CALIFORNIA COASTAL COMMISSION

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STAFF REPORT: REGULAR APPLICATION

Application No.: 2-10-009

Applicants: Nick and Lorraine Gust

Location: Along the shoreline fronting the parking lot for Nick's Restaurant

and the Sea Breeze Motel at 100 Rockaway Beach Avenue, Pacifica

(San Mateo County) (APN's 022-023-130 and 022-023-140)

Project Description: Application 1) for after-the-fact authorization of revetment repairs

performed in 2010 including placement of 200 tons of rip-rap on a 30-foot by 30-foot area along the west face of the revetment fronting the site, and 2) to repair, monitor, and maintain the revetment at a 2:1 slope including immediate placement of 700 tons of rip-rap on a 60-foot by 30-foot area along the west face of the revetment and a 15-foot by 20-foot area along the southwest corner of the revetment.

Staff Recommendation: Approval with conditions

SUMMARY OF STAFF RECOMMENDATION

This application is 1) for after-the-fact authorization of revetment repairs performed in 2010, and 2) to repair, monitor, and maintain the existing revetment at a 2:1 slope. The proposed project is located seaward of the parking lot which serves Nick's Restaurant and the Sea Breeze Motel at 100 Rockaway Beach Avenue in the City of Pacifica, San Mateo County. The 2010 work included the placement of 200 tons of rip-rap to repair a 30-foot by 30-foot area along the west face of the revetment. The new work moving forward would be repairs to the existing revetment, including placement of 700 tons of rip-rap on an area of about 60 feet by 30 feet along the west face of the revetment and on an area about 15 feet by 20 feet along the southwest

corner of the revetment, both of which areas have slumped due to wave and tidal action. Finally, the project proposes to monitor and maintain the revetment as needed in the future at a 2:1 slope.

The existing rip-rap revetment at the site, originally constructed sometime between 1952 and 1956, and ultimately approved under coastal development permit (CDP) 1-97-048 in October 1997 that covered revetment augmentation, serves to protect the parking lot and adjacent development including Nick's Restaurant and the Seabreeze Motel. There is limited beach area seaward of the revetment, and the revetment is essentially located directly at the ocean's edge where continuous tidal and wave action, along with more severe winter storm events, contribute to the undermining of the stability of the revetment and the long-term stability of the site. The proposed development is designed to repair and maintain the revetment within its existing footprint (as approved by CDP 1-97-048). It is not designed to enlarge, expand, realign, restructure, or otherwise change the revetment that exists, nor its relationship to the inland development that it continues to protect.

Staff recommends approval subject to the types of conditions generally applied by the Commission in these past cases that are designed to offset coastal resource impacts while providing for permitted maintenance. The recommended conditions of approval include provisions for: maintenance to take place on an as needed basis, subject to construction and restoration criteria; no further seaward encroachment in relation to the approved revetment profile; long-term monitoring; maintenance authorization for ten years, including to allow for a re-evaluation at that time in light of the potential for changed circumstances; and assumption of risk by the property owners. Staff has worked with the Applicant on refining the recommended conditions of approval, and Staff and Applicant are in agreement on them. Staff recommends approval of coastal development permit application 2-10-009 as conditioned. The motion is found on page 4 below.

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EXHIBITS

Exhibit 1 – Project Location

Exhibit 2 – Final Site Plans and Site Photographs

I. MOTION AND RESOLUTION

Motion:

I move that the Commission **approve** Coastal Development Permit Application No. 2-10-009 subject to the conditions set forth in the staff recommendation. I recommend a yes vote.

Staff recommends a **YES** vote on the foregoing motion. Passage of this motion will result in conditional approval of the permit and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

Resolution:

The Commission hereby approves a coastal development permit 2-10-009 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. 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

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

III. SPECIAL CONDITIONS

This permit is granted subject to the following special conditions:

- 1. Approved Project. Subject to these standard and special conditions, this CDP authorizes: (1) revetment repairs performed in 2010 including placement of 200 tons of rip-rap on a 30-foot by 30-foot area along the west face of the revetment fronting the site; and (2) repair, monitoring, and maintenance of existing revetment at a 2:1 slope, including immediate placement of 700 tons of rip-rap on a 60-foot by 30- foot area along the west face of the revetment and a 15-foot by 20-foot area along the southwest corner of the revetment, all as more further described in the project plans (titled "Sea Wall Repair Plan" and dated February 6, 2013, and dated received in the Coastal Commission's North Central Coast District Office on February 12, 2013).
- 2. As Built Plans. WITHIN SIX MONTHS OF COMPLETION OF CONSTRUCTION associated with the approved project or within such additional time as the Executive Director may grant for good cause, the Permittees shall submit two copies of full size As-Built Plans showing all development completed as part of the approved project. The As-Built Plans shall be substantially consistent with the plans submitted by the Applicants dated February 6, 2013, including providing for all of the same requirements specified in those plans, and shall account for all of the parameters of **Special Condition 3** (Monitoring Plan) and **Special Condition 5** (Future Maintenance). The As-Built Plans shall include a graphic scale and all elevation(s) shall be described in relation to National Geodetic Vertical Datum (NGVD). The

As-Built Plans shall include color photographs (in hard copy and jpg format) that clearly show all components of the as-built project, accompanied by a site plan that notes the location of each photographic viewpoint and the date and time of each photograph. At a minimum, the photographs shall be from representative viewpoints from the beach located directly upcoast and downcoast of the project site and directly seaward of the project site. The As-Built Plans shall be submitted with certification by a licensed civil engineer with experience in coastal structures and processes, acceptable to the Executive Director, verifying that all development was in conformance with the approved project.

- 3. Monitoring Plan. The Permittees shall ensure that the condition and performance of the approved as-built revetment project is regularly monitored by a licensed civil or geotechnical engineer with experience in coastal structures and processes. Such monitoring evaluation shall at a minimum address whether any significant weathering or damage has occurred that would adversely impact future performance, and identify any structural or other damage requiring repair to maintain the as-built revetment in a structurally sound manner and its approved state. Monitoring reports prepared by a licensed civil engineer with experience in coastal structures and processes, and covering the above-described evaluations, shall be submitted to the Executive Director for review and approval at annual intervals by May 1st of each year (with the first report due the first May after initial construction is completed) for as long as the revetment exists at this location. The reports shall identify the existing configuration and condition of the revetment and shall recommend actions necessary to maintain it in its approved and/or required state, and shall include photographs taken from each of the same vantage points required in the As-Built Plans (see **Special Condition 2**) with the date and time of the photographs and the location of each photographic viewpoint noted on a site plan. Actions necessary to maintain the approved project in a structurally sound manner and its approved state shall be implemented within 30 days of Executive Director approval, unless a different time frame for implementation is identified by the Executive Director.
- **4. Assumption of Risk, Waiver of Liability and Indemnity Agreement.** The Permittees acknowledge and agree, on behalf of themselves and all successors and assigns:
 - (a) that the site is subject to coastal hazards including but not limited to episodic and longterm shoreline retreat and coastal erosion, high seas, ocean waves, storms, tsunami, tidal scour, coastal flooding, earthquakes, landslides, and the interaction of same;
 - (b) to assume the risks to the Permittees and the property that is the subject of this permit of injury and damage from such hazards in connection with this permitted development;
 - (c) to unconditionally waive any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards;
 - (d) 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; and

- (e) that any adverse effects to property caused by the permitted project shall be fully the responsibility of the property owner.
- **5. Future Maintenance Authorized.** This coastal development permit authorizes future revetment maintenance subject to the following:
 - (a) Maintenance. "Maintenance," as it is understood in this special condition, means development that would otherwise require a coastal development permit whose purpose is to repair the revetment to and/or to maintain the revetment in its approved state (see Exhibit 2 for project plans and Special Condition 3 for Monitoring Plan). Maintenance does not include an enlargement or expansion of the approved revetment beyond its existing footprint.
 - (b) Maintenance Parameters. Maintenance shall only be allowed subject to the approved project parameters (see Special Condition 1). Any proposed modifications to the approved project parameters associated with any maintenance event shall be reported to planning staff of the Coastal Commission's Central Coast District Office with the maintenance notification (described below), and such changes shall require a coastal development permit amendment unless the Executive Director deems the proposed modifications to be minor in nature (i.e., the modifications would not result in additional coastal resource impacts).
 - (c) Other Agency Approvals. The Permittees acknowledge that these maintenance stipulations do not obviate the need to obtain permits from other agencies for any future maintenance episodes.
 - (d) Maintenance Notification. At least two weeks prior to commencing any future maintenance event, the Permittees shall notify, in writing, planning staff of the Coastal Commission's North Central Coast District Office. The notification shall include: a detailed description of the maintenance event proposed; any plans, engineering and/or geology reports describing the event; other agency authorizations; and any other supporting documentation (as necessary) describing the maintenance event. The maintenance event shall not commence until the Permittees have been informed by planning staff of the Coastal Commission's North Central Coast District Office that the maintenance event complies with this coastal development permit. If the Permittees have not been given a verbal response or sent a written response within 14 days of the notification being received in the North Central Coast District Office, the maintenance event shall be authorized as if planning staff affirmatively indicated that the event complies with this coastal development permit. The notification shall clearly indicate that the maintenance event is proposed pursuant to this coastal development permit, and that the lack of a response to the notification within 14 days constitutes approval of it as specified in this CDP. In the event of an emergency requiring immediate maintenance, the notification of such emergency episode shall be made as soon as possible, and shall (in addition to the foregoing information) clearly describe the nature of the emergency.
 - (e) Maintenance Coordination. Maintenance events shall, to the degree feasible, be coordinated with other maintenance events proposed in the immediate vicinity with the goal being to limit coastal resource impacts, including the length of time that construction

occurs in and around public access areas and shoreline access points. As such, the Permittees shall make reasonable efforts to coordinate the Permittees' maintenance events with other adjacent events, including adjusting maintenance event scheduling as directed by planning staff of the Coastal Commission's North Central Coast District Office.

- **(f) Restoration.** The Permittees shall restore all access points impacted by construction activities to their pre-construction condition or better. Any beach sand impacted shall be filtered as necessary to remove all construction debris from the beach within three days of completion of construction.
- (g) Noncompliance Provision. If the Permittees are not in compliance with the terms and conditions of any Coastal Commission coastal development permits or other coastal authorizations that apply to the subject property at the time that a maintenance event is proposed, then the maintenance event that might otherwise be allowed by the terms of this future maintenance condition shall not be allowed by this condition until the Permittees are in full compliance with those terms and conditions.
- (h) Emergency. In addition to the emergency provisions set forth in subsection (c) above, nothing in this condition shall serve to affect the specified rights that may exist in cases of emergency pursuant to Coastal Act Section 30611, Coastal Act Section 30624, and Subchapter 4 of Chapter 5 of Title 14, Division 5.5, of the California Code of Regulations (Permits for Approval of Emergency Work).
- (i) Duration and Scope of Covered Maintenance. Future maintenance under this coastal development permit is allowed subject to the above terms until February 13, 2024. Maintenance can be carried out beyond the 10-year period if the Permittee requests an extension prior to February 13, 2024 and the Executive Director extends the maintenance term in writing. The intent of this permit is to regularly allow for 10-year extensions of the maintenance term unless there are changed circumstances that may affect the consistency of this revetment maintenance authorization with the policies of Chapter 3 of the Coastal Act and thus warrant a re-review of this permit.
- 6. State Lands Commission Approval. WITHIN 180 DAYS OF COMMISSION APPROVAL OF THIS CDP, or within such additional time as the Executive Director may grant for good cause, or no less than 30 days prior to construction, whichever is earlier, the Permittees shall submit to the Executive Director for review a copy of the State Lands Commission permit, letter of permission, authorization, or equivalent for the approved project, or evidence that no State Lands Commission authorization is necessary for the approved project. Any changes to the approved project required by the State Lands Commission shall be reported to the Executive Director. No changes to the approved project shall occur without a Commission amendment to this CDP unless the Executive Director determines that an amendment is not legally required.
- 7. United States Army Corps of Engineers Approval. WITHIN 180 DAYS OF COMMISSION APPROVAL OF THIS CDP, or within such additional time as the Executive Director may grant for good cause, or no less than 30 days prior to construction, whichever is

earlier, the Permittees shall submit to the Executive Director for review a copy of the Army Corps of Engineers (ACOE) permit, letter of permission, authorization, or equivalent for the approved project, or evidence that no ACOE authorization is necessary for the approved project. Any changes to the approved project required by the ACOE shall be reported to the Executive Director. No changes to the approved project shall occur without a Commission amendment to this CDP unless the Executive Director determines that an amendment is not legally required.

- **8. Future Development of the Site.** Any future redevelopment of the site shall not rely on the permitted revetment to establish geologic stability or protection from hazards. Redevelopment on the site shall be sited and designed to be safe without reliance on shoreline or bluff protective devices, and requires a coastal development permit authorization. As used in this condition, "redevelopment" is defined to include: (1) additions, or; (2) expansions, or; (3) demolition, renovation or replacement that would result in alteration to 50 percent or more of an existing structure, including but not limited to, alteration of 50 percent or more of a shoreline protective device, or; (4) demolition, renovation or replacement of less than 50 percent of an existing structure where the proposed remodel or addition would result in a combined alteration of 50 percent or more of the structure from its condition as of February 13, 2014.
- **9. Permit Expiration.** Because some of the proposed development has already commenced, this coastal development permit shall be deemed issued upon the Commission's approval and will not expire, although maintenance under this CDP is limited in duration to ten years (see **Special Condition 5**).
- **10. Condition Compliance.** Failure to comply with the special conditions of this permit may result in the institution of an action to enforce those conditions under the provisions of Chapter 9 of the Coastal Act.

IV. FINDINGS AND DECLARATIONS

The Commission finds and declares as follows:

A. Project Location and Background

The subject property is located at 100 Rockaway Beach Avenue, just inland of the Pacific Ocean, in the Rockaway Beach Area of Pacifica, San Mateo County. Existing development on the Applicants' property includes Nick's Restaurant, an established restaurant opened in 1927 in conjunction with the Sea Breeze Motel, and a 75-space parking lot. Rockaway Beach itself consists of a narrow, sandy public beach situated between two rocky headlands that project into the sea and is popular among surf-casting fishermen, body surfers and other recreational users. The portion of Rockaway Beach adjacent to the western end of the subject property tends to disappear under tidal waters during high tide. The parking lot on the subject property serves Nick's Restaurant and the Sea Breeze Motel for commercial purposes, and also offers public parking for those wishing to park and walk along the site and view coastal vistas, and/or to walk north or south. All of the walking area is part of the California Coastal Trail.

The parking lot that serves the development is currently protected from tidal action by an

existing bluff protection comprised of a retaining wall and rip-rap revetment which extends the entire length of the Applicants' western property line for approximately 400 feet. The vertical retaining wall, consisting of 3-inch by 12-inch horizontal redwood planks and 16-inch by 16-inch vertical concrete columns, extending 20 feet deep and spaced 10 feet apart, was constructed sometime between 1952 and 1956 to protect the parking lot and associated development from wave action. At some point in the early1960's, increased wave action eroded the sand levels at the base of the retaining wall 6 feet below previous sand levels. At that time, the wood retaining wall became unstable and rip-rap was placed in front of the wall to prevent further deterioration. Sand levels have continued to erode over the years and, at various times between 1975 and 1991, the Applicants responded to this erosion by placing additional rip-rap along the wall, although the exact nature of each repair episode is not completely known to the Commission. The existing footprint of the rip-rap covers an area approximately 30 feet deep by 400 feet long which runs along the entire west frontage and a portion of the southwest edge of the property. The subject revetment joins up with a City of Pacifica revetment installed by the City of Pacifica in 1962 and repaired in 2008 (Coastal Commission coastal development permit (CDP) 2-08-004). The Gust and City of Pacifica revetments meet up seaward of the Rockaway Avenue culde-sac and the City revetment extends north past the Lighthouse Hotel and the public parking area north of the Lighthouse Hotel.

See Exhibit 1 for the project site location map, Exhibit 2 for site plans and site photographs.

In 1997, the Applicants applied for and received a coastal development permit to repair approximately 400 feet of the revetment west of the paved parking area by retrieving rip-rap that had dislodged from the revetment and fallen to the beach (CDP 1-97-048). CDP 1-97-048 was granted so that the Applicants could restore the revetment to a more uniform and stable slope of about 2:1 horizontal to vertical distance, but not to exceed the original revetment's footprint. The approved project repaired the revetment by repositioning rocks that had dislodged and fallen on the beach and by placing larger rocks near the toe of the revetment and small rocks near the top of the revetment with the aid of mechanized equipment. The equipment accessed the beach in front of the revetment via the City of Pacifica owned ramp north of the site. The work authorized by CDP 1-97-048 took place over a two day period, as tides and weather conditions allowed. Thus, the existing revetment occupying an area approximately 30 feet deep by 400 feet long along the entire west frontage and a portion of the southwest edge of the property at a 2:1 slope is authorized by CDP 1-97-048.

In January 2010, the Applicants contacted North Central Coast District offices inquiring about an emergency permit to conduct repairs to the revetment, as the development was experiencing higher than normal tides and a sinkhole was developing in the adjacent parking lot. Commission staff sent an emergency permit application to the Applicants at that time; however, at some point before the Executive Director of the Coastal Commission granted the emergency permit, the Applicants began the desired work in order to "provide safety to…customers and protect (the) property and seawall." At that time, the sink hole in the parking lot was repaired and 5 to 6 tons of rip-rap were placed along the revetment without benefit of a coastal development permit or emergency permit.

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¹ February 13, 2010 Letter, Gust.

On February 4, 2010, Commission Enforcement Staff sent a letter to the Applicants regarding the unpermitted repairs, the alleged Coastal Act violation, and how to obtain after-the-fact authorization for the unpermitted repairs in order to resolve the alleged violation. On February 18, 2010, the Coastal Commission's North Central Coast District office received an application for after-the-fact repairs. The submitted application was deemed incomplete by staff and could not be filed as complete until additional information including project plans, filing fees, verification of other required permits, permissions and approvals, as well as other materials were received by Commission staff. From March 18, 2010 to June 14, 2013, Commission staff sent seven informational request letters to the Applicants regarding the informational needs in order to complete the filing of the application. A main focus of the filing requests were to be able to understand the exact nature of the proposed project, including whether it was in fact a proposal to expand and enlarge the revetment and/or shoreline armoring overall at the site. On October 18, 2013, the Applicants submitted a geotechnical report making it clear that the proposed project was not an expansion, and rather was a proposal to repair and maintain the revetment in its permitted configuration. The additional proposed rip-rap was shown through this report to account for eroded sand levels below the existing rip-rap and not for an expansion of the revetment's footprint. Therefore, the Commission staff determined and the Applicants agree that the project proposes to restore the revetment back to its original, previously approved (under CDP 1-97-048) 2:1 slope state, within the existing permitted footprint.

C. PROJECT DESCRIPTION

The Applicants propose to clarify and detail the unpermitted repair work done to the revetment in 2010 in order to obtain after-the-fact authorization for the repairs. The work done in 2010 included placing 200 tons of rip-rap along a portion of the western face of the revetment, some of which was recovered from the beach, to restore the 2:1 slope and repair the impacted sink hole in the parking lot. The 2010 repairs covered an area approximately 30 feet by 30 feet in size. All work for the 2010 repairs was performed by retrieving rip-rap from the beach using mechanized construction equipment, located in the paved parking area, and replacing/restoring the rip-rap at the wall. No construction machinery was used on the beach or sandy areas.

The Applicant also propose additional new work that includes importing approximately 350 tons of rip-rap and retrieving approximately 350 tons of rip-rap from the beach and placing the material on portions of the revetment in order to restore the 2:1 slope and revetment integrity within the existing permitted footprint. The total area impacted by the proposed repairs is a 60-footby 30-foot area on the western face of the revetment and a 15-foot by 20-foot area at the southwest end of the revetment. These repairs will restore the 2:1 slope to the rip-rap revetment within the existing footprint. Similar to 2010, all work for the current proposed work would be staged and performed from the paved parking area and would not require construction equipment to enter the beach or sandy areas.

Finally, going forward, the Applicants also propose to maintain the revetment in its approved configuration through an ongoing monitoring and maintenance plan that provides for repairs to the revetment on an as-needed basis. The maintenance and monitoring plan includes an inspection of the revetment every spring on a yearly basis by a qualified professional to assess how the revetment performed during the winter months. In light of this assessment, all areas that show displacement of rip-rap would be restored and any rip-rap that has fallen to the beach

would be retrieved and reused for the repairs. Additionally, yearly, at the end of October, the revetment and pavement adjacent to the wall would be inspected by a qualified professional to assess the readiness of the revetment for the coming winter and any areas showing pavement deterioration would be repaired and rip-rap that had been displaced would be reset. Finally, any and all repairs done pursuant to these yearly inspections would be performed from the paved parking area and per typical cross sections illustrated in the plans submitted by the Applicants.

See Exhibit 2 for proposed project plans.

D. COASTAL DEVELOPMENT PERMIT DETERMINATION

The proposed project is located along the shoreline of the Pacific Ocean. The City of Pacifica has a certified Local Coastal Program, but the proposed project is located over existing tidal areas and public trust lands within the Coastal Commission's retained permit jurisdiction. Therefore, the standard of review for this development is the Chapter 3 policies of the Coastal Act.

E. PERMIT AUTHORITY, EXTRAORDINARY METHODS OF REPAIR AND MAINTENANCE

Applicable Policies

Coastal Act Section 30610(d) generally exempts repair and/or maintenance of structures that do not result in an addition to, or enlargement or expansion of, the structure being repaired or maintained from Coastal Act permitting requirements and states:

Section 30610(d). Developments authorized without permit: Notwithstanding any other provision of this division, no coastal development permit shall be required pursuant to this chapter for the following types of development and in the following areas: (d) Repair or maintenance activities that do not result in an addition to, or enlargement or expansion of, the object of those repair or maintenance activities; provided, however, that if the commission determines that certain extraordinary methods of repair and maintenance involve a risk of substantial adverse environmental impact, it shall, by regulation, require that a permit be obtained pursuant to this chapter.

However, the Commission retains authority to review certain extraordinary methods of repair and maintenance of existing structures that involve a risk of substantial adverse environmental impact as enumerated in Section 13252 of the Commission regulations.

Section 13252 of the Commission administrative regulations (14 CCR 13000 et seq.) provides, in relevant part (emphasis added):

Section 13252. For purposes of Public Resources Code section 30610(d), the following extraordinary methods of repair and maintenance shall require a coastal development permit because they involve a risk of substantial adverse environmental impact:...

(1) Any method of repair or maintenance of a seawall revetment, bluff retaining wall, breakwater, groin, culvert, outfall, or similar shoreline work that

involves:....

- (B) The placement, whether temporary or permanent, of rip-rap, artificial berms or sand or other beach materials, or any other forms of solid materials, on a beach or in coastal waters, streams, wetlands, estuaries, and lakes or on a shoreline protective work except for agricultural dikes within closed bays or estuaries;...
- (D) The presence, whether temporary or permanent, of mechanized construction equipment or construction materials on any sand area, bluff or environmentally sensitive habitat area, or within 20 feet of coastal waters or streams.

Analysis

The proposed project is a repair and maintenance project because it would restore the revetment back to its original, previously approved configuration (under CDP 1-97-048). While the project would result in an increase in the amount of rip-rap material placed along the bluff due to the eroded sand elevation and lost rocks (out to sea), the project does not propose to expand the actual permitted footprint or configuration of the revetment.

Although certain types of repair and maintenance projects are exempt from CDP requirements under Coastal Act Section 30610, Section 13252 of the regulations requires a coastal development permit for extraordinary methods of repair and maintenance as enumerated in the regulation including repair and maintenance of a seawall revetment. Here, the proposed project involves placement of rip-rap and construction materials on a sandy beach. Therefore, the proposed repair and maintenance project requires a coastal development permit under CCR Section 13252.

F. GEOLOGIC AND FLOOD HAZARDS

Applicable Policies

Coastal Act Section 30253 states in part that new development minimize risks to life and property in areas of high geologic or flood risk and that the development assure stability and structural integrity:

Section 30253. New development shall do all of the following:

- (a) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.
- (b) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

Coastal Act Section 30235 only permits rip-rap when required to protect existing structures and designed to eliminate or mitigate impacts to shoreline sand supply as follows:

Section 30235 Rip-rap, 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.

Analysis

The proposed repairs are necessary to maintain the existing rip-rap revetment in its previously approved state (CDP 1-97-048). The pre-Coastal Act revetment was built and repaired in 1997 consistent with CDP 1-97-048 and was necessary to protect existing structures including the parking lot, restaurant, motel, and associated public access amenities. The proposed project is designed to seek after-the-fact approval of repairs performed in 2010 and to maintain the existing permitted revetment. It is not designed to enlarge, expand, realign, restructure, or otherwise change the revetment that exists, nor its relationship to the inland development that it continues to protect. In that sense, the proposed project doesn't raise issues regarding the application of Section 30235 to armoring projects because it is not considered a "new" (or different) shoreline armoring project; it is was originally constructed prior to the Coastal Act and it protects permitted structures located immediately inland of it from erosion. In addition, the proposed repair and maintenance will not adversely impact sand supply as the repairs will maintain the current revetment footprint. Finally, the proposed project will increase the stability of the revetment by returning it to is approved state.

This particular site has been subject to severe erosion due to wave action in the past and the Applicants understand that the land upon which the existing facilities sit could be lost during a severe storm event as a result of increased flooding and erosion. Even after fortifying the revetment with the proposed amount of rip-rap, the revetment will be subject to high wave action that will slowly threaten the revetment's protective structural integrity. As noted and discussed in the project background, the Applicants have continually needed to repair this revetment over the years after storm events or particularly high wave action episodes. The need to make such repairs will only increase as sea levels rise and storm events become more severe due to global climate change.

Therefore, the Commission includes **Special Condition 4**, which requires the Applicants to assume the risks of extraordinary erosion and flooding hazards of the property, waive any claim of liability on the part of the Commission for any damage due to these natural hazards, and agree to indemnify and hold harmless the Commission relative to its approval of the project.

Future maintenance events are allowed consistent with all other requirements of this approval for a ten-year period, and this ten-year period can be extended as long as there are not changed circumstances that may affect the consistency of the development with the policies of Chapter 3 of the Coastal Act and thus warrant a re-review of the permit (see **Special Condition 5**).

Coastal Act Section 30253 requires new development to assure long-term stability and structural integrity, minimize future risk, and avoid additional, more substantial protective measures in the future. For the proposed project, the main Section 30253 concern is assuring long-term stability. This is particularly critical given the dynamic shoreline environment within which the proposed project is located. Also critical to the task of ensuring long-term stability, as required by Section

30253, is a formal long-term monitoring and maintenance program. If the revetment were damaged in the future (e.g. as a result of intense storms or wave action) it could lead to serious degradation, including a degraded public access/public beach condition. Such damages could adversely affect nearby beaches by resulting in debris on the beaches and/or creating a hazard to the public using the beach. Therefore, in order to find the proposed project consistent with Coastal Act Section 30253, the proposed project must be maintained in its approved state (see again **Special Condition 5**).

Further, in order to ensure that the Applicants and the Commission know when repairs or maintenance are required, the Applicants must regularly monitor the condition of the subject revetment. Such monitoring will ensure that the Applicants and the Commission are aware of any damage to or weathering of the revetment and can determine whether repairs or other actions are necessary to maintain the seawall structure in its approved state before such repairs or actions are undertaken (see Special Condition 3). As such, to ensure that the proposed project is properly maintained to guarantee its structural stability, **Special Condition 3** requires a monitoring and reporting program. Such a program shall provide for evaluation of the condition and performance of the proposed project and overall bluff stability, and shall provide for necessary maintenance, repair, changes or modifications. Special Condition 5 allows the Applicants to maintain the project in its approved state, subject to the terms and conditions identified by the special conditions, for the ten-year authorization period. Any future monitoring and maintenance activities must be understood in relation to clear as-built plans. Therefore, **Special Condition 2** of this approval requires the submittal of as-built plans within 6 months of completion of the proposed maintenance project to define the footprint and profile of the development approved by this permit application.

In terms of recognizing and assuming the hazard risks for shoreline development, the Commission's experience in evaluating proposed development in areas subject to hazards has been that development has continued to occur despite periodic episodes of heavy storm damage and other such occurrences. Development in such dynamic environments is susceptible to damage due to such long-term and episodic processes. Past occurrences statewide have resulted in public costs (through low interest loans, grants, subsidies, direct assistance, etc.) in the millions of dollars. As a means of allowing continued development in areas subject to these hazards while avoiding placing the economic burden for damages onto the people of the State of California, applicants for coastal development permit approvals by the Commission are regularly required to acknowledge site hazards and agree to waive any claims of liability on the part of the Commission for allowing the development to proceed. In addition, the construction of shoreline protection structures involving the use of heavy construction equipment and the placement of large boulders is inherently hazardous. Accordingly, this approval is conditioned for the Applicants to assume all risks for developing at this location (see **Special Condition 4**).

Therefore, the Commission finds that the project as conditioned, would protect existing structures in danger from erosion, minimizes risks to life and property, assures stability and structural integrity of the revetment and seawall, will neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area and is therefore consistent with Section 30253 and 30235 of the Coastal Act.

F. PUBLIC ACCESS AND RECREATION

Applicable Policies

Coastal Act Section 30604(c) requires that every coastal development permit issued for any development between the nearest public road and the sea "shall include a specific finding that the development is in conformity with the public access and public recreation policies of [Coastal Act] Chapter 3." The proposed project is located seaward of the first through public road. Coastal Act Sections 30210 and 30211 specifically protect public access and recreation. Section 30210 requires that maximum public access and recreational opportunities be provided when consistent with public safety, private property rights and natural resource protection. Section 30211 requires that development not interfere with the public's right of access to the sea where access was acquired through use or legislation. In particular:

30210. 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.

30211. Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

These policies protect the beach and shoreline (and access to and along it) and offshore waters for public access and recreation purposes.

Analysis

The proposed project would protect an existing parking lot which provides public parking opportunity for those wishing to access both the public sandy beach located seaward of the revetment and the California Coastal Trail that connects to the public roadway adjacent to the parking lot. In addition, the repair activities proposed for the revetment would prevent large riprap rocks from further encroaching onto the sandy beach by assuring the replacement of said rocks and continued maintenance of the repaired rip-rap revetment within the existing footprint. Therefore, the proposed repair activities would allow for and continue to maintain public access amenities located both on and immediately adjacent to the subject property.

Potential public access impacts from the proposed project include temporary construction activities, including ongoing repair and maintenance activities, and future migration of rocks seaward of the slope. **Special Condition 3** provides for monitoring and reporting of the condition of the revetment, including a description of any migration or movement of rock that has occurred on the site and recommendations for repair and maintenance to the revetment. This monitoring condition ensures that the beach area fronting the revetment will remain free from debris, any rock dislodged from the revetment will be retrieved, and that lateral access along the beach will not be impeded by same.

Additionally, **Special Condition 5** limits the approved future maintenance to the existing revetment to a ten-year term and requires an annual reassessment of the condition of the

revetment and surrounding areas for impacts to public access and availability of sandy beach. This condition also requires that the revetment be maintained in its approved condition, including with respect to the footprint of the revetment that is covering public beach and to restore the revetment to its approved condition if pieces of rip-rap have fallen to the beach and are blocking any parts of the public beach areas.

In conclusion, because the Commission's approval includes monitoring the state of the revetment with respect to its impact to public beach areas and a ten-year maintenance authorization limit (see **Special Conditions 3 and 5**), as conditioned, the project is consistent with the public access and recreation policies of the Coastal Act sited above.

G. MARINE RESOURCES

Applicable Policies

The Coastal Act protects the marine resources and habitat offshore of this site. Coastal Act Sections 30230 and 30231 provide:

Section 30230. Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

Section 30231. The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

Section 30230 requires that marine resources be maintained and special protections be afforded to areas of special biological or economic significance. Section 30231 of the Coastal Act requires that any adverse effects of runoff be minimized to protect the biological productivity and quality of coastal waters, streams, wetlands, estuaries, and lakes.

Analysis

The Coastal Act includes strong protections for marine resources and water quality. As indicated above, the project site is unstable, and effected by erosion and ocean forces in such a way as to require regular site management and maintenance. As the site is subjected to erosion, its overall stability is weakened, increasing the potential for both parking lot and revetment infrastructure to be damaged and to fall seaward onto the sandy beach and into ocean waters. As also indicated above, the Commission finds that the proposed repair of the existing revetment is necessary to

avoid this situation which would result in impacts to water quality and marine resources inconsistent with the requirements of sections 30231 and 30231.

Construction of the revetment repair would occur from the existing paved parking lot, avoiding the need for equipment in the water and on the sandy beach, and minimizing impacts on marine resources and water quality. Further, the monitoring and maintenance conditions required as a part of this coastal development permit (see **Special Conditions 3 and 5**) would assure that when and if rip-rap falls from the revetment in the future to the beach, it would be retrieved and replaced within the existing revetment footprint. This will assure that materials from the rock revetment, as well as parts of the developed parking lot area, will not be compromised and washed into ocean waters. As conditioned, the project is consistent with Coastal Act Sections 30230 and 30231 regarding protection of marine resources and water quality.

H. OTHER AGENCY APPROVALS

California State Lands Commission

The Applicants own the upland site and lease the sovereign lands seaward of it from the State Lands Commission (SLC) up to the seaward edge of the parking lot where the retaining wall is located. The portion of the revetment that is seaward of the mean high tide line is located on state tidelands. As such, the SLC must authorize the proposed revetment project. The revetment area is leased by the SLC to the Applicants for the use and maintenance of the rip-rap and retaining wall but the Applicants have never fully completed an application to the SLC. The Applicants currently have a pending application to lease the state tidelands before the SLC that was submitted December 14, 2012. Therefore, this permit is conditioned to require written evidence either of SLC approval of the project or evidence that such approval is not required (see **Special Condition 6**).

Army Corps of Engineers

Portions of the project are located within the jurisdiction of the U. S. Army Corps of Engineers (ACOE). The Applicants have a pending application before the ACOE that was submitted February 6, 2013. Accordingly, this permit approval is conditioned to ensure that the project (as conditioned and approved by this CDP) has received all necessary authorizations (or evidence that none are necessary) from the ACOE (see **Special Condition 7**).

I. VIOLATION

Development, including, but not limited to, revetment repair has taken place without benefit of a coastal development permit. Although development has taken place prior to submission of this permit application, consideration of the application by the Commission has been based solely upon the Chapter 3 policies of the Coastal Act. Commission review and action on this permit does not constitute a waiver of any legal action with regard to the alleged violations, nor does it constitute an implication of the legality of any development undertaken on the subject site without a coastal permit, or that all aspects of the violation have been fully resolved. See **Special Condition 10.**

J. CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

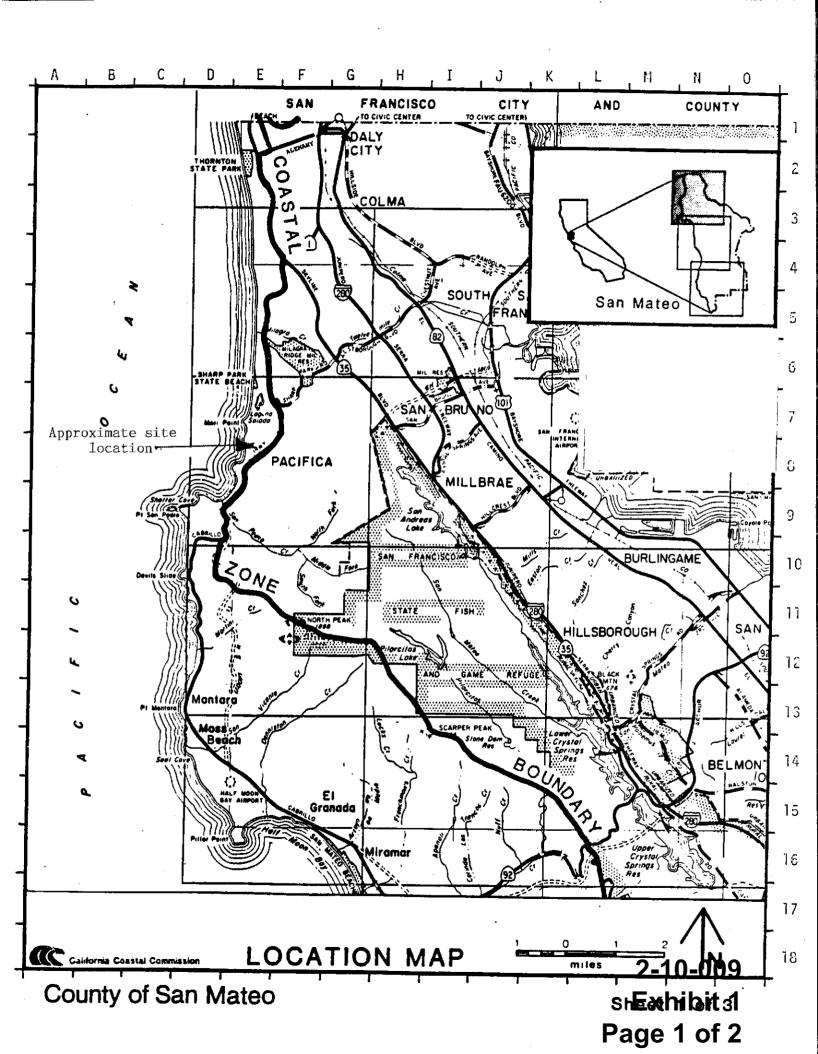
Section 13096 of the California Code of Regulations requires that a specific finding be made in conjunction with coastal development permit applications showing the application to be

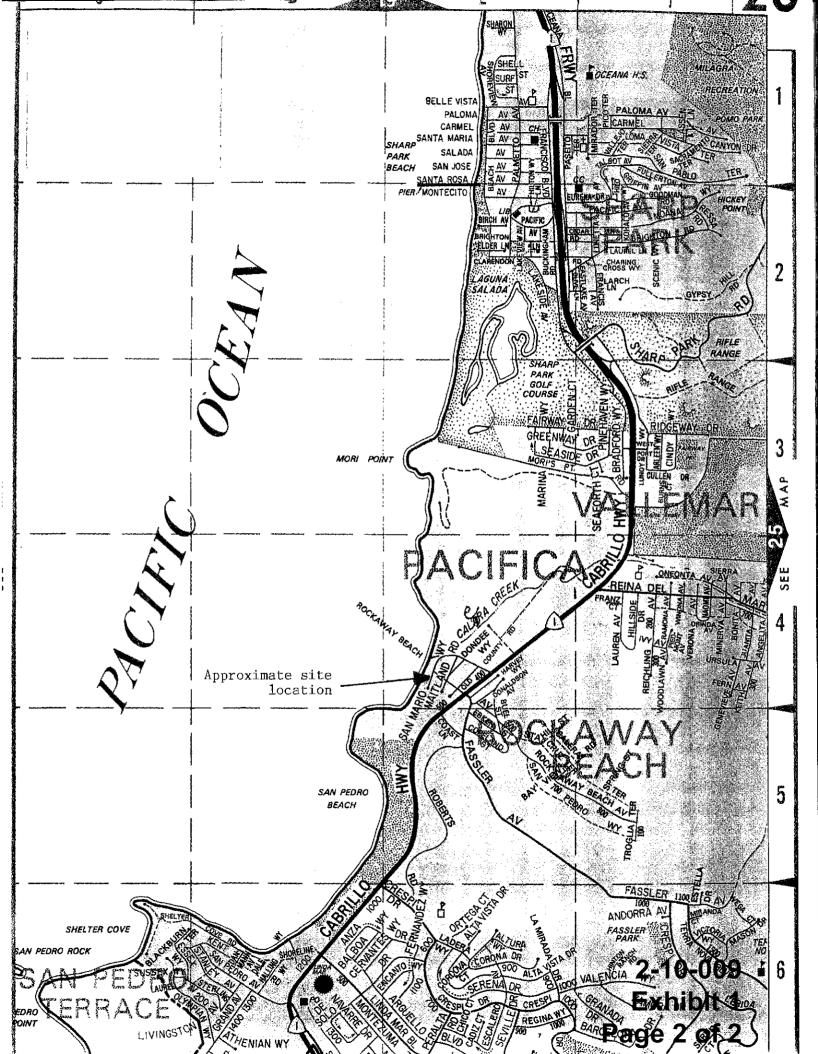
consistent with any applicable requirements of CEQA. Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the activity may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

The City of Pacifica, acting as lead agency, found that the project was categorically exempt from CEQA requirements. The Coastal Commission's review and analysis of land use proposals has been certified by the Secretary of Resources as being the functional equivalent of environmental review under CEQA. The preceding coastal development permit findings discuss the relevant coastal resource issues with the proposal, and the permit conditions identify appropriate modifications to avoid and/or lessen any potential for adverse impacts to said resources. All public comments received to date have been addressed in the findings above, which are incorporated herein in their entirety by reference. The Commission finds that as modified and conditioned by this permit, there are no additional feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse environmental effects that approval of the proposed project, as modified, would have on the environment within the meaning of CEQA. As so modified, the proposed project will not result in any significant environmental effects for which feasible mitigation measures have not been employed consistent with CEQA Section 21080.5(d)(2)(A).

APPENDIX A – SUBSTANTIVE FILE DOCUMENTS

- 1. CDP 1-97-048, Coastal Commission Staff Report for Seawall/Revetment Repair, September 24, 1997.
- 2. Project Description, Gust Revetment Repair, JC Engineering, February 6, 2013.





SEA WALL REPAIR PLAN

NICK'S RESTAURANT & SEA BREEZE MOTE

25 ROCKAWAY BEACH AVE. No 400

J C ENGINEERING

PACIFICA, CA. 94044

PROJECT INFORMATION	ORMATION	DESCRIPTION OF WORK	VICIN
WNER			
OWNER:	GUST TRUST	DESCRIBE HISTORIC STAGES OF REVETMENT CONSTRUCTION	
OWNER'S ADDRESS:	104 ROCKAWAY BEACH AVE. PACIFICA, CA. 94044	 PROVIDE SUPPLEMENTARY INFORMATION TO DESCRIBE THE REPAIRS DONE AND COMPLETED IN 2010. 	N nes
RIP RAP REVETMENT LOCATED IN FRONT OF APN 022-023-130 AND (100 ROCKAWAY BEACH BLVD. PACIFICA, CA.	RIP RAP REVETMENT LOCATED IN FRONT OF APN 022-023-130 AND 140 (100 ROCKAWAY BEACH BLVD. PACIFICA, CA.	 PRESENT THE CURRENT PROBLEMS AFFECTING THE REVETMENT WITH THE ASSOCIATED PROPOSED REPAIR PLAN 	NICK'S.

MAINTANANCE AND MONITORING

AFTER REPAIRS ARE COMPLETED FOR CURRENT PROPOSAL THE FOLLOWING MAINTANANCE AND MONITORING WORK SHALL BE PERFORMED

VISITOR COMMERCIAL

A-2/ R-1/ S2

OCCUPANCY GROUP:

SONNING:

VA/ I-B

BUILDING TYPE:

LOT AREA:

72,894.50 SQ.FT

INDEX OF DRAWING

A-0 PROJECT INFORMATION

SITE ADJACENT TO RIP RAP REVETMENT

OWNER

- AT THE BEGINING OF SPRING, REVETMENT SHALL BE INSPECTED ON A YEARLY BASIS BY A QUALIFIED PROFESIONAL TO ASSESS THE PERFORMANCE OF THE WALL DURING THE WINTER. ALL AREAS THAT SHOW DISPLACEMENT OF RIP RAP SHALL BE RESTORED AND ALL RIP RAP DISPERSED ONTO THE BEACH SHALL BE RETREIVED AND REUSED FOR THE REPAIRS.

-AT THE END OF OCTOBER, REVETMENT AND PAVEMENT ADJACENT TO WALL SHALL BE INSPECTED BY A QUALIFIED PROFESSIONAL TO ASSESS THE READINESS OF THE REVETMENT FOR THE UPCOMING WINTER. AREAS THAT SHOW PAVEMENT DETERIORATION SHALL BE REPAIRED AND RIP RAP THAT HAS BEEN DISPLACED SHALL BE

REFERENCE REPAIR PLAN 2010

A-3 REVETMENT REPAIR PLAN

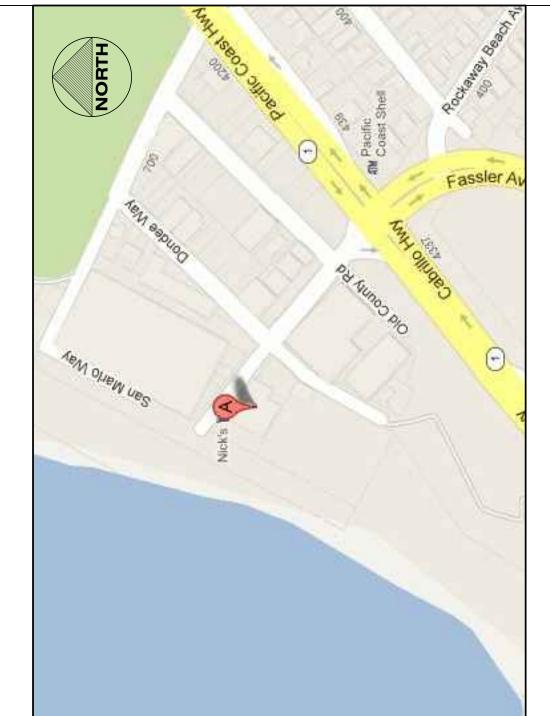
A-2 HISTORICAL DATA

A-1 HISTORICAL DATA

SECTION REPAIR PLAN 2012

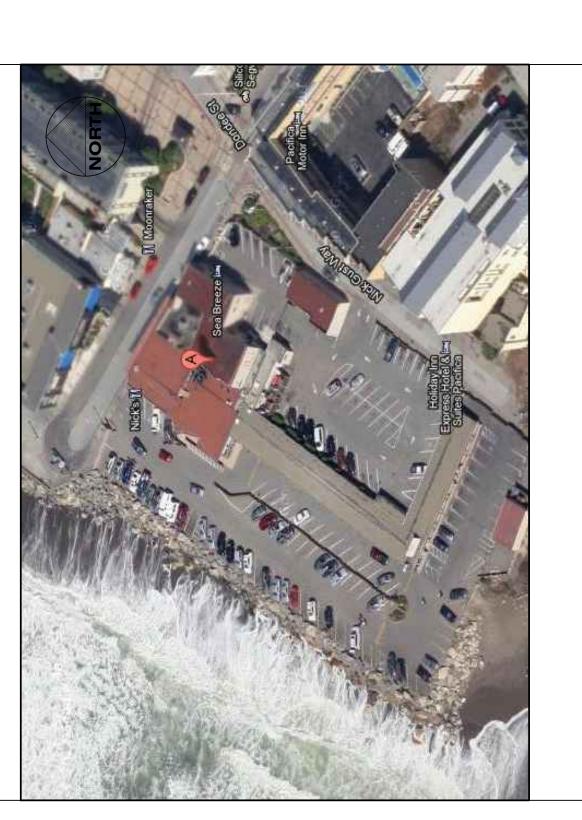
PHOTOGRAPHY DETAILS

- REVETMENT AND PAVEMENT REPAIRS SHALL BE DONE PER TYPICAL CROSS SECTION FOR PAVEMENT REPAIR AND SECTION "B" INCLUDED ON THIS SET OF PLANS



VIEW ERIAL

4



Sheet:

100-104 ROCKAWAY BEACH AVE **NICK'S RESTAURANT & SEA BREEZE MOTEL** SEA WALL REPAIR PLAN

APN: 022 - 023 - 130

APN: 022 - 023 - 140

PACIFICA, CA 94044

PERMIT SET					20	-	sheet no.	<
02/06/13				Drawn by:	Checked by:		project no	70000

2-10-009 Exhibit 2 Page 1 of 7

2010 EDITION California Building Code(CBC), California El Code(CEC), California Mechanical Code(CMC), California

Plumbing Code(CPC), 2010 California Energy Efficiency Standars, ALONG WITH ALL LOCAL AND STATE REGULATIONS APPLICABLE TO THIS PROJECT.

ALL PROPOSED WORK WILL BE PERFORMED UNDER

APPLICABLE CODES:



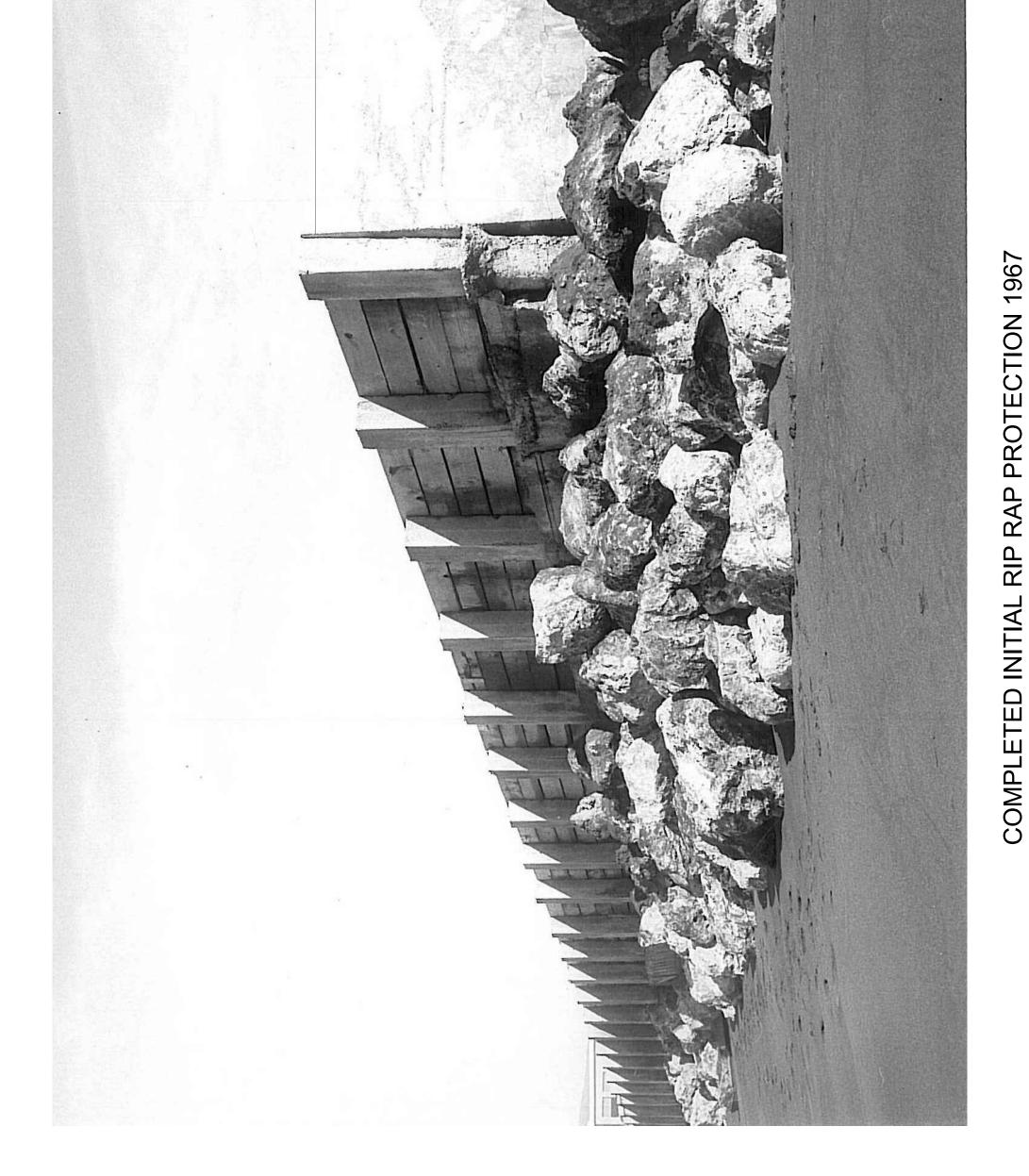
2-10-009

Exhibit 2

Page 2 of 7



ORIGINAL WALL 1953



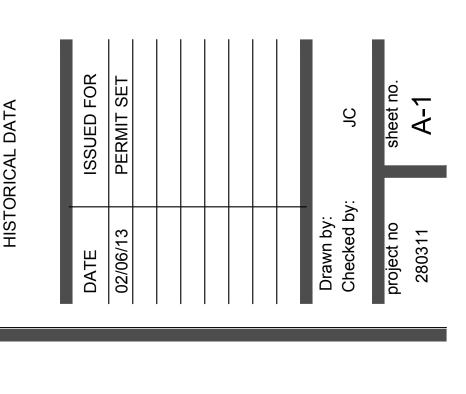
BEGINNING TO ERODE IN 1965

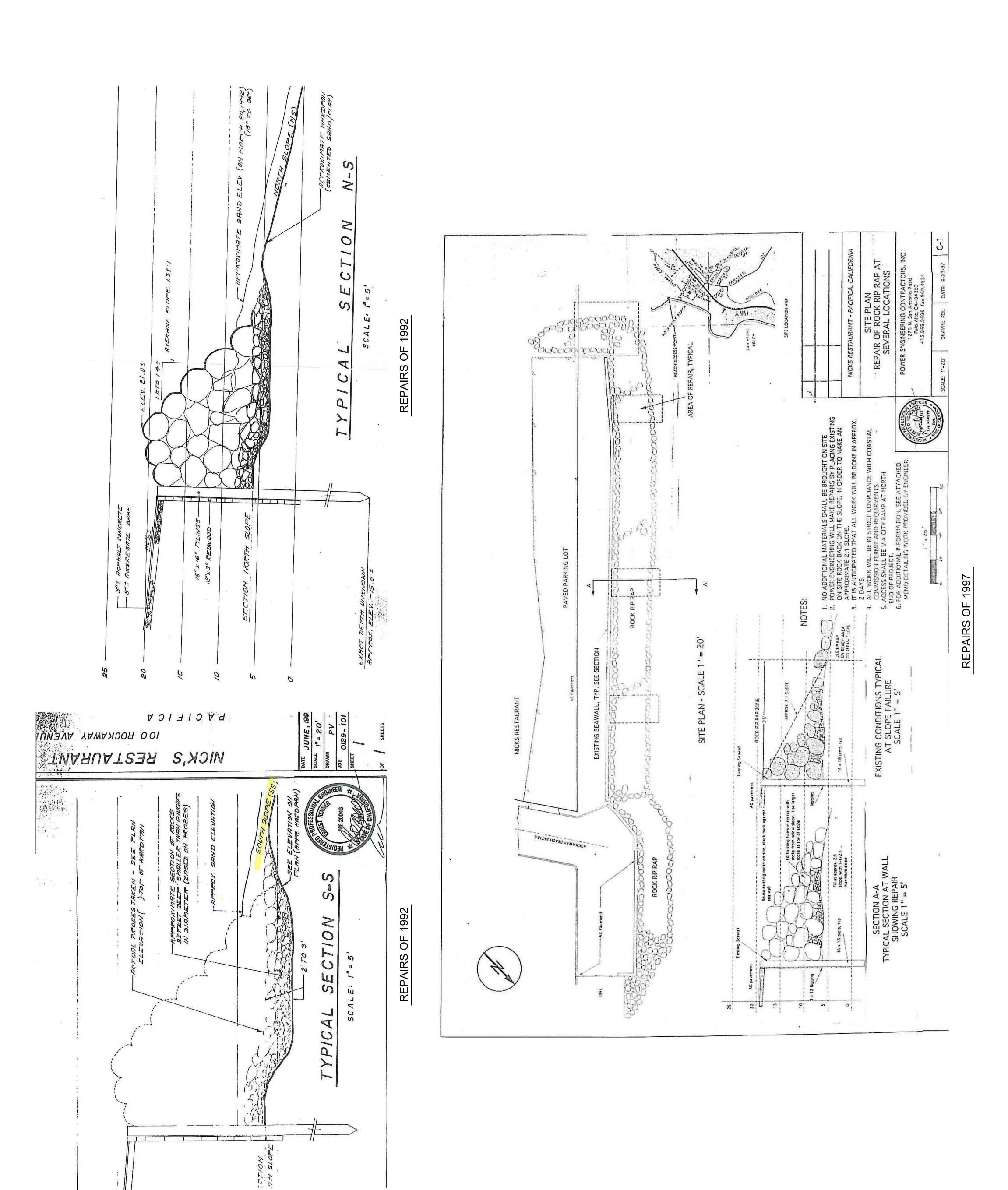


225 ROCKAWAY BEACH AVE. No 400 PACIFICA, CA 94044 (650) 355 0615 FAX (650) 355 8965

J C ENGINEERING

APN: 022 - 023 - 130 APN: 022 - 023 - 140 PACIFICA, CA 94044 100-104 ROCKAWAY BEACH AVE NICK'S RESTAURANT & SEA BREEZE MOTEL SEA WALL REPAIR PLAN





APN: 022 - 023 - 130

APN: 022 - 023 - 140

PACIFICA, CA 94044

100-104 ROCKAWAY BEACH AVE

NICK'S RESTAURANT & SEA BREEZE MOTEL

SEA WALL REPAIR PLAN

ISSUED FOR PERMIT SET

DATE

Drawn by: Checked by:

project no 280311

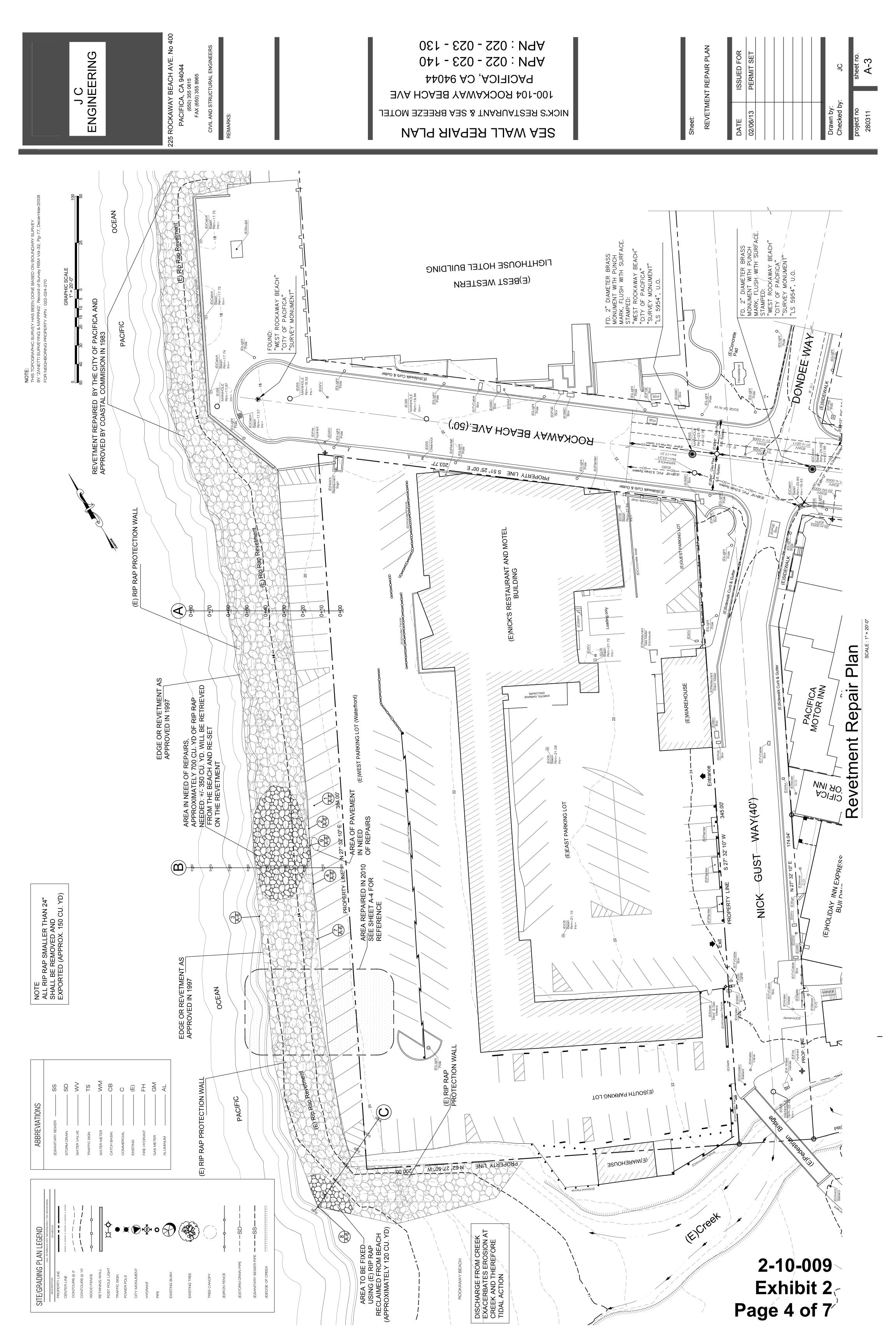
HISTORICAL DATA

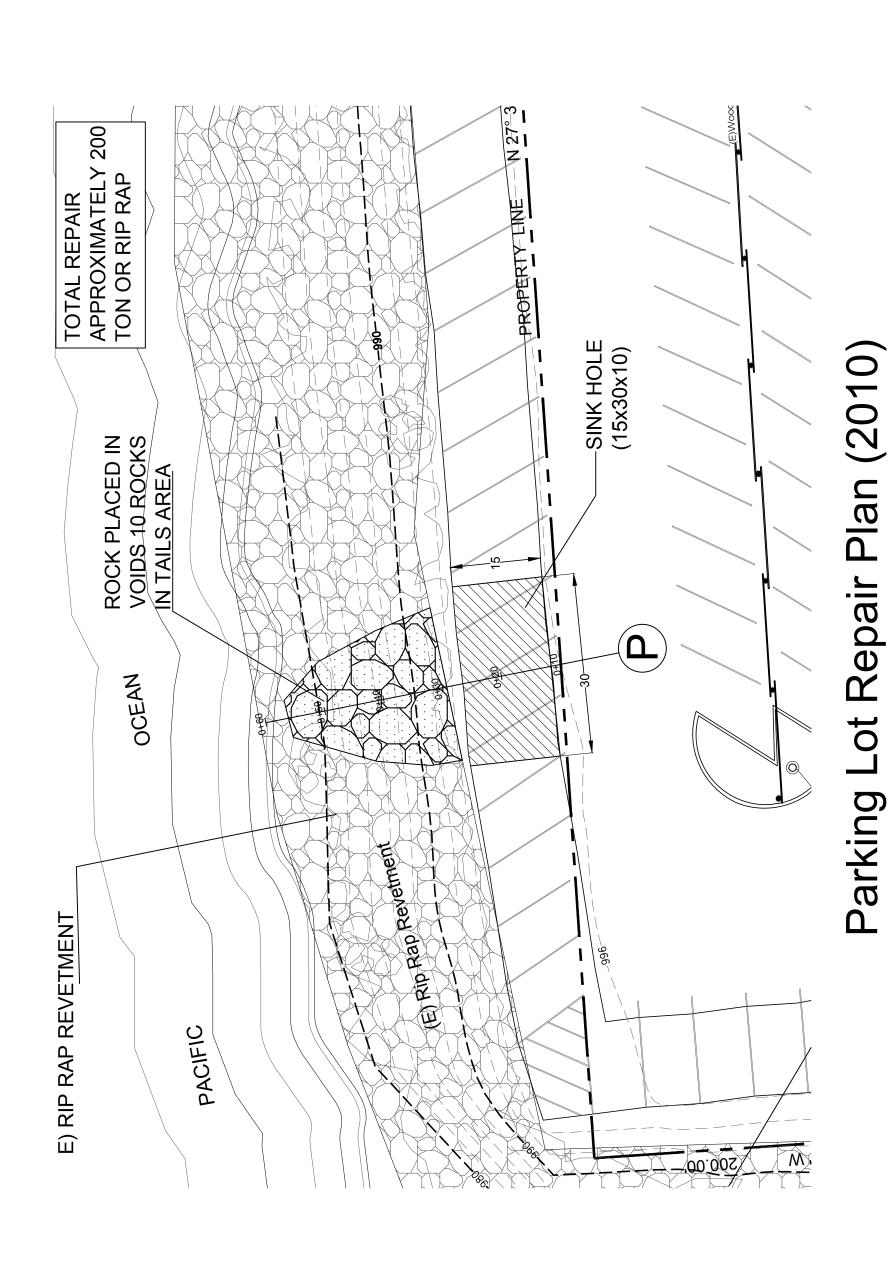
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225 ROCKAWAY BEACH AVE. No 400 PACIFICA, CA 94044 (650) 355 0615 FAX (650) 355 8965

J C ENGINEERING CIVIL AND STRUCTURAL ENGINEERS

REMARKS:





225 ROCKAWAY BEACH AVE. No 400 PACIFICA, CA 94044 (650) 355 0615 FAX (650) 355 8965

REMARKS:

0 /

-Pilings

Aprox. 20 rocks 4 to 6 Ton. rip rap

980

Class II AB

8" PCC

066

6" AC

0+30

0+20

0+10

0+00

Lot Repair

Parking

Section (P)

Cross

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3

+1

Aprox. 10 Rocks to Repair Wash Out

12"x3" Redwood

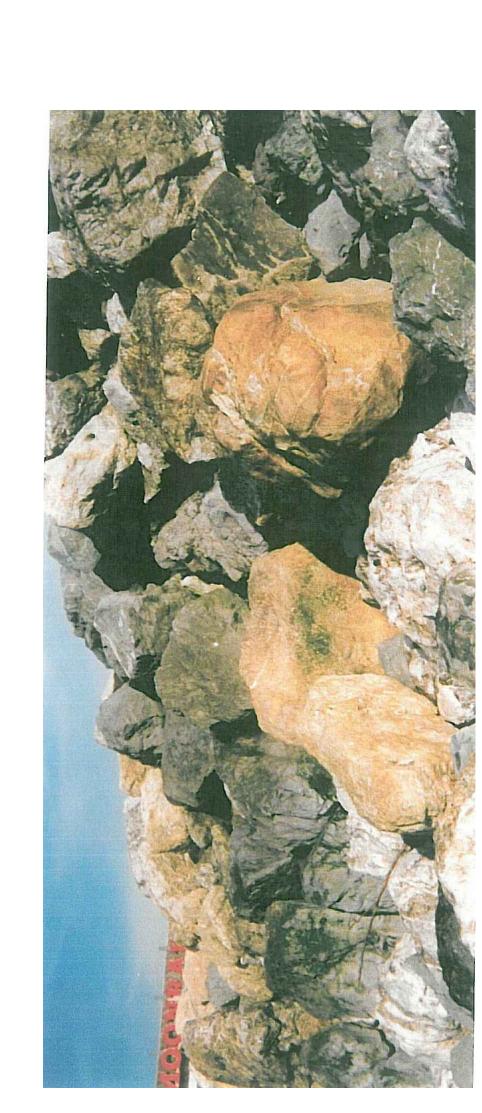
15'-0"

Parking Lot

1000

20'

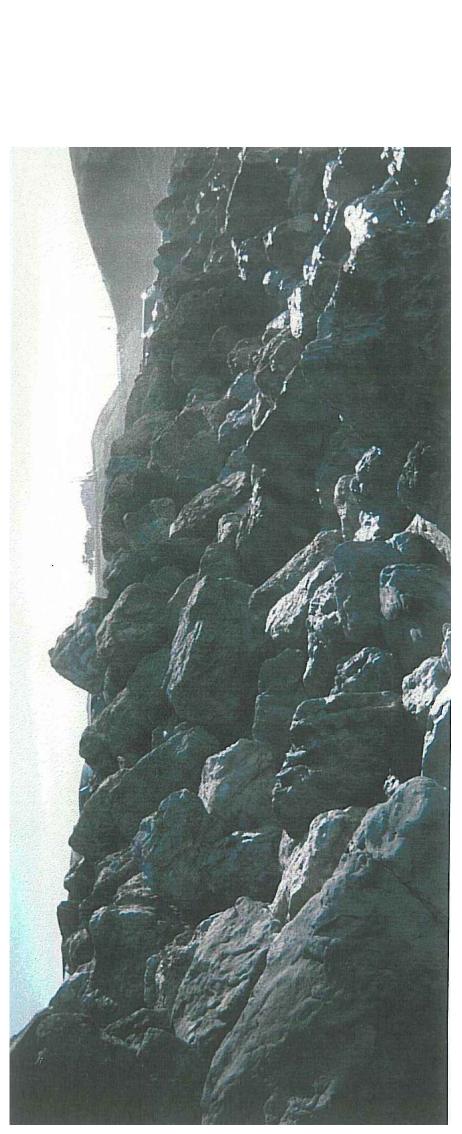
Washed out Area



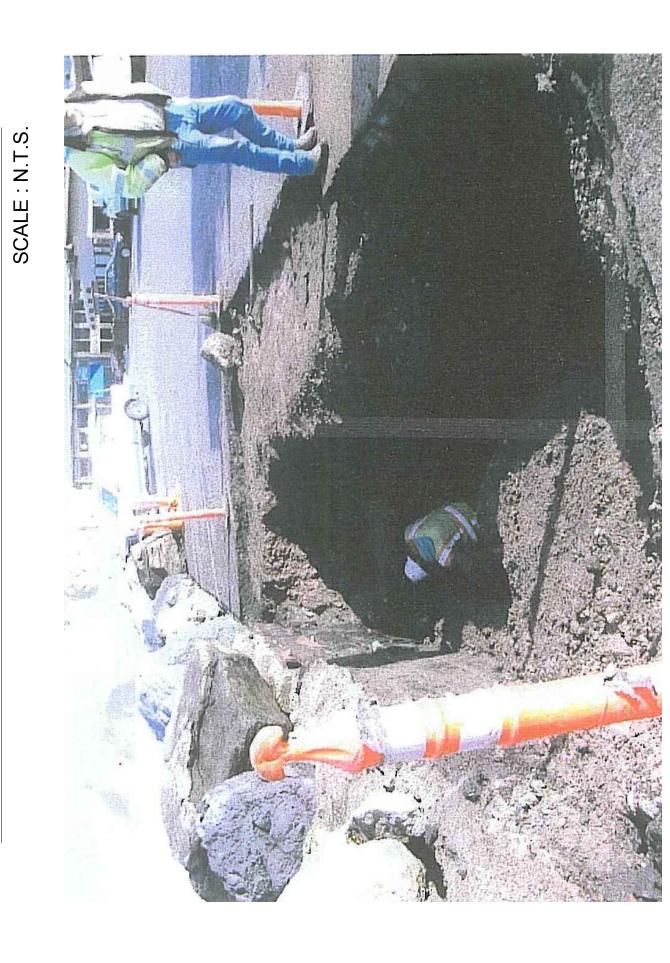


E: 1" = 16'-0"

SCALE







APN: 022 - 023 - 130

APN: 022 - 023 - 140

PACIFICA, CA 94044

100-104 ROCKAWAY BEACH AVE

NICK'S RESTAURANT & SEA BREEZE MOTEL

SEA WALL REPAIR PLAN

deep) Feet out **bnp** (10-15)Sink hole being cleaning out Hole. of Part worker

voids

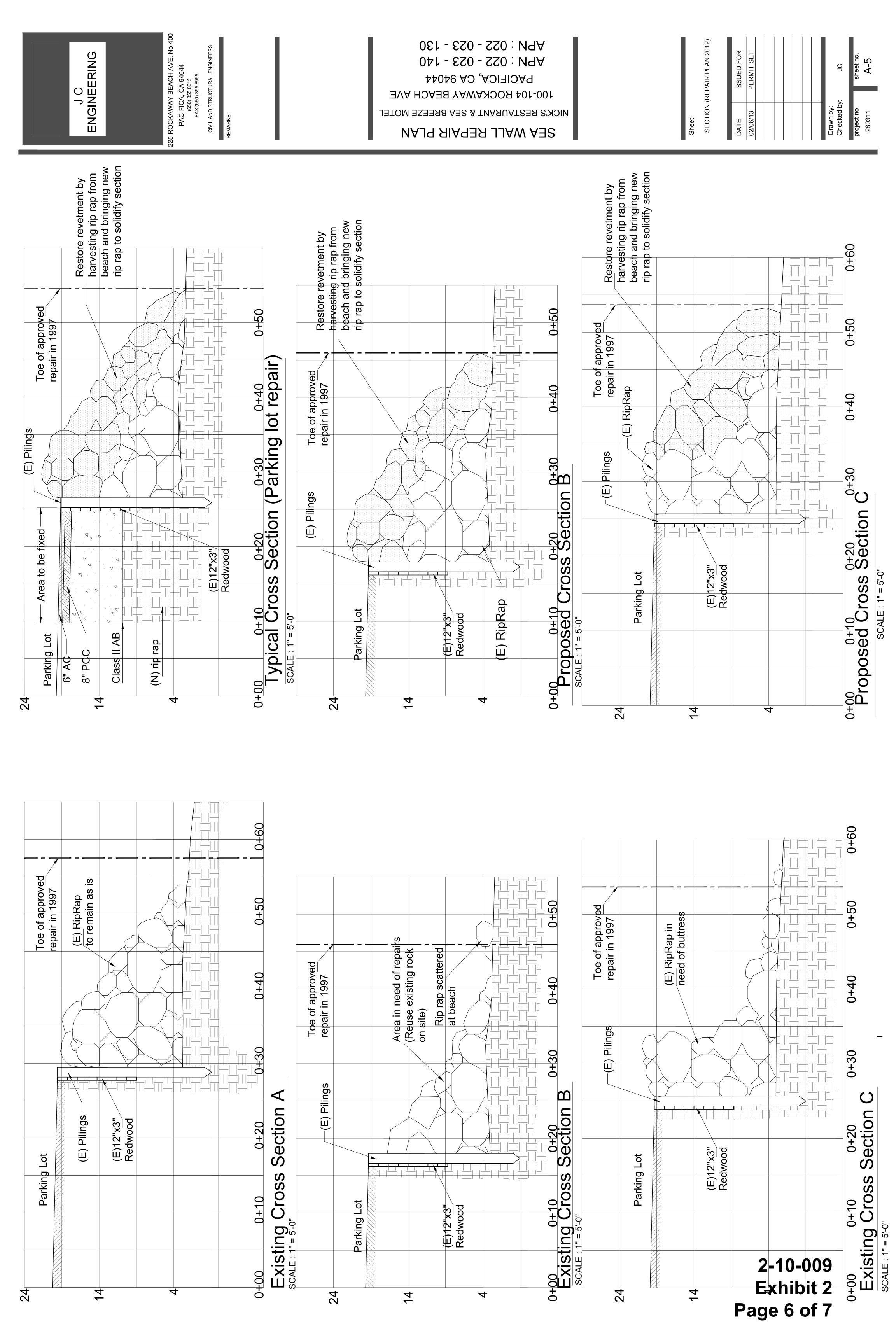
Rip rap installed to fill



REPAIR PLAN 2010

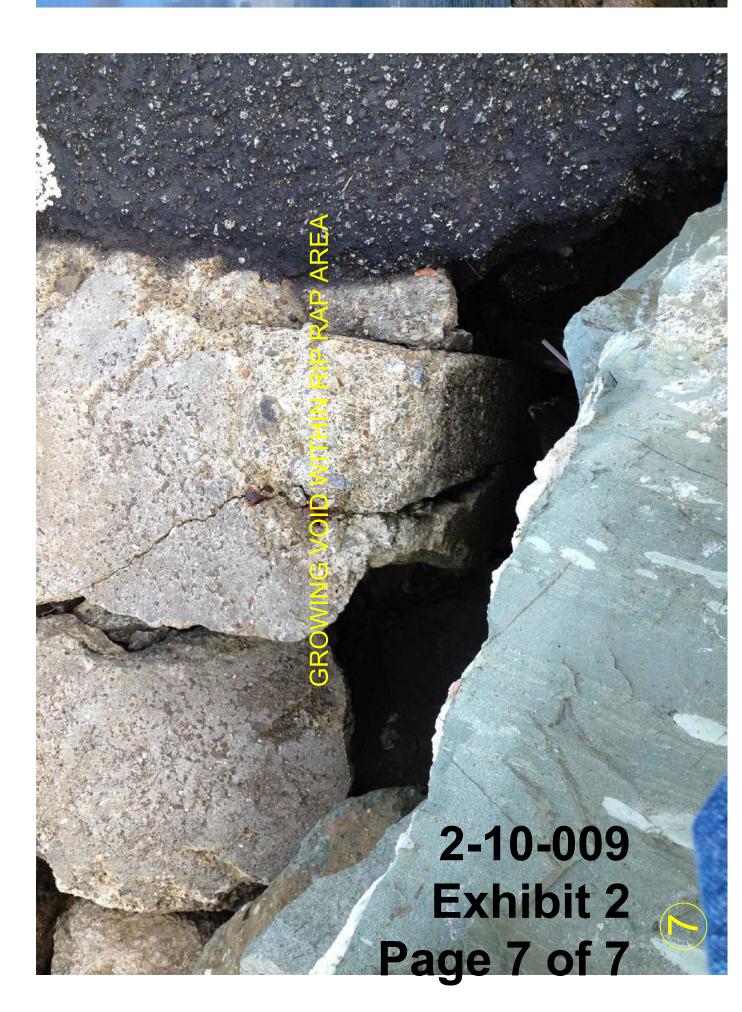
done from the parking lot to dig out slump **Ned** hole and replace rock. All work was Loader and Backhoe

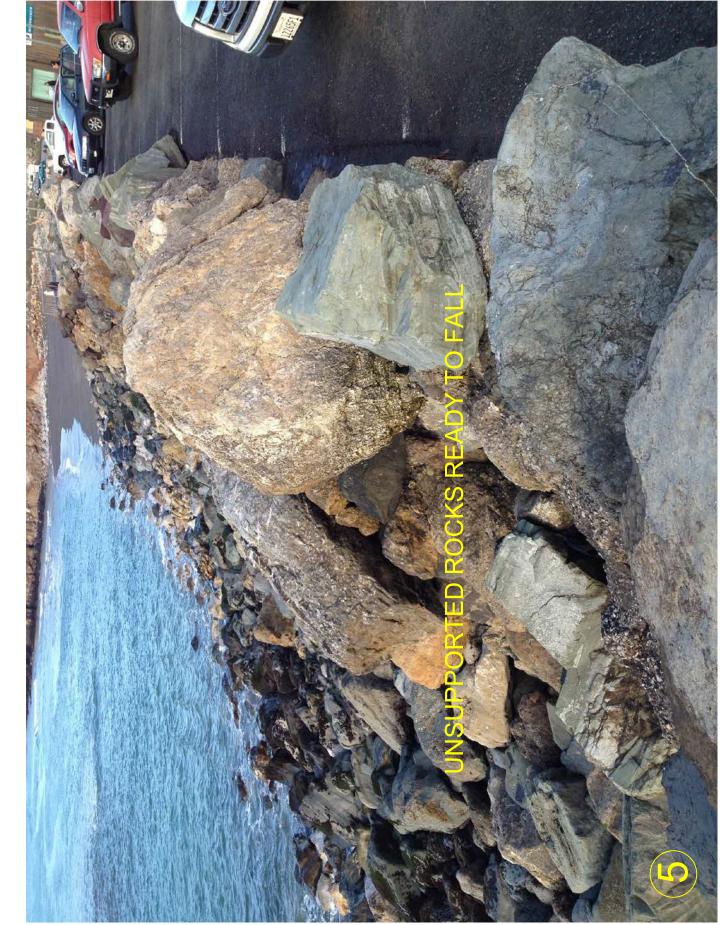
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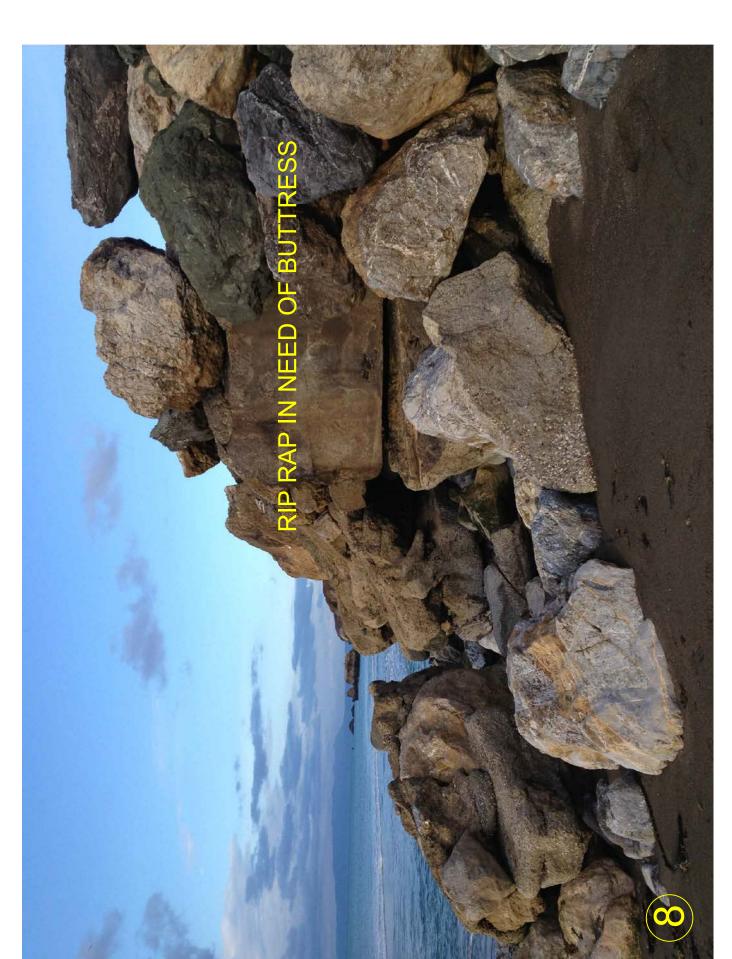


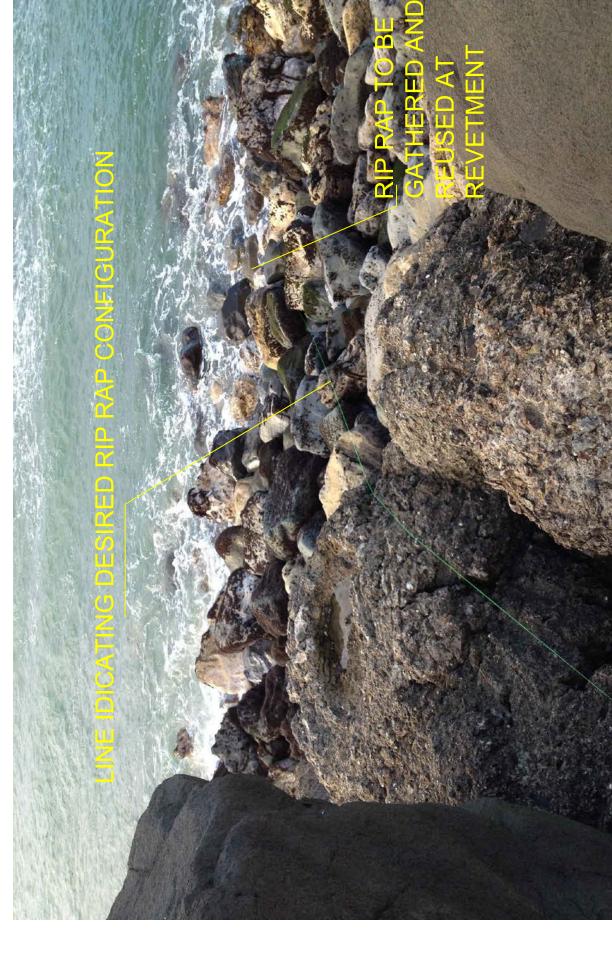


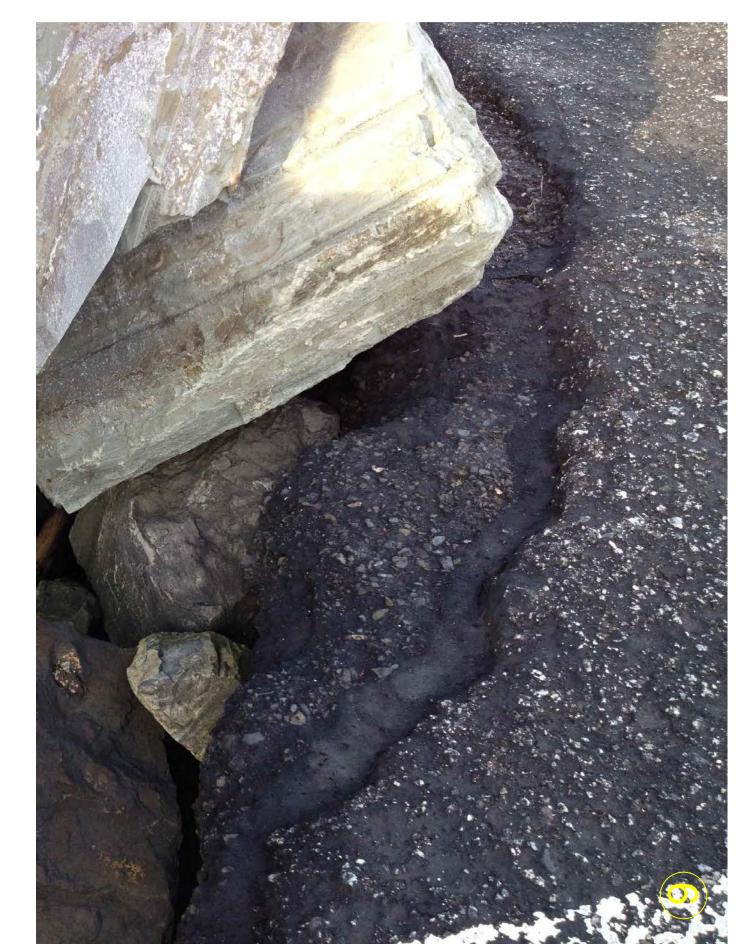


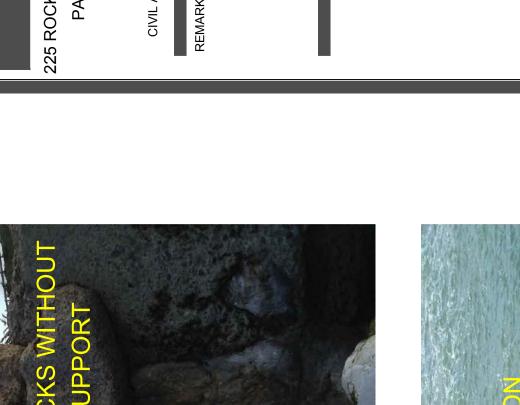












J C ENGINEERING

APN: 022 - 023 - 140 PACIFICA, CA 94044 100-104 ROCKAWAY BEACH AVE NICK'S RESTAURANT & SEA BREEZE MOTEL SEA WALL REPAIR PLAN

APN: 022 - 023 - 130