is consistent with existing policies, and if potentially inconsistent, must find that the project may result in significant environmental impacts. CEQA Guidelines § 15063(f)[3]. Most notably, the rock seawall is inconsistent with several Coastal Act policies, including Pub. Res. Code §§ 30231, 30233, 30235, 30240, 30251, and 30253.

V. The staff report fails to analyze the project's consistency with the Coastal Act.

The staff report lacks an adequate finding that the rock seawall is consistent with the Coastal Act. Under the Coastal Act and the Commission's own regulations, the Commission cannot issue a CDP until it issues an adequate consistency finding. This requirement applies regardless of whether the project is temporary or permanent.

Under Commission regulations, the staff recommendation

> shall include specific written findings, including a statement of facts and legal conclusions, as to whether the proposed development conforms to the requirements of the California Coastal Act of 1976, including, but not limited to, the requirements of Public Resources Code, Section 30604.

14 C.C.R. § 13075 (emphasis added). The staff report contains no such findings or legal conclusions as to whether the rock seawall conforms to the Coastal Act. Rather, the report merely states that the rock seawall "raises issues of consistency with a range of policies." The report then lists these policies, including § 30235 (construction altering natural shoreline); §§ 30210 et seq. (public access and recreation); and §§ 30230, 30231, and 30240 (protection of marine resources). However, the report contains no "specific written findings" of consistency with Coastal Act policies, and lacks any supporting "facts" and "legal conclusions" as required by the regulation.

Moreover, the staff report overlooks several Coastal Act policies that apply to the proposed project. These policies include § 30233 (prohibiting the diking or filing of wetlands which, under Commission guidelines, include areas below the MHTL), § 30251 (protection of views), and § 30253 (erosion and geologic instability). A detailed analysis of all these policies is included in a previous letter from EDC to the Commission, dated May 12, 2003.

[3] CEQA Guideline § 15063(f) references Appendix G, which includes an analysis of "conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project."

VI. Conclusion

We are primarily concerned that the Commission is prematurely issuing the CDP, and are alarmed at the precedent that this would set for future revetment proposals along the coast. Instead, the Commission should await a SLC determination, environmental review, and lease. If unable to postpone the hearing, the Commission should require additional permit conditions to ensure that the CDP complies with Coastal Act and CEQA policies.

Sincerely,

Jeff Kuyper
Legal Analyst

cc: Chuck Damm, Senior Deputy Director, South Coast District Office, Coastal Commission
Sandy Goldberg, Legal Division, Coastal Commission
Mary Hays, Public Land Management Specialist, State Lands Commission
Coleen Lund, Project Manager, Parks Department, Santa Barbara County
Supervisors Susan Rose & Gail Marshall, Santa Barbara County
Alan Seltzer, Chief Assistant County Counsel, Santa Barbara County

Santa Barbara COUNTY PARKS

December 17, 2003

Terri Maus-Nisich
Director of Parks
(805) 568-2461

Michael Gibson
Business Manager
(805) 568-2477

Coleen Lund
Project Manager
(805) 568-2470

Rick Wheeler
South County Deputy Director
Tel: (805) 681-5653
Fax: (805) 681-5657

Jeff Stone
North County Deputy Director
Tel: (805) 934-6145
Fax: (805) 934-6213

610 Mission Canyon Road
Santa Barbara, CA 93105
Tel: (805) 568-2461
Fax: (805) 568-2459
administration@sbparks.org
www.sbparks.org
Reservations:
(805) 568-2460 Voice/TDD

qual Opportunity Employer

RE: Environmental Defense Center (EDC) Letter, Dated December 9, 2003
Goleta Beach Revetment; Application No. 4-02-251

County Parks has reviewed the above referenced document. The proposed removal of the revetment by April 15, 2003, as proposed within EDC's letter, presents several issues for concern:

- The 660 lineal feet of rock installed under emergency permit NO. 4-02-251-G was placed after very careful consideration of protection of the facilities within the park. An existing pressure sewer line is within 10 feet of this rock. County Parks cannot consider removal of the rock UNTIL another feasible solution has been developed and is ready for implementation. The risk of exposing and breaking this utility line, as well as other adjacent utilities (reclaimed water. gas line). is absolute if further erosion were to occur. These lines serve not only the County park facility, but also key areas of the Goleta Community and the University of California.

- County Parks agrees with the staff report in that there are high costs associated with removing and replacing the rock. The suggested removal at an interim time period, will come at a very high cost and risk and little overall benefit. The cost to remove this rock is estimated at $50,000. This is based on a similar removal of rock in 2000. The cost to re-place this rock, once removed is approximately $40,000. It is difficult to place a price tag on the degree of damage that could be caused to the eco system, habitat and community should these utility lines fail in the event of a storm situation. The community, in partnership with Second District Supervisor Rose, and the County Parks Department, is working diligently towards reaching a responsible, sustainable and attainable solution via the Goleta Beach Community Master Planning Process. In this effort a comprehensive long-term perspective to this matter will be considered.

- BEACON has recently completed a beach sand nourishment project, which has buried the rocks in question. It is anticipated that without an El Nino event, this rock will continue to be buried come April 15. Beginning shortly thereafter, summer tides begin to widen the beach once again, via natural processes.

- Grunion 'runs' begin in early March and have been known to run through the entire summer along Goleta Beach. Removal would have unforeseen effects if conducted during grunion run.

- The removal of the rock would require a permit. The project description would require reconstruction / re-contouring of the beach area where the rock

EXHIBIT NO. 10
APPLICATION NO. Santa Barbara County Parks Dept.
4-02-251

would be removed or else public access would be completely excluded. With buried rock, the public has total unrestricted access to the area.

- Regarding the potential for stockpiling of the rock, aesthetically the stockpiled rock is unacceptable and could potentially obstruct public access and eliminate beach-parking area. Further, if rocks were stored offsite, an enhanced cost for hauling, should an emergency operation again be required, must be considered.

The County Board of Supervisors directed Parks staff to apply for the interim permit to allow the rock to remain in place during the Goleta Beach Community Master Planning Process. The project description of the long-term vision of the park will not be developed and analyzed under CEQA by April 15, 2003. The Community process now underway is anticipated to yield a project(s) for recommendation to the Board of Supervisors in late Spring 2004.

County Parks has examined other on shore short-term protection alternatives including geo tubes and sand berms. County Parks consulted with reputable coastal engineers at the time the initial sand berm permits were applied for. The sand berm has proven ineffective and is a high-risk solution to protecting the utilities. The Geo tubes unfortunately were not feasible as well as studies show they were often vandalized in other locations, and again not an optimum solution for the protection of utilities.

As previously noted, and the Coastal Commission is aware, an ongoing effort is underway to determine the future of Goleta Beach. Enhanced study and deliberation is required. At this particular point in time the decision making process is still underway. It is anticipated that the Community Stakeholder Group will continue to work over the next several months and have a project to recommend to The Santa Barbara County Parks Commission and ultimately to The County Board of Supervisors in late spring of 2004. All involved the process look forward to an outcome that will satisfy the needs of the community and look forward to bringing that project in total before the Coastal Commission for review and consideration. Should you have any questions regarding these comments, please feel free to contact Coleen Lund of Parks staff or me at any time at 805.568.2461.

Sincerely,

Terri Maus

Terri Maus
Director of Parks