CALIFORNIA COASTAL COMMISSION

South Coast Area Office 200 Oceangate, Suite 1000 Long Beach, CA 90802-4302 (562) 590-5071



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180th Day:	6/10/14
Staff:	L. Roman-LB
Staff Report:	3/20/14
Hearing Date:	4/11/14
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STAFF REPORT: CONSENT CALENDAR

Application No.:	5-13-0667
Applicants:	Elias Sabo
Agent:	Swift Slip Dock and Pier Builders
Project Location:	1220 West Bay Ave., Newport Beach (Orange County)
Project Description:	Demolition of an 872 sq. ft. double-U shaped floating dock supported by five 14 in. sq. concrete guide piles, 24' x 3' gangway, and a 10' x 10' pier platform adjacent to the bulkhead supported by two, 14 in. sq. concrete "T" piles and construction of a new 872 sq. ft. double-U shaped floating dock, 24' x 3' gangway, and 10' x 10' pier platform adjacent to the bulkhead supported by new piles in the same size, shape and configuration. Total water coverage would remain unchanged.
Staff Recommendation:	Approval with conditions

I. MOTION AND RESOLUTION

Motion:

I move that the Commission **approve** the Coastal Development Permit Applications included in the consent calendar in accordance with the staff recommendations.

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

Resolution:

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

II. STANDARD CONDITIONS

This permit is granted subject to the following standard conditions:

- 1. **Notice of Receipt and Acknowledgment**. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
- 2. **Expiration**. If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
- 3. **Interpretation**. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 4. **Assignment**. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
- 5. Terms and Conditions Run with the Land. These terms and conditions shall be

perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. SPECIAL CONDITIONS

This permit is granted subject to the following special conditions:

1. Revised Project Plans. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for the review and approval of the Executive Director, two (2) sets of revised project plans. The revised project plans shall be in substantial conformance with the plans submitted on December 12, 2013, except they shall be modified as follows: 1) the proposed 10' x 10' pier platform shall either be eliminated or be located further seaward of the existing bulkhead to avoid or minimize obstructions to lateral public on the beach adjacent to the bulkhead at all times; 2) the pier, pier platform, and gangway shall be placed to maximize the difference in elevation between the sand and bottom of the pier and pier platform and will have a minimum of 6' clearance; 3) the pier platform and the point at which the gangway descends to the dock float shall be placed as far seaward as possible and there shall be at least 4 feet between the pier platform and landside bulkhead/private rear yard area; 3) a pier not to exceed 4 feet in width connecting the bulkhead to the pier platform is permitted; 4) the number of piles shall be minimized and their placement and orientation shall maximize lateral beach access; 5) any "T" piles shall be oriented parallel to the bulkhead; 6) any proposed changes to the revised project plans shall not result in extending the boat dock system bayward past the City of Newport Beach pierhead line as generally depicted on Exhibit 2 of this staff report. The revised plans submitted to the Executive Director shall bear evidence of Approval-in-Concept of the revised design from the City of Newport Beach Harbor Resources Division.

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.

2. **Pre-Construction Eelgrass Survey.** A valid pre-construction eelgrass (*Zostera marina*) survey shall be completed during the period of active growth of eelgrass (typically March through October). The pre-construction survey shall be completed prior to the beginning of construction and shall be valid until the next period of active growth. If any portion of the project commences in a previously undisturbed area after the last valid eelgrass survey expires, a new survey is required prior to commencement of work in that area. The survey shall be prepared in full compliance with the "*Southern California Eelgrass Mitigation Policy*" Revision 8 (except as modified by this special condition) adopted by the National Marine Fisheries Service and shall be prepared in consultation with the California Department of Fish and Game. The applicant shall submit the eelgrass survey for the review and approval by the Executive Director within five (5) business days of completion of each eelgrass survey and in any event no later than fifteen (15) business days prior to commencement of any development. If the eelgrass survey identifies any eelgrass within the

project area, which would be impacted by the proposed project, the development shall require an amendment to this permit from the Coastal Commission or a new Coastal Development Permit.

Post-Construction Eelgrass Survey. If any eelgrass is identified in the project area by the survey required by this special condition, within one month after the conclusion of construction, the applicant shall survey the project site to determine if any eelgrass was adversely impacted. The survey shall be prepared in full compliance with the "*Southern California Eelgrass Mitigation Policy*" Revision 8 (SCEMP) (except as modified by this special condition) adopted by the National Marine Fisheries Service and shall be prepared in consultation with the California Department of Fish and Game. The applicant shall submit the post-construction eelgrass survey for the review and approval by the Executive Director within thirty (30) days after completion of the survey. If any eelgrass has been impacted, the applicant shall replace the impacted eelgrass at a minimum 1.2:1 ratio on-site, or at another location, in accordance with the SCEMP. All impacts to eelgrass habitat shall be mitigated at a minimum ratio of 1.2:1 (mitigation:impact). The exceptions to the required 1.2:1 mitigation shall require an amendment to this permit or a new Coastal Development Permit unless the Executive Director determines that no amendment or new permit is legally required.

3. **Pre-Construction Caulerpa taxifolia Survey.** Not earlier than 90 days nor later than 30 days prior to commencement or re-commencement of any development authorized under this Coastal Development Permit (the "*project*"), the applicant shall undertake a survey of the project area and a buffer area at least 10 meters beyond the project area to determine the presence of the invasive alga *Caulerpa taxifolia*. The survey shall include a visual examination of the substrate. If any portion of the project commences in a previously undisturbed area after the last valid *Caulerpa taxifolia* survey expires, a new survey is required prior to commencement of work in that area.

The survey protocol shall be prepared in consultation with the Regional Water Quality Control Board, the California Department of Fish and Game, and the National Marine Fisheries Service. Within five (5) business days of completion of the survey, the applicant shall submit the survey:

- (1) for the review and approval by the Executive Director; and
- (2) to the Surveillance Subcommittee of the Southern California Caulerpa Action Team (SCCAT). The SCCAT Surveillance Subcommittee may be contacted through William Paznokas, California Department of Fish & Game (858/467-4218) or Robert Hoffman, National Marine Fisheries Service (562/980-4043), or their successors.

If *Caulerpa taxifolia* is found within the project or buffer areas, the applicant shall not proceed with the project until 1) the applicant provides evidence to the Executive Director that all *Calurpa taxifolia* discovered within the project and buffer area has been eliminated in a manner that complies with all applicable governmental approval requirements, including but not limited to those of the California Coastal Act, or 2) the applicant has revised the

project to avoid any contact with *Calurpa. taxifolia*. No revisions to the project shall occur without a Coastal Commission approved amendment to this Coastal Development Permit unless the Executive Director determines that no amendment is legally required.

- 4. **Construction Responsibilities and Debris Removal.** The permittee shall comply with the following construction related requirements:
 - **A.** No demolition or construction materials, equipment, debris, or waste shall be placed or stored where it may enter sensitive habitat, receiving waters or a storm drain, or be subject to wave, wind, rain or tidal erosion and dispersion.
 - **B.** Any and all debris resulting from demolition or construction activities, and any remaining construction material, shall be removed from the project site within 24 hours of completion of the project.
 - **C.** Demolition or construction debris and sediment shall be removed from work areas each day that demolition or construction occurs to prevent the accumulation of sediment and other debris that may be discharged into coastal waters.
 - **D.** Machinery or construction materials not essential for project improvements will not be allowed at any time in the intertidal zone.
 - **E.** If turbid conditions are generated during construction a silt curtain will be utilized to control turbidity.
 - **F.** Floating booms will be used to contain debris discharged into coastal waters and any debris discharged will be removed as soon as possible but no later than the end of each day.
 - **G.** Non buoyant debris discharged into coastal waters will be recovered by divers as soon as possible after loss.
 - **H.** All trash and debris shall be disposed in the proper trash and recycling receptacles at the end of every construction day.
 - **I.** The applicant shall provide adequate disposal facilities for solid waste, including excess concrete, produced during demolition or construction.
 - J. Debris shall be disposed of at a legal disposal site or recycled at a recycling facility. If the disposal site is located in the coastal zone, a Coastal Development Permit or an amendment to this permit shall be required before disposal can take place unless the Executive Director determines that no amendment or new permit is legally required.
 - **K.** All stock piles and construction materials shall be covered, enclosed on all sides, shall be located as far away as possible from drain inlets and any waterway, and shall not be stored in contact with the soil.
 - **L.** Machinery and equipment shall be maintained and washed in confined areas specifically designed to control runoff. Thinners or solvents shall not be discharged into sanitary or storm sewer systems.
 - **M.** The discharge of any hazardous materials into any receiving waters shall be prohibited.
 - N. Spill prevention and control measures shall be implemented to ensure the proper handling and storage of petroleum products and other construction materials.
 Measures shall include a designated fueling and vehicle maintenance area with appropriate berms and protection to prevent any spillage of gasoline or related

petroleum products or contact with runoff. The area shall be located as far away from the receiving waters and storm drain inlets as possible.

- **O.** Best Management Practices (BMPs) and Good Housekeeping Practices (GHPs) designed to prevent spillage and/or runoff of demolition or construction-related materials, and to contain sediment or contaminants associated with demolition or construction activity, shall be implemented prior to the on-set of such activity.
- **P.** All BMPs shall be maintained in a functional condition throughout the duration of construction activity.
- 5. **Best Management Practices (BMPs) Program.** By acceptance of this permit the applicant agrees that the long-term water-borne berthing of boat(s) in the approved boat dock and/or boat slip will be managed in a manner that protects water quality pursuant to the implementation of the following BMPs.
 - A. Boat Cleaning and Maintenance Measures:
 - 1. In-water top-side and bottom-side boat cleaning shall minimize the discharge of soaps, paints, and debris;
 - 2. In-the-water hull scraping or any process that occurs under water that results in the removal of paint from boat hulls shall be prohibited. Only detergents and cleaning components that are designated by the manufacturer as phosphate-free and biodegradable shall be used, and the amounts used minimized; and
 - 3. The applicant shall minimize the use of detergents and boat cleaning and maintenance products containing ammonia, sodium hypochlorite, chlorinated solvents, petroleum distillates or lye.
 - **B.** Solid and Liquid Waste Management Measures:
 - 1. All trash, recyclables, and hazardous wastes or potential water contaminants, including old gasoline or gasoline with water, absorbent materials, oily rags, lead acid batteries, anti-freeze, waste diesel, kerosene and mineral spirits shall not at any time be disposed of in the water or gutter but, rather be disposed of in a manner consistent with state and/or federal regulations.
 - C. Petroleum Control Management Measures:
 - 1. Boaters will practice preventive engine maintenance and will use oil absorbents in the bilge and under the engine to prevent oil and fuel discharges. Oil absorbent materials shall be examined at least once a year and replaced as necessary. Used oil absorbents are hazardous waste in California. Used oil absorbents must therefore be disposed in accordance

with hazardous waste disposal regulations. The boaters shall regularly inspect and maintain engines, seals, gaskets, lines and hoses in order to prevent oil and fuel spills. The use of soaps that can be discharged by bilge pumps is prohibited;

- 2. If the bilge needs more extensive cleaning (e.g., due to spills of engine fuels, lubricants or other liquid materials), the boaters will use a bilge pump-out facility or steam cleaning services that recover and properly dispose or recycle all contaminated liquids; and
- 3. Bilge cleaners which contain detergents or emulsifiers will not be used for bilge cleaning since they may be discharged to surface waters by the bilge pumps.
- 6. **Public Rights.** The Coastal Commission's approval of this permit shall not constitute a waiver of any public rights that exist or may exist on the subject property including, but not necessarily limited to, the tideland and submerged land beneath the development approved by this Coastal Development Permit. The permittee shall not use this permit as evidence of a waiver of any public rights that may exist on the property.
- 7. **Permitted Uses on Dock Structures.** By acceptance of this permit, the applicant agrees that the approved dock structures shall be used for marine/boating related purposes only (e.g., sails, boating equipment storage lockers, personal watercraft storage, etc.). Patio furniture, barbeques, plants, etc. are not permitted.

IV. FINDINGS AND DECLARATIONS:

A. PROJECT LOCATION AND DESCRIPTION

The proposed project involves an existing private residential dock over public tidelands in front of a single-family residence located at 1220 West Bay Ave. in the City of Newport Beach. The site is on Balboa Peninsula and the dock system extends from an existing private bulkhead across public tidelands in Lower Newport Bay (Exhibits #1).

The proposed development is demolition of an 872 sq. ft. double-U shaped floating dock supported by five 14 in. sq. concrete guide piles, 24' x 3' gangway, and a 10' x 10' pier platform adjacent to the bulkhead supported by two, 14 in. sq. concrete "T" piles and construction of a new dock system in the same shape, size and configuration. No work is proposed to the existing bulkhead located along the seaward property line. Exhibit #3 depicts the proposed new dock system (with no stairs from the pier platform leading down to the sand) and Exhibit #2 depicts the existing development at the subject site (with stairs from the pier platform down to the sand). The existing dock system covers 1,074 sq. ft. of water/tideland area and its support piles result in 8.16 sq. ft. of fill of coastal waters. The new proposed dock system would not result in change of overall water coverage and would not result in additional fill of coastal waters. The Commission issued a De Minimis waiver (CDP 5-07-303-W) in 2007 for demolition of a single-family residence and construction of a new single-family residence at 1220 West Bay, Newport

Beach; however, there are no previous Coastal Development Permit approvals for the dock associated with this property, which is the subject of this application.

Local Government and Other Approvals

The proposed dock conforms to the U.S. Pierhead Line and is consistent with the City's Harbor Permit Policy. The new dock will be no further seaward than the existing dock. The proposed project has received an approval in concept from the City of Newport Beach Harbor Resources Division, Harbor Permit Number 116-1210 and Plan Check Number 1456-2013. The Regional Water Quality Control Board (RWQCB) has issued a "General Certification for replacement of Sheet and Dock Piles" determining that the proposed project will not adversely impact water quality if standard construction methods and materials are used. The applicant has applied for a U.S. Army Corps of Engineers' Letter of Permission (LOP) to determine whether the proposed project would have any adverse effect on essential fish habitats.

Section 30600(c) of the Coastal Act provides for the issuance of coastal development permits directly by the Commission in regions where the local government having jurisdiction does not have a certified Local Coastal Program. The City of Newport Beach only has a certified Land Use Plan and has not exercised the options provided in 30600(b) or 30600.5 to issue its own permits. Therefore, the Coastal Commission is the permit issuing entity and the standard of review is Chapter 3 of the Coastal Act. The certified Land Use Plan may be used for guidance.

B. PUBLIC ACCESS

The proposed development will be on public tidelands. There is no direct public pedestrian access to public tidelands through the private residential lot associated with this dock project. Public pedestrian access to public tidelands is available approximately 100 feet downcoast of the subject site via a vertical public access point at the 12th Street street-end (See Exhibit #1, page 1). From every street end along the Balboa Peninsula, members of the public may access tidelands and, for example, launch a kayak, or during low tide, it is possible to walk under the residential piers for a strolls along the Newport Bay. The public can also access the public beach area seaward of the subject site by watercraft or by swimming to the site. The aerial photographs provided in Exhibit #1, page 4 clearly show sandy beach areas covered by residential dock structures.

As proposed, the private dock system would interfere with the public's right of access to the sea and interfere with recreational opportunities on public tidelands and is, therefore, inconsistent with City of Newport Beach Coastal Land Use Plan Policy 3.1.4-3 and Sections 30210 and 302110f the Coastal Act.

The City of Newport Beach Coastal Land Use Plan Policy 3.1.4-3 states, "Design and site piers, including remodels of and additions to existing piers so as not to obstruct public lateral access and to minimize impacts to coastal views and coastal resources." The proposed replacement of the 10'x10' pier platform adjacent to the bulkhead would perpetuate an existing impediment to public access of public tidelands. Placing the 10'x10' platform adjacent to the bulkhead in effect privatizes the use of these public tidelands as the general public will be unable to access the area beneath the pier platform for recreational purposes.

Furthermore, placement of piles to support the 10'x10' platform adjacent to the bulkhead at this particular site would be an impediment to lateral pedestrian access across these public tidelands, because, as the tide comes in, only the areas closest to the bulkhead are still dry and walkable. Due to the sand/beach elevation, further landward, the proposed platform would be more of a direct impact to pedestrian lateral access. Placing the platform farther away from the bulkhead is preferred to reduce impediments to lateral pedestrian access closer to the bulkhead where the public is more likely to pass.

In order to minimize adverse impacts to public access presented by the proposed project, the location of the pier platform should be revised to be located as far away from the existing bulkhead as possible so that public access along the beach/public tidelands underneath the pier platform is provided. Therefore, the Commission imposes **Special Condition 1**, which requires the applicant to, prior to issuance of the permit, submit revised project plans for review and approval of the Executive Director which minimizes obstructions to lateral access. In general, the pier shall be sited to maximize the difference in elevation between the sand and the platform (with at least 6 ft. of clearance) and sited as far seaward as possible (with at least a 4 ft. minimum distance from the bulkhead) in order to maximize opportunities for lateral public access.

The City's Harbor Resources Design Standards allow for pier platforms not to exceed 170 sq. ft. which is a change from previous guidelines that set the maximum at 140 ft. or typically 10'x14' like the subject platform. The Harbor Resources harbor permits contain the following special conditions: "Only marine oriented uses are allowed on the pier, pier platform, gangway and float. Patio furniture, plants etc... are not permitted." However, it would appear from staff field observations that these pier platforms, especially those located adjacent to a residence's bulkhead, serve more as an extension of their private property than a platform for marine oriented uses. Staff has previously documented pier platforms with patio lounges, tables, barbeques, planters, etc. When proposing fill in coastal waters to build a new or expanded boating facility, the proposed project must be tailored to exclusively accommodate boating related uses. The proposed private pier platform from a residential property to a private boat dock and subsequent associated fill, is simply for the purposes of accessing the dock. The pier structure must be strictly limited to boating-related uses, to provide a means for travelling by foot, or other means if disabled, from shore to the boat dock, and nothing more. Therefore, the Commission imposes Special Condition 7 requiring the applicant agree that the approved dock structures shall be used for marine/boating related purposes only (e.g., sails, boating equipment storage lockers, personal watercraft storage, etc.) and that patio furniture, barbeques, plants, etc. are not allowable uses.

Additionally, **Special Condition 6** states that the Coastal Commission's approval of this permit shall not constitute a waiver of any public rights that exist or may exist on the subject property including, but not necessarily limited to, the tideland and submerged land beneath the development approved by this Coastal Development Permit. The permittee shall not use this permit as evidence of a waiver of any public rights that may exist on the property.

To not affect the public's ability to gain access to, and/or to use the coast and nearby recreational facilities, the Commission imposes a special condition requiring the applicant revise the proposed project so that the 10' x 10' pier platform shall either be eliminated or be located as far

away from the existing bulkhead as is feasible and placed so that there is physical separation of at least 4-feet between the pier platform and landside private rear yard area; with a clearance underneath the revised pier platform of a minimum of 6' feet to ensure lateral access across the site. Therefore, as proposed the development, as conditioned, conforms to Sections 30210 through 30214, Sections 30220 through 30224, and 30252 of the Coastal Act.

C. MARINE RESOURCES

The site was surveyed for eelgrass and *Caulerpa taxilfolia* on June 23, 2013. The survey area spanned 35 ft wide paralleling the bulkhead to 80 feet from the bulkhead past the end of the existing floating dock. No eelgrass was found in the project area or vicinity. No *Caulerpa taxilfolia* was discovered within the entire project area. These eelgrass and *Caulerpa taxilfolia* surveys are valid for a limited period of time (until the next growing season for eelgrass and 90 days for *Caulerpa taxilfolia*). If construction does not occur within the respective time periods, a subsequent survey will be required. **Special Conditions 2 and 3** identify the procedures necessary to be completed prior to beginning any construction.

Furthermore, **Special Condition 4** requires the applicant comply with construction best management practices to ensure no adverse impacts to water quality occur within the marine environment during project demolition and construction.

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

D. WATER QUALITY

The proposed work will be occurring on, within, or adjacent to coastal waters. The storage or placement of construction material, debris, or waste in a location where it could be discharged into coastal waters would result in an adverse effect on the marine environment. To reduce the potential for construction related impacts on water quality, the Commission imposes special conditions requiring, but not limited to, the appropriate storage and handling of construction equipment and materials to minimize the potential of pollutants to enter coastal waters. To reduce the potential for post-construction impacts to water quality the Commission requires the continued use and maintenance of post construction BMPs. As conditioned, the Commission finds that the development conforms to Sections 30230 and 30231 of the Coastal Act.

E. LOCAL COASTAL PROGRAM

Coastal Act section 30604(a) states that, prior to certification of a local coastal program ("LCP"), a coastal development permit can only be issued upon a finding that the proposed development is in conformity with Chapter 3 of the Act and that the permitted development will not prejudice the ability of the local government to prepare an LCP that is in conformity with Chapter 3. The Land Use Plan for the City of Newport Beach was effectively certified on May 19, 1982. The certified LUP was updated on October 2005. As conditioned, the proposed development is

consistent with Chapter 3 of the Coastal Act and with the certified Land Use Plan for the area. Approval of the project, as conditioned, will not prejudice the ability of the local government to prepare an LCP that is in conformity with the provisions of Chapter 3 of the Coastal Act.

F. CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

As conditioned, there are no feasible alternatives or additional feasible mitigation measures available that would substantially lessen any significant adverse effect that the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned to mitigate the identified impacts, is the least environmentally damaging feasible alternative and can be found consistent with the requirements of the Coastal Act to conform to CEQA.

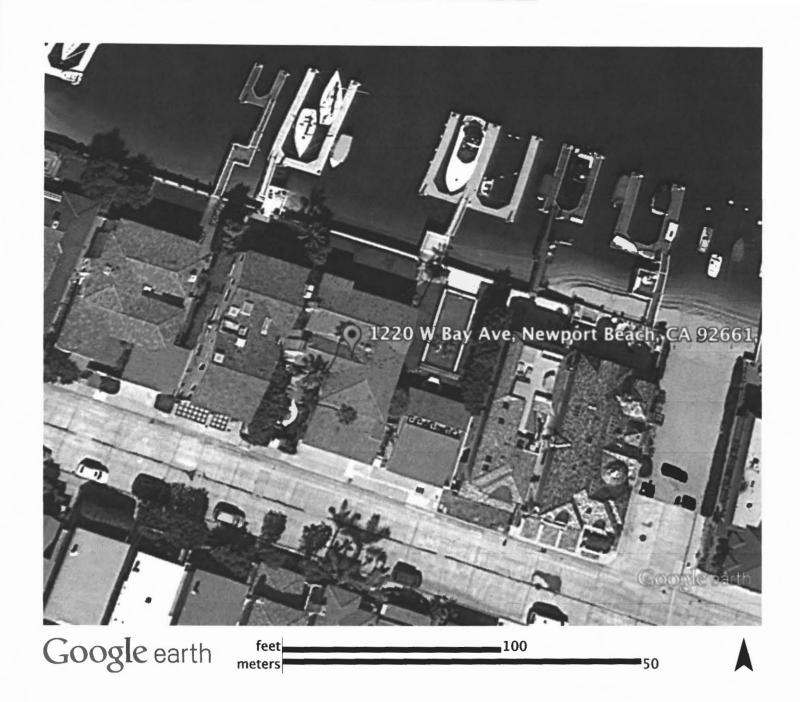
APPENDIX A

SUNSTANTIVE FILE DOCUMENTS

The City of Newport Beach Harbor Resources Division Harbor Permit/Approval-in-Concept dated August 20, 2013

Preliminary Eelgrass (Zostera marina) Survey Report and Caulerpa taxifolia Survey 1220 W. Bay Avenue, Newport Beach, June 23, 2013, prepared by Dive Works, 429-0 Shoreline Village Drive, Long Beach CA 90802

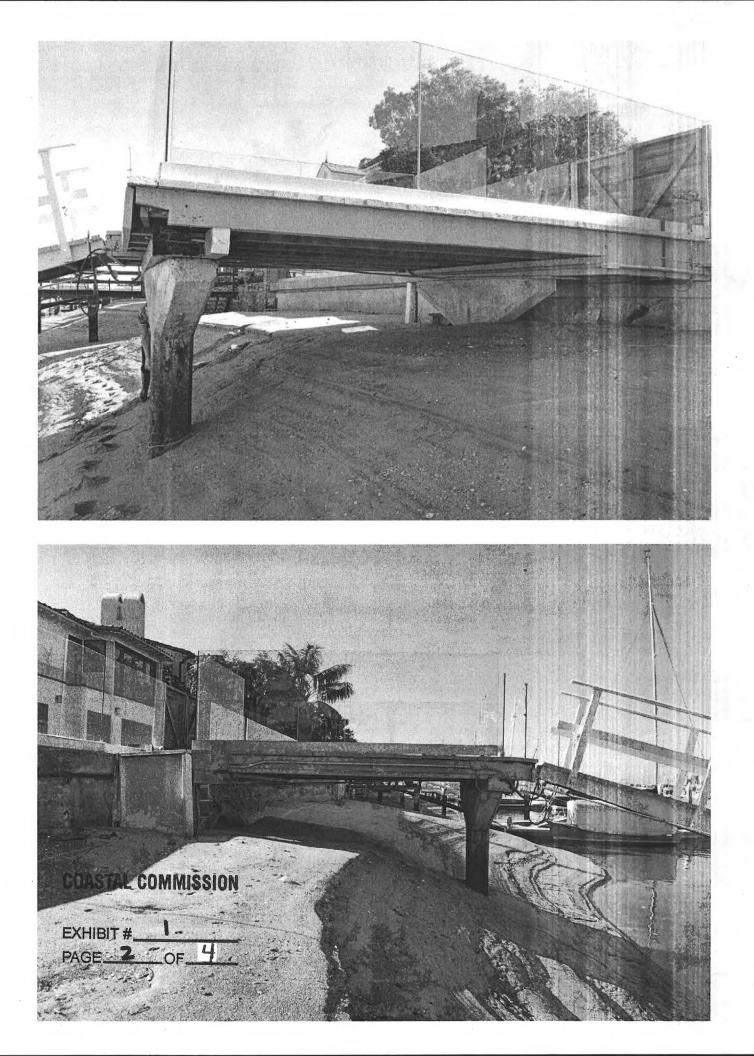
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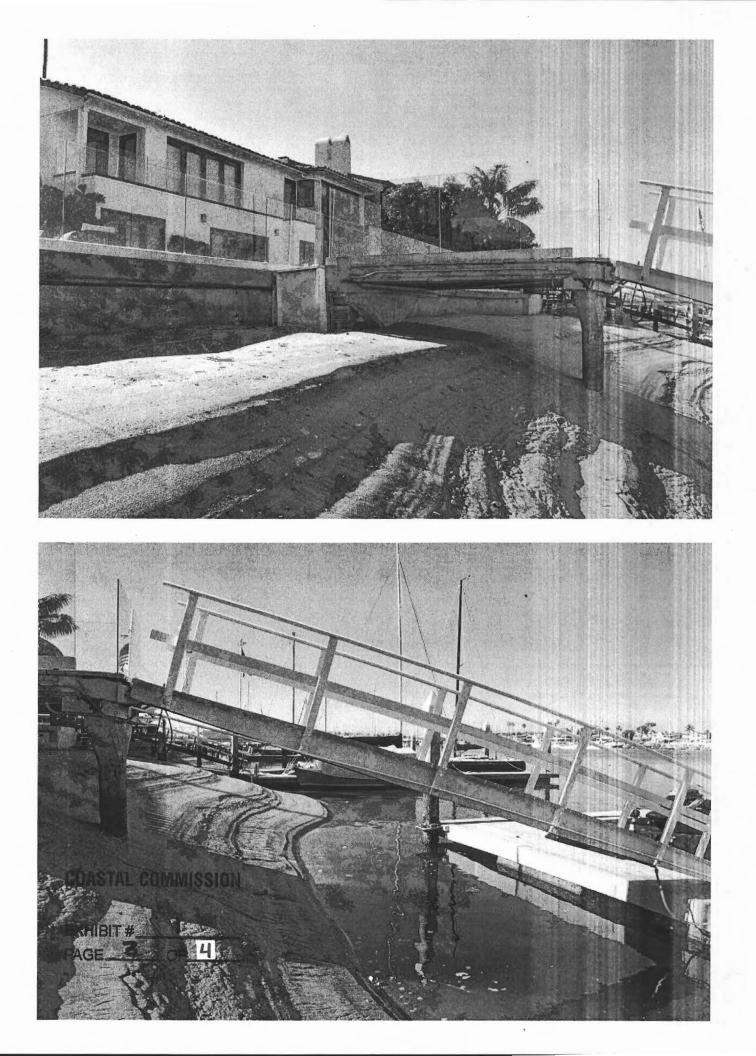


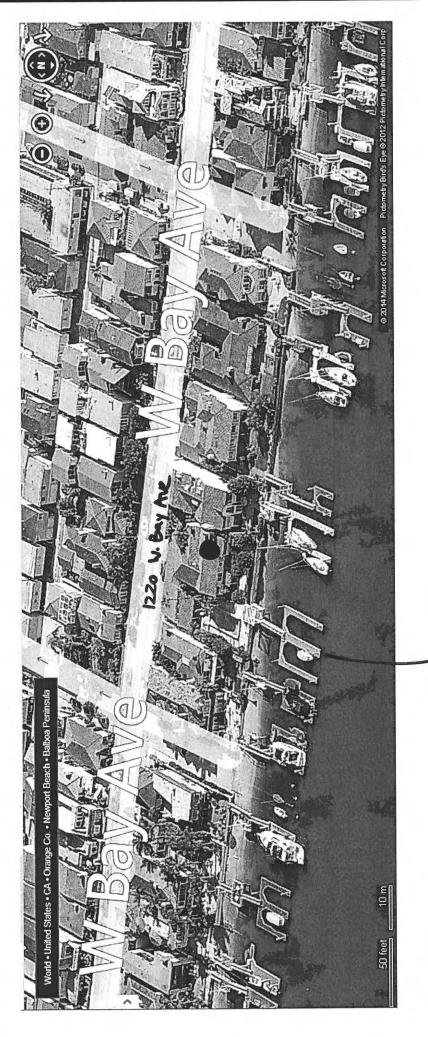
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