CALIFORNIA COASTAL COMMISSION

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 Filed:
 2/24/15

 180th Day:
 8/23/15

 Staff:
 F. Sy-LB

 Staff Report:
 7/23/15

 Hearing Date:
 8/13/15

STAFF REPORT: CONSENT CALENDAR

Application No.: 5-14-1221

Applicant: OC Dana Point Harbor

Agent: Chambers Group, Inc., Attn: Noel Davis & Lisa Louie

Location: 34675 Golden Lantern (Sport Fishing Docks 1 & 2), City of

Dana Point (County of Orange)

Project Description: Install 20 round, 14-inch diameter steel guide pile sleeves over

20 existing, 10-inch diameter steel guide piles.

Staff Recommendation: Approval with conditions.

SUMMARY OF STAFF RECOMMENDATION

The applicant is proposing the sleeving of existing guide piles associated with two sport fishing docks used to dock vessels for sport fishing, sightseeing and whale watching in Dana Point Harbor. The major issues raised by this proposed development concern impacts to marine resources and water quality.

The proposed project is the least environmentally damaging alternative and adequate mitigation for the fill arising from the larger piles is part of the project. In addition, the project has been conditioned to protect water quality and public access.

Staff is recommending <u>approval</u> of the proposed project with Four (4) Special Conditions regarding: 1) pre- and post-construction eelgrass surveys; 2) pre- and post-construction Calera Taxi folia surveys; 3) compliance with construction responsibilities, debris removal measures, and construction best management practices; 4) submittal of Final Construction Staging Plans; and 5) public rights.

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APPENDICES

Appendix 1 – Substantive File Documents

EXHIBITS

Exhibit No. 1 – Location Map Exhibit No. 2 – Site Plan

I. MOTION AND RESOLUTION

Motion: I move that the Commission approve the Coastal Development Permit applications included on the consent calendar in accordance with the staff recommendations.

Staff recommends a <u>YES</u> vote. Passage of this motion will result in approval of all the permits included on the consent calendar. The motion passes only by affirmative vote of a majority of the Commissioners present.

Resolution:

The Commission hereby approves a Coastal Development Permit for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the policies of Chapter 3 of the Coastal Act and will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

II. STANDARD CONDITIONS

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. **Expiration**. If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
- 3. **Interpretation**. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 4. **Assignment**. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
- 5. **Terms and Conditions Run with the Land**. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. SPECIAL CONDITIONS

1. Pre-and Post-Construction Eelgrass Survey(s)

- A. Pre-Construction Eelgrass Survey. A valid pre-construction eelgrass (*Zostera marina*) survey shall be completed during the period of active growth of eelgrass (typically March through October). The pre- construction survey shall be completed within 60 days before the start of construction. The survey shall be prepared in full compliance with the "California Eelgrass Mitigation Policy and Implementing Guidelines" dated October 2014 (see http://www.westcoast.fisheries.noaa.gov/habitat/habitat_types/seagrass_info/california_eelgrass.html) adopted by the National Marine Fisheries Service (except as modified by this special condition) and shall be prepared in consultation with the California Department of Fish and Wildlife. The applicant shall submit the eelgrass survey for the review and approval of the Executive Director within five (5) business days of completion of each eelgrass survey and in any event no later than fifteen (15) business days prior to commencement of any development. If the eelgrass survey identifies any eelgrass within the project area which would be impacted by the proposed project, the development shall require an amendment to this permit from the Coastal Commission or a new coastal development permit.
- B. Post Construction Eelgrass Survey. If any eelgrass is identified in the project area by the survey required in subsection A of this condition above, within 30 days of completion of construction, or within the first 30 days of the next active growth period following completion of construction that occurs outside of the active growth period, the applicant shall survey the project site to determine if any eelgrass was adversely impacted. The survey shall be prepared in full compliance with the "California Eelgrass Mitigation Policy and Implementing Guidelines" dated October 2014 (see http://www.westcoast.fisheries.noaa.gov/habitat/habitat types/seagrass info/california eelgr ass.html) (except as modified by this special condition) adopted by the National Marine Fisheries Service and shall be prepared in consultation with the California Department of Fish and Wildlife. The applicant shall submit the post-construction eelgrass survey for the review and approval of the Executive Director within thirty (30) days after completion of the survey. If any eelgrass has been impacted, the applicant shall replace the impacted eelgrass at a minimum 1.2:1 (mitigation:impact) ratio on-site, or at another location, in accordance with the California Eelgrass Mitigation Policy and Implementing Guidelines. Based on past performance of eelgrass mitigation efforts in this area, in order to achieve this minimum, an initial planting ratio of 1.38:1 is recommended. All impacts to eelgrass habitat shall be mitigated at a minimum ratio of 1.2:1 (mitigation: impact). Any exceptions to the required 1.2:1 mitigation ratio found within the California Eelgrass Mitigation Policy and Implementing Guidelines shall not apply. Implementation of mitigation shall require an amendment to this permit or a new coastal development permit unless the Executive Director determines that no amendment or new permit is required.

2. Pre-Construction Caulerpa taxifolia Survey

- A. Not earlier than 90 days nor later than 30 days prior to commencement or re-commencement of any development authorized under this coastal development permit (the "project"), the applicant shall undertake a survey of the project area and a buffer area at least 10 meters beyond the project area to determine the presence of the invasive alga *Caulerpa taxifolia*. The survey shall include a visual examination of the substrate.
- B. The survey protocol shall be prepared in consultation with the Regional Water Quality Control Board, the California Department of Fish and Wildlife, and the National Marine Fisheries Service (see http://www.westcoast.fisheries.noaa.gov/habitat/habitat_types/seagrass_info/caulerpa_taxifolia.html).
- C. Within five (5) business days of completion of the survey, the applicant shall submit the survey:
 - (1) for the review and approval of the Executive Director; and
 - (2) to the Surveillance Subcommittee to the Southern California Caulerpa Action Team (SCCAT). The SCCAT Surveillance Subcommittee may be contacted through William Paznokas, California Department of Fish & Wildlife (858-467-4218/William.Paznokas@wildlife.ca.gov) or Bryant Chesney, National Marine Fisheries Service (562-980-4037/Bryant.Chesney@noaa.gov), or their successors.
- D. If *Caulerpa taxifolia* is found within the project or buffer areas, the applicant shall not proceed with the project until 1) the applicant provides evidence to the Executive Director that all *C. taxifolia* discovered within the project and/or buffer area has been eliminated in a manner that complies with all applicable governmental approval requirements, including but not limited to those of the California Coastal Act, or 2) the applicant has revised the project to avoid any contact with *C. taxifolia*. No revisions to the project shall occur without a Coastal Commission approved amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

3. Water Quality

- A. Construction Responsibilities and Debris Removal
 - (1) No demolition or construction materials, equipment, debris, or waste shall be placed or stored where it may enter sensitive habitat, receiving waters or a storm drain, or be subject to wave, wind, rain or tidal erosion and dispersion;
 - (2) Any and all debris resulting from demolition or construction activities, and any remaining construction material, shall be removed from the project site within 24 hours of completion of the project;
 - (3) Demolition or construction debris and sediment shall be removed from work areas each day that demolition or construction occurs to prevent the accumulation of sediment and other debris that may be discharged into coastal waters;
 - (4) Machinery or construction materials not essential for project improvements will not be allowed at any time in the intertidal zone;

- (5) If turbid conditions are generated during construction a silt curtain will be utilized to control turbidity;
- (6) Floating booms will be used to contain debris discharged into coastal waters and any debris discharged will be removed as soon as possible but no later than the end of each day;
- (7) Non buoyant debris discharged into coastal waters will be recovered by divers as soon as possible after loss;
- (8) All trash and debris shall be disposed in the proper trash and recycling receptacles at the end of every construction day;
- (9) The applicant shall provide adequate disposal facilities for solid waste, including excess concrete, produced during demolition or construction;
- (10) Debris shall be disposed of at a legal disposal site or recycled at a recycling facility. If the disposal site is located in the coastal zone, a coastal development permit or an amendment to this permit shall be required before disposal can take place unless the Executive Director determines that no amendment or new permit is legally required;
- (11) All stock piles and construction materials shall be covered, enclosed on all sides, shall be located as far away as possible from drain inlets and any waterway, and shall not be stored in contact with the soil;
- (12) Machinery and equipment shall be maintained and washed in confined areas specifically designed to control runoff. Thinners or solvents shall not be discharged into sanitary or storm sewer systems;
- (13) The discharge of any hazardous materials into any receiving waters shall be prohibited;
- (14) Spill prevention and control measures shall be implemented to ensure the proper handling and storage of petroleum products and other construction materials. Measures shall include a designated fueling and vehicle maintenance area with appropriate berms and protection to prevent any spillage of gasoline or related petroleum products or contact with runoff. The area shall be located as far away from the receiving waters and storm drain inlets as possible;
- (15) Best Management Practices (BMPs) and Good Housekeeping Practices (GHPs) designed to prevent spillage and/or runoff of demolition or construction-related materials, and to contain sediment or contaminants associated with demolition or construction activity, shall be implemented prior to the on-set of such activity; and
- (16) All BMPs shall be maintained in a functional condition throughout the duration of construction activity.

B. Best Management Practices Program

By acceptance of this permit the applicant agrees that the long-term water-borne berthing of boat(s) in the approved dock and/or boat slip will be managed in a manner that protects water quality pursuant to the implementation of the following BMPs:

- (1) Boat Cleaning and Maintenance Measures:
 - a. In-water top-side and bottom-side boat cleaning shall minimize the discharge of soaps, paints, and debris;

- b. In-the-water hull scraping or any process that occurs under water that results in the removal of paint from boat hulls shall be prohibited. Only detergents and cleaning components that are designated by the manufacturer as phosphate-free and biodegradable shall be used, and the amounts used minimized; and
- c. The applicant shall minimize the use of detergents and boat cleaning and maintenance products containing ammonia, sodium hypochlorite, chlorinated solvents, petroleum distillates or lye.
- (2) Solid and Liquid Waste Management Measures:
 - a. All trash, recyclables, and hazardous wastes or potential water contaminants, including old gasoline or gasoline with water, absorbent materials, oily rags, lead acid batteries, anti-freeze, waste diesel, kerosene and mineral spirits will be disposed of in a proper manner and will not at any time be disposed of in the water or gutter.
- (3) Petroleum Control Management Measures:
 - a. Boaters will practice preventive engine maintenance and will use oil absorbents in the bilge and under the engine to prevent oil and fuel discharges. Oil absorbent materials shall be examined at least once a year and replaced as necessary. Used oil absorbents are hazardous waste in California. Used oil absorbents must therefore be disposed in accordance with hazardous waste disposal regulations. The boaters will regularly inspect and maintain engines, seals, gaskets, lines and hoses in order to prevent oil and fuel spills. The use of soaps that can be discharged by bilge pumps is prohibited;
 - b. If the bilge needs more extensive cleaning (e.g., due to spills of engine fuels, lubricants or other liquid materials), the boaters will use a bilge pump-out facility or steam cleaning services that recover and properly dispose or recycle all contaminated liquids; and
 - c. Bilge cleaners which contain detergents or emulsifiers will not be used for bilge cleaning since they may be discharged to surface waters by the bilge pumps.

4. Final Construction Staging Plan. PRIOR TO ISSUANCE OF THE COASTAL

DEVELOPMENT PERMIT the permittee shall submit for the review and approval of the Executive Director, two (2) full size sets of construction staging plans, which indicate that the construction staging area(s) and construction corridor(s) will minimize public access impacts to the coast.

- (1) The plan shall demonstrate that:
 - a. Construction equipment, materials or activity shall not occur outside the staging area and construction corridor identified on the site plan required by this condition;
 - b. Construction equipment, materials, or activity shall not be placed within any water area; and
 - c. The construction staging area will gradually be reduced as less materials and equipment are necessary.
 - (2) The plan shall include, at a minimum, the following components:

a. A site plan that depicts:

- 1. limits of the staging area(s);
- 2. construction corridor(s); and
- 3. construction site.

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

5. Public Rights

The Coastal Commission's approval of this permit shall not constitute a waiver of any public rights that exist or may exist on the property. The permittee shall not use this permit as evidence of a waiver of any public rights that may exist on the property.

IV. FINDINGS AND DECLARATIONS:

The Commission hereby finds and declares:

A. PROJECT LOCATION AND DESCRIPTION

Sport Fishing Docks 1 & 2 are located in the eastern portion of Dana Point Harbor, which is owned by the County of Orange and operated by Orange County (OC) Dana Point Harbor though located within the City of Dana Point (**Exhibit No. 1**). The docks are used for docking sport fishing, sightseeing and whale watching vessels that provide public recreational opportunities. The facility consists of a landside area, as well as, a waterside area harbor-ward of an existing on site bulkhead. Harbor-ward of the bulkhead is a revetment that provides protection for the bulkhead. The Sport Fishing Dock Operators have a lease with the County of Orange for use of the docks and are responsible for maintenance and inspection of the floating dock system, as well as, for pile coating repairs and general maintenance. However, the County is responsible for pile replacement or sleeving.

The City of Dana Point is situated in southwest Orange County, between the cities of Laguna Beach on the north and San Clemente on the south. Dana Point's coastline is approximately seven miles long. Dana Point Harbor is 276.8 (gross) acres and is bounded by the Pacific Ocean on the south, Doheny State Beach on the east, Old Cove Marine Preserve on the west, and residential, public park, commercial and hotel development on the north, north of Dana Point Harbor Drive. The Harbor was created as a small boat harbor in 1968 from a natural cove. The Harbor opened in 1971.

The proposed project consists of the installation of 20 round, 14-inch outer diameter steel guide pile sleeves over the 20 existing 10-inch outer diameter round steel guide piles of Docks 1 and 2 at the Sport Fishing Docks (**Exhibit No. 2**). The guide piles sleeves will be coated with a non-toxic coating. The exterior of the existing steel concrete filled guide piles have suffered substantial deterioration that resulted in a loss of capacity and requires repair. The existing steel exteriors will

remain; but as proposed, will be sleeved. The pile guide sleeves will be driven approximately 15-feet below the mudline. Excess marine growth and corrosion will be cleaned from the outer surface of the existing guide piles prior to placing the sleeves. The existing dock will be slightly modified by trimming timber to widen the internal pile guide and timber support structures to accept the new pile guide. The internal pile guides on the docks will be replaced with new larger ones to fit the new larger, 14-inch diameter pile guide sleeves. Each pile will be backfilled with high strength grout material to ensure the existing and new pile guide sleeves act together when subjected to loading.

The Coastal Act limits the fill of open coastal water and also requires that any project which results in fill of open coastal waters provide adequate mitigation. Section 30233 of the Coastal Act allows fill of open coastal waters, such as Dana Point Harbor, for recreational boating purposes. The project results in the installation of 20 round, 14-inch outer diameter steel guide pile sleeves over the 20 existing 10-inch outer diameter round steel guide piles resulting in the fill of 11 square feet of soft bottom habitat. The installation of the guide pile sleeves is necessary to provide continued operation of the sport fishing docks used for public recreational opportunities. The fill required by the project is for a recreational boating facility, an allowable purpose under 30233 (4) of the Coastal Act. The project can be found consistent with Section 30233, only if it is the least environmentally damaging feasible alternative and feasible mitigation measures have been provided to minimize environmental effects. The applicant has stated that the 14-inch guide pile sleeve is the minimum size pile necessary to allow the fill of the gap between the existing piles and new pile sleeves with grout to secure the piles together and to the strengthen the overall piles. The number of piles will remain the same. Another project alternative was to replace the existing piles. However, this option would enlarge the docks and result in additional shading. The proposed project not result in additional shading impacts and will use the minimum sized piles thereby minimizing the amount of fill needed to support the allowable use. Thus, the project as proposed is the least environmentally damaging alternative. Section 30233 also requires that any project which results in fill of open coastal waters also provide adequate mitigation. The proposed project meets this requirement because the pilings provide vertical habitat for marine organisms. Therefore, the Commission finds that the proposed project is consistent with Section 30233 of the Coastal Act.

The applicant has provided information from a 2010 analysis indicating that that neither eelgrass nor *Caulerpa taxifolia* is found on site. Up to date surveys are necessary prior to construction of the project to verify that no resources are impacted by the development. Therefore, the Commission imposes **Special Conditions No. 1** and **No. 2**, which identifies the procedures necessary to be completed prior to beginning any construction. Also, if any *Caulerpa taxifolia* is found on the project site, **Special Conditions No. 2** also identifies the procedures necessary to be completed prior to beginning any construction. Therefore, the Commission finds that the proposed project is consistent with Section 30224 of the Coastal Act.

According to the applicant's biological assessment, Black-crowned night herons nest on trees that are 350-feet or more from the Sport Fishing Docks. It is unlikely that construction noise at this distance would disturb nesting herons.

The proposed work will be occurring on and within coastal waters. The storage or placement of construction material, debris, or waste in a location where it could be discharged into coastal waters

would result in an adverse effect on the marine environment. To assure that all impacts to water quality are minimized, to reduce the potential for construction related impacts on water quality, and to reduce the potential for post-construction impacts to water quality, the Commission imposes **Special Condition No. 3**, which requires, but is not limited to, appropriate storage and handling of construction equipment and materials to minimize the potential of pollutants to enter coastal waters and the continued use and maintenance of post construction BMPs. As conditioned, the Commission finds that the development conforms to Sections 30230 and 30231 of the Coastal Act.

For construction staging, the applicant has stated and provided preliminary plans stating that an approximately 100 foot by 60 (6,000 square feet in total) foot area will be used for staging in the launch ramp parking area (2-3% of the lot) during the course of the anticipated 6-8 week construction period. The construction staging area will not block any lanes of access within the launch ramp. To ensure construction staging will not impact access, final construction staging plans are necessary. Thus, the Commission finds that it is necessary to impose **Special Condition No. 4**, which requires the applicant to submit a Final Construction Staging Plan.

The proposed work will take place one dock at a time and the displaced vessels will be temporarily docked in the Sport Fishing Dock area while construction takes place.

The proposed dock is being constructed on public tidelands and/or within an area subject to public trust doctrine. **Special Condition No. 5** is imposed stating that the approval of a Coastal Development Permit for the project does not waive any public rights or interest that exist or may exist on the property.

B. MARINE RESOURCES

The proposed recreational boat dock development and its associated structures are an allowable and encouraged marine related use. The project design includes the minimum sized pilings and the minimum number of pilings necessary for structural stability. There are no feasible less environmentally damaging alternatives available. As conditioned, the project will not significantly adversely impact eelgrass beds and will not contribute to the dispersal of the invasive aquatic algae, *Caulerpa taxifolia*. Further, as proposed and conditioned, the project, which is to be used solely for recreational boating purposes, conforms to Sections 30224 and 30233 of the Coastal Act.

C. WATER QUALITY

The proposed development has a potential for a discharge of polluted run-off from the project site into coastal waters. The development, as proposed and as conditioned, incorporates design features to minimize the effect of construction and post-construction activities on the marine environment. These design features include, but are not limited to, the appropriate management of equipment and construction materials, reducing run-off through the use of permeable surfaces, the use of non-invasive drought tolerant vegetation to reduce and treat the run-off discharged from the site, and for the use of post-construction best management practices to minimize the project's adverse impact on coastal waters. Therefore, the Commission finds that the proposed development, as conditioned, conforms with Sections 30230 and 30231 of the Coastal Act regarding the protection of water quality to promote the biological productivity of coastal waters and to protect human health.

D. LOCAL COASTAL PROGRAM (LCP)

The proposed development is taking place in the City of Dana Point that has a Certified Local Coastal Program, the Dana Point Harbor Revitalization Plan Local Coastal Plan (the Land Use Plan (LUP) component was effectively Certified on October 13, 2010 and the Implementation Plan (IP) was effectively certified on October 6, 2011). The proposed development is taking place in the Harbor water (Planning Area II of the Certified LCP), the Commission's area of retained permitting jurisdiction under Coastal Act Section 30519(b). The development must be evaluated for consistency with the Chapter 3 policies of the Coastal Act. The policies of the Certified LCP may only be used for guidance.

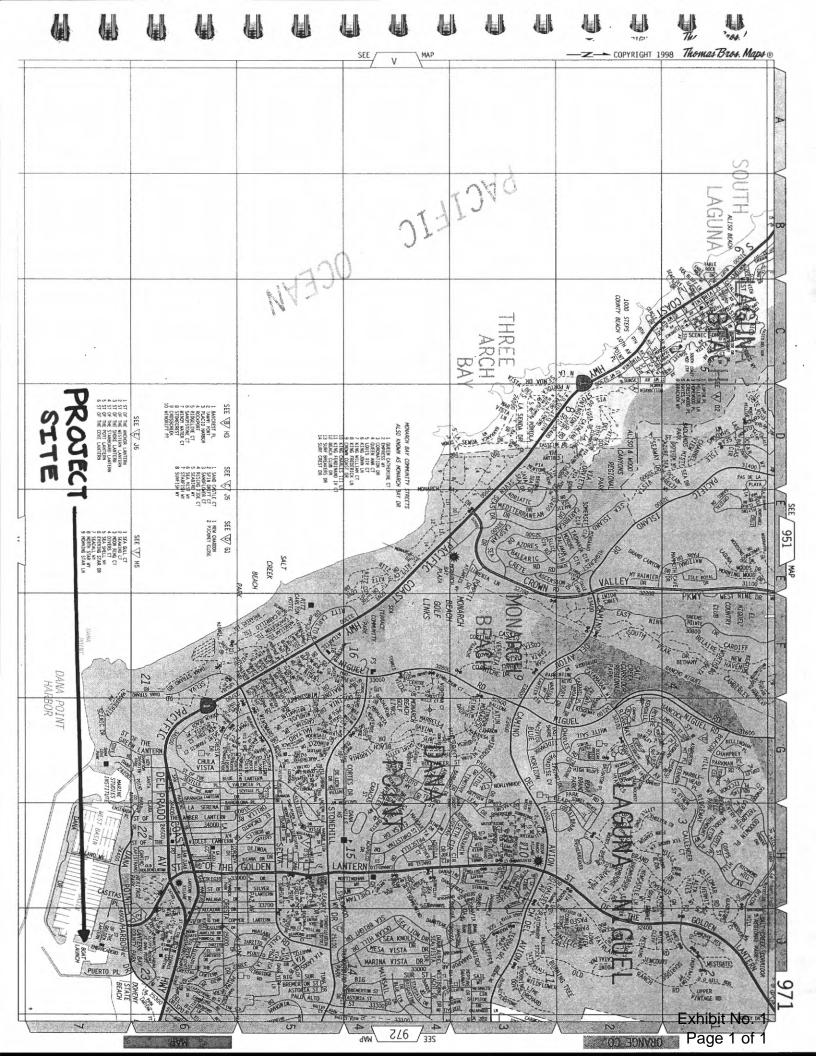
E. California Environmental Quality Act (CEQA)

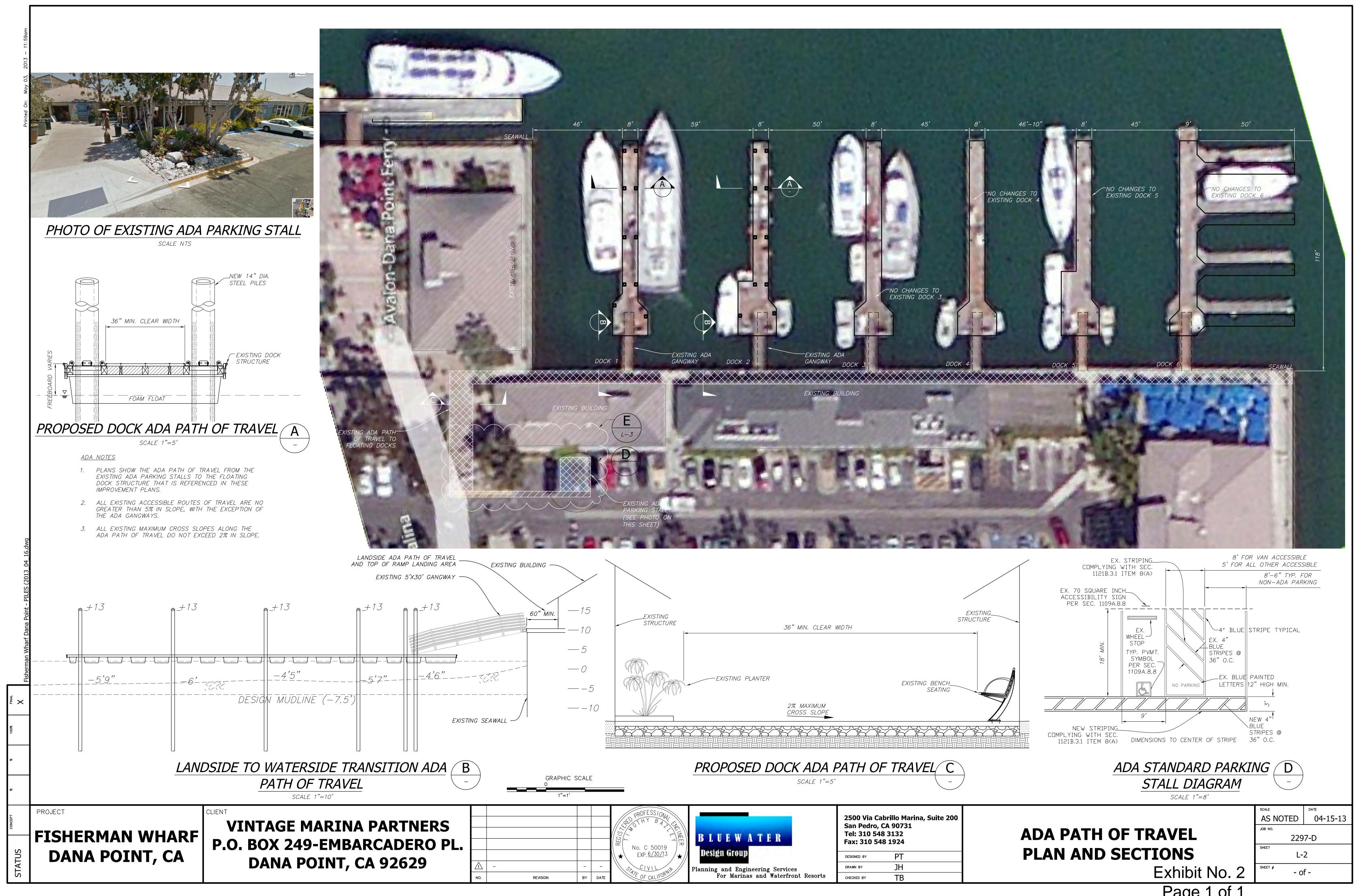
Section 13096 of Title 14 of the California Code of Regulations requires Commission approval of Coastal Development Permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the activity may have on the environment.

Orange County Dana Point Harbor is the lead agency responsible for certifying that the proposed project is in conformance with the California Environmentally Quality Act (CEQA). The County determined that in accordance with CEQA, the project is covered by FEIR 591 certified on January 31, 2006. Section 13096(a) of the Commission's administrative regulations requires Commission approval of Coastal Development Permit applications 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).

APPENDIX A

SUBSTANTIVE FILE DOCUMENTS: Approval-In-Concept from the City of Dana Point dated July 7, 2014; County of Orange CEQA (California Environmental Act) dated June 2, 2014; Letter from Commission staff to agent dated August 21, 2014; Letter from agent to Commission staff dated September 15, 2014; Letter from Commission staff to agent dated October 10, 2014; and Letter from applicant to Commission staff dated February 24, 2015.





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