

CALIFORNIA COASTAL COMMISSION

45 FREMONT, SUITE 2000
 SAN FRANCISCO, CA 94105-2219
 VOICE AND TDD (415) 904-5200



W126

STAFF REPORT AND RECOMMENDATIONON CONSISTENCY DETERMINATION

Consistency Determination
 No. CD-78-96
 Staff: LJS-SF
 File Date: July 8, 1996
 45th Day: August 22, 1996
 60th Day: September 6, 1996
 Commission Meeting: Aug. 14, 1996

FEDERAL AGENCY: U.S. Navy

DEVELOPMENT
LOCATION:

U.S. Navy Fleet and Industrial Supply Center, Point Loma,
 San Diego (Exhibits 1 and 2)

DEVELOPMENT
DESCRIPTION:

Pier and quaywall repairs and installation of safety and
 operations improvements at Pier 180 (Navy fueling pier).

SUBSTANTIVE FILE DOCUMENTS:

1. Consistency Determinations CD-63-96 (U.S. Navy) and CD-86-93 (U.S. Navy).

EXECUTIVE SUMMARY

On July 8, 1996, the Commission received a consistency determination from the U.S. Navy for a pier repair and facility safety improvement project at and adjacent to Pier 180 at the Navy Fleet and Industrial Supply Center (FISC) on Point Loma in San Diego. FISC is a coastal-dependent facility used for the re-fueling of Navy ships. The proposed project includes underwater repair of pier pilings and mooring dolphins, installation of new sheet piling to strengthen the approach segment of Pier 180, repair of an existing quaywall, installation of fuel spill prevention and clean-up structures, repair of fuel storage tanks, removal of obsolete structures and pipelines, installation of improved fueling arms and mechanisms, and construction of a new oil skimmer launch facility behind the existing quaywall. The Navy states that the project is necessary to provide needed structural support for Pier 180, to improve the efficiency and safety of fuel loading operations at FISC, and to meet current spill control regulations which are designed to prevent fuel spills from entering San Diego Bay. No sensitive habitat would be adversely affected by the project, and public access and recreation would not be

affected as the shoreline adjacent to the project site is not publically accessible due to military security needs. The project is consistent with the marine resource, visual resource, and public access policies of the California Coastal Management Program (Sections 30230, 30232, 30233, 30251, 30210, 30211, and 30212 of the Coastal Act).

STAFF SUMMARY AND RECOMMENDATION:

I. Project Description. The U.S. Navy proposes to repair and upgrade Pier 180 and adjacent fueling facilities at the Fleet and Industrial Supply Center (FISC) on Point Loma in San Diego (Exhibits 1 and 2). The proposed project includes underwater repair and strengthening of concrete and timber pier pilings and mooring dolphins, installation of new sheet piling to strengthen the approach segment of Pier 180, repair of an existing quaywall adjacent to and south of Pier 180, installation of fuel spill prevention and clean-up structures, repair and replacement of fuel storage tanks, removal of obsolete structures and pipelines, installation of improved fueling arms and mechanisms, and construction of a new oil skimmer launch facility behind the existing quaywall. The Navy states that the project is necessary to provide needed structural support for Pier 180, to improve the efficiency and safety of fuel loading operations at FISC, and to meet current spill control regulations which are designed to prevent fuel spills from entering San Diego Bay. Construction is expected to take eight months and will be scheduled to avoid California least tern nesting periods.

II. Status of Local Coastal Program. The standard of review for federal consistency determinations is the policies of Chapter 3 of the Coastal Act, and not the Local Coastal Program (LCP) or Port Master Plan (PMP) of the affected area. If the LCP or the PMP have been certified by the Commission and incorporated into the CCMP, it can provide guidance in applying Chapter 3 policies in light of local circumstances. If the LCP or the PMP have not been incorporated into the CCMP, it cannot be used to guide the Commission's decision, but it can be used as background information. The City of San Diego LCP and the San Diego Unified Port District PMP have been incorporated into the CCMP.

III. Federal Agency's Consistency Determination. The U.S. Navy has determined the project to be consistent to the maximum extent practicable with the California Coastal Management Program.

IV. Staff Recommendation:

The staff recommends that the Commission adopt the following resolution:

A. CONCURRENCE.

The Commission hereby concurs with the consistency determination made by the U.S. Navy for the proposed pier repairs, finding that the project is consistent to the maximum extent practicable with the California Coastal Management Program.

V. Findings and Declarations:

The Commission finds and declares as follows:

A. Marine Resources. Section 30230 of the Coastal Act provides:

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

Section 30232 provides:

Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials. Effective containment and cleanup facilities and procedures shall be provided for accidental spills that do occur.

Section 30233 provides in part:

(a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:

(1) New or expanded port, energy, and coastal-dependent industrial facilities, including commercial fishing facilities.

(2) Maintaining existing, or restoring previously dredged, depths in existing navigational channels, turning basins, vessel berthing and mooring areas, and boat launching ramps.

(3) In wetland areas only, entrance channels for new or expanded boating facilities; and in a degraded wetland, identified by the Department of Fish and Game pursuant to subdivision (b) of Section 30411, for boating facilities if, in conjunction with such boating facilities, a substantial portion of the degraded wetland is restored and maintained as a biologically productive wetland. The size of the wetland area used for boating facilities, including berthing space, turning basins, necessary navigation channels, and any necessary support service facilities, shall not exceed 25 percent of the degraded wetland.

(4) In open coastal waters, other than wetlands, including streams, estuaries, and lakes, new or expanded boating facilities and the placement of structural pilings for public recreational piers that provide public access and recreational opportunities.

- (5) Incidental public service purposes, including but not limited to, burying cables and pipes or inspection of piers and maintenance of existing intake and outfall lines.
- (6) Mineral extraction, including sand for restoring beaches, except in environmentally sensitive areas.
- (7) Restoration purposes.
- (8) Nature study, aquaculture, or similar resource dependent activities....

The Navy proposes to strengthen Pier 180 by replacing and/or repairing the existing system of concrete and timber pilings that support the structure. The pier will not be expanded and therefore no new fill of coastal waters is proposed for the repair work, with one exception. In order to strengthen the approach segment of the pier (that segment perpendicular to the shoreline), the Navy proposes to install a submerged steel sheet pile bulkhead (Exhibits 3 and 4). The sheet piling will extend for approximately 470 feet under the south side of the approach pier (between the existing concrete support pilings and the existing timber fender system) and represents approximately 500 square feet of new fill of coastal waters. The bulkhead will be driven into bay sediments and its top elevation will range from -8 feet mean lower low water (MLLW) to 0.0 MLLW. The bulkhead is designed to provide structural support to bay sediments which hold the concrete pilings supporting the pier. This proposed fill must pass the allowable use, alternatives, and mitigation tests of Section 30233 of the Coastal Act.

The proposed sheet pile bulkhead serves a coastal-dependent port facility and is therefore an allowable use under Section 30233(a)(1). Section 30233 also requires that there be no feasible less environmentally damaging alternative to the proposed bulkhead. Alternative locations are not feasible because the bulkhead is designed to strengthen the existing approach segment of Pier 180, which cannot be relocated to an alternate site. Replacement and strengthening the existing concrete piling system that supports this pier segment is proposed but this work alone will not achieve the required pier stability for vessel refueling operations. Installation of new and improved vessel fueling mechanisms will place additional weight on the approach segment. This segment must also support the weight of trucks and other vehicles which are a necessary part of fueling operations and maintenance. As a result, the proposed sheet pile bulkhead is required to give this segment of Pier 180 an increased level of structural strength (relative to the remaining segments of the pier) to support fueling operations. The extent of the proposed sheet piling is the minimum necessary to meet safety requirements for berthing and fueling of military vessels at Pier 180. The Commission agrees with the Navy that there is no feasible less environmentally damaging alternative to strengthening the approach segment of Pier 180.

The Commission has previously found in numerous actions that placement of pilings in coastal waters for boating facilities or military vessel berthing facilities does not require mitigation where the amount of fill is minor and where there is no concern over potential cumulative impacts at or near the project site. The proposed sheet pile bulkhead will result in approximately

500 square feet of new fill in the waters of San Diego Bay. This loss of sandy bottom habitat will be offset by the creation of approximately 3,000 square feet of in-water vertical habitat on the newly constructed bulkhead. This hard substrate will provide a surface for various marine organisms to attach, and will serve as adequate mitigation for the loss of sandy bottom habitat. The Commission therefore finds that additional mitigation is not required for the minor impacts on marine resources associated with the proposed fill, and that the project is consistent with Section 30233 of the Coastal Act.

The Navy asserts that the proposed project would not significantly affect marine resources, in particular sediment movement, eelgrass beds and foraging areas used by the California least tern. The top of the proposed bulkhead will range in elevation from -8 feet MLLW to 0.0 MLLW, and as a result holds the potential to interfere with sediment transport. The Navy states that:

There will likely be some change to the movement of subtidal sediments in the immediate area of the pier, due to the installation of sheet piling for structural support along the pier approach. The sheet piling along the approach will accrete some sediments closer to shore in shallower depths. Tidal flushing in the area, however, shows strong currents that do not allow significant sediment deposition over time. These areas must be maintained at depths adequate for safe berthing of military vessels during re-fueling.

The Commission notes that the proposed bulkhead is designed to provide structural support to the sediments which hold the pier's concrete pilings, and will not completely block the movement of water underneath the pier due to the variation in the height of the bulkhead above the bay floor, from sea level to -8 feet. While there may be some sediment accretion along the bulkhead, the Commission agrees with the Navy that the structure will not significantly affect sediment transport at the project site.

An eelgrass bed is located adjacent to the project area approximately 60 feet the north of the Pier 180 approach segment. The Navy states in its consistency determination that:

To avoid impact to nearby eelgrass beds, divers will help set anchors for barges performing the work outside of existing eelgrass beds. Divers will conduct a follow-up survey to assess any accidental damage. If damage occurs, mitigation will be provided in accordance with the Southern California Eelgrass Mitigation Policy.

Commission staff spoke with a Navy representative and confirmed that the Navy will complete pre- and post-work surveys of the extent and condition of this eelgrass bed, that divers will assist in the placement of barge anchors to avoid the eelgrass bed, and that while no significant adverse effects on eelgrass are expected, post-project mitigation would be provided if necessary in accordance with the aforementioned mitigation policy. No in-water construction work or pile driving is scheduled to occur during the California least tern nesting season, which in San Diego Bay extends from April 1st through mid-September. The construction period is expected to last eight months but will be interrupted and scheduled to avoid the least tern nesting season, and as a result, the Navy concludes that no adverse effects on the least tern are expected.

The primary purpose of the proposed project is to strengthen Pier 180 and to improve the safety and efficiency of fueling operations. The Navy also states that project construction activities and the resultant fueling operations at Pier 180 will incorporate features that will lead to increased protection against fuel and hazardous materials into San Diego Bay, including:

- * The construction contractor will be required to use protective measures to prevent debris from entering the water.
- * The construction contractor will be required to have all barges used to transport materials to and from the site be in compliance with all applicable U.S. Coast Guard requirements and spill prevention and control measures.
- * The project provides for improved spill containment measures during vessel fuel loading and fuel supply off-loading on the pier itself, adjacent oil storage tanks, and associated pipelines.

The Commission finds that the proposed project would not significantly affect marine resources, namely eelgrass beds, California least tern foraging areas, and water quality at and adjacent to Pier 180, and is consistent with Sections 30230 and 30232 of the Coastal Act.

B. Public Access. Section 30210 of the Coastal Act provides:

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

Section 30211 provides:

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

Section 30212 provides in part:

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:

- (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources....

The Navy states in its consistency determination that the proposed project is consistent with the public access policies of the Coastal Act. The pier repair work and fueling facility safety improvements will not affect public access because the shoreline adjacent to the project site is not publically accessible due to military security needs. The Commission concurs and therefore finds the project consistent with Sections 30210, 30211, and 30212 of the Coastal Act.

C. Visual Resources. Section 30251 of the Coastal Act provides:

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 project could affect public views as components would be visible to boaters on San Diego Bay passing by the supply center and fueling dock. However, the Navy concludes that existing coastal views towards this existing industrial area would not be significantly degraded by the pier repairs and facility improvements. Removal of obsolete structures, repainting of fuel tanks, and installation of new pilings and fuel loading arms will improve the visual appearance of the facility from public waters. Therefore, the Commission agrees with the Navy's conclusion that the project will not adversely affect public views and will be visually compatible with the character of the surrounding area. The Commission therefore finds the project consistent with Section 30251 of the Coastal Act.

N
O
P
Q
R
S
T
U
V
W

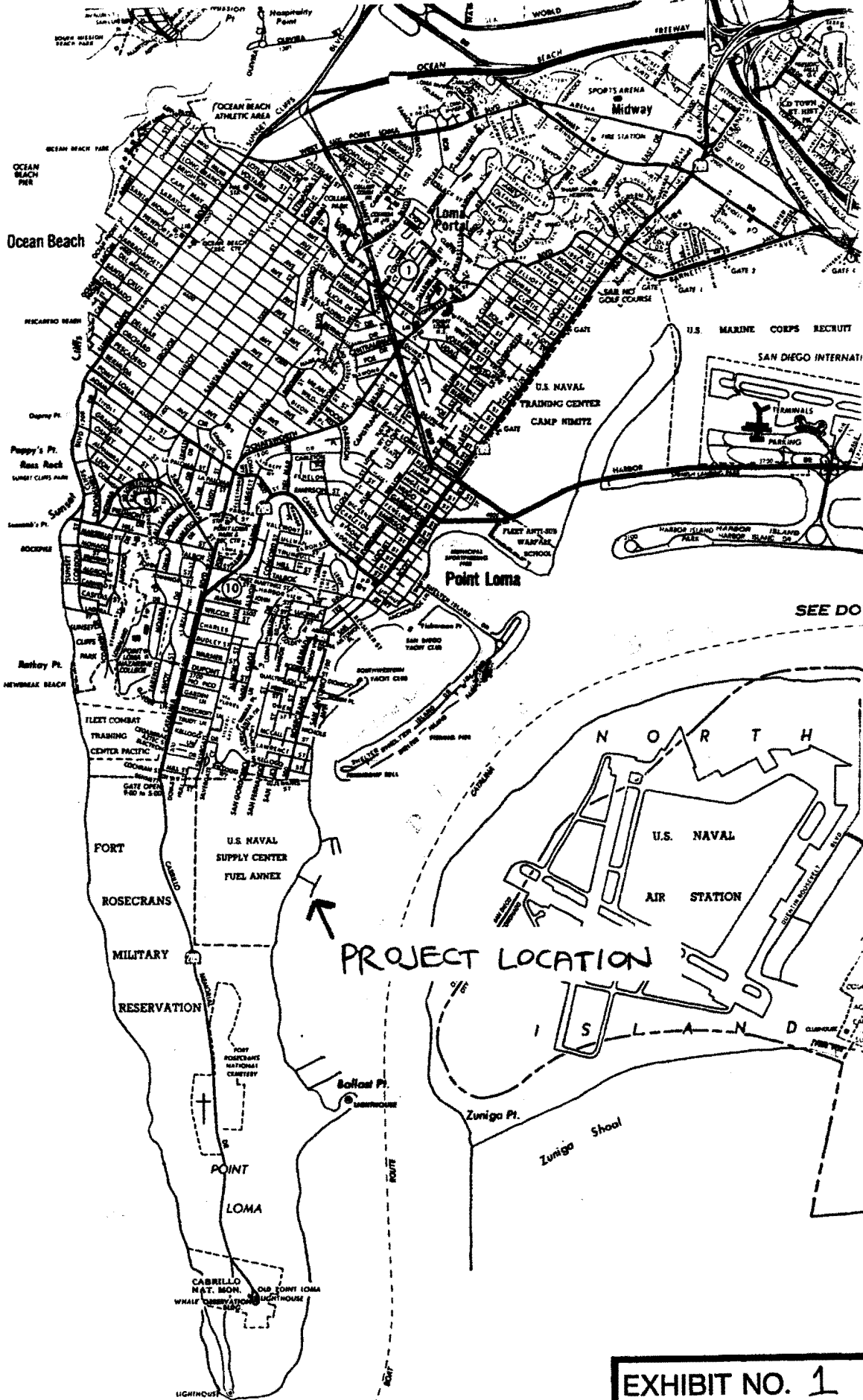
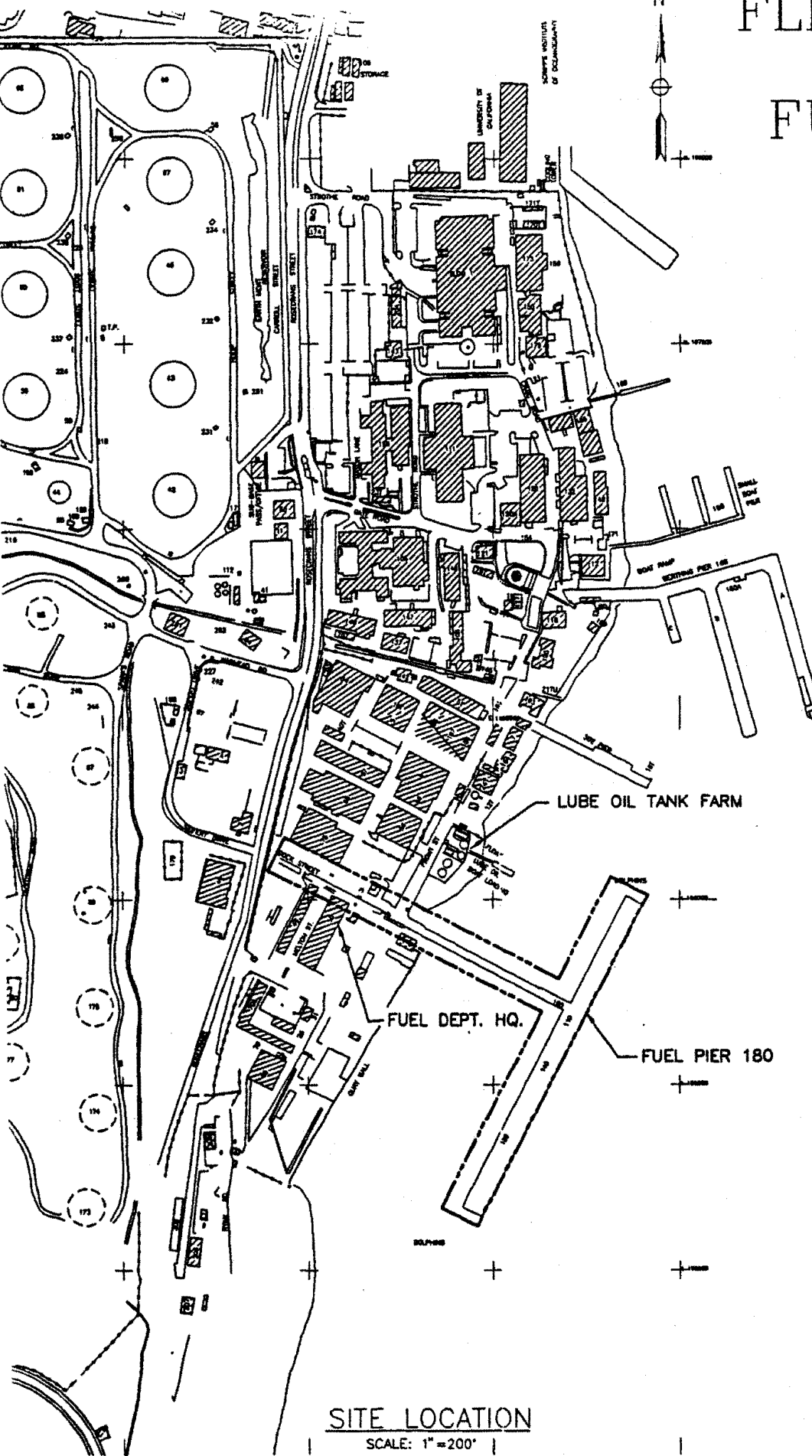


EXHIBIT NO. 1
APPLICATION NO.
CD-78-96 (NAVY)
California Coastal Commission

FLEET AND INDUSTRIAL Pt. LOMA, S.F. FUEL SYSTEM

CONSTRUCTION PROJECT



PROJECT "A" CONSTRUCT PIER 180 CURBING

DRAWING INDEX
AT-1 TITLE SHEET

NAVFAC NUMBER

MECHANICAL:

- AM-1 MECHANICAL PLANS
- AM-2 MECHANICAL PLANS
- AM-3 MECHANICAL PLANS
- AM-4 MECHANICAL DETAILS
- AM-5 MECHANICAL DETAILS

CIVIL:

- AC-1 CIVIL PLANS - ABOVE DECK
- AC-2 CIVIL PLANS - ABOVE DECK
- AC-3 CIVIL PLANS - ABOVE DECK
- AC-4 CIVIL PLANS - ABOVE DECK
- AC-5 CIVIL PLANS - ABOVE DECK
- AC-6 CIVIL PLANS - ABOVE DECK
- AC-7 CIVIL PLANS - ABOVE DECK
- AC-8 CIVIL PLANS - ABOVE DECK
- AC-9 CIVIL DETAILS
- AC-10 CIVIL DETAILS
- AC-11 CIVIL DETAILS
- AC-12 CIVIL DETAILS

ELECTRICAL:

- AE-1 SINGLE LINE DIAGRAM - L.V. PAD 575 SH.1
- AE-2 SINGLE LINE DIAGRAM - L.V. PAD 575 SH.2
- AE-3 ELECTRICAL KEY PLAN
- AE-4 ELECTRICAL PLAN AREA 1
- AE-5 ELECTRICAL PLAN AREA 2
- AE-6 ELECTRICAL PLAN AREA 3
- AE-7 ELECTRICAL PLAN AREA 4
- AE-8 ELECTRICAL PLAN AREA 5
- AE-9 ELECTRICAL PLAN AREA 6
- AE-10 ELECTRICAL PLAN AREA 7
- AE-11 ELECTRICAL PLAN AREA 8
- AE-12 ELECTRICAL ENLARGED PLANS SH.1
- AE-13 ELECTRICAL ENLARGED PLANS SH.2
- AE-14 ELECTRICAL SECTION & DETAILS
- AE-15 ELECTRICAL SCHEMATIC DIAGRAMS

SITE LOCATION

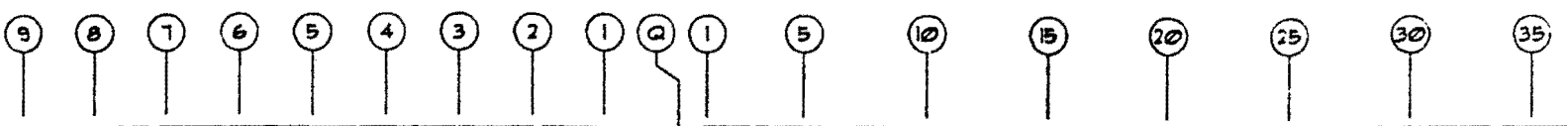
SCALE: 1" = 200'

0 100' 200' 300' 400'

EXHIBIT NO. 2

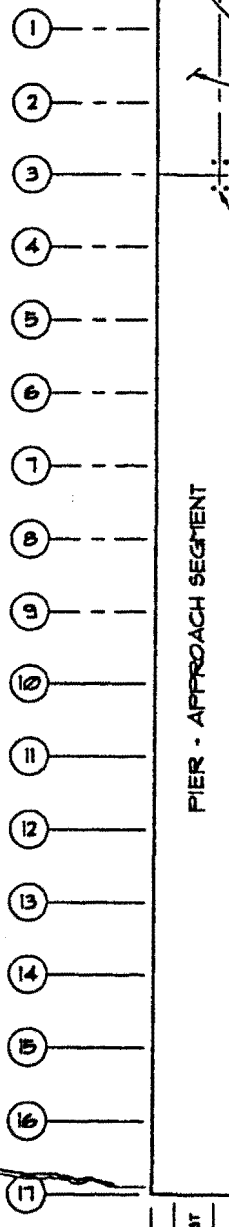
APPLICATION NO.

CD-78-96 (NAVY)



PIER - NORTH SEGMENT

PIER - SOUTH SEGMENT



PIER - APPROACH SEGMENT

REPAIR STEEL MEMBERS, CLEAN AND COAT BOTTOM THIRD OF ALL STEEL BEAMS AND GIRDERS, REPAIR CONCRETE BEAMS AND BOTTOM OF DECK AT THE NORTH AND APPROACH PIER SEGMENTS.

REPAIR UNDERMINED CAISSON BY PLACEMENT OF NEW CONCRETE PILES THROUGH THE DECK AND INSTALL NEW GRILLAGE SUPPORT AT 3Q.

DISCONNECT EXISTING TIMBER FENDER SYSTEM, REMOVE BOTTOM DEBRIS, PLACE NEW CATHODICALLY PROTECTED SUBMERGED STEEL PILE BULKHEAD, RECONNECT FENDER SYSTEM.

PROPOSED STEEL BULKHEAD

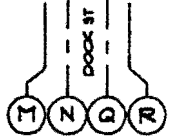
REMOVE TIMBER DOLPHINS

REPAIR CONCRETE SHEET PILES AND PILE CAP FULL LENGTH OF QUAYWALL

SHORELINE

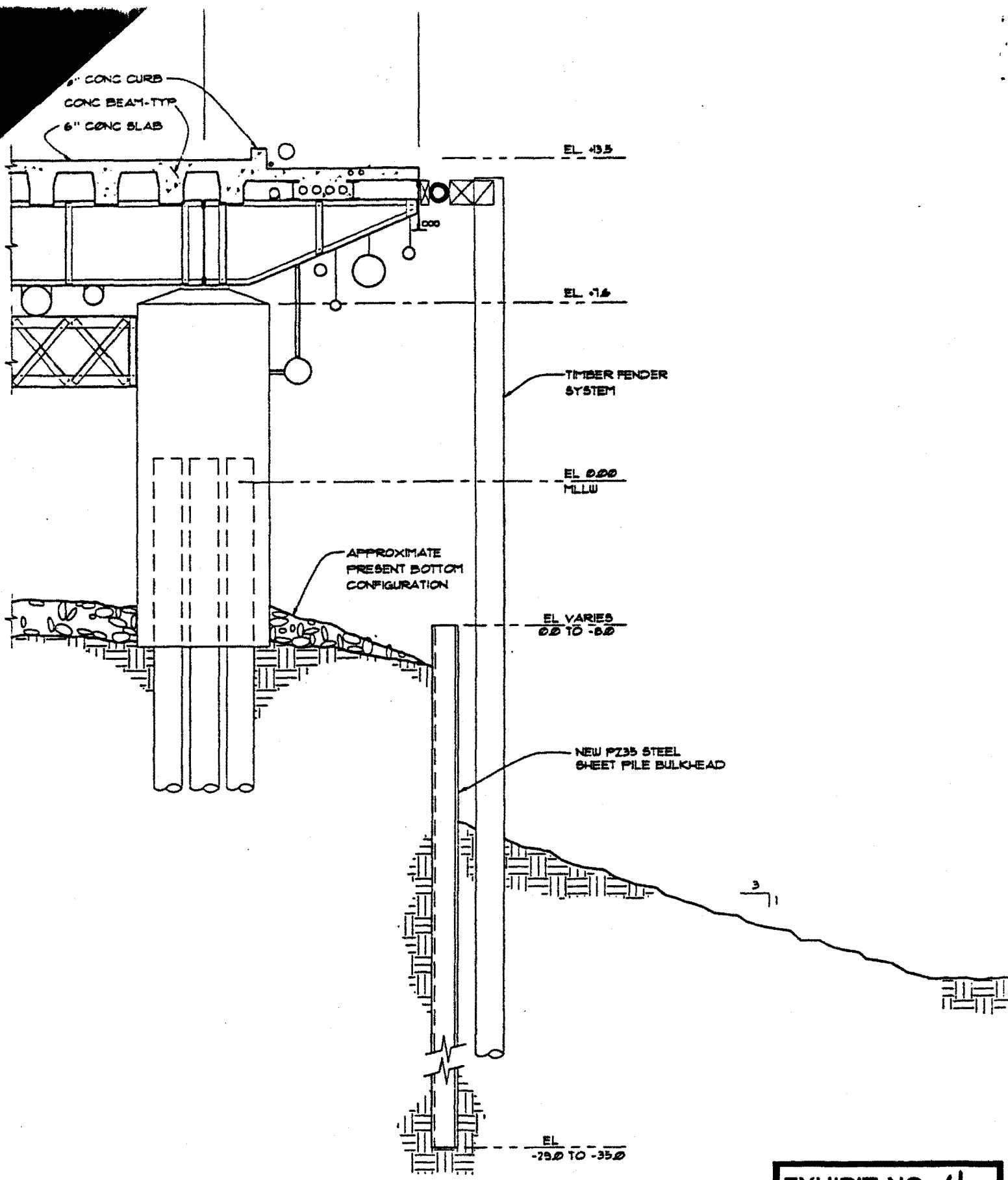
FILTER HOUSE BLDG 113

BENCHMARK



BLDG 31

EXHIBIT NO. 3
APPLICATION NO.
CD-78-96 (NAVY)
California Coastal Commission



SECTION - NEW BULKHEAD
3/8" = 1'-0"

A
S12/S32

EXHIBIT NO. 4
APPLICATION NO.
CD-78-96 (NAVY)
California Coastal Commission