

## CALIFORNIA COASTAL COMMISSION

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June 20, 1996

**TO:** COMMISSIONERS AND INTERESTED PERSONS

**FROM:** Peter M. Douglas, Executive Director  
Chuck Damm, South Coast Area District Director  
Larry Simon, Ports Coordinator

**SUBJECT:** Staff Recommendation on Port of Long Beach Port Master Plan Amendment No. 9 (Long Beach Naval Complex Allowable Uses). For Commission consideration at meeting of July 11, 1996.

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**SUMMARY OF STAFF RECOMMENDATION:**

Staff recommends that the Commission certify Port of Long Beach Port Master Plan Amendment No. 9. The amendment: (1) designates allowable land uses at the Long Beach Naval Complex on Terminal Island in the Port of Long Beach (Exhibits 1 and 2); (2) grants coastal development permitting authority to the Port for development activity on the Navy Mole and homeless service center portions of the Naval Complex; and (3) retains with the Commission coastal development permitting authority over the balance of the Naval Complex until subsequent port master plan amendments for specific projects are certified by the Commission. The staff recommends that the Commission find that the proposed amendment conforms with and carries out the policies of Chapter 3 and Chapter 8 of the Coastal Act.

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**I. PORT MASTER PLAN AMENDMENT PROCEDURE.** California Code of Regulations, Title 14 Section 13636 calls for port master plan amendments to be certified in the same manner as provided in Section 30714 of the Coastal Act for certification of port master plans. Section 13628 of the Regulations states that, upon the determination of the Executive Director that the master plan amendment and accompanying materials required by Section 13628(a) are sufficient, the master plan amendment shall be deemed submitted to the Commission for purposes of Section 30714 of the Coastal Act. The subject amendment was deemed submitted on June 14, 1996. Within 90 days of this submittal date, the Commission, after public hearing, shall certify or reject the amendment, in whole or in part. If the Commission fails to take action on

the amendment submittal within the 90-day period, the proposed amendment is deemed certified. The date by which the Commission must take action, absent a waiver by the Port of the 90-day period, is September 12, 1996.

Section 30714 of the Coastal Act states that the Commission shall either certify the amendment in whole or in part or reject the amendment in whole or in part. The Commission may not modify the amendment as a condition of certification. Section 30714 also states that the Commission shall certify the amendment if the Commission finds both that:

1. The certified portions of the amendment conform with and carry out the policies of Chapter 8 of the Coastal Act.
2. Where the amendment provides for development listed as appealable in Section 30715, such development is in conformity with all the policies of Chapter 3 of the Act.

The proposed amendment establishes a set of allowable land uses for Long Beach Naval Complex properties, located on Terminal Island and in the process of being transferred to the Port of Long Beach, and will be evaluated under the policies of Chapter 3 and Chapter 8 of the Coastal Act.

## II. STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

### Certification of Amendment.

The Commission hereby certifies the Port of Long Beach Port Master Plan Amendment No. 9 and finds, for reasons discussed below, that the amended Port Master Plan conforms with and carries out the policies of Chapter 3 and Chapter 8 of the Coastal Act. The Commission further finds that the plan amendment will not have any significant adverse effects on the environment within the meaning of the California Environmental Quality Act.

## III. FINDINGS AND DECLARATIONS.

The Commission finds and declares as follows:

A. Previous Commission Action. The Commission certified the Port of Long Beach Port Master Plan on October 17, 1978. The Commission has reviewed seven amendments since that date; review of amendment No. 8 (Bolsa Chica mitigation account) remains postponed at the request of the Port.

B. Content of Port Master Plan Amendments. California Code of Regulations Title 14, Section 13656 calls for port master plan amendments to be certified in the same manner as port master plans. Section 30711 of the Coastal Act provides, in part, that a port master plan shall include all the following:

1. The proposed uses of land and water, where known.
2. The proposed design and location of port land areas, water areas, berthing, and navigation ways and systems intended to serve commercial traffic within the area of jurisdiction of the port governing body.
3. An estimate of the effect of development on habitat areas and the marine environment, a review of existing water quality, habitat areas, and quantitative and qualitative biological inventories, and proposals to minimize and mitigate any substantial adverse impact.
4. Proposed projects listed as appealable in Section 30715 in sufficient detail to determine their consistency with the policies of Chapter 3 (commencing with Section 30200) of this division.
5. Provisions for adequate public hearings and public participation in port planning and development decisions.

The Commission finds that the proposed port master plan amendment conforms with the provisions of Section 30711 of the Coastal Act. There are adequate details in the port master plan submittal and associated materials for the Commission to make a determination of the proposed amendment's consistency with Chapter 3 and Chapter 8 policies of the Coastal Act.

The proposed amendment essentially splits the Naval Complex into two areas for purposes of post-certification coastal development permitting authority: (1) the Navy Mole and homeless service center site and (2) the balance of the Naval Complex.

Navy Mole. As a part of this proposed amendment, the Port is requesting that the Commission certify that the proposed land use designations for the Mole, proposed Mole redevelopment activities consistent with those designations, and the homeless service center are in conformance with the Coastal Act. After Commission certification of this amendment, future port-related and ancillary port facilities proposed as a part of the Navy Mole redevelopment effort (e.g., the Boeing Sea Launch facility) will then require coastal development permits from the Port.

Balance of Naval Complex. For the balance of the Naval Complex outside the Mole, the Port is requesting that the Commission only certify allowable land uses and is not seeking Commission certification of any proposed development on or coastal development permitting authority for the Navy Complex (excepting the Mole and development of the homeless service center). All other future development proposed for Naval Complex properties transferred to the Port (excepting the Mole, as noted above) will require additional California Environmental Quality Act (CEQA) documentation and subsequent port master plan amendment certification by the Commission. The Port structured the amendment in this unique way in order to quickly facilitate reuse of the Mole for non-military, coastal-dependent activities, and to eliminate a segmented Commission review of proposed land use designations for the entire Navy Complex. (Typically, once the Commission certifies a plan amendment, permitting authority rests with the port.)

Upon Commission certification of this plan amendment, the Port will be authorized to issue coastal development permits only for development on the Navy Mole and at the homeless service center site. Permitting authority for the remainder of the Naval Complex will remain with the Commission until the Commission has certified subsequent port master plan amendments for the non-Mole areas.

A public hearing on the proposed master plan amendment was held by the Board of Harbor Commissioners on April 15, 1996. The Port received two written comments on the proposed amendment - one from Commission staff and one from Long Beach Heritage (the latter regarding potentially adverse impacts on Naval buildings identified as eligible for listing on the National Register of Historic Places). The Board of Harbor Commissioners approved the proposed amendment on May 28, 1996 (Exhibit 3).

C. Appealable Development. In determining the standard of review for the proposed master plan amendment, Section 30714 of the Coastal Act provides guidance and states in part that:

The Commission shall certify the plan, or portion of a plan, if the Commission finds both of the following:

- (a) The master plan, or certified portions thereof, conforms with and carries out the policies of this chapter.
- (b) Where a master plan, or certified portions thereof, provide for any of the developments listed as appealable in Section 30715, the development or developments are in conformity with all policies of Chapter 3 (commencing with Section 30200).

Section 30715 of the Coastal Act provides, in part, that:

- (a) ...After a port master plan or any portion thereof has been certified ...approvals of any of the following categories of development by the port governing body may be appealed to the commission:
  - (1) Developments for the storage, transmission, and processing of liquefied natural gas and crude oil in such quantities as would have a significant impact upon the oil and gas supply of the state or nation or both the state or nation. A development which has a significant impact shall be defined in the master plans.
  - (2) Waste water treatment facilities, except for those facilities which process waste water discharged incidental to normal port activities or by vessels.
  - (3) Roads or highways which are not principally for internal circulation within the port boundaries.
  - (4) Office and residential buildings not principally devoted to the administration of activities within the port; hotels, motels, and shopping facilities not principally devoted to the sale of commercial goods utilized for water-oriented purposes; commercial fishing facilities; and recreational small craft marina related facilities.

(5) Oil refineries.

(6) Petrochemical production plants....

The Commission determines that the proposed port master plan amendment includes two categories of appealable development (the homeless service center and the relocation of recreational boat berthing facilities to the Port's recreation district) listed in Section 30715(a)(4) and that those developments will be evaluated under Chapter 3 policies of the Coastal Act. The standard of review for the balance of this proposed amendment is Chapter 8 of the Act.

D. Summary of Proposed Plan Amendment. The Long Beach Naval Complex (comprised of the Naval Station, Supply Center, and Naval Shipyard) is located on Terminal Island within the jurisdictional boundary of the Port of Long Beach. The certified port master plan places the Naval Complex in Port Planning District 5 (Federal Use Planning District), allows for Federal uses related to operation of U.S. Navy facilities, but acknowledges that the Port does not have permitting authority in this District. The proposed master plan amendment includes background information on the closure of the Naval Complex and planned property transfer to the Port:

In 1991, the Base Closure and Realignment Commission (BRAC) designated that the Long Beach Naval Station be closed by September 1995. The Navy later accelerated the schedule and closed the Naval Station on September 1994. Portions of the Naval Station and Navy Mole have recently been declared excess property. The Port of Long Beach is currently in the process of obtaining access to these excess properties for port related uses. In 1995, the BRAC designated that the remaining Naval Shipyard and Supply Center be closed. The final closure date is scheduled for September 1997.

The Port of Long Beach states that the proposed amendment is intended to serve three purposes (Exhibit 4). The primary purpose is to designate new permitted land uses within Harbor Planning District No. 5 (Federal Uses) and would permit a variety of port uses in District No. 5 to allow for redevelopment of the Navy properties. The Port states in the proposed amendment that:

The primary objective of these changes is to designate the property occupied by the Naval Complex for development of port uses. These types of uses are consistent with Chapter 8 of the California Coastal Act. The port uses identified are for cargo terminals, port-related uses, ancillary facilities and navigation purposes. Other permitted uses include utilities and oil production which recognize existing uses on Terminal Island. The relocation of recreational boats is to consolidate those uses in recreational areas rather than having them in the heavily industrialized portions of the harbor. The homeless service center is to meet the requirements of Federal base closure law to consider the needs of the homeless in the reuse of closed military facilities.

The second purpose of the proposed amendment is to:

... realign the boundaries of several Harbor Planning Districts to simplify the designation of permitted uses on Terminal Island.

Currently, four different Harbor Planning Districts cover portions of the land areas of Terminal Island in the Port of Long Beach. This amendment would re-adjust those boundaries to place all of the land areas on Terminal Island within a single Harbor Planning District.

The Port further provides in the amendment submittal that:

In order to consolidate the Planning Districts on Terminal Island, the District previously referred to as District 5 - Federal Use Planning District, will be renamed to District 4 - Terminal Island Planning District (The previous Harbor District Map is shown in Figure 1). The District boundaries will also be modified to absorb District 2 - West Harbor Planning District, portions of the Northwest Harbor Planning District and portions of the Middle Harbor Planning District. The portion of the West Harbor Planning District located north of the Cerritos Channel will be merged with the Northwest Harbor Planning District. The revised Harbor District Map is included in Figure 2. The revised map reflects the modifications to the District boundaries, numbering and titles.

The proposed plan amendment also replaces the language found in Section VI, page VI-18 headed DISTRICT 5 - FEDERAL USE PLANNING DISTRICT, with the text provided in Exhibit 4 of this staff report.

The third purpose of the amendment allows for development of an approximately three-acre parcel within the Port for use as a non-residential homeless service center (see location on Exhibit 2). The service center is the result of the base closure process which requires consideration of the needs of the homeless in the reuse of military property. In this case, the three acre parcel would allow for port development of approximately 240 acres of the Naval Station property and potentially up to another 260 acres with closure of the Navy's shipyard and supply center in 1997.

In conclusion, the proposed amendment would allow the Port to issue coastal development permits (after all necessary CEQA documentation and public notice) for development consistent with the amended port master plan on the Navy Mole and for the homeless service center. At the same time (and as noted previously in this report on Page 3), this amendment does not allow the Port to permit any new project dredging within the Port, construction of any new landfills within the Port, the construction of the proposed Pier T Container Terminal at the Naval Station site, or other development at the Naval Complex, excepting on the Mole. The Port did not include projects on the non-Mole portion of the Complex in this amendment because the necessary environmental documentation to demonstrate conformance with the Coastal Act remains incomplete. Separate port master plan amendments for these projects will be submitted to the Commission at a later date.

E. Conformance with the Coastal Act. In order for the Commission to certify the proposed plan amendment, the Commission must determine that the amendment conforms to the following Chapter 8 and, for the two types of proposed appealable developments (the homeless service center and the relocation of recreational boat facilities), Chapter 3 policies of the Coastal Act:

Chapter 8 Policies:

Section 30705.

(a) Water areas may be diked, filled, or dredged when consistent with a certified port master plan only for the following:

(1) Such construction, deepening, widening, lengthening, or maintenance of ship channel approaches, ship channels, turning basins, berthing areas, and facilities as are required for the safety and the accommodation of commerce and vessels to be served by port facilities.

(2) New or expanded facilities or waterfront land for port-related facilities.

(3) New or expanded commercial fishing facilities or recreational boating facilities.

(4) Incidental public service purposes, including, but not limited to, burying cables or pipes or inspection of piers and maintenance of existing intake and outfall lines.

(5) Mineral extraction, including sand for restoring beaches, except in biologically sensitive areas.

(6) Restoration purposes or creation of new habitat areas.

(7) Nature study, mariculture, or similar resource-dependent activities.

(8) Minor fill for improving shoreline appearance or public access to the water.

(b) The design and location of new or expanded facilities shall, to the extent practicable, take advantage of existing water depths, water circulation, siltation patterns, and means available to reduce controllable sedimentation so as to diminish the need for future dredging.

(c) Dredging shall be planned, scheduled, and carried out to minimize disruption to fish and bird breeding and migrations, marine habitats, and water circulation. Bottom sediments or sediment elutriate shall be analyzed for toxicants prior to dredging or mining, and where water quality standards are met, dredge spoils may be deposited in open coastal water sites designated to minimize potential adverse impacts on marine organisms, or in confined coastal waters designated as fill sites by the master plan where such spoil can be isolated and contained, or in fill basins on upland sites. Dredge material shall not be transported from coastal waters into estuarine or fresh water areas for disposal.

(d) For water areas to be diked, filled, or dredged, the commission shall balance and consider socioeconomic and environmental factors.

Section 30708. All port-related developments shall be located, designed, and constructed so as to:

- (a) Minimize substantial adverse environmental impacts.
- (b) Minimize potential traffic conflicts between vessels.
- (c) Give highest priority to the use of existing land space within harbors for port purposes, including, but not limited to, navigational facilities, shipping industries, and necessary support and access facilities.
- (d) Provide for other beneficial uses consistent with the public trust, including, but not limited to, recreation and wildlife habitat uses, to the extent feasible.
- (e) Encourage rail service to port areas and multi-company use of facilities.

Section 30715.

(a) Until such time as a port master plan or any portion thereof has been certified, the commission shall permit developments within ports as provided for in Chapter 7 (commencing with Section 30600). After a port master plan or any portion thereof has been certified, the permit authority of the commission provided in Chapter 7 (commencing with Section 30600) shall no longer be exercised by the commission over any new development contained in the a certified plan or any portion thereof and shall at that time be delegated to the appropriate port governing body, except that approvals of any of the following categories of development by the port governing body may be appealed to the commission:

- (1) Developments for the storage, transmission, and processing of liquefied natural gas and crude oil in such quantities as would have a significant impact upon the oil and gas supply of the state or nation or both the state and nation. A development which has a significant impact shall be defined in the master plans.
- (2) Waste water treatment facilities, except for those facilities which process waste water discharged incidental to normal port activities or by vessels.
- (3) Roads or highways which are not principally for internal circulation within the port boundaries.
- (4) Office and residential buildings not principally devoted to the administration of activities within the port; hotels, motels, and shopping facilities not principally devoted to the sale of commercial goods utilized for water-oriented purposes; commercial fishing facilities; and recreational small craft marina related facilities.



(5) Oil refineries.

(6) Petrochemical production plants.

(b) If maintenance dredging is part of, or is associated with, any category of development specified in paragraphs (1) to (6), inclusive, of subdivision (a), the commission shall not consider that maintenance dredging in its review and approval of those categories.

### Chapter 3 Policies:

Section 30220. Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.

Section 30221. Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.

Section 30224. Increased recreational boating use of coastal waters shall be encouraged, in accordance with this division, by developing dry storage areas, increasing public launching facilities, providing additional berthing space in existing harbors, limiting non-water-dependent land uses that congest access corridors and preclude boating support facilities, providing harbors of refuge, and by providing for new boating facilities in natural harbors, new protected water areas, and in areas dredged from dry land.

Section 30234. Facilities serving the commercial fishing and recreational boating industries shall be protected and, where feasible, upgraded. Existing commercial fishing and recreational boating harbor space shall not be reduced unless the demand for those facilities no longer exists or adequate substitute space has been provided. Proposed recreational boating facilities shall, where feasible, be designed and located in such a fashion as not to interfere with the needs of the commercial fishing industry.

### Section 30250.

(a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources....

(b) Where feasible, new hazardous industrial development shall be located away from existing developed areas.

Section 30251. The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted

development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

The master plan amendment includes two anticipated projects (the homeless service center on Ocean Boulevard and the Boeing Sea Launch facility on the Navy Mole), proposed reuse of the Navy Mole for other primary port and ancillary port facilities, the relocation of recreational boating facilities to the Queensway Bay area of the Port, and the rezoning of the balance of the Naval Complex for port land uses. The homeless service center and the relocation of recreational boating facilities are appealable developments under Section 30715(a)(4) of the Coastal Act and must therefore be evaluated for conformance with the applicable policies of Chapter 3. First, however, the balance of the proposed master plan amendment will be evaluated for conformance with the policies of Chapter 8.

This amendment does not propose any diking, filling, or dredging of open water areas within the Port. All proposed reuse activities on the Navy Mole will use existing upland facilities, will construct new upland facilities that will not affect open water areas, and/or will use existing water depths at berthing locations along the Navy Mole and within the West Basin. The amendment therefore conforms with Section 30705 of the Coastal Act.

The proposed Boeing Sea Launch facility was one of the projects evaluated in a Negative Declaration for Navy Mole redevelopment approved by the Port in April 1996 (Exhibit 5). The proposed plan amendment states that:

Approximately 21 acres of the southern tip of the Navy Mole will be developed to provide a home port for Sea Launch, a mobile satellite launch service that will launch satellites into orbit from ocean-going vessels traveling to remote locations in the Pacific Ocean. Development of this site involves reuse of the SIMA facilities and Pier 16. The facility would be used for final assembly and loading of launch equipment onto a floating launch platform which would then travel to sea to launch satellites near the equator. The facility would also support the command ship that would accompany the launch platform.

...

The Sea Launch project would have safeguards in place prior to start of operations. These safeguards will provide protection from potential hazards associated with the propellant storage area, payload fueling, and spills. The fueling facility and storage areas will have special containment facilities and storage requirements meeting Department of Defense standards. Sufficient distance would exist between the [existing and to-remain Navy] fueling depot and the Sea Launch facility to avoid overlap of the two hazard footprints. [Exhibit 6.] These precautions should protect the marine environment from possible spills into the water.

...

The operations would also be conditioned to conform with the Port Risk Management Plan.

In addition, the Negative Declaration states that six existing buildings on the Mole would be used for offices and warehouses, two new buildings would be constructed for payload processing and short-term storage of solid rocket motors and spacecraft small ordnance devices, and the existing Pier 16 would be used for mooring and loading vessels. Construction of the facility would last approximately 12 months. Boeing anticipates conducting six launches per year initially, with a maximum capability of 12 launches per year.

The Port also intends to redevelop other portions of the Navy Mole (excepting the Navy fuel depot, which will remain operational), and the April 1996 Negative Declaration adopted by the Port for the Navy Mole redevelopment describes the planned activities as follows:

The ancillary and water dependent uses would be located west of the Sea Launch project on the southern portion of the Mole. The facilities would include support operations, such as barge and tug operations, dredging services, oil spill response services, survey boats, diver support facility, commercial ship repair, and marine contractors. The proposed uses would allow for adaptive reuse of existing structures. However, demolition of some existing structures and minor construction of new facilities would be necessary to accommodate the ancillary uses.

A breakbulk/neobulk terminal is proposed to be located west of the Navy Fuel Depot on the Mole. [Exhibit 7.] The neobulk would typically handle forest products and/or iron and steel products; breakbulk would include bagged and palletized cargo. The terminal is expected to function as a receiving terminal with the cargo being offloaded from ships to storage areas and then trucked to their inland destinations. The existing Servmart building could be reused for warehouse and office uses in support of the terminal operations. A 1,200 foot marginal wharf would have to be constructed to allow for off-loading operations. This would require the removal of two piers (numbers 10 and 11) and driving concrete pilings into the rip rap to support a concrete deck but would not require dredging.

An access road would be constructed to serve the future development of the Mole. The proposed four lane roadway design follows along the southern edge of the Mole on an existing 68-foot right-of-way from Navy Way to the Navy Fuel Depot. When the road reaches the Fuel Depot, it would continue to the tip of the Mole as a two-lane roadway.

The April 1996 Negative Declaration states that:

Proposed construction at the Mole would have potential water quality impacts only in the case of construction of the breakbulk/neobulk terminal wharf. Driving the piles that would support the wharf could cause temporary, localized turbidity, but the short duration would prevent the impact from being significant.

The Mole is an intensely developed area that does not contain native terrestrial plant or animal communities. Accordingly, the proposed project would not have a significant impact on terrestrial biological resources. Localized temporary impacts on marine resources could be associated with construction of the wharf, but those impacts would be insignificant given the small scale of the construction.

The Mole does not serve as an important feeding, resting, or nesting habitat for any of the four bird species meriting special consideration that occur in or near the study area: California brown pelican, California leasts tern, double-crested cormorant, and black-crowned night heron. Accordingly, the proposed project would not change or reduce the diversity of bird species or the number of any bird species, or any unique, rare, or endangered species, due to the lack of wildlife on the site.

Section 30708 of the Coastal Act calls for port-related developments to be located, designed, and constructed so as to minimize substantial adverse environmental impacts, give highest priority to the use of existing land space within harbors for port purposes, and to provide for other beneficial uses consistent with the public trust to the extent feasible. The Commission finds that the proposed plan amendment conforms with these policies. The Commission finds that the proposed redevelopment of the Navy Mole with various port-related and ancillary port activities is the best and highest priority use of this property, given the existing infrastructure present on the Mole, the history of military-related, port industrial activity on the Mole, and its central location within the Port. The proposed redevelopment projects will not generate adverse environmental impacts on coastal resources, will conform to the Port's Risk Management Plan, and are designed to use existing developed upland on the Mole and existing water depths in the West Basin.

The Commission also finds that the proposed allowable uses on the balance of the Navy Complex (Navy Station, Supply Center, and Shipyard) conform with Section 30708 of the Coastal Act. The Port plan amendment designates for the Naval Complex all the types of port land uses currently identified in the Port Master Plan (except for commercial and recreational uses, which are concentrated in the Queensway Bay district). The Chapter 8 policies of the Coastal Act give highest priority to the use of existing land within the four designated commercial ports for port purposes. The transfer of Naval Complex properties to the Port of Long Beach will allow the Port to construct needed cargo and shipping facilities without building new landfills. The designation of allowable land uses on the Naval Complex will allow the Port to move forward with specific redevelopment plans for approximately 500 acres of land. However, and as discussed previously in this report, those specific project plans will be the subject of future port master plan amendments (e.g., the Pier T Container Terminal at the Naval Station. This project involves potentially adverse impacts on Naval buildings identified as eligible for listing on the National Register of Historic Places). The Commission concurs with the Port's decision at this time to not request coastal development permitting authority for any development at the Naval Complex or Commission certification of specific projects (excepting the Navy Mole and the homeless service center site), but rather only the certification of allowable use

designations, and finds those designations in conformance with Section 30708 of the Coastal Act.

The homeless service center and the relocation of recreational boating facilities are appealable developments under Section 30715(a)(4) of the Coastal Act and must therefore be evaluated for conformance with the applicable policies of Chapter 3. The plan amendment describes the proposed homeless service center as follows:

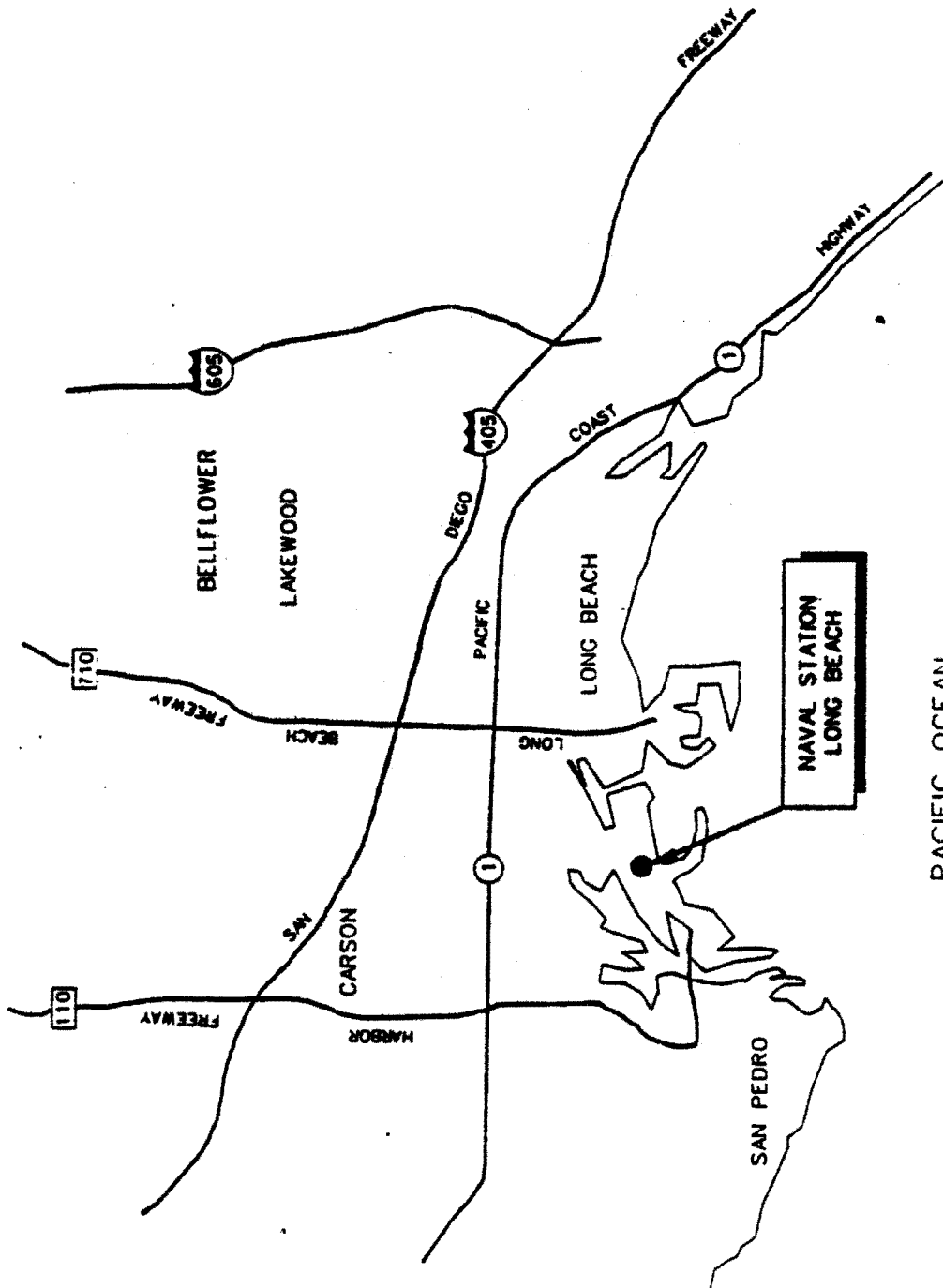
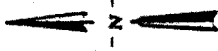
Provide an approximately three acre site near Ocean Boulevard for a non-residential homeless service center. This office use would have space for a variety of homeless service agencies to provide employment, counseling, financial and housing information to homeless individuals from Long Beach and the surrounding communities. The need for this type of facility was identified as part of the Naval Station reuse planning process.

...

The homeless service center will be located at a site that is removed from the waterfront area of Terminal Island. This use reflects consideration of homeless needs when considering military base reuse. Provision of this use facilitates the availability of a large parcel of land to develop for port-related, coastal-dependent uses. While the homeless service center is not a coastal-dependent use, it can be relocated if needed to support coastal-dependent uses.

The proposed homeless service center is classified under Section 30715(a)(4) of the Coastal Act as an "office ... building not principally devoted to the administration of activities within the port." The Commission finds that development of this facility in an existing building on Ocean Boulevard, and not on a waterfront parcel, conforms to the applicable Chapter 3 policies of the Coastal Act. The facility would be located in an existing developed area, will not generate significant adverse impacts on coastal resources, and conforms to Sections 30250 and 30251 of the Coastal Act.

The proposed relocation of recreational boating facilities from Terminal Island is consistent with the Port's longstanding objective to consolidate recreational facilities in the Queensway Bay Harbor Planning District and out of the industrialized areas of the Port. The Commission previously endorsed the relocation objective when it concurred with the Port's plan amendment No. 6 in 1990. The proposed relocation conforms with Coastal Act policies protecting recreational boating use and facilities because there will be no net loss of recreational boating facilities in the Port. In addition, the relocation will lead to a safer separation of industrial and recreational boating traffic in the Port. Therefore, the Commission finds that the amendment's provision for relocation of recreational boating facilities is consistent with Sections 30220, 30221, 30224, and 30234 of the Coastal Act.



Southwest Division  
Naval Facilities Engineering Command  
Naval Station Long Beach

**Figure 1: Vicinity Map**

**EXHIBIT NO. 1**  
APPLICATION NO.  
POLB PMPA 9  
California Coastal Commission

**Figure 2: Study Area**

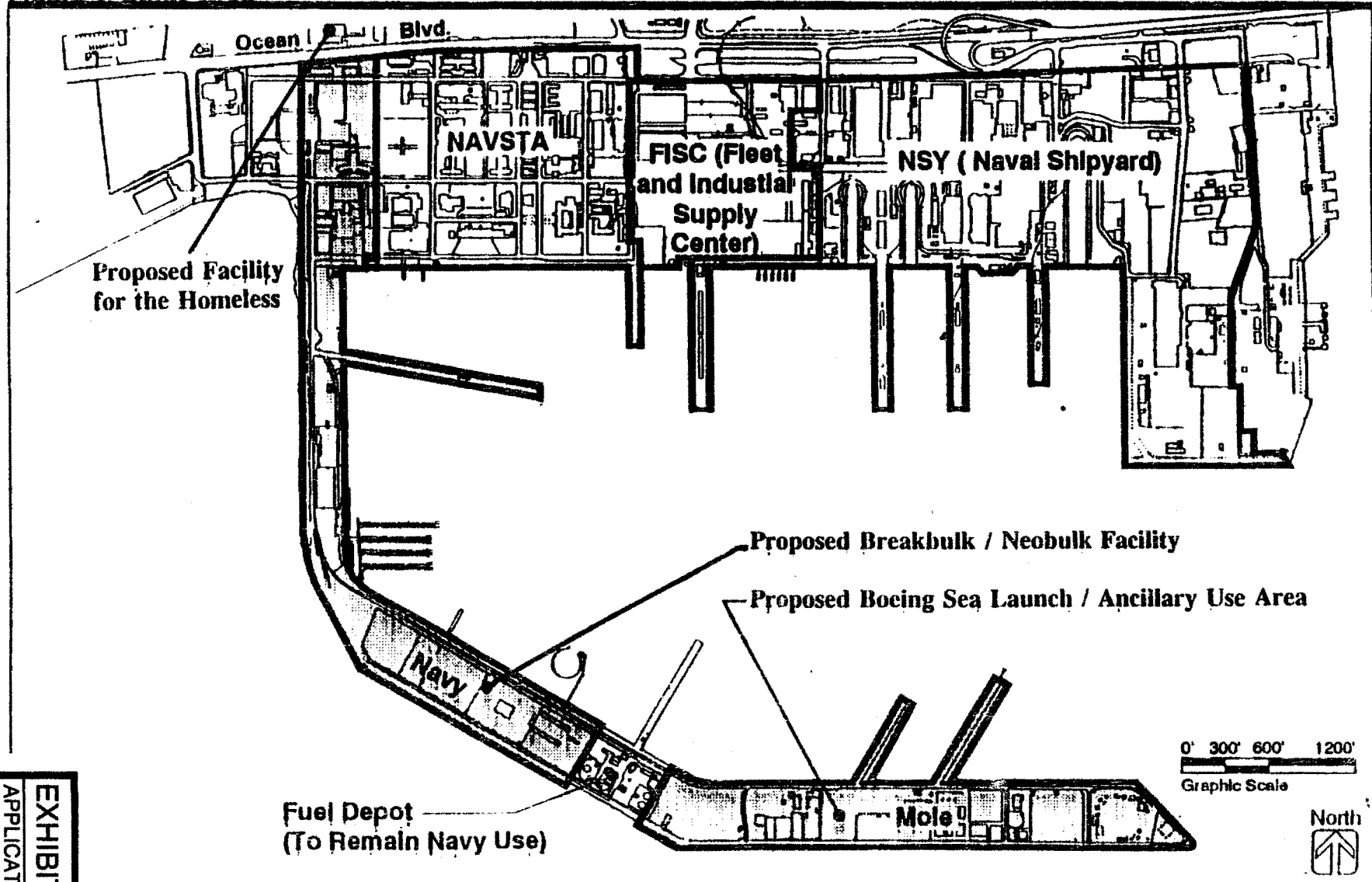


EXHIBIT NO. 2  
APPLICATION NO.  
POLB PMPA 9  
California Coastal Commission

## MEMORANDUM

BOARD OF  
HARBOR COMMISSIONERS  
LONG BEACH  
CALIFORNIA

DATE May 22, 1996

TO Board of Harbor Commissioners

FROM Geraldine Knatz, Director of Planning

SUBJECT Adoption of Port Master Plan Amendment #9 to the Certified Port Master Plan

Meeting of MAY 28 1996Action Adopted

On March 4, 1996, the Board of Harbor Commissioners approved distribution of the Draft Port of Long Beach Certified Port Master Plan Amendment #9 for public comment. Pursuant to Section 30712 of the California Coastal Act, the Board of Harbor Commissioners held a public hearing on the draft amendment on April 15, 1996. The public comment period for the amendment closed on April 30, 1996.

This amendment would increase the variety of port land uses allowed on the Long Beach Naval Complex property, adjust harbor planning district boundaries, update certain objectives, and make minor corrections. The amendment would also allow for development of an approximately three-acre parcel within the Port for use as a non-residential, homeless service center as included in the City's approved Naval Properties Reuse Plan.

During the public comment period we received comments from the Coastal Commission staff and Long Beach Heritage. Copies of the comment letters and a summary of the verbal testimony is attached.

**Coastal Commission Comments:**

The letter from the Coastal Commission staff requested additional information on the anticipated projects, the objectives for District 4 (where the Naval Complex is located) and analysis of conformity of the amendment's projects and objectives with Chapters 3 and 8 of the Coastal Act. In response, additional information has been included on the anticipated Sea Launch and homeless service center projects which were addressed in a Negative Declaration that has already been approved by the Board. Specific mention of the 130-acre container terminal has been removed. Further clarification of the planning objectives for District 4 has been added. Finally, more explanation has been added, especially related to risk management issues, to address the conformity of the amendment with Chapters 3 and 8 of the Coastal Act.

**Long Beach Heritage Comments:**

We also received a comment letter from Long Beach Heritage and verbal testimony from Mr. Peter Devereaux representing the group. The group expressed concerns about the buildings on the Naval Station property which have been identified as

EXHIBIT NO. 3

APPLICATION NO.  
POLB PMPA 9



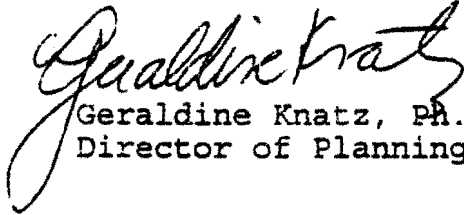
eligible for listing on the National Register of Historic Places. The essence of the comments are that it is premature for the Board to amend the Port Master Plan until a more thorough reuse planning process is completed to address alternative use of the potentially historic buildings. In response, this master plan amendment only identifies permitted uses in this area of the harbor and, following Chapter 8 of the Coastal Act guidance, gives highest priority to uses for port purposes. No decisions are being made regarding the buildings on the Naval Station with this amendment.

Long Beach Heritage requests that the amendment should document the existence of the historical buildings, the environmental review process and a method to evaluate alternatives to demolition. In response, reference to the buildings has been added to the discussion of Section 30708 of the Coastal Act. Impacts of projects involving the areas where these buildings exist will have to be addressed in the environmental documentation for those projects and will specifically have to address Section 106 of the National Historic Preservation Act.


The group is concerned that the master plan amendment does not allow for non-port use of the historical buildings for public recreation opportunities as a possible reuse. In response, it should be noted that an objective within Goal 1 of the certified Port Master Plan is to consolidate recreational and tourist activities in the Queensway Bay area. The Naval Station property is far removed from that area of the harbor and is surrounded by industrial uses. Developing recreational uses in this area of the harbor would not be consistent with the master goal or the surrounding land uses and has not been included in the amendment.

Finally, the group believes that the master plan amendment should wait until all the Navy property reuse planning process is completed because the recommended uses may conflict with this amendment. It should be noted that the list of permitted uses in this amendment for District 4 includes all the types of uses permitted in the Harbor District except Commercial and Recreational facilities, which are to be concentrated in the Queensway Bay following Goal 1 of the Master Plan. Nevertheless, the amendment does allow a variety of new uses in District 4 which would be consistent with other port uses permitted in the Harbor District.

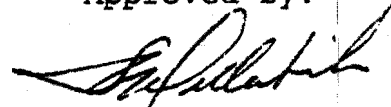
We respectfully request that the Board of Harbor Commissioners adopt the Port Master Plan Amendment #9 and authorize the Executive Director to submit the amendment to the California Coastal Commission for certification.

  
Geraldine Knatz, Ph.D.  
Director of Planning

Recommended by:

  
Richard D. Steinke  
Deputy Executive Director

Approved by:

  
S.R. Dillenbeck  
Executive Director

GP:s

Attachments

# PORT OF LONG BEACH

## PORT MASTER PLAN AMENDMENT NO. 9


### Introduction/Purpose

Port Master Plan Amendment No. 9 is intended to serve three purposes. The primary purpose is to designate new permitted land uses within Harbor Planning District No. 5 - Federal Uses. This planning district is where the Long Beach Naval Complex has been located and has only had Federal uses permitted in the district. With the national defense downsizing, the Base Closure and Realignment Committee (BRAC) has decided to close most of the Naval operations that have been located in the Port of Long Beach. This amendment would permit a variety of port uses in the district to allow for redevelopment of the Navy properties.

Another purpose of this amendment is to realign the boundaries of several Harbor Planning Districts to simplify the designation of permitted uses on Terminal Island. Currently, four different Harbor Planning Districts cover portions of the land areas of Terminal Island in the Port of Long Beach. This amendment would re-adjust those boundaries to place all of the land areas on Terminal Island within a single Harbor Planning District.

Finally, the amendment will allow for development of an approximately three acre parcel within the Port for use as a non-residential, homeless service center. This service center is the result of the base closure process which requires consideration of the needs of the homeless in the reuse of military property. In this case, the three acre parcel would allow for port development of approximately 240 acres of the Naval Station property and potentially up to another 260 acres with closure of the Navy's shipyard and supply center.

The primary objective of these changes is to designate the property occupied by the Naval Complex for development of port uses. These types of uses are consistent with Chapter 8 of the California Coastal Act. The port uses identified are for cargo terminals, port-related uses, ancillary facilities and navigation purposes. Other permitted uses include utilities and oil production which recognize existing uses on Terminal Island. The relocation of recreational boats is to consolidate those uses in recreational areas rather than having them in the heavily industrialized portions of the harbor. The homeless service center is to meet the requirements of Federal base closure law to consider the needs of the homeless in the reuse of closed military facilities.

EXHIBIT NO. 4
APPLICATION NO.
POLB PMPA 9
 California Coastal Commission

## Background

In 1991, the Base Closure and Realignment Commission (BRAC) designated that the Long Beach Naval Station be closed by September 1995. The Navy later accelerated the schedule and closed the Naval Station on September 1994. Portions of the Naval Station and Navy Mole have recently been declared excess property. The Port of Long Beach is currently in the process of obtaining access to these excessed properties for port related uses. In 1995, the BRAC designated that the remaining Naval Shipyard and Supply Center be closed. The final closure date is scheduled for September 1997.

The Naval installation is located within the Federal Use Planning District (District 5) of the Long Beach Port Master Plan. This District primarily allows for Federal uses related to operation of the Naval Station and Shipyard facilities. With the exception of the Fuel Depot on the Navy Mole, no further Federal uses are planned within this District.

## Description of Proposed Amendment

In order to consolidate the Planning Districts on Terminal Island, the District previously referred to as District 5 - Federal Use Planning District, will be renamed to District 4 - Terminal Island Harbor Planning District (the previous Harbor District Map is shown in Figure 1). The District boundaries will also be modified to absorb District 2 - West Harbor Planning District, portions of the Northwest Harbor Planning District and portions of the Middle Harbor Planning District. The portion of the West Harbor Planning District located north of the Cerritos Channel will be merged with the Northwest Harbor Planning District. The revised Harbor District Map is included in Figure 2. The revised map reflects the modifications to the District boundaries, numbering and titles.

The proposed Port Master Plan Amendment No. 9 will also replace the language found in Section VI, page VI-18 headed DISTRICT 5 - FEDERAL USE PLANNING DISTRICT, with the following text:

### DISTRICT 4 - TERMINAL ISLAND HARBOR PLANNING DISTRICT

The Terminal Island Harbor Planning District (Figure VI-6) primarily consists of property that was originally occupied by the U.S. Naval Complex. The Long Beach Naval Station and Navy Mole were closed in September 1994, as a result of the 1991 round of the Base Closure and Realignment Commission (BRAC). The Naval Shipyard was placed on the BRAC base closure list during the 1995 round. The final closure date for the Naval Shipyard is scheduled for September 1997. During this transition period, the Navy will continue to operate the Shipyard and support facilities. With the pending closure of the Naval facilities, the Port is currently in

the process of obtaining the excess Naval property for primary port facilities, hazardous cargo facilities, port related facilities and navigation uses. Consolidation of ancillary port facilities will be encouraged in this District to enhance terminal efficiency in other areas of the Port.

**GOAL 1: ACQUIRE EXCESS NAVY PROPERTY AS IT BECOMES AVAILABLE.**

**GOAL 2: REDEVELOP EXCESS NAVY PROPERTY FOR DEVELOPMENT OF PORT FACILITIES.**

Objectives:

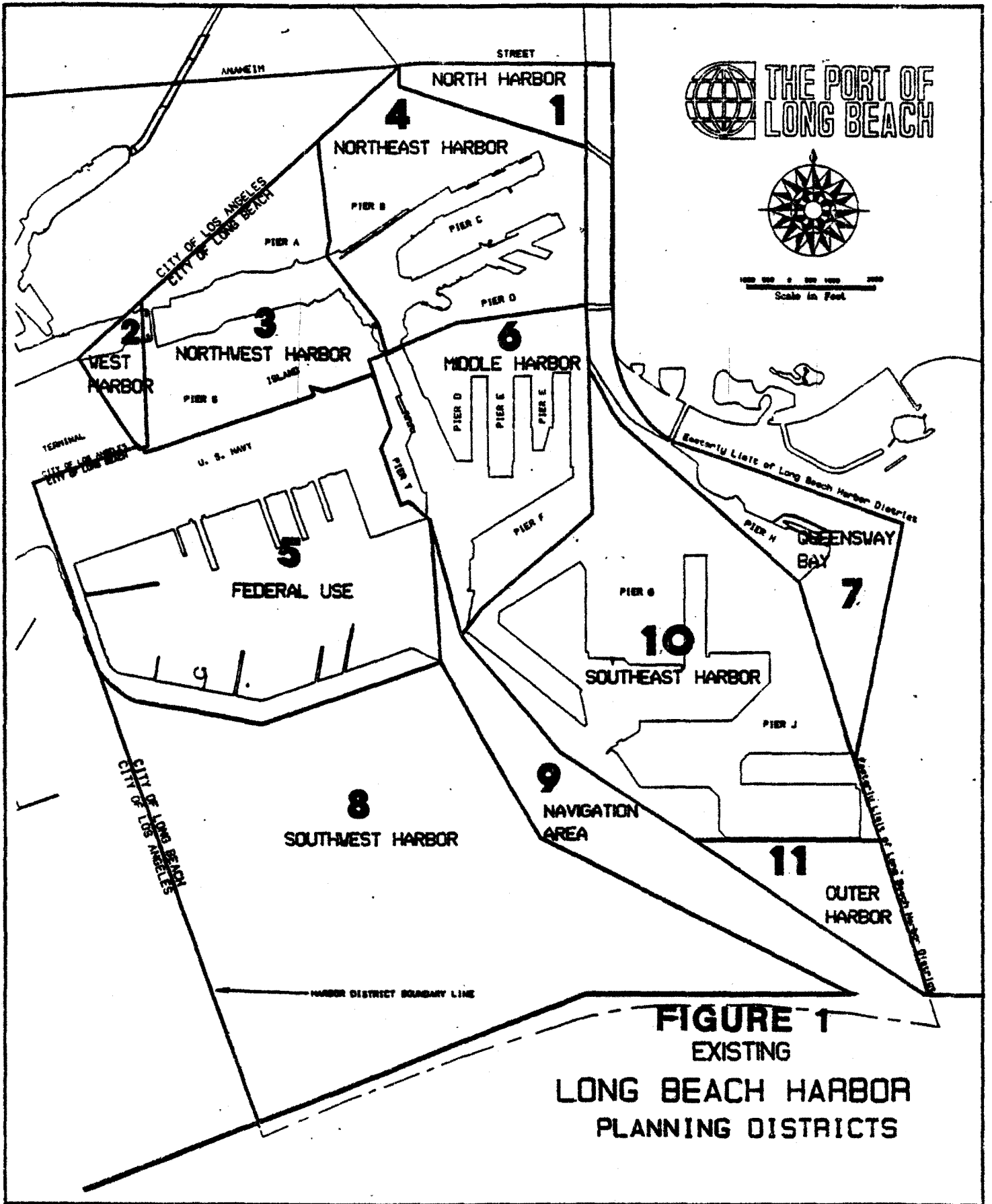
- o Pursue primary port terminal development on available lands within the District.
- o Implement adopted Naval Property Reuse plans.
- o Encourage interim development of ancillary port facilities and water dependent uses on the Navy Mole.
- o Relocate private recreational boating facilities to the Queensway Bay Planning District.
- o Develop Berths 99-100 backland eastward for cargo terminal use and abandon Old Dock Street.
- o Consolidate or abandon oil production facilities.

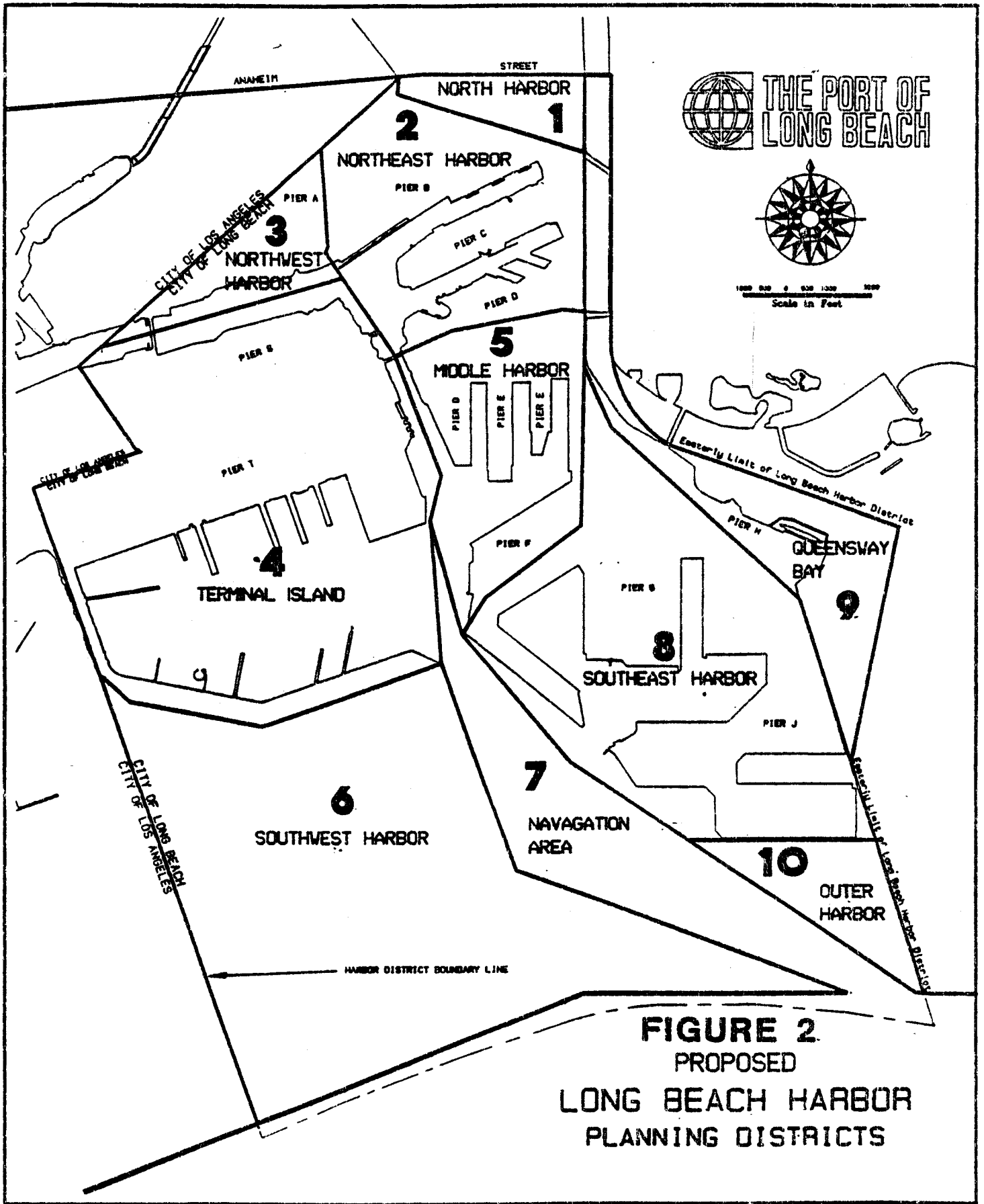
Permitted Uses:

- o Primary Port Facilities
- o Hazardous Cargo Facilities
- o Port Related
- o Navigation
- o Ancillary Port Facilities
- o Federal Uses
- o Non-Port Uses for a 3-acre Homeless Service Center
- o Oil Production
- o Utilities

District Status:

The Long Beach Naval Station, Navy Mole and Navy Shipyard have been authorized for closure during the BRAC procedures in 1991 and 1995. Many of the structures on the Base have been vacated. Portions of the Long Beach Naval Station and Navy Mole have been declared "excess" property. The Port of Long Beach is in the process of obtaining these "excess" properties for redevelopment for port facilities. The Navy Shipyard has also been placed on the BRAC





**FIGURE 2.**  
 PROPOSED  
 LONG BEACH HARBOR  
 PLANNING DISTRICTS

base closure list. The Shipyard and support facilities will continue to operate during this transitional period. The eminent closure of these facilities is anticipated to impact the local economy. Swift redevelopment of these sites is necessary to offset economic losses incurred by the base closures. The additional acreage will also provide necessary area for port expansion.

The eastern portion of District 4 located adjacent to the Back Channel is primarily used for petroleum and break-bulk terminals, including lumber and recycled metal products. The northern portion of District 4 located north of Ocean Boulevard primarily consists of undeveloped land with on-going oil production uses. This area also includes the Dow Chemical Terminal and utility uses including the Southern California Edison power plant and the Southeast Resource Recovery Facility (SERRF). Since 1990 the following projects have occurred in the Terminal Island Harbor Planning District:

- o Hiuka Recycled Steel Export Terminal

In 1995, Hiuka constructed an 18 acre Recycled Steel Export Terminal at berths T 118-119 on Pier T. This facility, which includes on-dock rail facilities, is anticipated to handle approximately 700,000 tons of material per year.

- o Ocean Boulevard Connector - Port Access Demonstration Project

As a part of the on-going Port Access Demonstration Project, Ocean Boulevard is in the process of being widened generally between Terminal Island Freeway and the Gerald Desmond Bridge. These improvements will bring the roadway into compliance with Caltrans requirements and allow the maintenance of the Gerald Desmond Bridge and Ocean Boulevard to be transferred to the State of California. These improvements are anticipated to be completed by May 1997.

- o Navy Way/Seaside Grade Separation Project

The Navy Way/Seaside Grade Separation Project involves raising Ocean Boulevard to allow grade separated rail access to the future terminal developments on the former Naval Station in the Port of Long Beach, and the future Pier 300/400 terminal developments in the Port of Los Angeles. The project also provides additional traffic flow enhancements. The project is scheduled to be completed by March 1997.

- o New Dock Street Grade Separation Project

The Port of Los Angeles is in the process of constructing a grade separated railroad corridor over portions of New Dock Street and Henry Ford Avenue. The grade separation will provide uninterrupted rail access to future marine terminals



on the former Naval Station in the Port of Long Beach, future marine terminals on Pier 300/400 and the Brighton Beach Railyard in the Port of Los Angeles. The project will be completed by September 1997.

o Gerald Desmond Bridge Project

This project consists of widening the bridge from four to five lanes (two lanes east bound and three lanes west bound); adding sidewalks to the outside of the existing structure; seismic retrofit of the foundation and superstructure; and repainting. The project is anticipated to be completed during 1997-98.

Anticipated Projects:

o Boeing/Sea Launch Satellite Assembly/Launch Staging Facility

Approximately 21 acres of the southern tip of the Navy Mole will be developed to provide a home port for Sea Launch, a mobile satellite launch service that will launch satellites into the orbit from ocean-going vessels traveling to remote locations in the Pacific Ocean. Development of this site involves reuse of the SIMA facilities and Pier 16. The facility would be used for final assembly and loading of launch equipment onto a floating launch platform which would then travel to sea to launch satellites near the equator. The facility would also support the command ship that would accompany the launch platform.

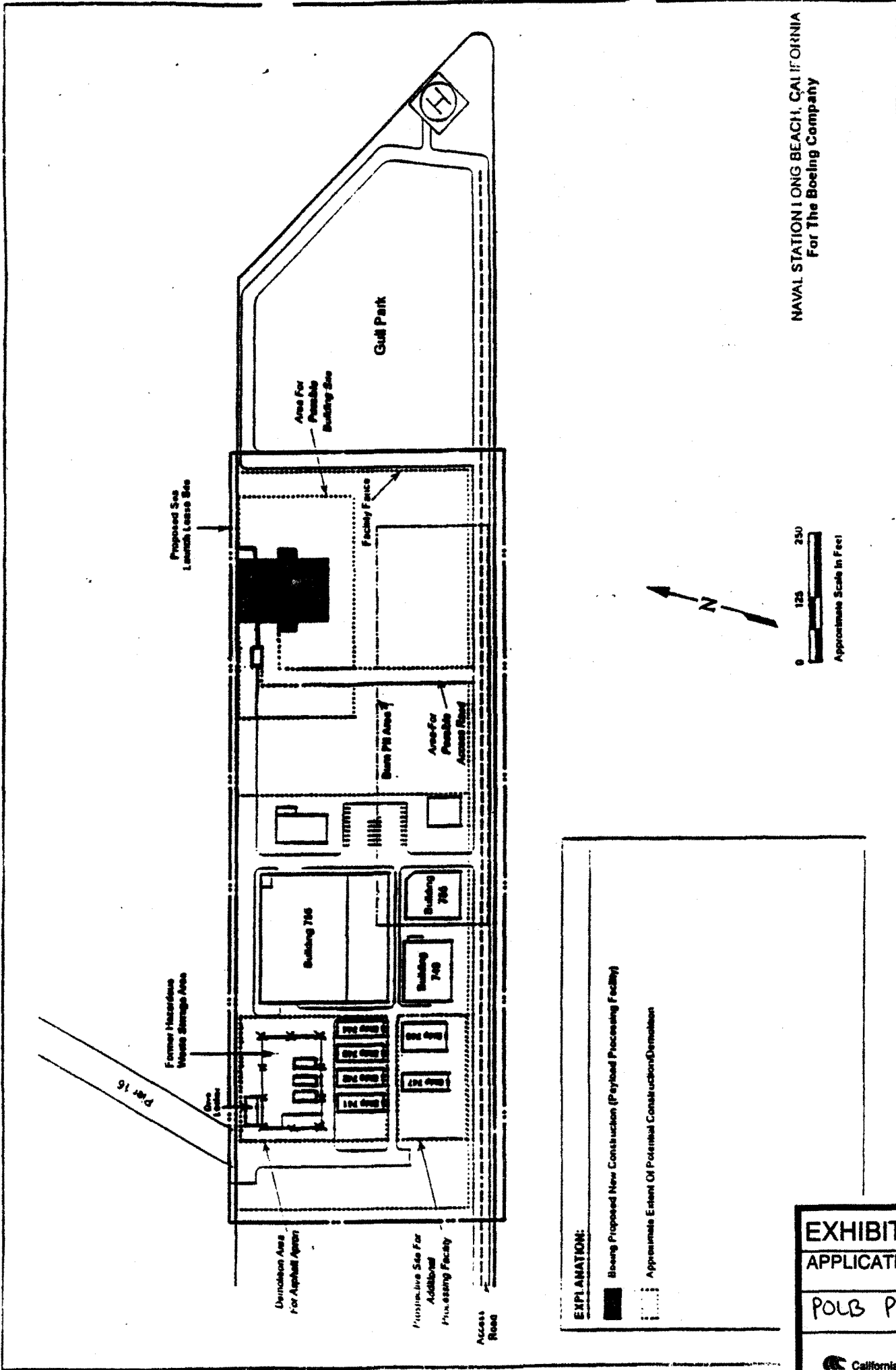
o Homeless Service Center

Provide an approximately three acre site near Ocean Boulevard for a non-residential homeless service center. This office use would have space for a variety of homeless service agencies to provide employment, counseling, financial and housing information to homeless individuals from Long Beach and the surrounding communities. The need for this type of facility was identified as part of the Naval Station reuse planning process.

Conformance with Coastal Act Policies

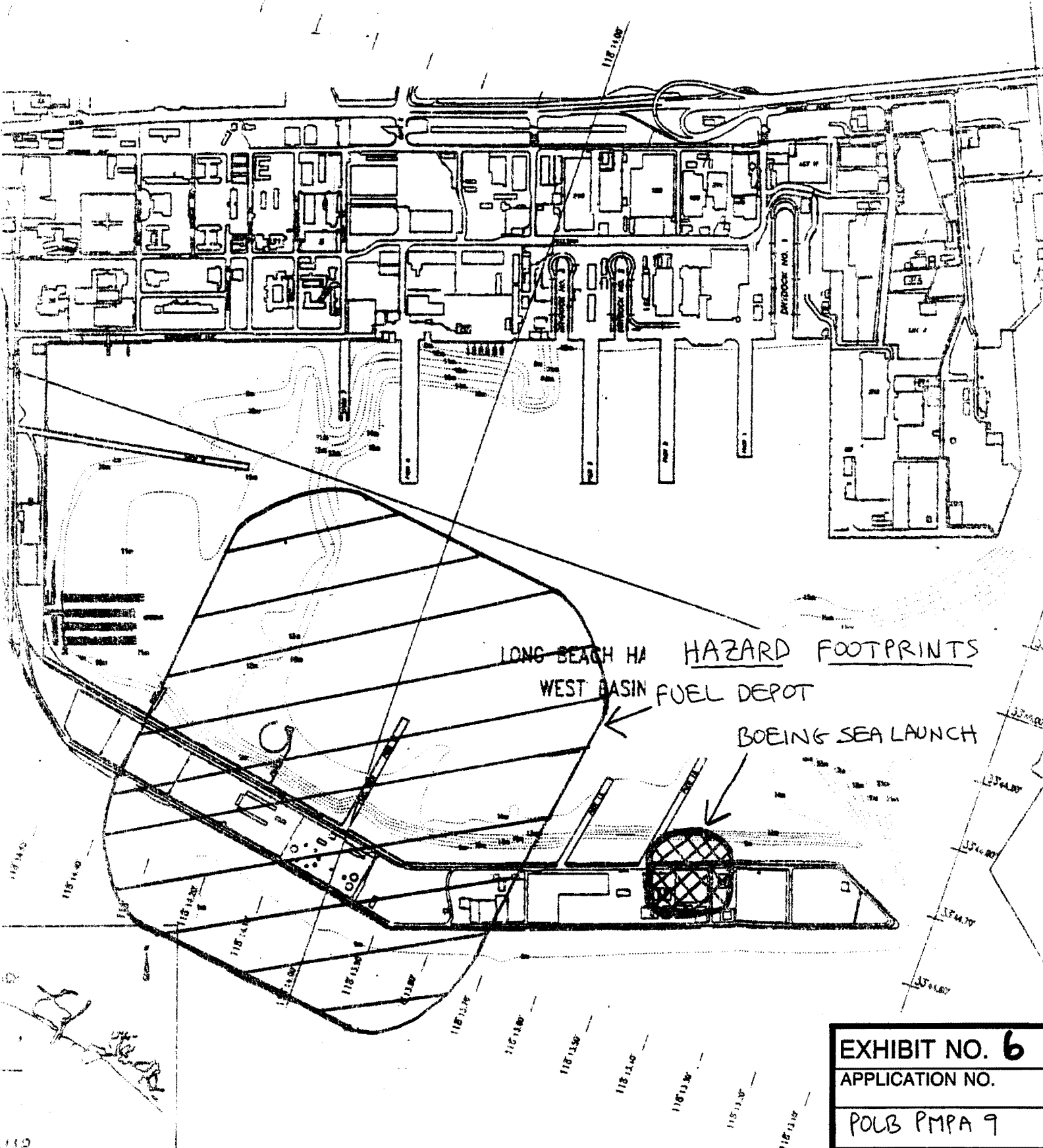
Port Master Plan Amendment Number 9 is consistent with Chapters 3 and 8 of the California Coastal Act. This amendment does not approve any new projects or port developments. Any new port projects or developments would be subject to normal approval procedures and environmental documentation.

Figure 3: Proposed Construction of the Boeing Sea Launch Project



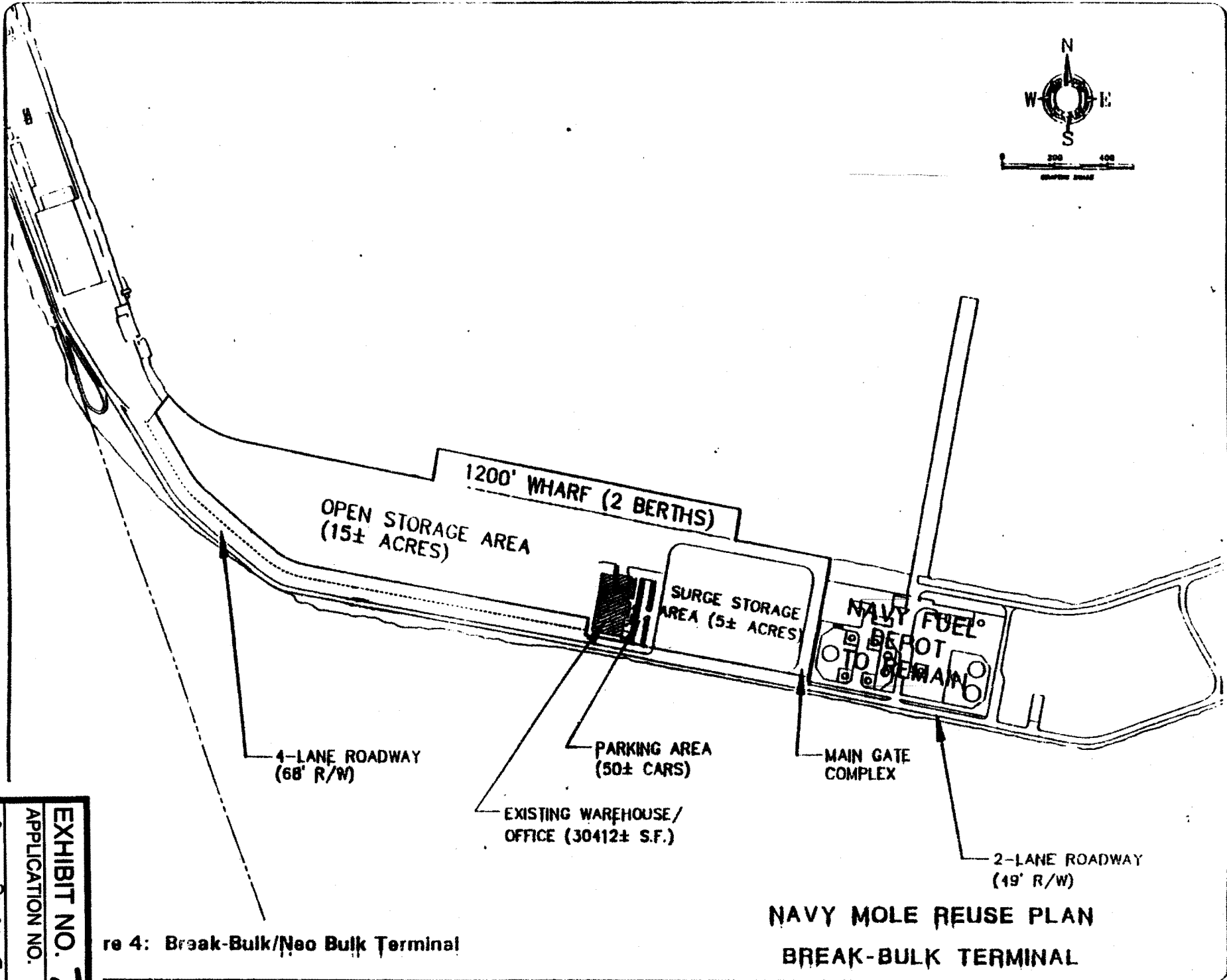
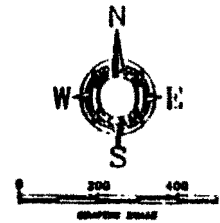
**EXHIBIT NO. 5**  
 APPLICATION NO.  
 POLB PMPA 9

California Coastal Commission



LONG BEACH HA HAZARD FOOTPRINTS  
 WEST BASIN FUEL DEPOT  
 BOEING SEA LAUNCH

EXHIBIT NO. **6**  
 APPLICATION NO.  
 POLB PMPA 9



re 4: Break-Bulk/Neo Bulk Terminal

**NAVY MOLE REUSE PLAN  
BREAK-BULK TERMINAL**

	<b>EXHIBIT NO. 7</b>
	APPLICATION NO.
	PolB PMPA 7