



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:** Parks  
**Department No.:** 052  
**For Agenda Of:** September 22, 2009  
**Placement:** Set Hearing for  
October 6, 2009  
**Estimated Tme:** 1 Hour  
**Continued Item:** No  
**If Yes, date from:**  
**Vote Required:** N/A

---

**TO:** Board of Supervisors  
**FROM:** Department Daniel C. Hernandez (568-2461) *per*  
Director  
Contact Info: Erik Axelson, Deputy Director (681-5651)  
**SUBJECT:** Set hearing for October 6, 2009 regarding concept planning procedure for Goleta Beach 2.0, in response to July 8, 2009 decision by CA Coastal Commission

---

**County Counsel Concurrence**

As to form: Yes

**Auditor-Controller Concurrence**

As to form: NA

**Other Concurrence:**

As to form: NA

**Recommended Actions:**

That the Board of Supervisors set a hearing for October 6, 2009 to:

- a) Review proposed concept planning procedure "Goleta Beach 2.0" in response to the July 8, 2009 California Coastal Commission denial of the County's Goleta Beach CARE project application;
- b) Establish an *ad hoc* Board Subcommittee for Goleta Beach 2.0, to expire on or before July 1, 2010, which would meet with community representatives, County staff, and representatives of other agencies, and report back to the entire Board of Supervisors.

**Summary Text:**

On July 8, 2009 the California Coastal Commission (Coastal) voted 9-1 to deny the County's application for a permeable pier addition to Goleta Pier and a beach nourishment program that collectively was called the Coastal Access and Recreation Enhancement (CARE) project. During the July 8 public hearing several of the commissioners encouraged the County to consider a managed retreat or park reconfiguration as an alternative to the CARE project.

In response, County staff has begun a detailed analysis of existing conditions at Goleta Beach County Park, including a project by the County's Enterprise GIS unit to map electronically the entire park. Staff has also begun discussions and on-site meetings with representatives of utilities (high-pressure gas, reclaimed water, wastewater, etc.) that transit portions of the park. Staff has also met with Coastal staff in Ventura to inform them of the County's interest in examining retreat/reconfiguration options, as

Coastal staff work over the next several months to craft written findings to the County that will more fully inform the July 8 Coastal decision.

To underscore that this new planning process will take a fresh look at options for Goleta Beach, we are proposing to call it *Goleta Beach 2.0*.

Over approximately the next eight months, County staff will conduct a conceptual planning process that is designed to complete several major tasks:

1. Describe existing conditions in a format and visual scale that is readily comprehensible
2. Detail regulatory requirements and enforcement scenarios
3. Identify and define park management alternatives
4. Facilitate several public outreach initiatives and meetings (Board hearings, town hall information meeting, Park Commission and Planning Commission hearings)

To formalize this process, County staff recommends that the Board designate two Supervisors to be a limited term, *ad hoc*, advisory Board Subcommittee, to meet occasionally with community representatives, County staff, and representatives of other agencies, and then to report back to the entire Board of Supervisors. The limited term, *ad hoc* Board Subcommittee would also help facilitate public outreach through a town hall presentation early in 2010 and through other means.

The goal of Goleta Beach 2.0 is to identify one or more options for Board consideration next spring that would be viewed favorably by the Coastal Commission and that would form the basis for engineering, environmental review, and a new coastal application.

**Background:**

The most appropriate long term management strategy for Goleta Beach County Park, a 29-acre public amenity that is owned in part by the State of California (approximately 5.5 acres) and Santa Barbara County, has been the subject of much discussion over the past decade. After a series of El Nino storms in the 20-year period between 1982 and 2002 had eroded a significant portion of the beach area, and a series of emergency stopgap measures had been viewed as undesirable by the Coastal Commission, the County convened a working group of park stakeholders to review a range of long-term options. Two options -- constructing a permeable pile pier structure along with initial beach nourishment, and a staged, or managed, retreat of park facilities in the wake of continued erosion -- were the subject of a subsequent environmental impact review and application to the Coastal Commission. After over a year of analysis, Coastal staff recommended approval, with many conditions, of the permeable pier project, but the commissioners rejected that recommendation on July 8, 2009. While the County has yet to receive written findings that informed the Coastal Commission's action, at the hearing several of the commissioners urged the County to consider some form of managed retreat or park reconfiguration.

Goleta Beach 2.0 is designed as an aggressive analytic and conceptual design process that can yield an outcome that would be acceptable to the Board and permissible by the Coastal Commission. The project will pull together in a usable format a wealth of existing information about Goleta Beach, the stakeholders who use the park, the structures and features that support those operations, and the scope and details of essential regional utilities and infrastructure that transit the park. Based on a clearer understanding of existing conditions, services and constraints, the project will identify and describe potential managed retreat/reconfiguration alternatives.

County Parks will manage the project and draw upon other staffing resources as necessary to assemble information and graphic exhibits and provide analysis of alternatives. An aggressive eight-month-long schedule of internal meetings, *ad hoc* Subcommittee briefings, at least one public town hall-style forum, Park Commission and Planning Commission hearings, and two hearings by the Board will occur. The desired outcome will identify a concept plan that would be accepted by the Board, likely permissible by the Coastal Commission, and will therefore form the basis of future engineering, environmental review, and submission to the Coastal Commission.

Assistant County Executive Officer John McInnes and County Parks Director Daniel C. Hernandez will provide general executive oversight functions.

Santa Barbara County Parks Deputy Director Erik Axelson will lead the Goleta Beach 2.0 project. In this role, Mr. Axelson will be responsible for project management, recruiting staff support from other agencies, executing the work plan, research, and staff-level coordination including facilitating briefings to *ad hoc* Subcommittee and workshops, and the development of pertinent documents and materials.

The Goleta Beach 2.0 Project Team will include County departmental representatives, and technical support from staff and consultants as needed.

**Fiscal and Facilities Impacts:**

Goleta Beach 2.0 conceptual planning project will largely rely on existing staff and identified financial resources from within County Parks FY 2009-2010 budget. One key item will be the cost of data collection and GIS mapping of Goleta Beach County Park, estimated to be less than \$15,000. Funds from the Coastal Impact Assistance Program (CIAP) are available for this vital purpose.

Budgeted:

**Fiscal Analysis:**

This conceptual planning process will define future capital and operational costs and financial alternatives.

**Staffing Impacts:**

No additional staff will be necessary to conduct this project. Existing County Parks staff will provide most of the staff support for Goleta Beach 2.0. Additional support from the County Enterprise GIS unit, County Surveyor, and from Planning & Development will be available as required.

**Attachments:**

Attachment 1 – Suggested Goleta Beach 2.0 Project Schedule

Attachment 2 – Goleta Beach 2.0 Project Scope

**Authored by:** Erik Axelson, 681-5651

cc:

John McInnes, Assistant CEO  
Erik Axelson, County Parks South County Deputy Director  
Mike Ghizzoni, Deputy County Counsel  
Mike Gibson, County Parks Business Manager  
John Jayasinghe, County Executive Office

ID	Task Name	Duration	Start	9		Qtr 4, 2009			Qtr 1, 2010			Qtr 2, 2010			
				Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May		
1	<b>PROCESS AND ORGANIZATION</b>	41 days	Mon 8/3/09												
2	Board letter for Sep 22 meeting for Oct 6 hearing	11 days	Mon 8/17/09												
3	PRS presentation on Aug 28	1 day?	Fri 8/28/09												
4	Review P&D files	45 days	Thu 8/13/09												
5	Coordinate staff assignments	35 days	Mon 8/10/09												
6	<b>Project Team Meeting</b>	<b>171 days</b>	<b>Mon 8/3/09</b>												
25	BOS public hearing on October 6	1 day	Tue 10/6/09												
26	Organizational followup	20 days	Tue 9/15/09												
27	<b>PRS project reporting updates</b>	<b>156 days</b>	<b>Fri 9/25/09</b>												
36	CA Coastal Commission staff briefing	1 day?	Mon 8/31/09												
37															
38	<b>EXISTING CONDITIONS ANALYSIS</b>	80 days	Mon 8/17/09												
39	GIS mapping of all structures and utilities	50 days	Wed 8/26/09												
40	Legal description and title searches on ROWs	16 days	Wed 8/5/09												
41	Contact with utilities	31 days	Mon 8/17/09												
42	* Goleta Water District (reclaimed + potable)	30 days	Mon 8/17/09												
43	* Goleta Sanitary	20 days?	Mon 8/31/09												
44	* SC Edison	15 days?	Mon 8/31/09												
45	* Sempra Energy/The Gas Company	30 days?	Mon 8/17/09												
46	* Verizon	9 days?	Tue 9/1/09												
47	* Others	14 days?	Tue 9/8/09												
48	Emergency utility shut off protocols	31 days?	Mon 8/17/09												
49	Prepare site maps and graphic exhibits	47 days	Fri 9/25/09												
50	Prepare report narrative	37 days?	Fri 10/2/09												
51	Review with CEO, et al	4 days?	Mon 11/30/09												
52	Briefing Meeting	1 day?	Thu 12/10/09												
53	CA Coastal Comm staff briefing	1 day?	Mon 10/26/09												
54															
55	<b>RETREAT/RECONFIGURATION ANALYSIS</b>	86 days?	Mon 9/21/09												
56	Itemize options	20 days?	Mon 9/21/09												
57	Illustrative exhibits	25 days?	Mon 10/12/09												
58	Summary analysis of potential impacts	25 days?	Mon 11/9/09												

Project: Goleta Beach 2.0 Date: Mon 9/14/09	Task		Milestone		External Tasks	
	Split		Summary		External Milestone	
	Progress		Project Summary		Deadline	

ID	Task Name	Duration	Start	9		Qtr 4, 2009			Qtr 1, 2010			Qtr 2, 2010		
				Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	
59	Park management options	16 days?	Mon 12/7/09											
60	Presentation prep	15 days?	Mon 11/30/09											
61	Preparation of public exhibits	30 days?	Mon 12/7/09											
62	Presentation rehearsal	6 days?	Mon 1/11/10											
63	CA Coastal Comm staff briefing	1 day?	Mon 1/25/10											
64														
65	<b>TOWNHALL MEETING/PUBLIC OUTREACH</b>	60 days?	Mon 12/21/09											
66	Summary report of existing conditions & options	23 days?	Mon 12/21/09											
67	PowerPoint	6 days?	Mon 1/18/10											
68	Outreach/invitations	5 days?	Mon 1/11/10											
69	Meeting presentation (late January)	1 day?	Thu 1/28/10											
70	Response/Followup	4 days?	Fri 1/29/10											
71	Program adjustments	12 days?	Fri 1/29/10											
72	Revised concept plans	16 days?	Fri 1/29/10											
73	Project revisions	12 days?	Fri 1/29/10											
74	Park Commission presentation	1 day?	Thu 2/25/10											
75	Planning Commission presentation	1 day?	Wed 3/17/10											
76	Response/fine tuning	21 days?	Fri 2/26/10											
77	Webpage?	69 days	Fri 1/15/10											
78	CA Coastal Comm staff briefing	1 day?	Mon 3/29/10											
79														
80	<b>GLB 2.0 PROJECT CONCEPT</b>	46 days?	Mon 3/22/10											
81	Preferred management alternative	10 days?	Mon 3/1/10											
82	Concept recommendations narrative	21 days?	Mon 3/1/10											
83	Concept recommendations graphics	30 days?	Mon 3/1/10											
84	Permitting options	11 days?	Mon 3/1/10											
85	EIR process analysis	30 days?	Mon 3/1/10											
86	BOS Board letter	10 days?	Tue 3/16/10											
87	BOS Public Hearing set date	1 day?	Tue 4/6/10											
88	BOS Public Hearing	1 day?	Tue 5/4/10											
89	Hand off concept project for permitting	1 day?	Wed 5/5/10											
90	CA Coastal Comm staff briefing	1 day?	Mon 5/24/10											

Project: Goleta Beach 2.0 Date: Mon 9/14/09	Task		Milestone		External Tasks	
	Split		Summary		External Milestone	
	Progress		Project Summary		Deadline	



## Goleta Beach County Park 2.0: Adaptation to July 2009 CA Coastal Commission Decision

### Project Goal

The goal of this project -- dubbed *Goleta Beach 2.0* -- is to develop and implement a comprehensive strategy to respond to the California Coastal Commission (Coastal) July 8, 2009 decision to reject the County of Santa Barbara's (County) proposal to construct an addition to the existing Goleta Pier and other actions (so-called Coastal Access and Recreation Enhancement/CARE project) for purposes of encouraging long term stabilization of a beach that has been marked by significant erosion since the early 1980s. While the County has yet to receive formal written findings, the Coastal Commission's July 8, 2009 decision necessitates that the County examine some form of managed retreat and/or relocation or reconfiguration of existing park amenities and regional infrastructure without use of new hardened structures in the coastal zone. Accordingly, ***the goal of this project is to identify a management scenario that is acceptable to the Board of Supervisors (Board) and has a high probability of being permissible by the Coastal Commission.***

### Project Overview

The most appropriate long term management strategy for Goleta Beach County Park, a 29-acre public amenity that is owned in part by the State of California (approximately 5.5 acres) and Santa Barbara County, has been the subject of much discussion over the past decade. After a series of El Nino storms in the 20-year period between 1982 and 2002 had eroded a significant portion of the beach area, and a series of emergency stopgap measures had been viewed as undesirable by Coastal, the County convened a working group of park stakeholders to review a range of long-term options. Two options (constructing a permeable pile pier structure along with initial beach nourishment, and a staged (or managed) retreat of park facilities in the wake of continued erosion) were the subject of a subsequent environmental impact review and application to the Coastal Commission. After over a year of analysis, Coastal staff recommended approval, with many conditions, of the permeable pier project, but the commissioners rejected that recommendation on July 8, 2009. While the County has yet to receive written findings that informed the Coastal Commission's action, several of the commissioners urged the County to consider some form of a managed retreat scenario.

To formalize this process, County staff recommends that the Board designate two Supervisors to be a limited term, *ad hoc*, advisory Board Subcommittee, to meet occasionally with community representatives, County staff, and representatives of other agencies, and then to report back to the entire Board of Supervisors. The limited term, *ad hoc* Board Subcommittee would also help facilitate public outreach through a town hall presentation early in 2010 and through other means. This project is designed as an aggressive analytic and conceptual design process that can yield an outcome that would be acceptable to the Board and permissible by the Coastal Commission. The project will pull together in a usable format a wealth of existing information about Goleta Beach, the stakeholders who use the park, the structures and features that support those operations, and the scope and details of essential regional utilities and infrastructure that transit the park. Based on a clearer understanding of existing conditions, services and constraints, the project will identify and describe potential managed retreat/reconfiguration alternatives.

County Parks will manage the project and draw upon other staffing resources as necessary to assemble information and graphic exhibits and provide analysis of alternatives. An aggressive eight-month-long schedule of internal meetings, *ad hoc* Subcommittee briefings, at least one public town hall-style forum, Park Commission and Planning Commission hearings, and two hearings by the Board will occur. ***The desired outcome will identify a concept plan that would be accepted by the Board, likely permissible by the Coastal Commission, and will therefore form the basis of a future engineering, environmental review and submission to the Coastal Commission.***

## **Project Scope and Approach**

### **PHASE 1: Describe Existing Conditions**

#### ***Task 1: Identify detailed locations of utilities, structures, and recreational and environmental features.***

1. Determine legal parameters of utility easements and rights-of-way.
2. Meet with representatives of utility easements
  - a. Detailed on the ground understanding of how utility services operate
  - b. Alternative configurations and service options
  - c. Establish emergency shut off protocols within GLB in event of storm event(s)
3. Mapping of park structures and features
  - a. GIS mapping of all structures, utilities, and features
  - b. Production of electronic and hard copy base maps of all layers
4. Map all project area constraints and opportunities
  - a. environmental constraints
    - and range and degree of potential intrusions
    - permit parameters
  - b. access and transportation
    - condition of access bridge
    - Public Works and CalTrans plans and actions
  - c. Flood Control dredging and sand deposit
5. Inventory and map recreational and cultural features
6. Inventory and map all internal park functions and services
7. Restaurant concession terms and conditions, structures, and services
8. Establish baseline (FY 2010) financial pro forma for existing Goleta Beach County Park

#### ***Task 2: Monitor regulatory environment and permitting process***

1. Monitor Coastal Commission findings process
2. Keep Coastal Commission staff informed of GLB 2.0 process
3. Obtain State Lands Commission master lease for state-owned parcels

### **PHASE 2: Identify and Define Management Alternatives**

#### ***Task 1: Determine and depict alternative park configurations.***

1. Establish status quo baseline
2. Delineate range of retreat/reconfiguration options
  - a. graphic exhibits
  - b. brief summary narrative of each option

#### ***Task 2: Describe program and operations for each alternative***

1. Recreational programming
2. Impacts on service levels
3. Schematic financial pro formas

#### ***Task 3: Brief GLB 2.0 Subcommittee***

1. Briefing sessions with GLB 2.0 *Ad Hoc* Subcommittee (Subcommittee serves as client's rep)

### **PHASE 3: Analyze Management Alternatives**

#### ***Task 1: Determine impacts each alternative would have on existing service setting***

1. Graphic exhibits
2. Narrative for each alternative
  - a. Recreational programming
    - i. Current recreational use and programs
    - ii. Alternative or emerging programs
  - b. Access and circulation
    - i. Vehicular
    - ii. Alternative
    - iii. Access options and connections
  - c. Relocation of structures and amenities
  - d. Concession
  - e. Cultural resources and opportunities
    - i. Partnerships with UCSB and other institutions and groups
  - f. Financial *pro formas*

#### ***Task 2: Public Outreach***

1. Convene Townhall meeting to present identified management alternatives and solicit citizen input
2. BOS hearings
  - a. Sept 2009 to set process
  - b. Apr 2010 (est.) to review strategy

## **Project Responsibilities, Outcomes, and Deliverables**

### ***Roles and Responsibilities***

The “client” for this project is the Board. The client’s representative will be the Goleta Beach 2.0 *Ad Hoc* Subcommittee, comprised of two Supervisors and two Park Commissioners. The Board will determine the specific members as appropriate.

General executive oversight functions will be provided by Assistant County Executive Office John McInnes and County Parks Director Daniel C. Hernandez.

County Parks Deputy Director Erik Axelson will lead the Goleta Beach 2.0 project. In this role, Mr. Axelson will be responsible for project management, recruiting staff support from other agencies, executing the work plan, research, and staff-level coordination including facilitating Subcommittee briefings and workshops, and the development of pertinent documents and materials.

The Goleta Beach 2.0 Project Team will include County departmental representatives, and technical support from staff and consultants as needed.

### ***Outcomes and Deliverables***

This effort will culminate with the development of a policy document that recommends goals, policies, and actions intended to produce a project that is acceptable to the Board and likely permissible to the CCC.



<b>Team Member</b>	<b>Department</b>	<b>Phone</b>
<b>GLB 2.0 Subcommittee</b>	Client Representative for BOS	
Two Supervisors	BOS	
<b>Executive Team</b>		
John McInnes	Assistant CEO	568-3404
Daniel C. Hernandez	Director of Parks	568-2461
<b>Project Manager</b>		
Erik Axelson	Santa Barbara County Parks, Deputy Director	681-5651
<b>Project Staff</b>		
Juan Beltranena	County Parks, Capital Project Manager	568-2475
<b>Technical Assistance</b>		
Zacharias Hunt	CEO GIS Enterprise Unit	568-3026
Others, as needed	County Departments	