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CALIFORNIA COASTAL COMMISSION NORTH COAST DISTRICT OFFICE 1385 EIGHTH STREET • SUITE 130 ARCATA, CA 95521 VOICE (707) 826-8950 FAX (707) 826-8960



W15a

## MEMORANDUM

#### Date: November 12, 2013

**To:** Coastal Commissioners and Interested Persons

From: Alison Dettmer, Deputy Director Bob Merrill, District Manager Nicholas Dreher, Coastal Planner

#### Subject: Addendum for Commission Meeting of Wednesday, November 13, 2013 North Coast District Item W15a, CDP Application 1-12-029 (Crescent City Harbor District)

This staff report addendum makes revisions to recommended Special Condition 2 to clarify the requirements of the condition regarding the collection and treatment of runoff from more impervious surfaces. The changes clarify that only runoff from new impervious surfaces created by the development are required to be treated, and that in addition to treating the runoff by directing it to vegetated swales and the existing dredged material disposal pond, runoff may also be treated by directing flows to adjoining grassy areas. The addendum does not alter the conclusions of the report. Staff continues to recommend approval with conditions. The applicant indicates it supports the staff recommendation as revised, and staff is recommending that the item be moved to the consent calendar.

The changes are shown below (text to be deleted is shown in strikethrough; text to be added appears in **<u>bold double-underline</u>** 

#### 1. Revise Special Condition 2 on page 6 as follows:

#### 2. Erosion and Run-Off Control Plans.

A. PRIOR TO ISSUANCE OF COASTAL DEVELOPMENT PERMIT NO. 1-12-029, the applicant shall submit, for review and approval of the Executive Director, a plan for erosion and run-off control.

#### 1. EROSION CONTROL PLAN

a. The erosion control plan shall demonstrate that:

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- (1) During construction, erosion on the site shall be controlled to avoid adverse impacts on adjacent environmentally sensitive resource areas;
- (2) The following temporary erosion control measures shall be used during construction: hay bale and/or silt fence barriers around all ground-disturbed excavations, stormwater drainage inlet protection;
- (3) Following construction, erosion on the site shall be controlled to avoid adverse impacts on adjacent environmentally sensitive resource areas;
- (4) The following permanent erosion control measures shall be installed: landscaping of all open areas disturbed by project construction not otherwise developed with structures or impervious surfacing; and
- (5) The erosion control plan is consistent with all terms and conditions of the permit.
- b. The plan shall include, at a minimum, the following components:
  - (1) A narrative report describing all temporary run-off and erosion control measures to be used during construction and all permanent erosion control measures to be installed for permanent erosion control;
  - (2) A site plan showing the location of all temporary erosion control measures;
  - (3) A schedule for installation and removal of the temporary erosion control measures;
  - (4) A site plan showing the location of all permanent erosion control measures; and
  - (5) A schedule for installation and maintenance of the permanent erosion control measures.

#### 2. RUN-OFF CONTROL PLAN

- a. The run-off control plan shall demonstrate that:
  - (1) Runoff from the project shall not increase sedimentation into coastal waters;
  - (2) Runoff from all <u>new impervious</u> trail surfaces, the dredged material disposal pond construction access road, and other impervious surfaces of the approved development <u>where impervious surfaces did not previously exist</u>, shall be directed/collected and discharged into either <u>1</u>) vegetated trailside swales, <u>2</u>) <u>adjacent grassland areas</u>, or <u>3</u>) the dredged material disposal pond, to avoid degradation of water quality either on or off the site; and
  - (3) The proposed runoff control plan is consistent with all terms and conditions of the permit.
- b. The plan shall include, at a minimum, the following components:
  - (1) A schedule for installation and maintenance of the vegetated swale and biofiltration detention drainage basin systems; and
  - (2) A site plan showing finished grades (at one-foot (1') contour intervals) and the location of the drainage improvements.

B. The erosion and runoff control plan shall, prior to submittal to the Executive Director, be reviewed and certified by a qualified professional to ensure that the plan is consistent with the drainage requirements of the City of Crescent City Public Works Department and the stormwater runoff treatment standards set forth herein.

C. The permittee shall undertake development in accordance with the approved final plans. 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. FAX (707) 826-8960

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# W15a

7/29/13
1/24/14
N. Dreher-A
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11/13/13

# STAFF REPORT: REGULAR CALENDAR

Application No.:	1-12-029
Applicant:	Crescent City Harbor District
Agent:	Richard Young, Harbor Master/CEO
Location:	Crescent City Harbor, Sunset Circle to Anchor Way, Crescent City, Del Norte County
Project Description:	Construct a 2,500-foot-long segment of the California Coastal Trail through the harbor area connecting Sunset Circle to Anchor Way and install interpretive and directional signs.
Staff Recommendation:	Approval with conditions.

## SUMMARY OF STAFF RECOMMENDATION

Commission staff recommends **approval** of coastal development application 1-12-029 for the construction of the City of Crescent City's Harbor Trail, subject to the attached recommended special conditions.

The project would entail the construction of a multiuse, pedestrian, and bicycle trail to provide a through connection for non-vehicular transit along inner Crescent City Harbor between Sunset

#### 1-12-029 (Crescent City Harbor District)

Circle/Huston Street and Anchor Way. The harbor is a popular coastal recreational destination for both local residents and visitors to the area. The project would also include reconstruction of an existing access road adjacent and parallel to the northernmost portion of the proposed segment, to maintain construction vehicle access to an existing dredged material dewatering site.

The project entails the development of coastal access facilities that would enhance nonvehicular transit through the harbor area and connect coastal recreational facilities within the city park and beach strand areas at either end of the harbor. Coastal access is recognized and encouraged in the Coastal Act as a high-priority coastal dependent use. However, despite its intended benefits, if not conducted and maintained properly, the project could have significant direct and cumulative adverse impacts on these environmentally sensitive habitat areas. A few hundred feet of the proposed trail would be sited adjacent to willow wetlands. In addition, construction, grading, and paving activities would be undertaken near other environmentally sensitive habitat areas.

Staff is recommending five special conditions to ensure that environmentally sensitive habitat and other coastal resources in the project area are adequately protected such that potential significant impacts are avoided and/or reduced to insignificant levels, and all necessary property rights to conduct the project have been secured. These conditions require the submittal of final plans to ensure that (a) the signage that is installed as proposed, (b) fencing and barriers are sited and designed to adequately protect the willow wetlands and are visually compatible with the surrounding area, and (c) best management practices are incorporated into the project to prevent potential impacts to water quality. In addition, the conditions require specific construction phase performance standards to further ensure that water quality impacts are avoided and minimized. Furthermore, the conditions require that a permit amendment be obtained for future changes to the approved project unless the Executive Director determines that a permit amendment is not legally required, and that evidence be submitted that any necessary authorizations from the North Coast Water Quality Control Board and any necessary encroachment permits from Del Norte County and Crescent City have been obtained.

Staff recommends that the Commission find the project, as conditioned, consistent with the Chapter 3 policies of the Coastal Act.

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## **EXHIBITS**

- Exhibit 1 Regional location map Exhibit 2 Project vicinity map Exhibit 3 Site plan Exhibit 4 Site Photos

# I. MOTION AND RESOLUTION

The staff recommends that the Commission adopt the following resolution:

#### Motion:

I move that the Commission approve coastal development permit 1-12-029 pursuant to the staff recommendation.

Staff recommends a **YES** vote on the foregoing motion. Passage of this motion will result in approval of the permit as conditioned and adoption of the following resolution and findings. 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. 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 of 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**

This permit is granted subject to the following special conditions:

#### 1. <u>Final Revised Project Plans</u>.

- A. PRIOR TO ISSUANCE OF COASTAL DEVELOPMENT PERMIT NO. 1- 12-029, the applicant shall submit, for review and approval of the Executive Director a plan for all directional, cautionary, interpretive, and commemorative signage, fencing, barriers, and seating to be constructed as part of the Harbor Trail Project.
  - 1. The plan shall demonstrate that the signage, barriers and other site improvements to be erected at the project site meet the following criteria:
    - a. The improvements are visually compatible with the character of surrounding areas with respect to height and bulk, and do not significantly obstruct views from public vantage points (Beach Front Park, Highway 101, Sunset Circle, Citizens Dock Road, RV Park Road, Anchor Way, and other public vantage points);
    - b. The signage substantially conforms with the preliminary signage [plans/descriptions] prepared by: Alta Planning and Design, titled "S15" (Signage Design and Dimensions) and dated October 2012;
    - c. The improvements substantially conform in architectural style, construction materials, surface treatments, and physical appearance with other similar improvements within the Crescent City Harbor area.
    - d. Split-rail fencing shall line 1) both sides of Huston Street, between Sunset Circle and the dredge spoil dewatering pond to the southwest and 2) the east side of the trail segment between the wetlands and the dredge spoil dewatering pond, extending south approximately 500 ft. to the crosswalk and pedestrian obelisk, to provide a barrier between identified wetlands;
    - e. The coastal trail and the fence design shall substantially conform with the preliminary plan prepared by: Winzler & Kelly, titled "C-503" (Fence Details), and dated April 2012; and
    - f. The chain link fence that will separate the dredged material disposal pond access road from the northern part of the trail shall be no taller than 4.5 feet high.
  - 2. The plan shall contain at a minimum:
    - a. To-scale, dimensioned elevation plan depictions of the signage, including clear representation of sign verbiage and symbology; and
    - b. A description of the materials and colors of the sign elements.
    - c. Final location and style of all fencing and guard railings.

B. The permittee shall undertake development in accordance with the approved final plans. 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 required.

#### 2. <u>Erosion and Run-Off Control Plans</u>.

A. PRIOR TO ISSUANCE OF COASTAL DEVELOPMENT PERMIT NO. 1-12-029, the applicant shall submit, for review and approval of the Executive Director, a plan for erosion and run-off control.

#### 1. EROSION CONTROL PLAN

- a. The erosion control plan shall demonstrate that:
  - (1) During construction, erosion on the site shall be controlled to avoid adverse impacts on adjacent environmentally sensitive resource areas;
  - (2) The following temporary erosion control measures shall be used during construction: hay bale and/or silt fence barriers around all ground-disturbed excavations, stormwater drainage inlet protection;
  - (3) Following construction, erosion on the site shall be controlled to avoid adverse impacts on adjacent environmentally sensitive resource areas;
  - (4) The following permanent erosion control measures shall be installed: landscaping of all open areas distrubed by project construction not otherwise developed with structures or impervious surfacing; and
  - (5) The erosion control plan is consistent with all terms and conditions of the permit.
- b. The plan shall include, at a minimum, the following components:
  - A narrative report describing all temporary run-off and erosion control measures to be used during construction and all permanent erosion control measures to be installed for permanent erosion control;
  - (2) A site plan showing the location of all temporary erosion control measures;
  - (3) A schedule for installation and removal of the temporary erosion control measures;
  - (4) A site plan showing the location of all permanent erosion control measures; and
  - (5) A schedule for installation and maintenance of the permanent erosion control measures.

#### 2. RUN-OFF CONTROL PLAN

- a. The run-off control plan shall demonstrate that:
  - (1) Runoff from the project shall not increase sedimentation into coastal waters;
  - (2) Runoff from all trail surfaces, the dredged material disposal pond construction access road, and other impervious surfaces of the approved development shall be directed/collected and discharged into either vegetated trailside swales or the dredged material disposal pond to avoid degradation of water quality either on or off the site; and
  - (3) The proposed runoff control plan is consistent with all terms and conditions of the permit.
- b. The plan shall include, at a minimum, the following components:
  - (1) A schedule for installation and maintenance of the vegetated swale and

bio-filtration detention drainage basin systems; and

- (2) A site plan showing finished grades (at one-foot (1') contour intervals) and the location of the drainage improvements.
- B. The erosion and runoff control plan shall, prior to submittal to the Executive Director, be reviewed and certified by a qualified professional to ensure that the plan is consistent with the drainage requirements of the City of Crescent City Public Works Department and the stormwater runoff treatment standards set forth herein.
- C. The permittee shall undertake development in accordance with the approved final plans. 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.
- **3.** <u>**Construction Responsibilities and Debris Removal.** The permittee shall comply with the following construction-related requirements:</u>
  - A. No construction materials, debris, or waste shall be placed or stored where it may be subject to wave erosion and dispersion and shall be removed from the coastal waters immediately;
  - B. Any and all debris resulting from construction activities shall be disposed at an authorized disposal facility;
  - C. Staging and storage of construction machinery and storage of debris shall not take place on any adjacent coastal access support facilities (e.g., bike paths, or walkways);
  - D. No debris, soil, silt, sand, bark, slash, sawdust, rubbish, cement or concrete, oil or petroleum products, or other organic or earthen material from any grading and construction activities shall be allowed to enter into or be placed where it may be washed by rainfall or runoff into coastal waters;
  - E. Any fueling of construction equipment shall occur at the location depicted in the plan prepared by Stover Engineering, titled "Staging Area," dated November 30, 2012, along Citizens Dock Road between Marine Way and Starfish Way, and located a minimum of 100 feet landward from the Mean High High Water (MHHW) line of the Crescent City Harbor;
  - F. Silt screens, straw bales, and/or coir-rolls appropriate for use in riverside and floodplain settings applications shall be installed around the perimeter of the areas to be graded and excavated prior to the initiation of grading and excavation activities and shall be maintained throughout project construction. Additional silt and sediment barrier materials shall be kept at the site and deployed as needed to reinforce sediment containment structures should unseasonable rainfall occur;
  - G. Mechanized heavy equipment, including excavation, paving, and materials delivery vehicles used during the construction process shall not be staged, operated, stored, or re-fueled within 100 feet of the waters of Crescent City Harbor or Elk Creek;
  - H. To minimize the entrainment and entry of hydrocarbon-tainted runoff into coastal waters, asphaltic concrete paving operations shall be performed during dryweather periods when the National Weather Service's Northwestern California forecast for the Crescent City sub-area of the Redwood Coast predicts a less than 50 percent chance of precipitation for the timeframe in which the paving work is to be conducted; and
  - I. Fuels, lubricants, and solvents shall not be allowed to enter the waters of Elk Creek or

Crescent City Harbor. Hazardous materials management equipment including oil containment booms and absorbent pads shall be available immediately on-hand at the project site, and a registered first-response, professional hazardous materials clean-up/remediation service shall be locally available on call. Any accidental spill shall be rapidly contained and cleaned up. All heavy equipment operating in or near the water's edge shall utilize vegetable based oil as hydraulic fluid.

- 4. <u>Future Development Restriction</u>. This permit is only for the development described in Coastal Development Permit Application No. 1-12-029. All development authorized by Coastal Development Permit No. 1-12-029 must occur in strict compliance with the proposal set forth in the application for the permit as modified by the special conditions. Any deviation from the project proposal, including a change in the location or extent of the access trail and support facilities, or offsite road improvements, increases in the intensity, density, or specific use of the site, or any other changes to the proposed project may require an amendment to Permit No. 1-12-029 from the Commission or an additional coastal development permit from the Commission.
- 5. <u>Regional Water Quality Control Board Approval.</u> PRIOR TO ISSUANCE OF COASTAL DEVELOPMENT PERMIT NO. 1-12-029, the applicant shall submit to the Executive Director for review and written approval, evidence of a General Permit for Storm Water Discharges Associated with Construction and Land Disturbance Activities and Storm Water Pollution Prevention Plan from the North Coast Water Quality Control Board (NCWQCB) The applicant shall inform the Executive Director of any changes to the project required by the CPUC. Such changes shall not be incorporated into the project until the applicant obtains a Commission amendment to this coastal development permit, unless the Executive Director determines that no amendment is legally required.
- 6. <u>Encroachment Permits.</u> PRIOR TO THE COMMENCEMENT OF CONSTRUCTION, the applicant shall submit to the Executive Director for review and written approval, evidence that an encroachment permit from both the City of Crescent City and Del Norte County or evidence that no such encroachment permits are required. The encroachment permits or exemption shall provide evidence the ability of the applicant to develop within City and County properties, including public street rights-of-way, as conditioned herein.

# IV. FINDINGS AND DECLARATIONS

The Commission hereby finds and declares as follows:

## A. ENVIRONMENTAL SETTING AND BACKGROUND

The Crescent City Harbor is located immediately south of the main residential and commercial areas of Crescent City (Del Norte County). Highway 101 is northeast of the Harbor and the Harbor is situated between Huston Street and Sunset Circle to the northeast and Anchor Way and Whaler island breakwater to the south. The site elevation is approximately 0 to 20 feet above mean sea level and the topography is generally flat. The Harbor includes dicking and services for commercial fishing vessels and recreational boats, restaurants, one motel (privately owned) parking areas, and RV sites.

A dredged material dewatering site is located north of the Inner Boat Basin, between the shoreline and a portion of the proposed trail segment.

## **B.** PROPOSED PROJECT DESCRIPTION

The District proposes to extend the existing California Coastal Trail by approximately 2,500 feet from Sunset Circle to Anchor Way, which will physically connect the City of Crescent City to the Harbor. (**Exhibits 1-3**). The new segment of trail will be a 10-ft wide Class I paved asphalt path with two-ft. shoulders for pedestrians and cyclists. The proposed project would result in a net increase in paved area of 30,000 square feet for the Coastal Trail.

The proposed sections of the Coastal Trail, beginning at the intersection Sunset Circle and Huston Street (presently unpaved), will be constructed within the unimproved Huston Street right-of-way and enclosed using a spilt-rail fence. Between the Sunset Circle-Huston Street intersection and the northeast corner of the Inner Boat Basin, the proposed project also includes the reconstruction of a 16-foot wide paved access road for the dredged material dewatering ponds, adjacent and parallel to the proposed Coastal Trail segment. (**Exhibit 3, Pages 6, 7 and 8**). The access road begins approximately 50 feet northwest of the pedestrian obelisk and crosswalk at the north side of the Inner Boat Basin area. The Access Road construction will involve cutting into the berm (up to approximately 5-10 feet west of the Access Road along approximately 300 linear feet of the Access Road) associated with the dredge spoil dewatering site to the west. The Access Road and Trail will be separated by a 4.5' chain link fence to ensure dredged material disposal operations and trail use can occur simultaneously and safely. The District also proposes a chain link fence along the eastern side of the Coastal Trail segment (between Huston Street and the Inner Boat Basin) to create a barrier between the trail and identified wetland habitat.

At the intersection of Citizens Dock Road and Starfish way (southeast corner of the Inner Boat Basin), the Promenade will be extended to connect the Inner Boat Basin with the Coastal Trail, including two pedestrian walkway segments along the waterfront.<sup>1</sup> These segments will include a guardrail along the seaward side of the trail.

The District proposes low-voltage lighting and wayfinding/interpretive signage. Interpretive signage will be located along the Inner Boat Basin Promenade and Coastal Trail to help explain Harbor activities and provide information about the natural and cultural history of the area.

Project plans are attached as Exhibit 3.

## C. OTHER AGENCY APPROVALS

The proposed project requires a General Permit for Storm Water Discharges Associated with Construction and Land Disturbance Activities (NPDES/SWPPP) from the North Coast Water Quality Control Board (NCWQCB). In addition, Del Norte County and Crescent City each require a separate encroachment permit. To ensure that the project ultimately approved by the

<sup>&</sup>lt;sup>1</sup> One walkway will begin at the vehicle entrance channel and extend to the Inner Boat Basin and the second walkway will begin at the vehicle entrance and extend to the Promenade at the docks of the Inner Boat Basin.

County, City, and NCWQCB is the same as the project authorized herein, the Commission attaches **Special Condition 5**, which requires the District to submit to the Executive Director evidence of NCWQCB approval of the project prior to the issuance of the permit. The condition requires that any project changes resulting from NCWQCB approval not be incorporated into the project until the applicant obtains any necessary amendments to this coastal development permit. In addition, the Commission attaches Special Condition 6, which requires the Distric to submit evidence of having obtained the necessary encroachment permits from the City of Crescent City and Del Norte County prior to the commencement of construction.

## **D. STANDARD OF REVIEW**

The proposed project area is bisected by the boundary between the retained CDP jurisdiction of the Commission and the CDP jurisdiction delegated to Del Norte County by the Commission through the County's LCP.

Section 30601.3 of the Coastal Act authorizes the Commission to process a consolidated coastal development permit application when requested by the local government and the applicant and approved by the Executive Director for projects that would otherwise require coastal development permits from both the Commission and from a local government with a certified LCP. In this case, the Del Norte County Board of Supervisors adopted a resolution and both the applicant and the County submitted letters requesting consolidated processing of the coastal development permit application by the Commission for the subject project, which was approved by the Executive Director.

The policies of Chapter 3 of the Coastal Act provide the legal standard of review for a consolidated coastal development permit application submitted pursuant to Section 30601.3. The local government's certified LCP may be used as guidance.

## E. PROTECTION OF ENVIRONMENTALLY SENSITIVE HABITAT AREAS

Section 30240 of the Coastal Act states:

(a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.

(b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.

Coastal Act Section 30107.7 defines "environmentally sensitive area as meaning:

...any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments.

As proposed, the vast majority of the proposed trail work will take place on land within the harbor that has either previously been disturbed or which does not contain significant natural resources. However, several rare plant species occur at the harbor and the proposed north-northeast segment of the trail, near the existing dredged material dewatering site, runs along two areas identified as Willow-based wetlands.

Winzler & Kelly performed a Biological Resources Study (2011) and Botanical Survey and Wetland Delineation (2011) within the project areas of the Crescent City Harbor.

According to the Biological Resources Study, four special status plants, including: Wolf's evening primrose (*Oenothra wolfii*) (CNPS<sup>2</sup> List 1B.1), Sea pea (*Lathyrus japonicus*) (CNPS List 2.1), Tracy's romanzoffia (*Romanzoffia tracyi*) (CNPS List 2.3), and Headland wallflower (*Erysimum menziesii ssp. Concium*) (no status), occur within the vicinity of the project site. These species were either observed or believed to occur closer to the shoreline, along the breakwaters, and on Whaler Island. As recommended by the report, the project will avoid, minimize and mitigate any impact on sensitive plant species. Mitigation would amount to relocation or replacement of impacted plant populations if encountered during project construction.

The wetland delineation concluded that two independent willow-based riparian wetland areas exist along the northern most proposed trail section. (Exhibit 3, Pages 7 and 8). The two isolated wetlands are each approximately 3,500 square feet in size, totaling approximately 7,000 square feet. The areas are not associated with a stream and they are likely not inhabited by wildlife. Currently, the less formal walking path that will be replaced and paved borders both wetland sites to the east. Section 30240 requires that development in areas adjacent to environmentally sensitive habitat areas be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas. The proposed trail is a public recreational amenity, which is being constructed to draw more people to experience the shoreline and working harbor area along this section of coastline. This particular section will provide access from Highway 101 to the northeast down to the harbor and shoreline to the southwest. Given the proximity of the trail to the wetlands, the isolated nature of the wetland areas, and the limited use of the wetlands by wildlife, the primary impact of the trail on the adjacent wetlands will be trampling and direct disturbance of the willow vegetation by human intrusion by persons using the coastal trail. The District proposes to install segmented 4.5-foot-tall chain link fences along the trail in front of each wetland to discourage trail users from entering or otherwise disturbing the wetland areas.

Just northeast of the wetlands, the District proposes to install a 4-foot-tall split-rail composite

<sup>&</sup>lt;sup>2</sup> Pursuant to the Native Plant Protection Act (NPPA) and the California Endangered Species Act (CESA), plants appearing on the California Native Plant Society's "List 1B" and "List 2" meet the definition as species eligible for state listing as a rare, threatened, or endangered plant. List 1B plants are defined as "rare plant species vulnerable under present circumstances or to have a high potential for becoming so because of its limited or vulnerable habitat, its low numbers of individuals per population (even though they may be wide ranging), or its limited number of populations." List 2 plants are defined as "plants rare, threatened, or endangered in California, but more common elsewhere." The NPPA mandates that plants so listed be considered in the preparation of all environmental analyses conducted pursuant to the California Environmental Quality Act (CEQA).

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wood fence along the trail to demarcate the trail along Huston Street. The split-rail fence, unlike a chain-link fence, allows for wildlife to pass through, while still discouraging trail users from accessing the other side. The segmented fence, as proposed, would allow trail users to potentially enter or disturb the wetlands by going around the fence. Therefore, a continuous split-rail fence along the eastern side of the trail in this area extending well to the south of the wetlands is more appropriate, as it would prevent access to and disturbance of the wetlands while also allowing for wildlife passage. Accordingly, the Commission imposes **Special Condition 1**, requiring final revised plans that continue the use of the split rail fence along the east side of the proposed trail segment near the identified wetlands. The Commission also imposes Special Condition 4, which limits all development to that which is expressly authorized in CDP 1-12-029 unless an amendment or additional CDP is obtained. This requirement will enable the Commission to evaluate any changes to the fence that might be proposed in the future to ensure that the adjacent wetlands would continue to be protected.

As conditioned, the project will be sited and designed to prevent impacts, which would significantly degrade the identified wetlands, and will be compatible with the continuance of those habitat and recreation areas, consistent with Coastal Act Section 30240.

## F. PROTECTION OF COASTAL WATERS

Section 30230 of the Coastal Act states, in applicable part:

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 30231 of the Coastal Act addresses the protection of coastal water quality and marine resources in conjunction with development and other land use activities. Section 30231 states:

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of wastewater discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with the surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

Construction activities in and adjacent to the harbor could result in degradation of water quality through the entry of soil materials either directly or entrained in runoff passing over ground disturbed areas. The proposed trails will in some cases continue above or along beaches on Anchor Way. To prevent sediment and other discharge from upland sources into the Crescent City Harbor, the applicant proposes the following mitigation measures:

- A Storm Water Pollution Prevention Plan (SWPPP) and emergency response plan will be prepared prior to the commencement of construction to reduce, to the maximum extent practicable, pollutants entering flowing, standing or ground water.
- At all times during construction activities, the contractor shall minimize the area disturbed by excavation, grading or earth moving to prevent the release of excessive fugitive dust. During periods of high winds (i.e. wind speed sufficient to that fugitive dust leaves the site) contractor shall cover or treat areas of exposed soil and active portions of the construction site to prevent fugitive dust.
- No construction materials, equipment, debris, or waste shall be placed or stored where it may be subject to wave, wind or rain erosion and dispersion. Material handling on and offsite shall be required to comply with California Vehicle Code Sec. 23114 with regard to covering loads to prevent materials spills onto public roads.
- All construction equipment shall be equipped and maintained to meet applicable EPA and CARB emission requirements for the duration of the construction activities.
- Throughout construction, contractor shall keep adjacent paved areas free of visible soil, sand or other debris.
- If stockpiled on or offsite, soil and aggregate materials shall be covered with secured plastic sheeting and divert runoff around them.
- Drainage courses, creeks, or catch basins shall be protected with straw bales, silt fences, and/or straw wattles.
- Storm drain inlets from sediment-laden runoff shall be protected with sand bag barriers, filter fabric fences, straw wattles, block and gravel filters, and excavated drop inlet sediment traps.
- Vehicle and equipment parking and vehicle maintenance shall be conducted in the designated area along Citizens Dock Road between Marine Way and Starfish Way, and located a minimum of 100 feet landward from the Mean High High Water (MHHW) line of the Crescent City Harbor, and away from creeks or storm drain inlets.
- Major maintenance, repair, and washing of vehicles and other equipment shall be conducted offsite or in a designated and controlled area.
- Construction debris, plant and organic material, trash, and hazardous materials shall be collected and properly disposed.

The Commission further conditions the permit to ensure that all potentially significant adverse impacts to coastal water quality are minimized. **Special Condition 2** requires the applicant, prior to permit issuance, to submit, for the Executive Director's review and approval, an erosion and runoff control plan that includes certain specified water quality best management practices for minimizing impacts to coastal waters associated with the filling and construction activities to be conducted in proximity to and the waters of the Crescent City Harbor. As the water quality measures proposed by the applicant lack specificity as to the locations and types of measures to be employed, development of a formal erosion and runoff control plan is necessary to provide such specificity. The Commission also includes **Special Condition 3**, which requires the permittee to comply with certain construction-related requirements to further ensure project construction does not result in debris dispersal in coastal waters and other impacts to water quality.

As conditioned, the Commission finds that the development will maintain the biological

productivity and the quality of coastal waters and wetlands consistent with Section 30230 and 30231 of the Coastal Act.

# G. PUBLIC ACCESS

Coastal Act Sections 30210, 30211, and 30212 require the provision of maximum public access opportunities, with limited exceptions.

Coastal Act Section 30210 requires in applicable part that maximum public access and recreational opportunities be provided when consistent with public safety, private property rights, and natural resource protection. Section 30211 requires in applicable part that development not interfere with the public's right of access to the sea where acquired through use (i.e., potential prescriptive rights or rights of implied dedication). Section 30212 requires in applicable part that public access from the nearest public roadway to the shoreline and along the coast be provided in new development projects, except in certain instances, such as when adequate access exists nearby or when the provision of public access would be inconsistent with public safety.

In applying Sections 30210, 30211 and 30212, the Commission is limited by the need to show that any denial of a permit application based on these sections, or any decision to grant a permit subject to special conditions requiring public access, is necessary to avoid or offset a project's adverse impact on existing or potential public access. In addition Coastal Sections 30220 through 30224 direct that suitable oceanfront private and public lands be reserved, protected, and prioritized for recreational oriented development in the interest of fostering recreational opportunities and other coastal dependent uses.

The proposed project will extend the California Coastal Trail by adding approximately 2,500 linear feet of paved 10-foot-wide Class 1 paths that meander through the Harbor and along the shoreline. Primary objectives of the development are to enhance public coastal access, recreational, and nature study opportunities in the Crescent City Area. The project's construction is specifically recommended as a priority implementation measure for completion of the California Coastal Trail, as set forth in the Coastal Conservancy's "SB 908 Report." <sup>3</sup>In addition to serving as a coastal recreational access facility, the development would also serve to further regional non-vehicular transportation plan goals providing separate trail and path facilities from and parallel to Highway 101 for pedestrian and bike traffic traveling in the urbanized Crescent City area. With regard to coastal recreational opportunities, the project would increase public recreational land by approximately.3 acres and improve a total of 1 acre, favorably affecting the current *per capita* ratio of 48 acres of park per 1,000 people within the Crescent City municipality.

Thus, the development would establish a new trail connection from the urbanized Crescent City area southwest to the Harbor, provide public beach access trails and foster expanded use of existing recreational amenities. Therefore, the Commission finds that the proposed project as

<sup>&</sup>lt;sup>3</sup> Completing the California Coastal Trail, Coastal Conservancy, January 2003.

conditioned, which includes substantial new public access facilities, is consistent with the public access and coastal recreation policies of the Coastal Act.

### **H. VISUAL RESOURCES**

Coastal Act Section 30251 requires permitted development to be designed and sited to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, and to be visually compatible with the character of surrounding areas.

The project site is located within the Harbor District property. The area setting is that of a mixture of visitor-serving and commercial-recreational uses, coastal-dependent / coastal related industrial uses, public facilities (harbor marina and small boat basin) public parklands, and resource area open space situated on an embayment surrounded by a coastal plain of low topographic relief. The project site is visible from several public recreational areas and roads, including the Beach Front Park, from the harbor shoreline trails, and from portions of Highway 101, Sunset Drive, Citizens Dock Road, RV Park Road, Anchor Way, and Huston Street. In addition, distant views of the site are afforded from the waters of the harbor. The City of Crescent City LCP does not designate the project area as "highly scenic."

The primary effects of the development on coastal visual resources are the potential view blockage and the compatibility of the proposed above-grade site improvements with the character of the surrounding area. As proposed, the project includes chain-link fencing along the northeast portion of the proposed trail. On the west side of the trail, the chain-link fence is meant to provide a safety barrier between the trail users and the proposed dredge spoil dewatering site access road abutting and running parallel to the trail. On the east side of the trail, the chain-link fence is meant to separate the trail users from identified sensitive willow wetland habitat. In either case, the chain-link fencing will be visible to some extent from public viewing areas. Chain-link fencing presents an unnatural look within a partially developed/disturbed, partially natural/open area.

As discussed above, the chain-link fencing on the east side of the trail does not provide adequate wildlife passage opportunities. Therefore, Special Condition 1 requires that the chain link fence be replaced with a split-rail fence which will also be more visually appealing, as it is made from a composite wood material, rather than chain-link. However, the chain-link fence on the west side of the trail is necessary for safety reasons to prevent trail users from encroaching into the access road. The chain-link fence is more difficult to climb than the split-rail fence, it is slightly taller, and the mesh-link design does not allow small children any opportunity to extend their arms or legs into the Access Rod area, which will often be used by very large dangerous vehicles. Despite its industrial appearance, the chain-link fence will likely not present significant adverse impacts to coastal views. The path/bikeway chain-link fence on the west side has been limited to 4.5 feet. To further ensure that the visual impacts of the chain link fence and the other elements of the development will minimize visual impacts, the Commission includes within the criteria of **Special Condition 1** requirements that the applicant, prior to permit issuance, submit, for the review and approval of the Executive Director, a final fencing and barrier plan detailing the physical appearance for these proposed improvements subject to specified design limitations and materials criteria.

#### 1-12-029 (Crescent City Harbor District)

The District also proposes informational and directional signage along the proposed trail areas. To ensure that the signage minimizes visual intrusion and is compatible with the character of the surrounding area, the Commission includes within the criteria of **Special Condition 1** requirements that the applicant, prior to permit issuance, submit, for the review and approval of the Executive Director, a final signage plan. **Special Condition 1** requires that project signage be sited and designed to protect visual resources, and developed consistent with the preliminary plans submitted with the permit application.

In conclusion, the proposed project primarily involves low-lying, at-grade development that will not obstruct views to and along the shoreline of the Crescent City harbor, entail significant landform alteration, or be visually incompatible with the character of the surroundings. The proposed paved paths will be neutral in color. In addition, the clustered, relatively small structures associated with the project will not adversely affect visual resources. Moreover, permit approval is also conditioned upon submission of final plans for the public access amenities (including signage, benches, etc.) to ensure that these amenities do not impact visual resources. The Commission therefore finds the proposal, as conditioned, will be sited and designed to protect coastal views, minimize the alteration of natural landforms, and be visually compatible with the character of the surrounding area, consistent with Section 30251 of the Coastal Act.

The Commission thus finds that, as conditioned, the proposed project will: (a) include adequate measures to insure that the scenic and visual qualities of coastal areas are considered and protected; (b) insure that permitted development is sited and designed to protect views to and along the ocean and scenic coastal areas; and (c) minimize the alteration of natural land forms.

## I. GEOLOGIC HAZARDS

The Coastal Act contains policies to assure that new development provides structural integrity, minimizes risks to life and property in areas of high geologic and flood hazard, and does not create or contribute to erosion.

Section 30253 of the Coastal Act states in applicable part:

New development shall:

(1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.

(2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

With respect to the various seismic hazards, although no active faults are identified within the immediate project area, strong seismic shaking, subsidence, or tsunami inundation could result from local or distant earthquake activity. Fortunately, the project site is located within the coverage area of the City's tsunami warning system, which in the event of such potentially dangerous events, would alert trail users to evacuate the immediate harbor area. Moreover, the

project only entails the construction of a recreational trail. Furthermore, there are no erosion or landslide issues at or around the relatively flat project site. As an alluvial coastal plain, much of the Crescent City area is subject to liquefaction during catastrophic seismic event, however liquefaction would have only minimal effects on the safety of trail users during earthquake episodes. Therefore, the proposed trails and dredged material disposal access road will not create or contribute significantly to erosion, geologic instability or destruction of the site or surrounding area.

The Commission finds the proposed project is consistent with Section 30253 of the Coastal Act.

## J. CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

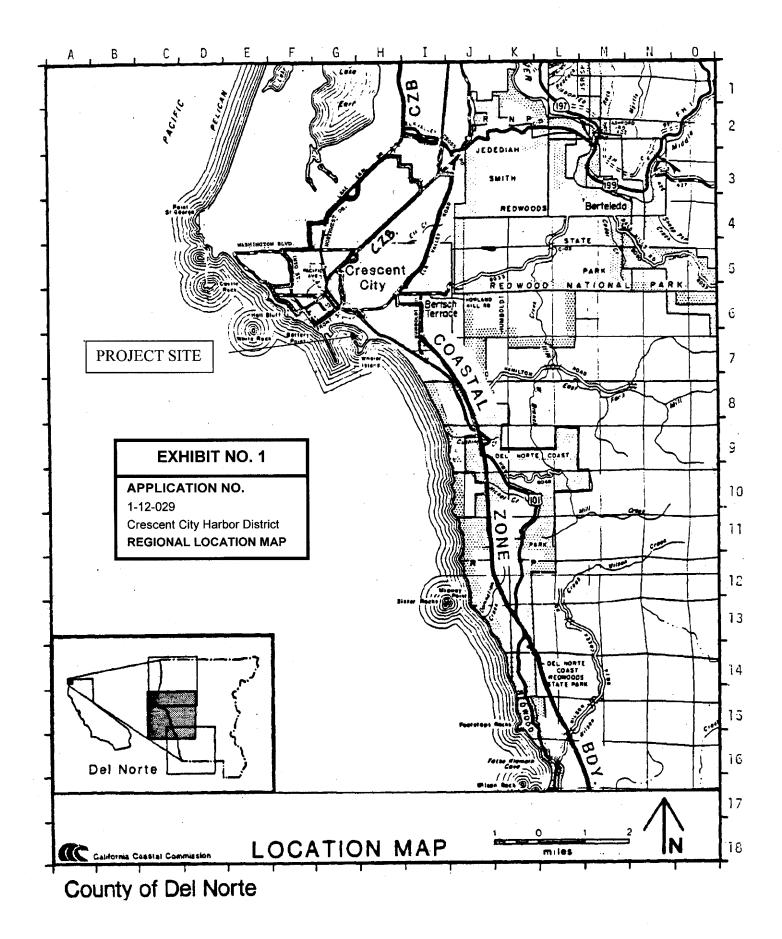
The Humboldt Bay Harbor, Recreation and Conservation District served as the lead agency for the original project for CEQA purposes. The District prepared a mitigated negative declaration for the project, pursuant to Section 21080(c) of the CEQA Guidelines (14 CCR §§15000), finding that while an initial study identified less than significant effects on the environment, revisions in the project plans or proposals made by, or agreed to by, the applicant before the proposed negative declaration and initial study were released for public review would avoid the effects or mitigate the effects to a point where clearly no significant effect on the environment would occur.

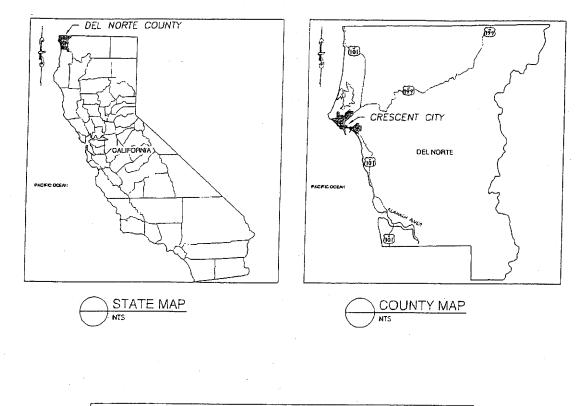
Section 13906 of the California Code of Regulation requires Coastal Commission approval of a coastal development permit application to be supported by findings showing that the application, as modified by any conditions of approval, is consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Public Resources Code 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 significantly lessen any significant effect that the activity may have on the environment.

The Commission incorporates its findings on Coastal Act consistency at this point as if set forth in full. As discussed above, the proposed development has been conditioned to be consistent with the policies of Chapter 3 of the Coastal Act. The findings address and respond to all public comments regarding potential significant adverse environmental effects of the project that were received prior to preparation of the staff report. As specifically discussed in these above findings, which are hereby incorporated by reference, mitigation measures that will minimize or avoid all significant adverse environmental impacts have been required. As conditioned, there are no other feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impacts which the activity may have on the environment. Therefore, the Commission finds that the proposed development, as conditioned to mitigate the identified impacts, can be found consistent with the requirements of the Coastal Act to conform to CEQA. 1-12-029 (Crescent City Harbor District)

# APPENDIX A SUBSTANTIVE FILE DOCUMENTS

Application File for Coastal Development Permit No. 1-12-029





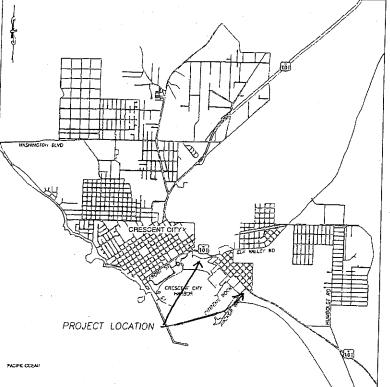
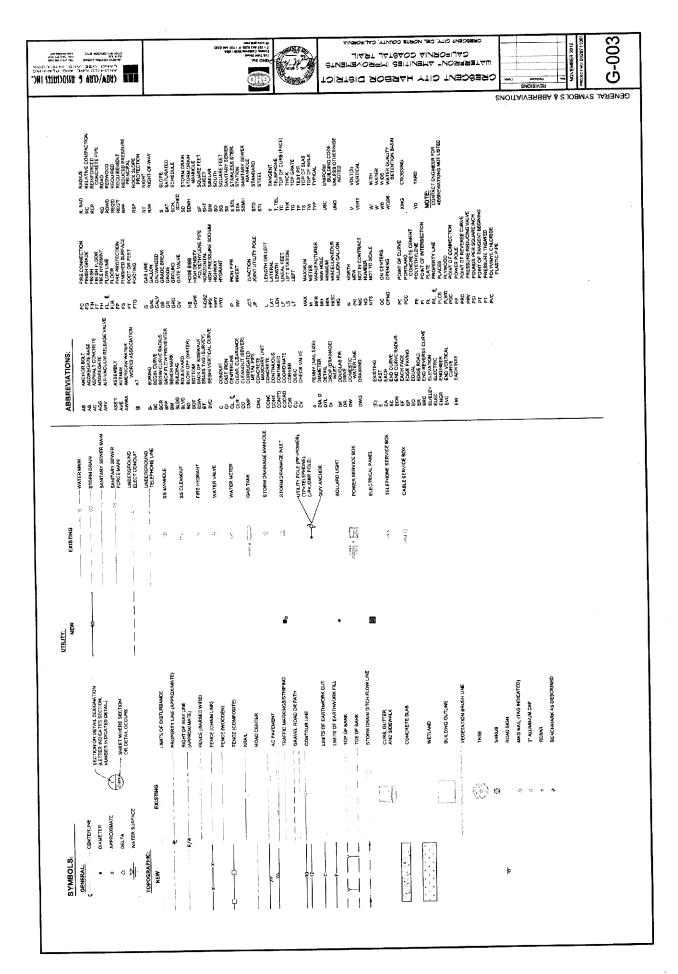


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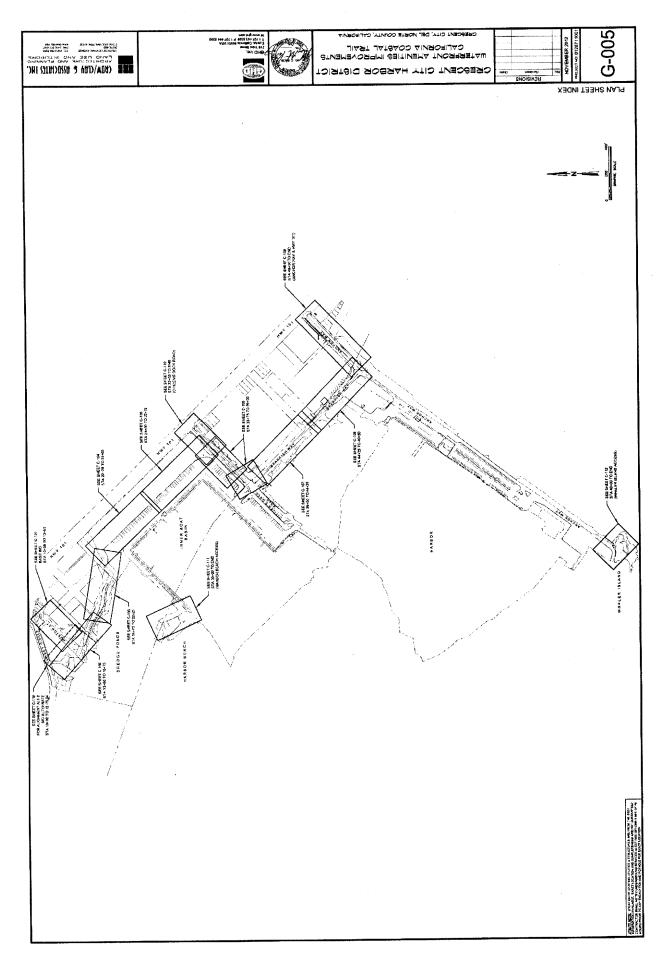
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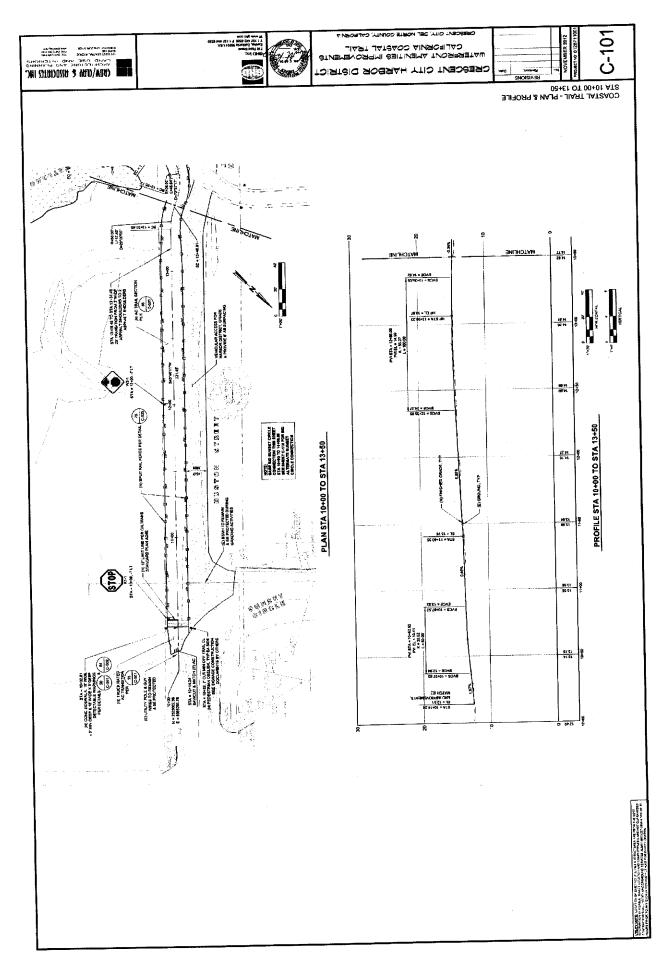
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1 6-001	-	COVER SHEET	
2 6-002	-	DRAWING INDEX	
3 6-003		GENERAL SYMBOLS & ABBREVIATIONS	
4 6-004	-	CONSTRUCTION NOTES	
	-	PLAN SHEET INDEX	
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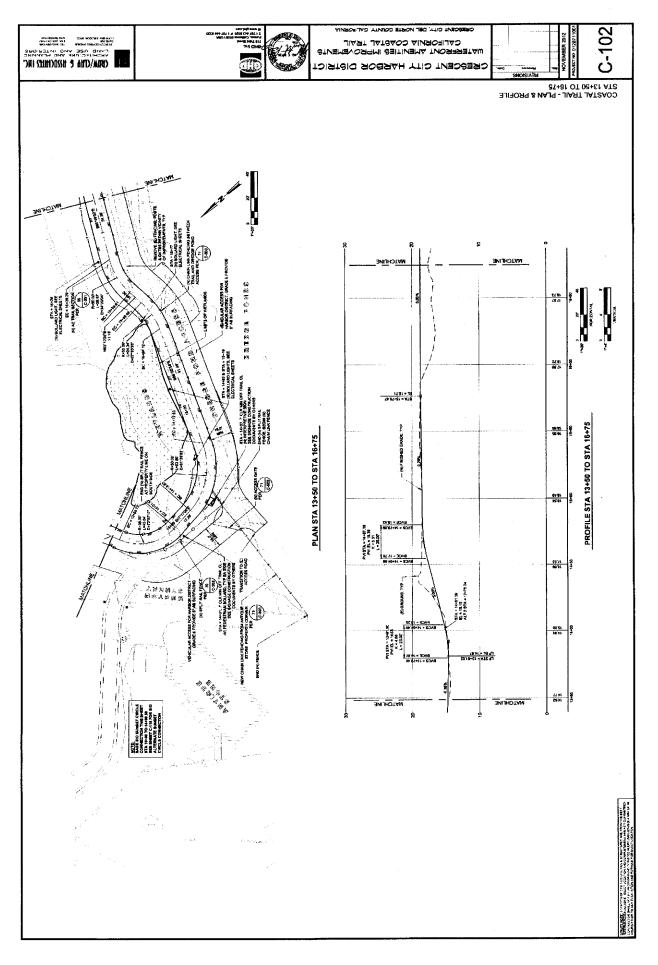


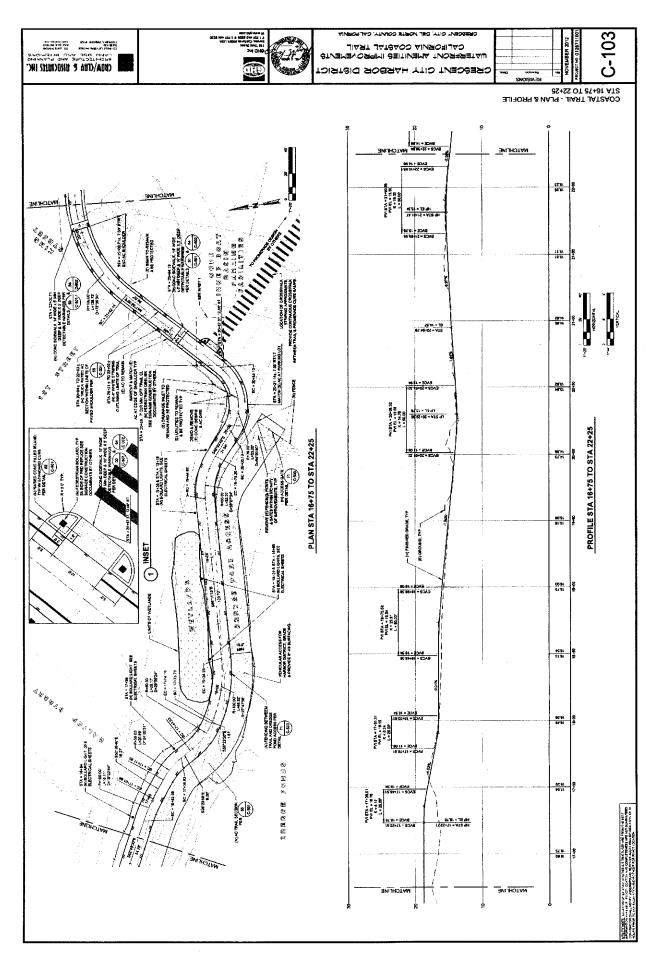
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GENERAL NOTES:	<ol> <li>THE CONTRACTOR BNUL READ AND MAKE CAREFUL EXAMINITION OF THE PLANS SPECIFICATIONS COMMITTES AND MATERIAL RETAINATES AND VALUE FOR CHITLE PRECIPICATIONS COMMITTES AND MATERIAL RETAINATES AND VALUE OF THE OF THE SPECIFICATIONS COMMITTES AND MATERIAL RETAINATES AND VALUE SPECIFICATIONS COMMITTES AND MATERIAL RETAINATES AND VALUE AND VALUE SPECIFICATIONS COMMITTES AND VALUE AND VALUE AND VALUE AND VALUE AND VALUE SPECIFICATIONS COMMITTES AND VALUE AND</li></ol>	LIMITATION CERPENSI MANUE AND THE CONTOCIDE SHALL RECEIRCHWALE REAL MANUE ALLERGHORS REQUIRE FRAUTHE ALLINE TO MAKE SATUANDEXIMAMENTAL AND ALERGHORS REQUIRE FRAUTHE ALLINE TO MAKE SATUANDEXIMAMENTAL AND RECOMMENDE CONTROL FRAUTHE ALLINE TO MAKE SATUANDEXIMANE REPORTS AND RECOMMENDE FRAUTHER FRAUTHER FRAUTHER FRAUTHER REPORTS REPORTS AND RECOMMENDE FRAUTHER FRAUTHER FRAUTHER FRAUTHER REPORTS REPORTS AND REPORTS RECOMMENDE FRAUTHER FRAUTHER FRAUTHER REPORTS REPORTS AND REPORTS RECOMMENDE FRAUTHER REPORTS REPORTS AND REPORTS AND REPORTS AND REPORTS RECOMMENDE FRAUTHER REPORTS AND REPORTS AND REPORTS AND REPORTS AND REPORTS REPORTS REPORTS AND REPORTS AND REPORTS AND REPORTS AND REPORTS AND REPORTS REPORTS AND REPORTS AND REPORTS REPORTS AND REPORTS AND	FULFILING THE TERNS OF THE CONTRACT. 2 ALL WORKWASHIP AND WATERALL CONFORM TO STATE OF CALIFORMA DE MATMENT 3 CONTRACTION OF AND	DOCUMENTS FOR THIS PROJECT UNLESS SHOWN DTHERMISE 2. 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CONSETFLACTION AND WASTER WAVADERBEIT OFFICIABLE</li> </ol>	WHOSHEVEN IN REAR STRUMENT, RECTORS A 54 00 FT REA DUC AREEHAULTMAN SWARDSES CODE (TITLE 24, PART 11, APPLES, THE CONTINGCTOR SMALL REAUNE FUL, RESPONSIBILIT, AND STROVER FOR A ROPER TOROSALO FULVANTIAR INTERNATISTA TYRUS FRAM STROVEN FOR A ROPENDE SULVANDAR STROVEN FULVANDAR	COUNCINTING IN USE OF AN OBJOCU, STIE AR REQUESTIES WITH GAMMER, DOUTING, JUTNOT UNITED TO MANJATORY ESLET SERFECTION FRAME AND COMPLETED NEUKUNG TO ANAMANTORY TO MANJATORY CAL CARGEN MARCANES MA COMPLETED OFFICIAL DE TO ANAMANTORY TO VERSEDIANTI CAL CARGEN MARCANES MA TANDARS, TO TANDART VANAR, ANANG VANAR DA TANDARA SAN SE REUSED AN TANDARS, TO MANJATAN ANANG VANAR ANANG ANANG ANA SE REUSED AN TANDARS, TO	THE USACH TO AT THE REMEAN. THE USACH FEALURES INCLUDING HORDOWTA, AND VERTICAL ALIGNMENTS. TYPEAN, SECTIORS, PREADURES, INCLUDING HORDOWTA, AND VERTICAL ALIGNMENTS. 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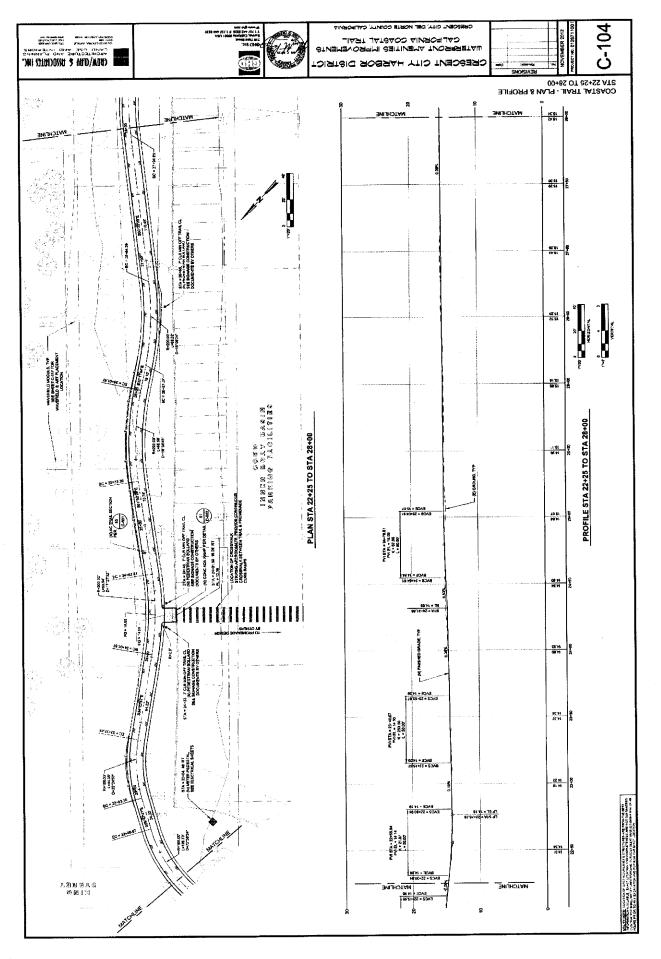
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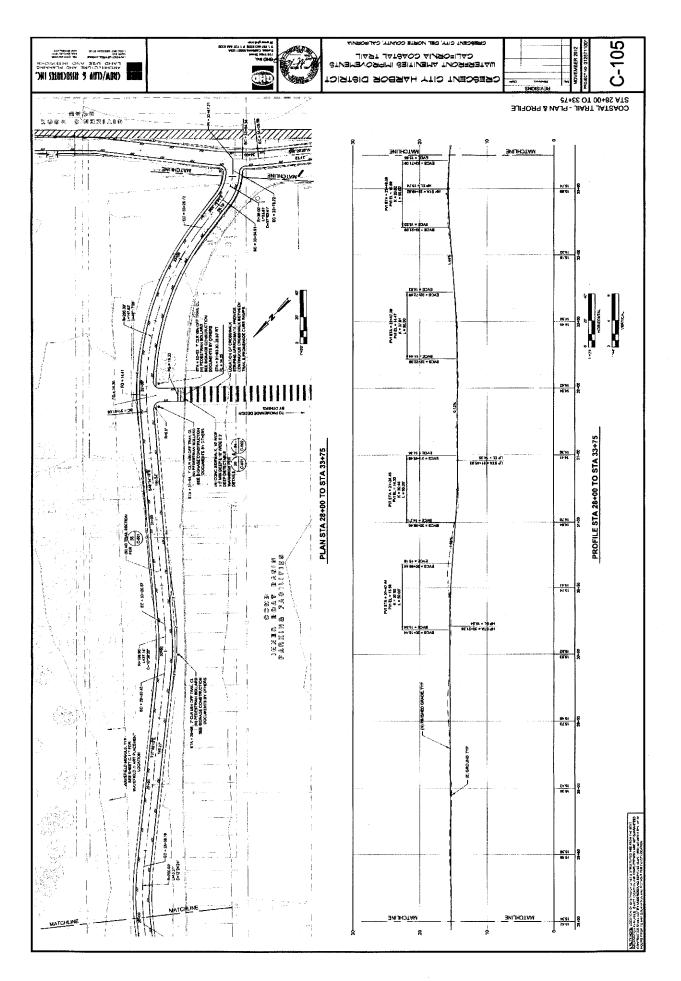


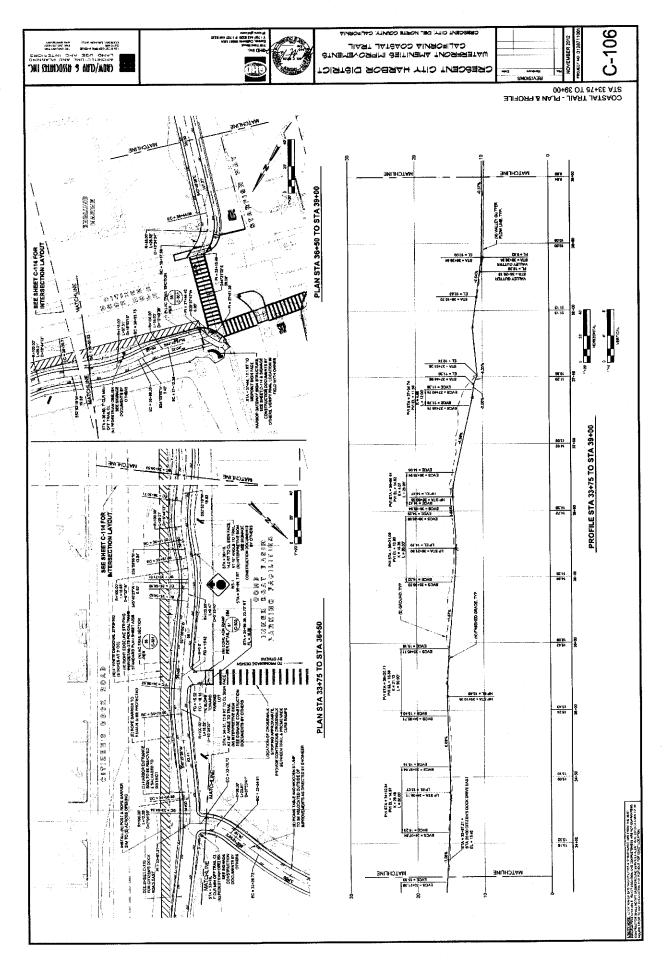




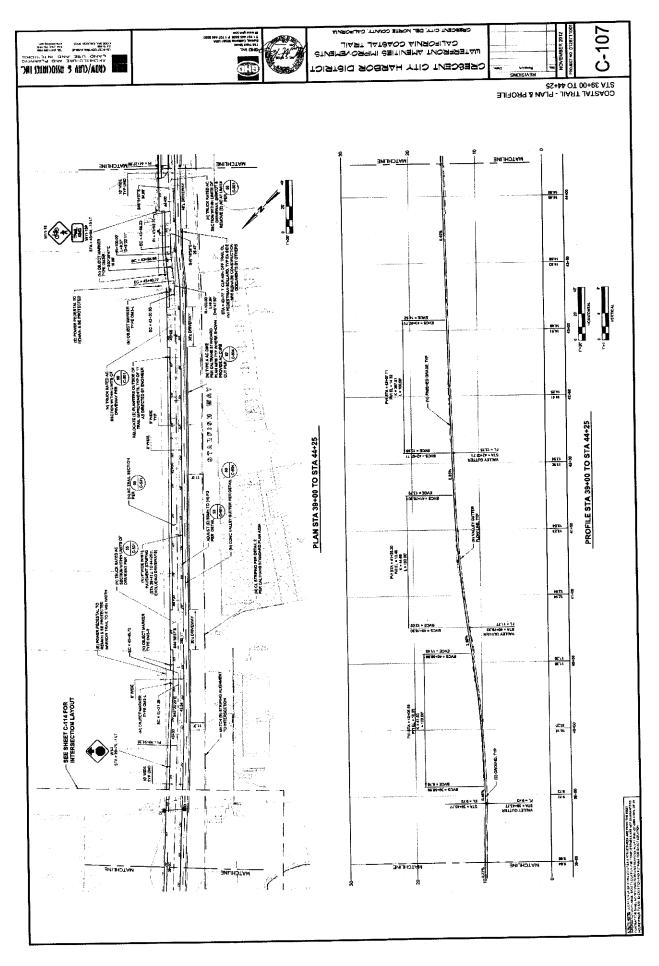




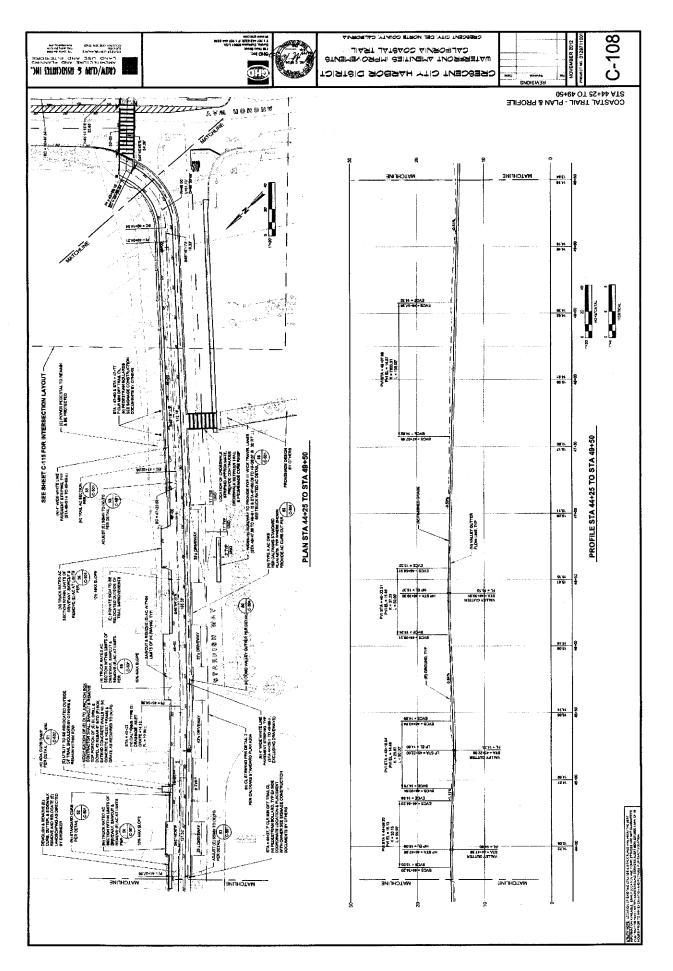




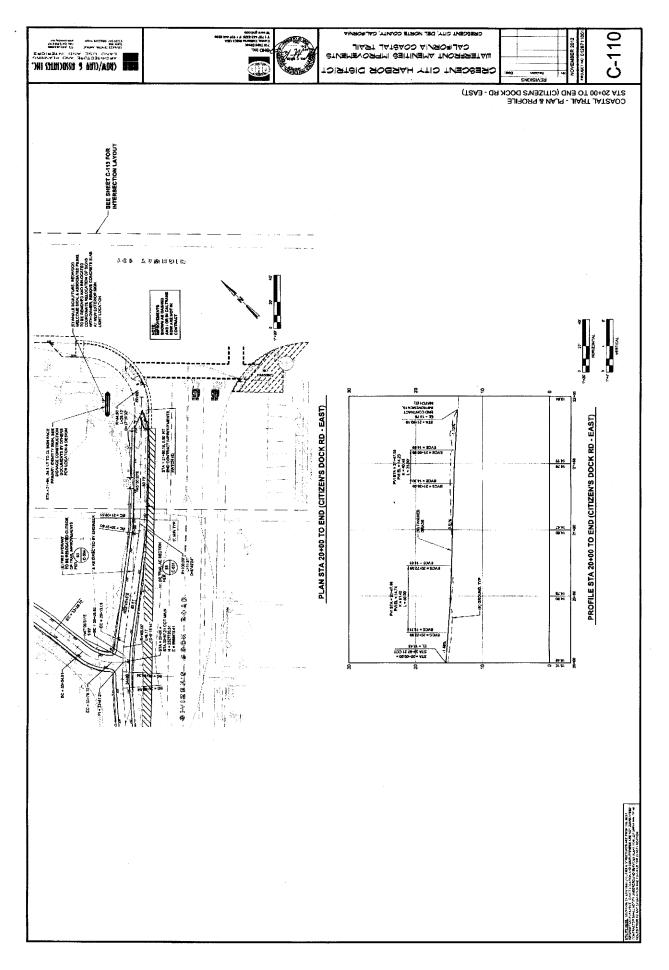
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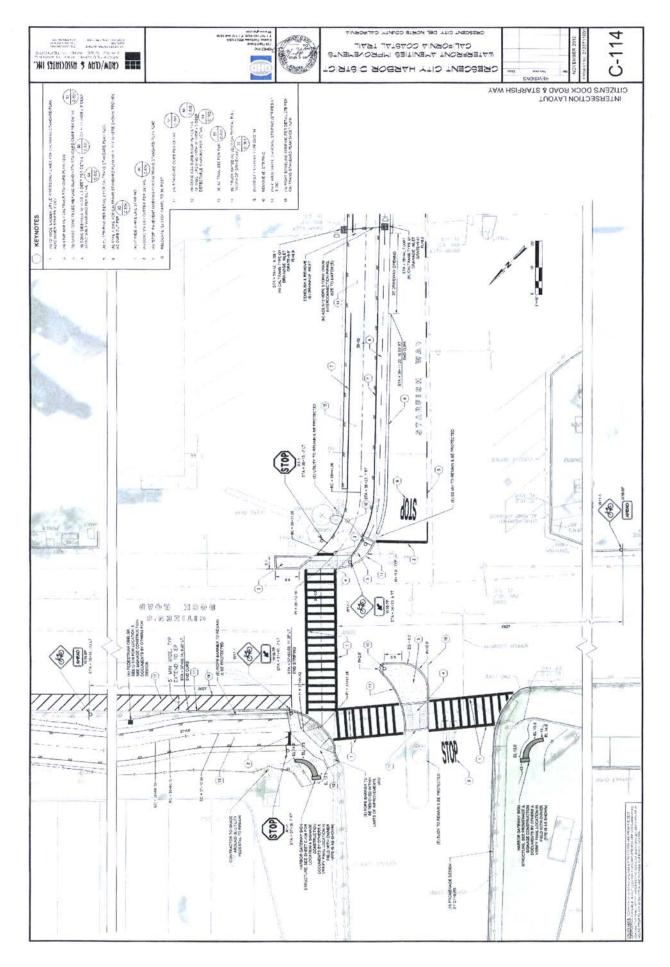


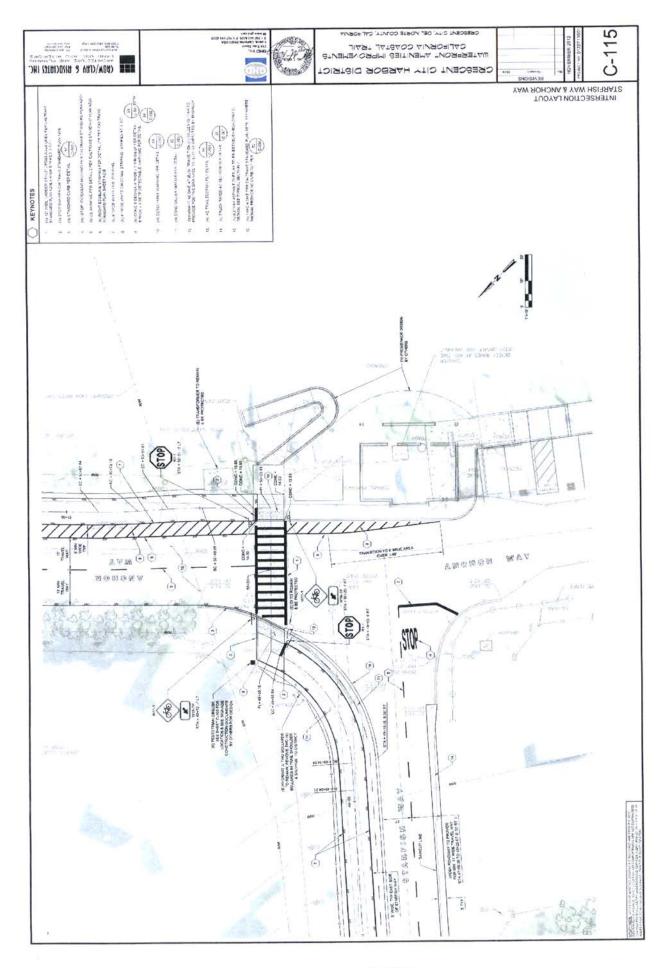




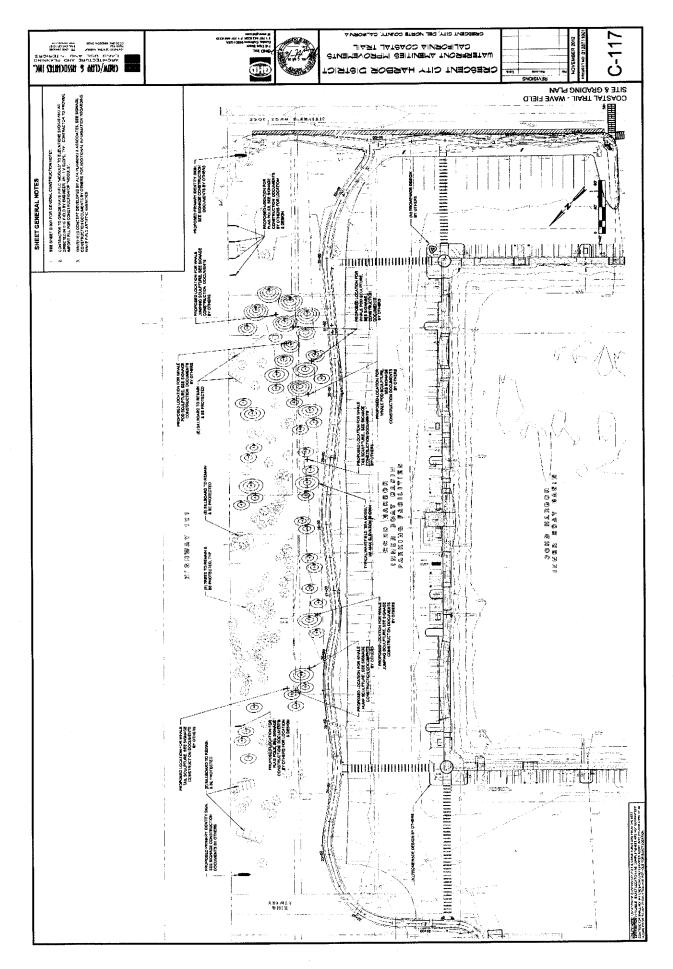
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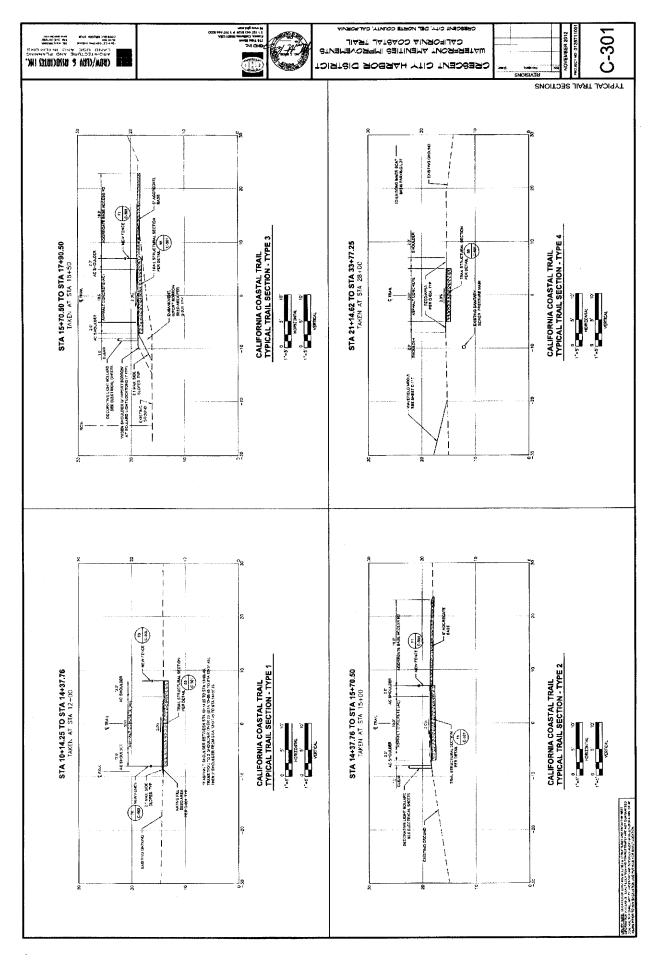


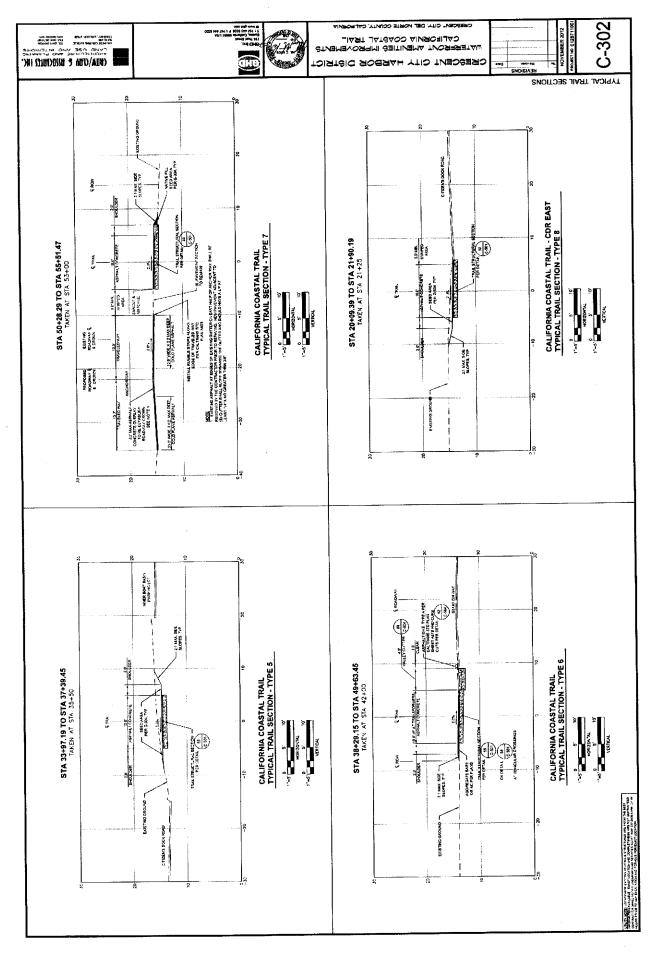


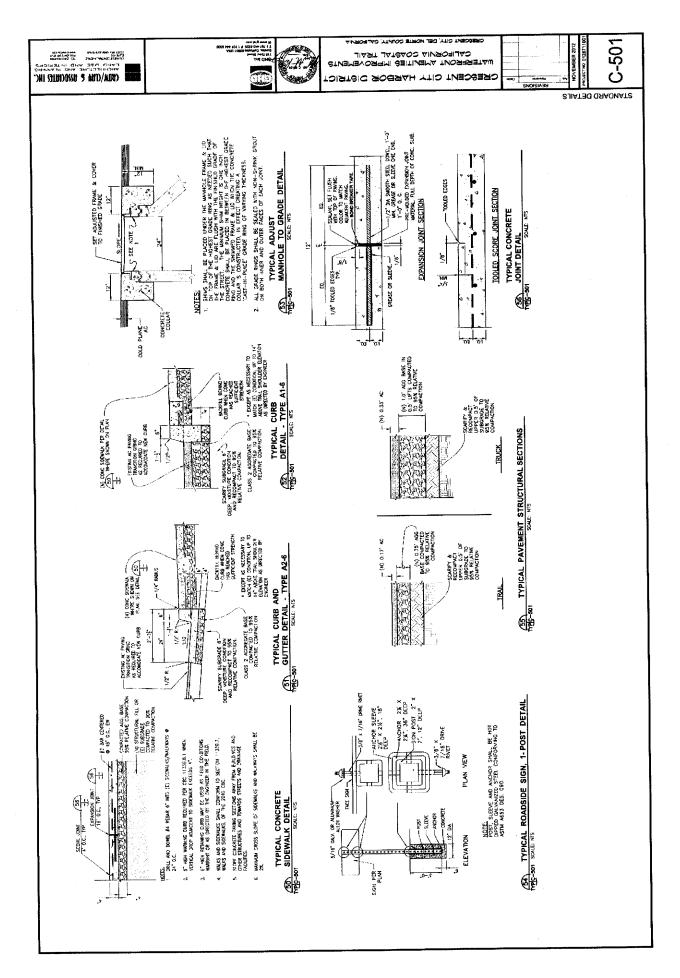


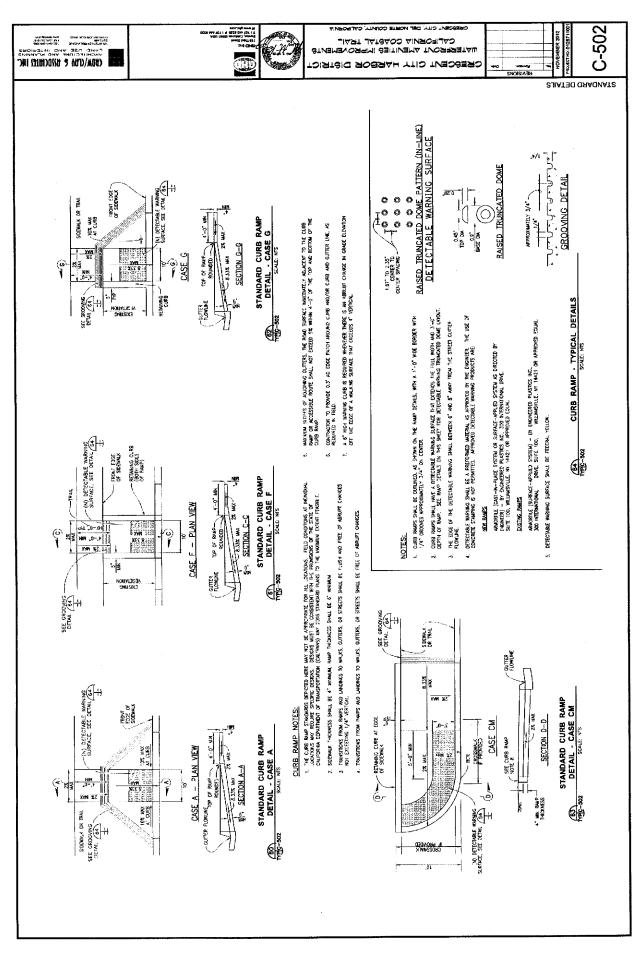
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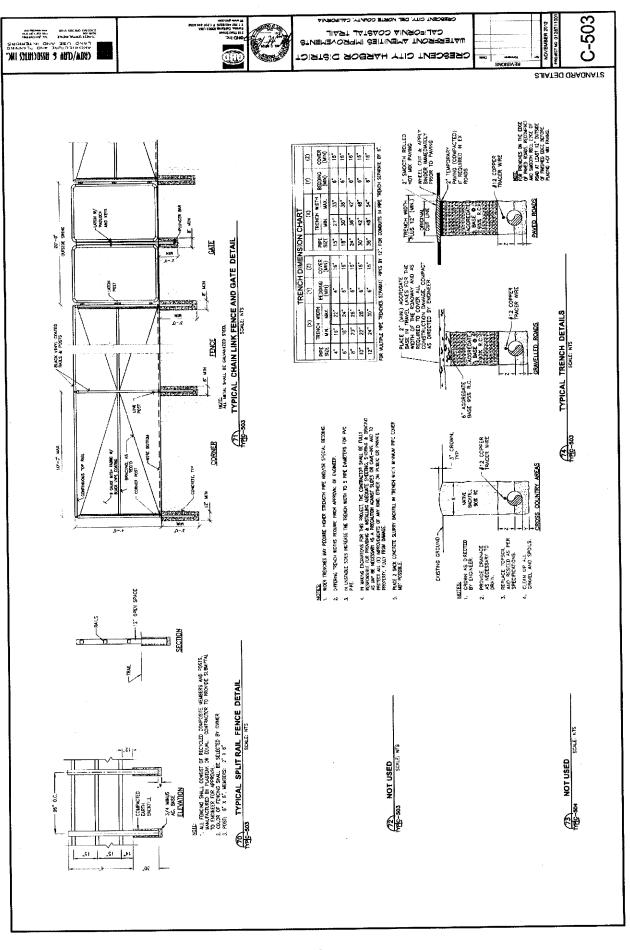


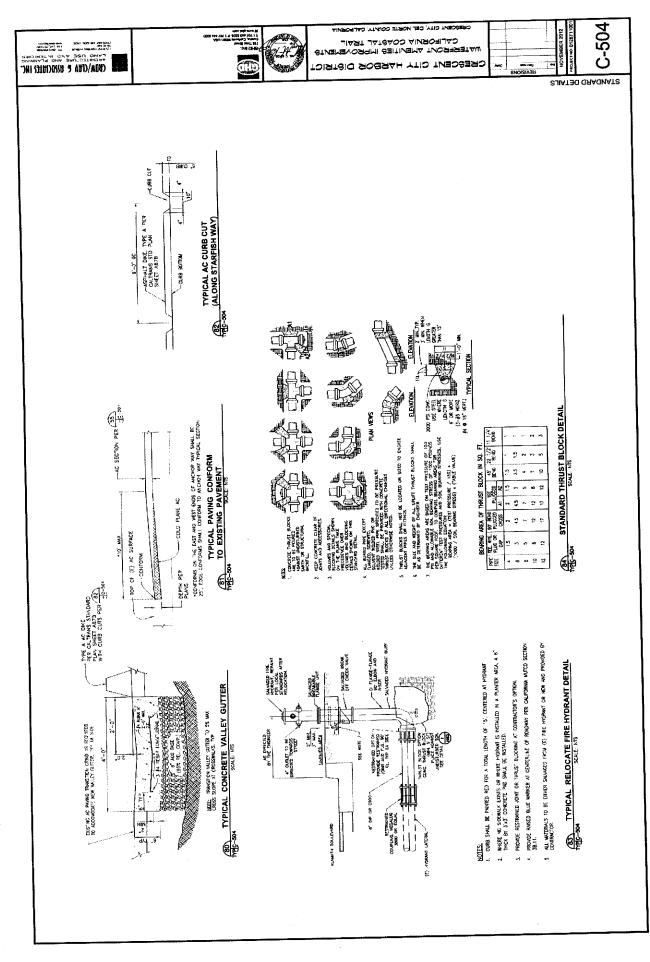


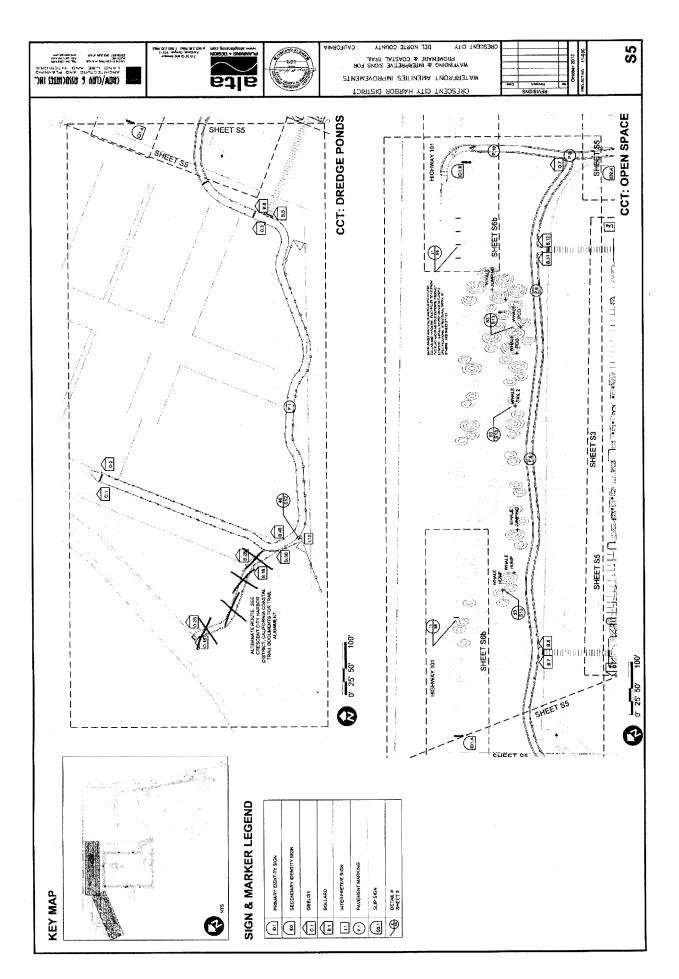




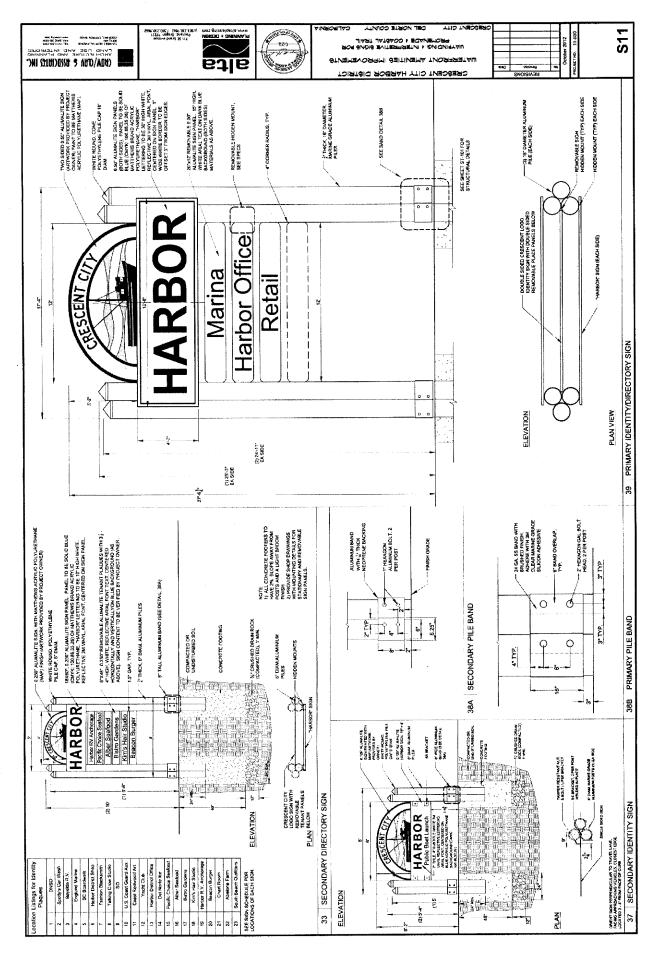




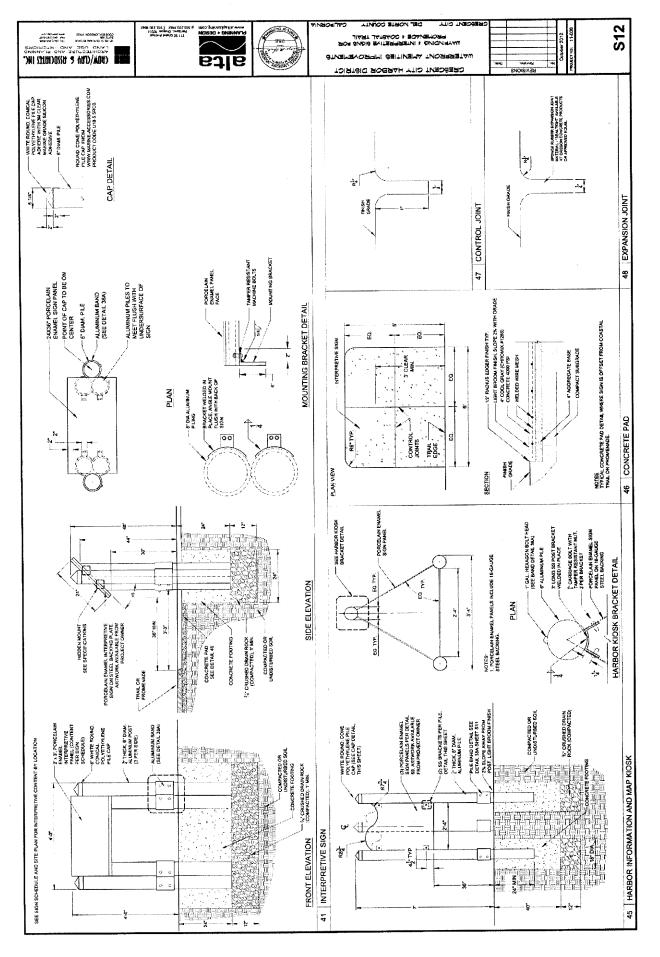


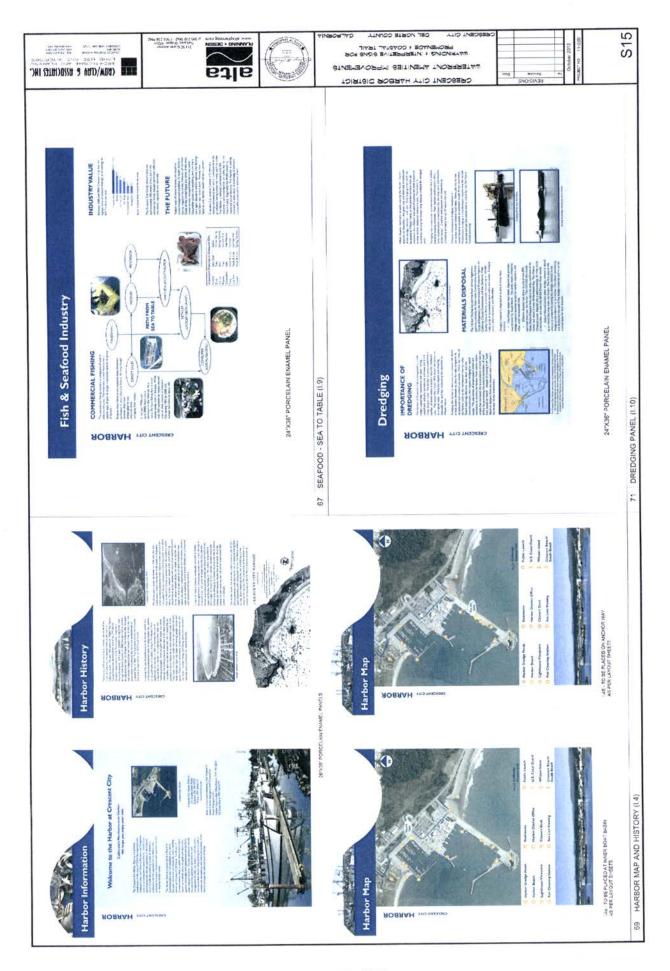


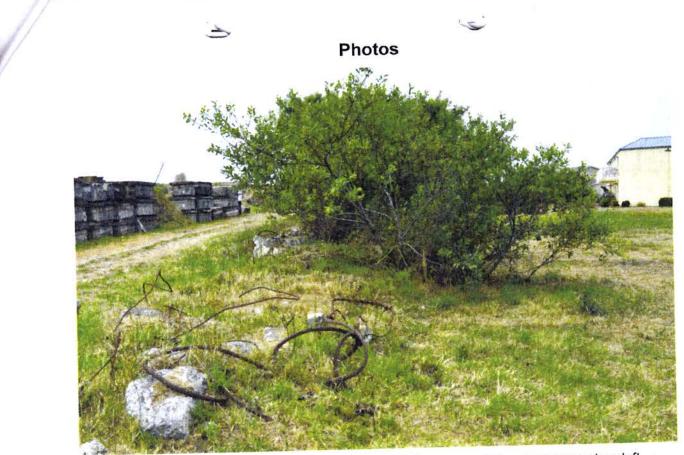
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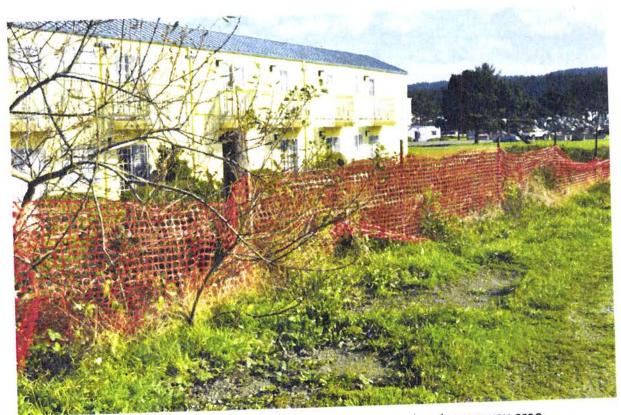
South willow wetland with concrete debris and wire rope, existing access road on left



North willow wetland at Quality Inn property line and Harbor causeway



Huston Street looking westerly toward dredge pond levee and north willow wetland



Existing Fencing between dredge pond access road and causeway area



Existing fencing on dredge pond levee as seen from causeway



Existing access road and existing fencing on dredge pond levee



Existing access road at south end approaching IBB parking lot