



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: Community Services
Department No.: 052
For Agenda Of: May 17, 2016
Placement: Administrative
Estimated Tme: N/A
Continued Item: No
If Yes, date from: N/A
Vote Required: Majority

TO: Board of Supervisors
FROM: Department George Chapjian, Community Services Director (805)568-2467
Director:
Contact Info: Jill Van Wie, Program & Project Business Leader (805) 568-2470
SUBJECT: Amendment to California Coastal Commission Coastal Development Permit;
Goleta Beach Project
Second Supervisorial District

County Counsel Concurrence

As to form: Yes

Other Concurrence: Risk Management

As to form: N/A

Auditor-Controller Concurrence

As to form: N/A

Other Concurrence: N/A

As to form: N/A

Recommended Actions:

That the Board of Supervisors:

- a) Direct the Director of the Community Services Department or designee to submit to the California Coastal Commission (CCC) an Amendment to Coastal Development Permit (CDP) No. 4-14-0687 for the Goleta Beach Project to retain emergency repairs to the lawn area pursuant to CCC Emergency Coastal Development Permit (ECDP) No. G-4-16-0027 (Attachment A);
- b) Authorize the Director of the Community Services Department or designee to execute and submit the CDP Amendment acknowledgement in a form substantially similar to the attached CDP acknowledgement (Attachment B) and upon review and concurrence of County Counsel, Auditor-Controller, and Risk Manager or their designee if the CDP Amendment is approved by the CCC thereby accepting the terms and conditions of the CDP Amendment; and
- c) Determine that the approval and authorization of the CDP Amendment are statutorily exempt from the California Environmental Quality Act pursuant to California Public Resources Code section 21080.5 and the Guidelines for the Implementation of CEQA, 14 CCR Section 15002(l) and 15251(c) (certified regulatory plan in-lieu-of EIR), and direct staff to post the attached Notice of Exemption (Attachment C) on that basis.

Summary Text:

During the 2015/2016 El Niño storm season, in March 2016 Goleta Beach Park was impacted by significant strong wave erosion and high tides that resulted in severe erosion and sinkholes and removed approximately 10,000 square feet of lawn area which limited park use and endangered park visitors, park infrastructure and facilities. On March 9, 2016, the CCC approved emergency work under CDP G-4-16-0027 that included backfilling of the sinkholes with imported earth and cobbles; however, use of the permitted configuration was ineffective and damage accelerated. In response, County staff worked with contractors and engineers, on a variation of the emergency measures, which included installation of filter fabric earth-filled cells supported by a beach cobble base cell along 436 feet of the affected shoreline; in addition County staff secured a site observation by CCC staff. This variation improved protection of the eroding lawn and prevented sediment from eroding into the surf zone along the shoreline fronting the park. Emergency permits issued by the CCC require either removal of temporary measures or applying for a permit to keep the repairs in place. County staff is complying with the emergency permit by formally bidding the removal of the emergency and temporary work and refilling of the restored lawn area to its current condition. However, staff would also like to pursue an amendment to CDP No. 4-14-0687 to retain the emergency repair as is. Upon approval of the recommendations, staff will submit an application for approval of the as-built emergency repairs through an amendment to the CCC CDP (No. 4-14-0687), specifically the Adaptive Management Plan (AMP), for the Goleta Beach Project.

Background:

Goleta Beach Park is a 29-acre park that accommodates over 1.5 million visitors annually. The parks recreation amenities include a 1,500-foot long fishing and pedestrian pier, safe swimming and surf fishing, boat launch and storage, a segment of the California Coastal Trail, picnic/BBQ facilities with lawn and shade trees, visitor-serving food service, nature observation, marine research and education, and full access for persons with disabilities (sand accessibility, parking, picnic and play areas). Furthermore, its location which is less than a mile from Old Town Goleta and Isla Vista, two dense urban areas with a high proportion of low-income residents who use the Park regularly, implements the Coastal Act provision to provide “maximum access for all people” to coastal recreational opportunities (Pub. Resource Code, § 30210).

From 1995 through 2014, subsequent to series of El Nino type storm and wave activity, Goleta Beach Park experienced extensive shoreline erosion resulting in the loss of coastal recreation and other park amenities; the cost of incurring repairs and temporary revetments to restore the beach and park during that period totaled approximately \$10 million in County and Federal funding. In 2002 and 2005, the County received permits from the CCC for 1,200 feet of temporary emergency rock revetments to protect the west end of the Park; a condition of these permits required the County to develop a management strategy for long-term protection of the park. After years of environmental and programmatic studies and analysis, on May 13, 2015, the CCC approved, and on December 28, 2015 issued, CDP No. 4-14-0687 (Attachment D) for retention of the revetments for a period of up to 20 years with certain conditions. These conditions include beach and revetment monitoring and an adaptive management plan (AMP) to protect the park facilities, and beach nourishment or back passing based on incremental revetment exposure. The proposed Amendment to CDP No. 4-14-0687 would augment the approved Goleta Beach Park AMP.

2015-2016 El Niño Storm Season:

In anticipation of the threats of substantial shoreline erosion and damage to park facilities associated with a strong El Niño event forecasted for winter/spring 2015/2016, the County was permitted, under ECDP G-4-15-0039, to construct a winter beach berm along 2,400 feet of Goleta Beach west of Goleta Pier; this berm was constructed in December of 2015. Despite repeated maintenance efforts, unusually high tides and frequent large swells continually eroded the berm. By late February of 2016, low sand levels fronting unprotected areas of the public lawn (those areas that did not have rock revetment protection) reduced the effectiveness of ongoing sand berm maintenance, resulting in substantial erosion and damage to the lawn and County facilities.

In early March 2016, significantly high tides and strong swell caused severe erosion in the form of large crevasses and visible sinkholes that eroded 15 to 20 feet landward into the lawn area between existing permitted rock revetments. This resulted in the loss of approximately 10,000 square feet of lawn which was heavily used by the public. On March 9, 2016, the CCC approved emergency work under ECDP G-4-16-0027 (Attachment E) including backfilling of sinkholes and linear erosional features within the lawn area and installing temporary protective measures to prevent further erosive damage for the remainder of the El Niño season. However, these repairs proved ineffective and damage accelerated, thereby threatening key park facilities and releasing compacted earth and cobbles into the surf zone due to the tidal schedule, continual high tides, and strong wave action. County staff responded by working with contractors and engineers and securing a site observation from CCC staff to review a variation of the protective measures that included installation of a base layer of a cobblestone-filled geotextile filter fabric cell, five geotextile filter fabric cells filled one- to two-feet in height with compacted earth, and an approximate four-foot top layer of soil. This variation improved protection of the eroding lawn and prevented sediment from eroding into the surf zone along the shoreline fronting the park. After Coastal Commission staff reviewed this variation on-site, Coastal Commission staff suggested we apply for an Amendment to CDP No. 4-14-0687 and the Goleta Beach Project Adaptive Management Plan (AMP) for retention of the as-built repairs.

Next Steps:

As the El Niño storm season has subsided, natural sand deposits have covered the emergency repairs which are located landward of customary tidal action. The emergency work is considered to be temporary work done in an emergency situation. The ECDP requires the emergency work to be removed by Memorial Day weekend of 2016 but also allows County to apply for a permit to retain the emergency work in place. As the soil-filled geotextile fabric cells are buried and would be able to provide additional protection of the park from future erosion, County staff recommends that the Board seek approval to permit the geotextile layered filter fabric cells through an amendment to the issued CDP No. 4-14-0687 and the AMP for the Goleta Beach Project. Costs for securing this amendment are estimated to be \$10,000 for consultant services through the permit process. County staff has requested an extension of the emergency permit from CCC staff to December 31, 2016 in order to seek approval of this CDP amendment if the Board so chooses or to comply with the removal requirements of the emergency permit. County staff has already initiated compliance with the requirement to remove the filter fabric cells and rebuild the repaired area by preparing bid documents and will release those bid documents very soon. Costs for implementation of the removal and repair work are estimated to be \$300,000.

The proposed amendment to CDP No. 4-14-0687 would be subject to the California Coastal Act and the California Environmental Quality Act and may include conditions in addition to the existing standard

and special conditions for CDP No. 4-14-0687. For example, if future coastal processes result in exposure of the geotextile cells, maintenance actions to repair the geotextile cells or remove any loose fabric released into the surf zone might be required. Below are additional conditions that would be proposed to be included as part of permitting the proposed geotextile fabric layered cell repairs in accordance with the existing CDPs required adaptive management plan:

- Monthly inspections would occur along all four reaches of geotextile cells consistent with the existing permit, and daily inspections would occur during major storm events and potential period of exposure.
- If any section of the geotextile fabric is exposed, a minimal amount of beach-compatible sand would be imported for maintenance cover, consistent with the existing permit.
- County Park rangers would ensure immediate cleanup of any loose geotextile fabric.
- If more than 200 linear feet or more of the approved repairs are exposed for two years, the County shall submit a new CDP application for reevaluation of an additional shoreline protection plan.

Again, in order to comply with the emergency permit, County staff will be obtaining public bids for the removal of the layered filter fabric and re-fill of the lawn area with soil so that if the CCC does not approve the Amendment to CDP No. 4-14-0687 the County would be able to proceed with awarding the construction contract and proceeding with the replacement work in accordance with the emergency permit.

CEQA:

The Coastal Commission has previously certified a Local Coastal Program for Santa Barbara County. Pursuant to Section 30601.3(a) of the California Coastal Act (Public Resources Code sections 30000 et seq.), the applicant, appropriate local government, and the Coastal Commission Executive Director may agree to consolidate a permit action for a project that spans local and state jurisdictions, thus allowing the Coastal Commission to process a single application covering the entire project.

In a letter to Coastal Commission staff dated March 4, 2015, County requested that the Coastal Commission assume jurisdiction over all activities associated with this particular Goleta Beach Project (CDP No. 4-14-0687). The County of Santa Barbara, as the applicant, both consented to, and facilitated this consolidated jurisdictional process, and the Coastal Commission's Executive Director agreed.

Section 13096(a) of the Commission's administrative regulations requires Commission approval of a 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).

As the decisionmaker on the CDP Amendment, the Coastal Commission will conduct environmental review, if necessary, pursuant to its certified state regulatory program. (Pub. Resources Code, § 21080.5.) This will include analyzing any alternatives or feasible mitigation measures, if appropriate.

The authorization to submit the CDP Amendment and, if approved by the Coastal Commission, the acceptance of the terms and conditions of the CDP, will therefore be in compliance with the California Environmental Quality Act (CEQA), pursuant to California Public Resources Code section 21080.5 and CEQA Guidelines for Implementation of CEQA, 14 CCR Section 15002(l) and 15251(c) (certified regulatory plan in lieu of EIR).

Risk:

If the Board does not direct staff to submit the proposed amendment to the existing CDP 4-14-0687, the County will be required to remove the layered filter fabric and re-fill the lawn area with cobble and dirt for compliance with the emergency permit. While this area of the park is the most landward to normal tidal action, this would result in leaving the lawn area less protected than its current condition in the advent of another severe storm season or anticipated wave run-up by the year 2050 that could lead to loss of park facilities and recreational space, as well as additional disturbance of intertidal habitat and sediments.

Fiscal and Facilities Impacts:

Budgeted: Yes

Fiscal Analysis:

<u>Funding Sources</u>	<u>Current FY Cost:</u>	<u>Annualized On-going Cost:</u>	<u>Total One-Time Project Cost</u>
Coastal Impact Assistance Program (CIAP)	\$ 325,000.00		\$ 325,000.00
Department Savings	\$ 150,000.00		\$ 150,000.00
Total	\$ 475,000.00	\$ -	\$ 475,000.00

Narrative:

The total cost for installation of the emergency repair and protections was approximately \$175,000 and funded through an existing Coastal Impact Assistance Program (CIAP) grant. The Community Services Department (CSD) would use the existing Coastal Impact Assistance Program (CIAP) grant (#F12AF00307) for the estimated \$10,000 in preparation and processing the Goleta Beach Project CDP Amendment. If CSD proceeds with the removal of the temporary measures, which is estimated at \$300,000, there is currently \$150,000 available from the CIAP grant for removal of these measures, and staff will utilize department savings to fund the remainder of the removal.

Staffing Impacts:

None

Special Instructions:

After Board action, please distribute as follows to Jill Van Wie, Community Services Department:

1. Minute Order

Attachments:

- A. Draft Amendment to CCC CDP 4-14-0687
- B. CDP Amendment Acknowledgement Example
- C. CEQA Notice of Exemption
- D. CDP 4-14-0687
- E. ECDP 4-16-0027
- F. Goleta Beach Emergency Repair / Protection Photographic Timeline