

**CALIFORNIA COASTAL COMMISSION**

SAN DIEGO AREA  
7575 METROPOLITAN DRIVE, SUITE 103  
SAN DIEGO, CA 92108-4421  
(619) 767-2370

**W21a**

May 20, 2016



**TO: COMMISSIONERS AND INTERESTED PERSONS**

**FROM: SHERILYN SARB, DEPUTY DIRECTOR, SAN DIEGO COAST DISTRICT  
DEBORAH LEE, DISTRICT MANAGER, SAN DIEGO COAST DISTRICT  
KANANI BROWN, COASTAL PROGRAM ANALYST III, SAN DIEGO  
MELODY LASITER, COASTAL PROGRAM ANALYST, SAN DIEGO**

**SUBJECT: Staff Recommendation on San Diego Unified Port District Port Master Plan  
Amendment No. PMP-6-PSD-16-0001-1 (Shelter Island Boat Launch  
Improvements) for Commission consideration and action at the Meeting of June  
8-10, 2016 in Santa Barbara**

---

**SUMMARY OF STAFF RECOMMENDATION**

Staff is recommending approval of the proposed Port Master Plan Amendment (PMPA), as submitted. The subject amendment is a project-driven PMPA that would update the text and project list of the Shelter Island Planning District 1 in the Port Master Plan (PMP) to allow for improvements to the Shelter Island Boat Launch Facility (SIBLF) in the City of San Diego. No change in land- or water-use designation is proposed.

Originally constructed in 1956, the SIBLF has deteriorated and the subject amendment would accommodate the following improvements: demolition and replacement of the existing 10-lane boat launch ramp; partial removal of the existing rip rap mound jetties and replacement with sheet pile bulkhead walls to expand the basin; installation of public walking platforms with viewing areas atop the bulkhead walls; replacement of the existing floating docks and installation of new gangways to the floating docks; improvements to the kayak launch area; minor grading of the beach area to restore pre-construction beach profile; restroom improvements; installation of signage and lighting; and other associated improvements. The purpose of these improvements is to provide accessibility for users with disabilities, increase navigable water area within the existing breakwater basin to launch and retrieve boats, reduce boat congestion and improve boat maneuverability, safety, and operations at the facility.

The SIBLF is a free public boat launch facility and one of the most heavily used public boat launch facilities in San Diego Bay, with approximately 50,000 boat launches per year. The proposed project will expand public access and recreational opportunities, including for motorized and non-motorized boating use as well as pedestrian use. As a lower cost visitor and recreational facility, the SIBLF is protected and encouraged by the Coastal Act.

The primary impact with the project associated with the subject PMPA is the disturbance of eelgrass habitat during the removal of riprap. To address impacts to eelgrass, the project includes establishment of on-site eelgrass mitigation. Other potential impacts include hydroacoustic impacts and water quality impacts, which will be mitigated with pile driving limitations and water quality Best Management Practices (BMPs). Lastly, the project would temporarily impact public access during construction; however, the project would have a benefit to long-term public access by increasing ADA accessibility, decreasing the current delays and congestion while launching boats, and increasing access to boats during low tide. The Port intends to keep the facility open to the public during the summer season either through a shortened construction schedule or by maintaining a portion of the SIBLF open to the public during construction.

The San Diego Unified Port District (Port) is the applicant for the subject amendment, as well as the project proponent for this amendment. After the proposed PMPA is certified, the Port will process a Coastal Development Permit (CDP) for the project, which will be appealable to the Commission under Section 30715 as a recreational small craft marina related facility.

The appropriate motion and resolution can be found on Page 3. The findings for approval of the amendment as submitted begin on Page 4.

### **ADDITIONAL INFORMATION**

Further information on the subject PMPA may be obtained from Melody Lasiter, Coastal Program Analyst, at (619) 767-2370.

---

**Port Master Plan Amendment Procedure.** California Code of Regulations, Title 14, Section 13636 calls for port master plan amendments to be certified in the same manner as provided in Section 30714 of the Coastal Act for certification of port master plans. Section 13628 of the Regulations states that, upon the determination of the Executive Director that the master plan amendment and accompanying materials required by Section 13628(a) are sufficient, the master plan amendment shall be deemed submitted to the Commission for purposes of Section 30714 of the Coastal Act.

The subject amendment was submitted and deemed complete on March 11, 2016. Within 90 days after this submittal date, the Commission, after public hearing, shall certify or reject the amendment, in whole or in part. If the Commission fails to take action on the amendment submittal within the 90-day period, the proposed amendment is deemed certified. The date by which the Commission must take action, absent a waiver by the Port District of the 90-day period, is June 9, 2016.

Section 30700 of the Coastal Act states that Chapter 8 shall govern those portions of the San Diego Unified Port District located within the coastal zone, excluding any wetland,

estuary, or existing recreation area indicated in Part IV of the Coastal Plan.<sup>1</sup> The entire water area under the jurisdiction of the Port of San Diego is governed by Chapter 3 policies because San Diego Bay is mapped as an estuary and wetland in Part IV of the Coastal Plan, and on the maps adopted by the Commission pursuant to Section 30710 of the Act. Therefore, the policies of Chapter 3 provide the standard of review for the parts of the PMPA located in the mapped wetland and estuary, with Chapter 8 of the Coastal Act as the standard of review for the balance of the proposed amendment. Further, as the PMPA provides for an appealable development, the development must conform to Chapter 3 policies.

---

## **STAFF RECOMMENDATION:**

### **I. PORT MASTER PLAN SUBMITTAL - RESOLUTION**

Following a public hearing, staff recommends the Commission adopt the following resolution and findings.

## **MOTION**

I move that the Commission certify the San Diego Unified Port District Master Plan Amendment No. PMP-6-PSD-16-0001-1.

### **Staff Recommendation**

Staff recommends a **YES** vote. Passage of this motion will result in certification of the port master plan amendment and adoption of the following resolution and findings. The motion to certify passes only upon an affirmative vote by a majority of the Commissioners present.

### **Resolution**

### **Certification of Amendment**

The Commission hereby certifies San Diego Unified Port District Master Plan Amendment No. PMP-6-PSD-16-0001-1, and adopts the findings set forth below on grounds that the amendment is consistent with Chapter 8 and Chapter 3 of the Coastal Act. Certification of the amendment 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

---

<sup>1</sup> “Coastal plan” means the California Coastal Zone Conservation Plan prepared and adopted by the California Coastal Zone Conservation Commission and submitted to the Governor and the Legislature on December 1, 1975, pursuant to the California Coastal Zone Conservation Act of 1972 (commencing with Section 27000). (§ 30102.)

effects of the amendment on the environment, or 2) there are no further feasible alternatives and mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the port master plan amendment.

## **II. FINDINGS AND DECLARATIONS.**

The Commission finds and declares as follows:

**A. Previous Commission Action.** The Commission certified the San Diego Unified Port District Master Plan on October 14, 1980. The Commission has reviewed 48 amendments since that date. The subject PMPA would be Amendment #49.

**B. Contents of Port Master Plan Amendments.** California Code of Regulations Title 14, Section 13636 calls for port master plan amendments to be certified in the same manner as port master plans. Section 30711 of the Coastal Act states, in part, that the contents of a port master plan shall include all the following:

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

The Commission finds that the contents of the proposed PMPA conform with the provisions of Section 30711 of the Coastal Act. The proposed changes in land and water uses are outlined in sufficient detail in the PMPA submittal for the Commission to make a determination of the proposed amendment's consistency with the Chapter 3 and Chapter 8 policies of the Coastal Act.

The proposed amendment was the subject of an Initial Study and Mitigated Negative Declaration under the California Environmental Quality Act. The Mitigated Negative

Declaration, Initial Study, and proposed PMPA were subject to public review and hearing and were adopted by the Board of Port Commissioners on January 12, 2016 as Resolutions #2016-07 and #2016-08, respectively.

**C. Standard of Review.** Section 30700 states that Chapter 8 shall govern those portions of the San Diego Unified Port District, excluding any wetland, estuary, or existing recreation area indicated in Part IV of the Coastal Plan. The entire water area under the jurisdiction of the Port of San Diego is governed by Chapter 3 policies because San Diego Bay is mapped as an estuary and wetland in Part IV of the Coastal Plan, and on the maps adopted by the Commission pursuant to Section 30710 of the Act. Therefore, the policies of Chapter 3 provide the standard of review for the parts of the PMPA located in the mapped wetland and estuary.

Section 30714 of the Coastal Act further provides that the Commission shall certify a PMPA if it finds the amended plan conforms with and carries out the policies of Chapter 8 of the Coastal Act and, if the PMPA provides for development that is appealable to the Commission pursuant to Section 30715 of the Coastal Act, the Commission finds that the development is in conformity with the Chapter 3 policies of the Coastal Act. Pursuant to Section 30715(a)(4) of the Coastal Act, a port-approved recreational small craft marina related facility is appealable to the Commission. The proposed improvements to Shelter Island Boat Launch Facility constitute marina-related facilities and they are therefore appealable to the Commission. Thus, to certify the PMPA, the plan must be consistent with Chapter 8 and the Chapter 3 policies of the Coastal Act.

**D. Summary of Proposed Amendment/History.**

**Project Setting/History**

The subject PMPA will apply to Shelter Island, which is a narrow strip of land connected to the mainland in the north-eastern portion of San Diego Bay in the City of San Diego. Shelter Island is included in the Shelter Island Planning District 1 of the PMP. The Shelter Island Boat Launch Facility (SIBLF), a free public boat launch facility, is owned by the San Diego Unified Port District of San Diego (Port), and is located in Shoreline Park on the northeastern side of Shelter Island.

The SIBLF was constructed in 1956 and last upgraded in 2005 with the installation of an Americans with Disabilities Act (ADA) accessible dock. The facility consists of a 10-lane boat launch ramp, two rock jetties, publically accessible walking platforms above bulkhead walls, two docks with gangways and piers, two kayak launching areas, an outboard boating club building and a restroom building. Approximately 50,000 boat launches occur at the facility each year. The SIBLF is in need of renovation due to the corrosive and wearing actions of seawater, heavy use by boaters, increased congestion and delays when launching boats, and limited boat access during low tide.

This PMPA is a project-driven amendment and involves various improvements to the SIBLF, described below. The project proponent is the Port and the project area is within the Port's jurisdiction. Following approval of the PMPA, a subsequent CDP will need to be issued by the Port for the project. The Port-issued CDP will be appealable to the Commission.

### **Project Description**

The proposed boat launch facility improvements include the following components:

1. Demolition of the existing 10-lane concrete launching ramp, docks, gangways, vehicle/trailer maneuvering area pavement, and area lighting poles;
2. Construction of a new 10-lane cast-in-place concrete launching ramp using a temporary steel sheet pile cofferdam to allow the ramp to be constructed in dry conditions. The temporary cofferdam would allow the concrete ramp to be constructed and cured before allowing contact with tidal waters. A total of approximately 200, 24-inch wide, 35-foot long vertical sheet piles and 25, 10-inch wide, 45-foot long battered steel 'H' piles would be temporarily installed to support the cofferdam;
3. Partial removal (27,154 square feet) of the existing rock jetties and replacement with permanent concrete sheet pile bulkhead walls to expand the boat basin within the existing jetty footprint from approximately 22,800 square feet to approximately 41,000 square feet, creating approximately 18,200 square feet of additional navigable water area within the existing basin. Two new bulkhead walls would be installed within the existing jetty footprint, with the west wall measuring 338 feet long and the east wall measuring 169 feet long. The bulkhead walls would have a 60-foot wide opening to allow for boat access to and from the San Diego Bay. Approximately 5-foot wide walkways with widened overlook areas would be located along the top of the bulkhead walls to provide pedestrian access and viewing of the bay similar to the path that exists on the top of the existing jetties. These walkways have been designed to meet the state accessibility codes and the Americans with Disabilities Act (ADA) requirements. A total of approximately 65, 14-inch wide, 54-foot long concrete batter piles would be installed to support the permanent concrete sheet piles bulkhead walls;
4. Replacement of two existing floating docks, including six dock guide piles, with two interior perimeter (of the basin) floating docks. The new floating docks would include 16 precast concrete guide pilings that would be approximately 18 inches in diameter and 46 feet long (13 piles would be new, and 3 would be reused);
5. Installation of new prefabricated aluminum gangways to provide access from shore to the floating docks, including one 34-foot standard gangway, one 42-foot

standard gangway, and one 80-foot ADA accessible gangway to accommodate users with disabilities);

6. Installation of pavement striping and signage to better designate the existing kayak drop-off area;
7. Construction of a 160-foot long concrete sidewalk and 720-foot long concrete curb and gutter;
8. Installation of a new Division of Boating and Waterways (DBW) Project Sign featuring the facility name and identifying the DBW as the funding agency and the Port as the agency responsible for operations and maintenance;
9. Minor re-grading of approximately 2,100 square feet of beach area to reinstate the pre-construction beach profile after the western jetty has been removed and the new bulkhead wall has been installed;
10. Installation of rock slope protection adjacent to the launch ramp within the basin by beneficially reusing approximately 850 cubic yards of existing rock revetment materials;
11. Installation of updated lighting. All proposed lighting would be light-emitting diode (LED) technology for electrical efficiency and longevity;
12. Minor improvements to the existing restroom;
13. Re-striping of two existing ADA accessible parking stalls; and
14. Creation of an approximately 600 square foot on-site eelgrass mitigation area.

### **Amendment Description**

As proposed, the PMPA would incorporate the proposed improvements to the SIBLF into the text of the Shelter Island Planning District and add the proposed project to the Project List for the Shelter Island Planning District.

### **E. Findings for Consistency with Chapter 3/Chapter 8 of the Coastal Act**

The following Coastal Act policies are relevant and applicable.

#### **1. Sensitive Resources**

##### **Section 30230**

*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

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

Section 30233

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

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

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

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

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

*(b) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for these purposes to appropriate beaches or into suitable longshore current systems. [...]*



*(c) In addition to the other provisions of this section, diking, filling, or dredging in existing estuaries and wetlands shall maintain or enhance the functional capacity of the wetland or estuary. Any alteration of coastal wetlands identified by the Department of Fish and Game,... shall be limited to... development in already developed parts of south San Diego Bay, if otherwise in accordance with this division.*

#### Section 30705

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

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

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

#### **Eelgrass Impacts**

The marine habitat of the boat launch basin includes soft bottom, sandy beaches, and hard bottom areas of the rock jetty. Subtidal areas are mostly non-vegetated, with patches of eelgrass along the southwest dock. Eelgrass (*Zostera marina*) is an aquatic plant consisting of tough cellulose leaves, which grows in dense beds in shallow, subtidal or intertidal unconsolidated sediments. Eelgrass is considered worthy of protection because it functions as important habitat for a variety of fish and other wildlife, according to the California Eelgrass Mitigation Policy (CEMP) (NMFS 2014) adopted by the National Marine Fisheries Service (NMFS) in coordination with a number of state and federal resource and regulatory agencies, including the Commission. For instance, eelgrass beds provide areas for fish egg laying, juvenile fish rearing, and waterfowl foraging.

Direct impacts to eelgrass as a result of the project include an estimated 323 square feet of eelgrass as a result of the removal of existing riprap. The Port proposes to mitigate the impact to eelgrass according to standards for eelgrass mitigation as outlined in the CEMP. A 1.2:1 mitigation ratio (approximately 388 square feet) would be applied to meet CEMP standards. An eelgrass mitigation site of approximately 600 square feet would be created within the project area. A pre- and post-construction survey will

determine the exact amount of eelgrass affected by the project and a monitoring plan will be conducted pursuant to the requirements of the CEMP. Any impacts identified by the monitoring surveys will be mitigated in the proposed eelgrass mitigation site.

### **Hydroacoustic Impacts**

The subject project has the potential to cause hydroacoustic damage to sensitive fish and marine mammals by noise generated from impact pile driving. Pile driving with an impact hammer generates hydroacoustic pressure impulses and particle velocities that can cause effects on fish ranging from altered behavior, hearing loss, and tissue injuries to immediate mortality. Special species that are found in San Diego Bay and may be present in the vicinity of the project area include managed fish species under the coastal pelagic species and groundfish Fishery Management Plans including the northern anchovy (*Engraulis mordax*), pacific sardine (*Sardinops sagax*), pacific mackerel (*Scomber japonicas*) and jack mackerel (*Trachurus symmetricus*), California scorpionfish (*Scorpaena guttata*) and English Sole (*Parophrys vetulus*), the Eastern Pacific Green Turtle (*Chelonia mydas*), as well as marine mammals such as the California sea lion (*Zalophus californicus*), Common bottle nose dolphin (*Tursiops truncatus*), Common dolphin (*Delphinus delphis*), and Pacific harbor seal (*Phoca vitulina*).

The Mitigated Negative Declaration (MND) prepared for this project contains mitigation measures, including maintenance of a biological observer onsite and employment of methods to decrease noise impacts. The biological observer will have the authority to stop construction if a sensitive fish species, green turtle, or marine mammal approaches or enters the shutdown zone, defined as the area within 10 meters of construction activities, or inside the 190 decibels (dB) root mean square (rms) isopleths for the green sea turtle and marine mammal cetaceans, or 180 dB rms for marine mammal pinnipeds. Prior to the start of pile-driving activities, the biological observer will monitor the shutdown zone for 15 minutes to ensure that sensitive fish species, green sea turtles, and marine mammals are not present. If a sensitive fish species, green sea turtle, or marine mammal approaches or enters the shutdown zone during the pile-driving activities, the biological observer shall require the construction contractor to stop the activity and pile-driving activities will be delayed until the biological observer visually confirms either that the animal has voluntarily left the shutdown zone or 15 minutes have passed without re-detection of the animal.

The project will also incorporate the use of cushion blocks and vibratory hammers or hydro-jet installation as the primary methods to set piles prior to the use of an impact hammer. Cushion blocks are a sound-dampening device placed between the pile hammer and steel pile to reduce the energy transmitted from the hammer into the steel pile. Vibratory hammers produce peak sound levels that are substantially lower than those produced by impact hammers and thus can be a less environmentally damaging

alternative than impact pile driving.<sup>2</sup> Finally, a soft-start pile driving methodology will be implemented so that fish, turtles, and marine mammals are given the opportunity to leave the area prior to the start of full pile driving activities.

### **Bay Coverage**

Any increase in bay coverage would result in a reduction in the habitat available to foraging piscivorous birds and a change in character within the marine biological communities, including a potential decrease in primary productivity associated with dock shading. Combining the proposed improvements from the docks, gangways, sheet pile bulkhead walls, and boat launch ramps, an increase in bay coverage of 6,112 square feet is expected. However, this amount will be offset by the removal of 27,154 square feet of riprap from the east and west jetties, resulting in a 21,042 square foot net increase of open water area. Therefore, a net decrease in bay shading will occur as a result of the project. This increase in open water will benefit the marine ecosystem in the SIBLF by providing additional habitat and foraging grounds for species that depend on the bay.

### **Wetlands**

The entire water area of the San Diego Bay is mapped as a wetland and, as such, dredging and filling is permitted if in conformance with Sections 30233 and 30705. In this case, the proposed project is a recreational boating facility. Dredge materials will be beneficially used onsite or disposed of in an upland landfill outside of the coastal zone and the subject project will maintain the functional capacity of the wetland as it is proposed in an already developed portion of SD Bay and has mitigation measures in place to minimize disruption to the marine habitat.

In conclusion, as proposed, the amendment will not have any adverse impact on sensitive biological resources that will not be adequately mitigated. Therefore, the project is consistent with the resource protection policies of the Coastal Act.

## **2. Shoreline Protection**

### **Section 30235**

*Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. [...]*

---

<sup>2</sup> California Department of Transportation, *Technical Guidance for Assessment and Mitigation of the Hydroacoustic Effects of Pile Driving on Fish* (2009) p. 2-26.

Section 30253

*New development shall do all of the following: [...]*

*(b) 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.*

The proposed project involves partial removal of approximately 27,154 square feet of riprap from the existing rock jetties in the project area and replacement with permanent concrete sheet pile bulkhead walls to expand the boat basin within the existing jetty footprint. A total of 14,500 cubic yards of material would be excavated from the jetty, including 6,100 cubic yards of riprap, 7,500 cubic yards of core fill, and 900 cubic yards of dredged sediment. Approximately between 1,150 and 1,350 cubic yards of the jetty riprap, core fill, and dredged materials is planned to be beneficially reused on-site. The remaining material will be transported to an upland landfill.

The square footage of the existing rock jetties within the water would be reduced by approximately 27,154 square feet when replaced with the concrete sheet pile bulkhead walls. The proposed west bulkhead wall would measure 338 feet long and the east wall will measure 169 feet long. A 60 foot wide opening would remain between the walls to allow for boat access.

With respect to adverse impacts to shoreline processes and local shoreline sand supply, because the remaining jetty is not located along the open ocean shoreline, it will not have a direct impact on shoreline processes that distribute sand to area beaches. That is, the remaining shoreline protection will not physically interfere with sand transport along the littoral cell that provides nourishment to local beaches. While any seawall has indirect adverse effects on sand supply - by limiting sand supplies (bluffs) from erosion by wave scour - in this particular case there is no natural beach area around the jetty, and no adverse direct or indirect impact to sand supply from the proposed repair work will result. Therefore, as proposed, the amendment is consistent with the cited Coastal Act policies.

**3. Public Access and Recreation**

Section 30210

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

Section 30211

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

Section 30213

*Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.*

Section 30220

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

Section 30221

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

Section 30223

*Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.*

Section 30224

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

Section 30234

*Facilities serving the commercial fishing and recreational boating industries shall be protected and, where feasible, upgraded. [...]*

Section 30240(b)

*(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.*

Section 30708

*All port-related developments shall be located, designed, and constructed so as to:  
[...]*

*(d) Provide for other beneficial uses consistent with the public trust, including, but not limited to, recreation and wildlife habitat uses, to the extent feasible. [...]*

The project site will continue to be used to support coastal recreational uses following construction. Construction of the project is expected to begin in early 2017 and take a total of approximately 6 to 10 months to complete. Construction activities, including active construction and staging areas, would encompass approximately 2.8 acres. Due to confined basin access and the amount of heavy excavation and marine equipment required to construct the proposed improvements, the SIBLF would be closed to the public during part of the construction period for safety purposes. Additionally, the west driveway to the existing boat trailer parking lot (east of the launch ramp) would be closed, and a small portion of the west end of the parking lot, including a maximum of 15 parking spaces, would be closed to the public during construction so that it can be used as a staging and laydown area.

During construction, current users of the facility would be redirected to other boat launching facilities located in San Diego Bay and Mission Bay. While the construction schedule has not yet been finalized, the Port is committed to keeping the facility open to the public from Memorial Day weekend to Labor Day, either through a shortened construction schedule or by maintaining, at minimum, one launch lane open to the public during construction.

The addition of protection on the shoreline can potentially impact public access and recreation. However, in the case of the proposed project, there has historically been shoreline protection in this area to provide support and protection for the public docks. The replacement of the riprap with the bulkhead wall will actually decrease the overall shoreline protection at the facility, and increase the amount of open water area available for public recreation by 18,200 square feet.

The proposed project will result in an updated public recreational boat launch facility that will encourage recreational boating use and provide improved water access opportunities in the area as well as upgrading and rehabilitating existing public recreational facilities. No adverse impacts to public access and recreation are expected other than short-term

restrictions on access to the Public Boat Launch Facility during the construction period. Therefore, the Commission finds the amendment consistent with the public access and recreation policies of the Coastal Act.

#### **4. Water Quality**

##### **Section 30230**

*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**

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

#### **Construction**

The above cited Coastal Act policies are intended to protect the water quality and biological productivity of coastal water resources. The project site is located within and adjacent to the San Diego Bay and will result in the replacement and reconfiguration of the boat launch facility, which has the potential to adversely impact coastal water quality through the introduction of pollutants associated with boating activities. In addition, there are potential impacts to water quality from demolition and construction activities associated with the project.

Construction of the project would require landside and waterside earthwork that would include grading, excavation, and pile driving. Additionally, partial removal of the existing rock jetties would be required to install the new bulkhead walls. Because the project is limited to modifications to the existing SIBLF, it would not substantially alter drainage patterns or stormwater flows on the site. To minimize impacts to water quality during construction, the Port would be required to comply with the Best Management Practices (BMPs) contained in its Storm Water Pollution Prevention Plan (SWPPP) permit issued by the San Diego Regional Water Quality Control Board (RWQCB).

Sediments from within the basin and rock jetties were sampled and tested and it was determined that samples within the rock jetties contained elevated lead and total petroleum hydrocarbons (TPH). To prevent the release of these materials into the San Diego Bay when disturbed, a silt curtain would be installed around the area of disturbance during the construction period. Disturbed sediments would also be contained by the temporary cofferdam, which would allow the new launch ramp to be constructed in dry conditions. The contaminated sediment would be disposed at a permitted upland landfill with controls in place to prevent the leaching of hazardous materials into the environment.

### **Operation**

During operation of the project, stormwater will be contained on site as required by the Jurisdictional Urban Runoff Management Program, also developed in accordance with the requirements of the municipal storm water NPDES permit issued by the RWQCB. Operational activities would not result in significant changes in absorption rates, drainage patterns, or the rate and amount of surface runoff because the project is redevelopment of an existing developed site. In addition, fueling and maintenance of boats are not allowed at the facility.

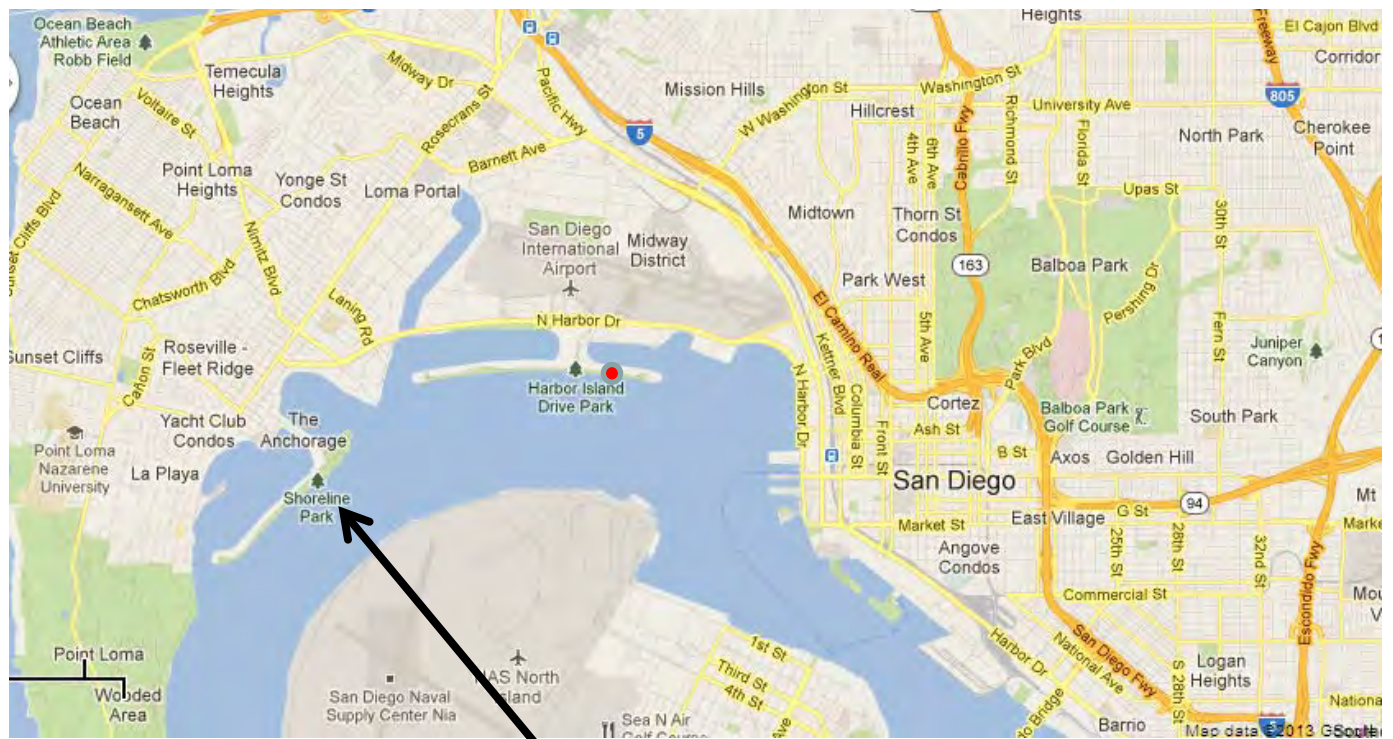
The proposed project would replace rip rap with a bulkhead wall thus increasing circulation behind the dock in the shallow waters. The change would also reduce shading and support expanded eelgrass beds in that area. Therefore, long-term impacts from the proposed project would result in a beneficial impact to water quality and marine resources.

Therefore, as proposed, the project will not have any adverse impacts to water quality that will not be adequately mitigated. Therefore, the amendment is consistent with the cited Coastal Act policies and will assure the protection of water quality.

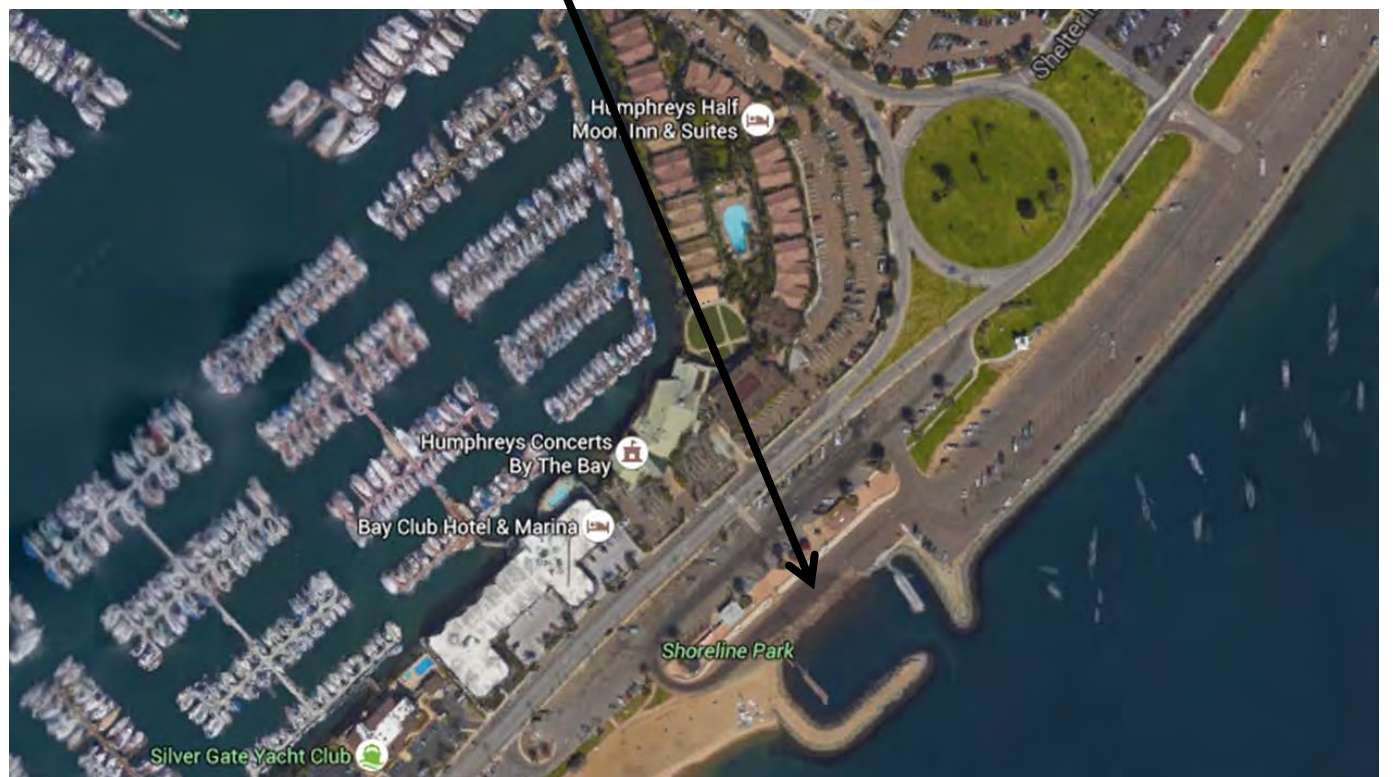
### **F. Consistency with the California Environmental Quality Act (CEQA)**

This is a project-driven amendment and the project was the subject of a Mitigated Negative Declaration (MND) and Initial Study under CEQA. The MND and Initial Study were subject to public review and adopted by the Board of Port Commissioners on January 12, 2016 as Resolutions #2016-07 and #2016-08, respectively. As described above, the proposed amendment does not have the potential to result in significant adverse impacts to the environment of the Coastal Zone, including the potential to result in significant individual or cumulative impacts to sensitive resources or public access and recreation. As proposed, there are no feasible alternatives or mitigation measures available which would substantially lessen any significant adverse impact which the amendment may have on the environment. Therefore, the Commission finds that the PMPA, as submitted, is consistent with the California Environmental Quality Act, as well as the applicable provisions of Chapter 3 and Chapter 8 of the Coastal Act.





**Subject Site**



**EXHIBIT NO. 1**

**Location Map**



**PMPA-6-PSD-16-0001-1**

**California Coastal Commission**

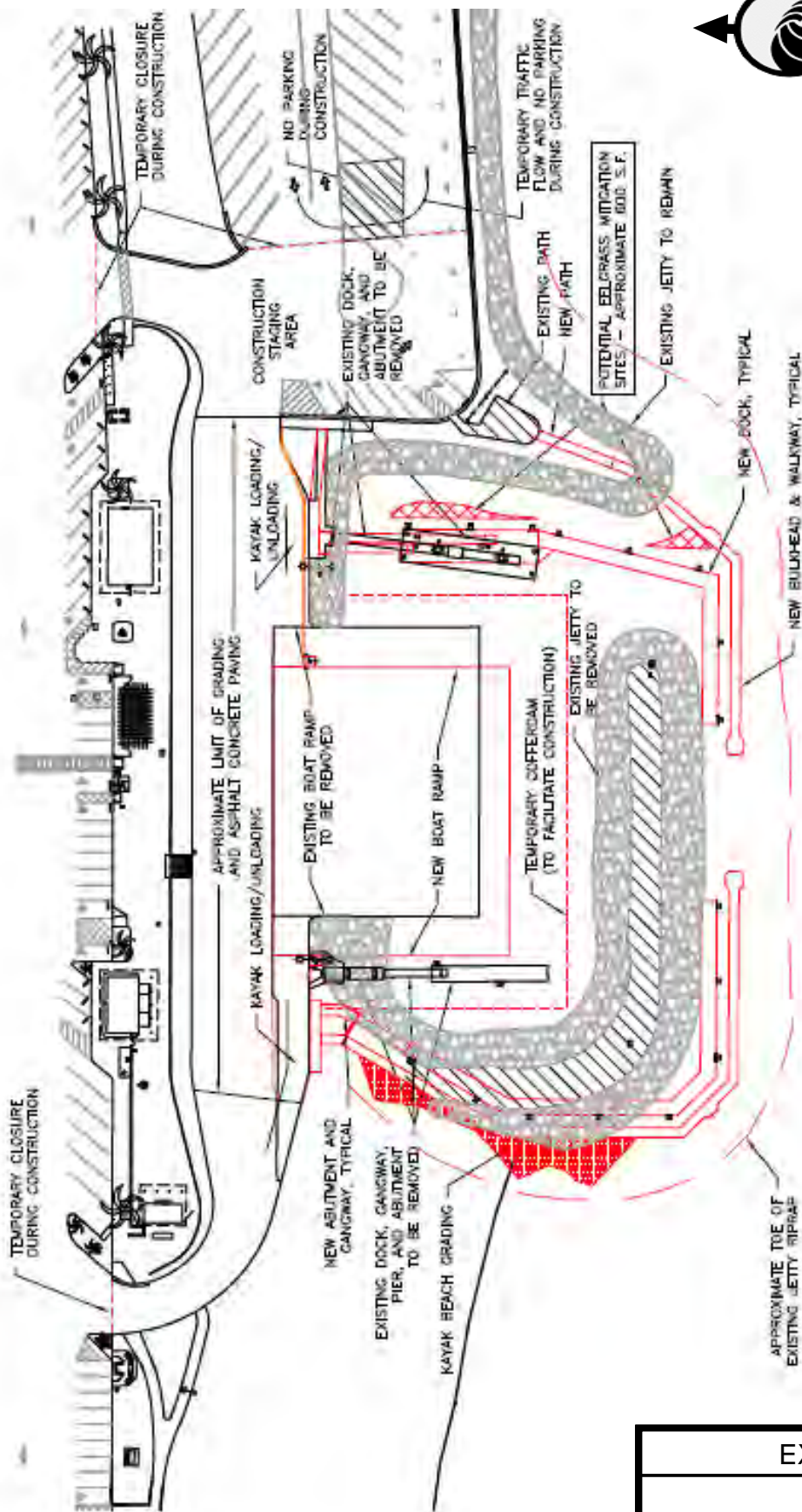


EXHIBIT NO. 2

Site Plan



PMPA-6-PSD-16-0001-1

California Coastal Commission



(5)

***San Diego Unified Port District  
Port Master Plan Amendment***

***DRAFT***

***SHELTER ISLAND BOAT LAUNCH FACILITY  
IMPROVEMENTS PROJECT AND  
PORT MASTER PLAN AMENDMENT***

***Existing/Proposed Plan  
Text and Graphics***

***June 2015***

***Approved by the Board of Port Commissioners  
on January 12, 2016***

***Note: Text to be deleted shown ~~stricken~~ and text to be added shown underlined.***

EXHIBIT NO. 3

**Port Master Plan Amendment**



PMPA-6-PSD-16-0001-1

California Coastal Commission

# **SHELTER ISLAND: Planning District 1**

## **The Precise Plan Concept**

Shelter Island has strong historic functional ties to the boating community of the San Diego region. Public discussions and evaluations made in the planning process have highlighted the following matters as being of paramount importance.

While there is general satisfaction with the present land use allocations, some improvement can be obtained by extensive renovation of older facilities as necessary or at the termination of leases. Additional people oriented spaces, providing vistas and accessibility to the water and waterside activities, are felt appropriate. In some subareas, the visual clutter of a proliferation of signs; disorganized automobile parking in side yards and setbacks; and a lack of continuity in architecture give evidence of deterioration in some portions of Shelter Island.

The basic concept of the Shelter Island Precise Plan is found in preserving and retaining flexibility in improving upon the best aspects of this man-made environment, which has been developed over the past 50 years.

The character of existing development is to be enhanced by a redevelopment program that emphasizes the continued provision of adequate public service, employment and investment opportunities.

Overall, the planned land and water uses for the Shelter Island area remain essentially unchanged from existing uses. The major emphasis of the development program is directed toward the renovation of obsolete structures, improvement in the quality of landscape, and visual and physical access to the bayfront.

## **Land and Water Use Allocations**

Roughly 350 acres in the Shelter Island Planning District are tidelands under the jurisdiction of the Unified Port District. A summary, in tabular form, of the planned land and water use allocations is indicated in Table 6.

The following text explains and gives definition to the legend of the Land and Water Use Element Map of the Precise Plan. The map graphically portrays 20 different land or water use designations organized under four major headings—Commercial, Public Recreation, Public Facilities, and Military.

## **Shelter Island Planning Subareas**

In the following narrative, the Planning District has been divided into seven subareas (Figure 5) to focus attention upon and give expression to the plan concepts that are suggested for the entire Planning District but with an emphasis on the relationship of precise planning proposals and specific sites.

### **Beach Corridor**

This planning subarea includes a narrow band of shoreline extending from the Port District jurisdictional line bordering the US Navy facility on Point Loma to Canon Street. Two small beach areas, Kellogg and La Playa beaches, are illustrated as open space on the Land and Water Use Map, and are interspersed with two yacht clubs. Limited access to the beaches is to be maintained consistent with the existing isolated and low intensity recreational use orientation, which is geared to serve the immediate neighborhood. Kellogg Beach, subject to erosion, is to be restored by State, Port and City action. The Kellogg Beach replenishment is intended to control excessive shoreline erosion and to preserve a public beach, street termination and adjacent private property. A quarry rock groin in conjunction with sand backfill will be on a replenishment basis at Kellogg Beach.

It is recommended that sometime in the future, the beach area be served by a pedestrian promenade and bike route to delineate the tideland/upland boundary and to provide access to the beach. Streets that stop at or on tidelands in the area provide excellent points of public access and vista. Whenever compatible with local community plan goals

and traffic circulation and safety, appropriate street endings are to be enhanced by providing landscaped sitting and viewing areas, and rest stops for bicyclists and pedestrians using the trail system. The design of the street ending should be in conformance with any dominant architectural or natural theme of the surrounding area, and be preferably limited to accommodate passive public recreational activities.

More intensive modes of boating recreation and social activities occur at yacht clubs, shown on the Land and Water Use map under the category of Commercial Recreation, and the associated water use, Recreational Boat Berthing. The land-based activities of these quasi-public centers will continue to be confined to each parcel.

Anchorage A-1, Yacht Basin anchorage, is a special anchorage designated on Bay Charts. Single swing point anchoring will continue to be by vessel ground tackle. The water area allocated for the anchorage occupies approximately 9.4 acres and can accommodate up to about 20 vessels, depending upon their size. A-1 has a low intensity use orientation, and a landing site adjacent to an expanded park area at Anchorage Lane is proposed. Use is by permit of the Harbor Master. Control over the anchoring of vessels will continue to be exercised by the Port District pursuant to local ordinances. Anchorage A-1 is one of several small craft facilities discussed in Section III, Water-Based Transportation System.

### ***Shelter Island Point***

The southwestern tip of Shelter Island is planned to continue as a center for maritime services and harbor regulatory activities including Harbor Police patrol and fire services, Customs inspection, pilot boat berthing, and limited Coast Guard functions. On the Land and Water Use Map, these public facilities that relate to the public's safety and general welfare are shown by symbol and by the Harbor Services designation.

The Harbor Police Station includes fire boat and patrol boat facilities. It occupies a

strategic location on Shelter Island from which to monitor waterborne traffic and to render assistance as required in San Diego Bay. Activities and uses to be retained in the landscaped park and open space around the structures on the point include the Friendship Bell monument, public accessibility to the bay and access to the spectacular vista site overlooking the entrance to San Diego Bay.

Harbor Services is a category used on the Map to indicate the transient berthing space provided by the Port for coastal cruising. The transient berthing is used by vessels under permit of the Harbor Master (i.e., Senior Harbor Police Duty Officer).

The Pumpout Station is a public convenience provided for the drainage of wastes from holding tanks aboard vessels. The service, essential to water quality improvements, is expected to undergo increasing use and the upgrading of service is planned from time to time.

Customs services are provided to boaters, upon request, at the Harbor Master Pier. No expansion of this activity is anticipated.

### ***Bay Corridor***

This subarea deals with the land mass that separates the open bay from the protected yacht harbor, and is the largest developed subarea in the Planning District. The mixed use developments shown as Commercial Recreation and Recreational Boat Berthing on the Land and Water Use Map include hotels, marinas, restaurants and yacht clubs, balanced by public recreational facilities—park and beach, boat launching ramp, fishing pier, and people oriented spaces—set a standard to be emulated in other areas.

Suggested improvements in this subarea include street tree and landscape programs along Shelter Island Drive, in the Bayside Park, and the erection of impressive civic art features in the traffic circle. A low-cost food restaurant is proposed near the boat-launching ramp and a landing dock with pumpout facilities north of the traffic circle is under consideration in the long-term future.

A portion of the shoreline trailer-in-tow parking lot will be transformed into a waterfront park with children's playground and an open gathering area. The existing gazebo may be relocated. Redevelopment of the existing shoreline parking area will increase pedestrian access to and along the shoreline and provide passive shoreline recreational areas where none now exist. The parking lot area may be reconfigured to replace all of the existing trailer-in-tow parking spaces. All of the trailer-in-tow spaces will be retained if the parking area is reconfigured.

The Shelter Island Boat Launch Facility, constructed in 1956 and upgraded in 1975, is proposed to be renovated to improve launching efficiency and maneuverability, safety, public access to the water, and public recreation on the water. Renovation of the boat launch facility will include removal and replacement of the 10-lane boat launch ramp; partial removal of the rip rap mound jetties and replacement with vertical sheet pile bulkhead walls; installation of publicly accessible walking platforms with viewing areas atop the bulkhead walls; removal of the floating docks and replacement with interior perimeter floating docks; installation of new ramps to the floating docks; improvements to the kayak launching area; and minor re-grading of the beach area just west of the boat launch facility. A 10-lane launch ramp will continue to serve the boat launch facility after renovation. The renovated boat launch facility will address safety concerns related to boat maneuverability in the basin, reduce congestion and delays within the basin, reduce queuing outside of the basin, and continue to provide public access to the water. Continued heavy use of this public recreation area is anticipated for recreational boating and pedestrian access.

The Shelter Island Roadstead contains 46 swing moorings. The moorings occupy about 12.8 acres of water in three sites, identified as Special Anchorages A-1a, A-1b, and A-1c. The mooring area has been designated to resolve conflicts between anchored vessels and activities on the ship channel, public fishing pier, small craft launching ramp, and submerged pipeline. Although protected from

the open areas, the moorings are exposed to the wakes of vessels using the ship channel. It is proposed that mooring users be the larger ocean-cruising and transient vessels for short periods of time. The boundaries of the mooring areas should be marked by lighted buoys. Shoreside facilities are limited to a beach dinghy landing and adjacent restroom and trash receptacles. Control over the mooring area will be exercised by the Port District.

TABLE 7: PROJECT LIST

FISCAL  
YEAR

## SHELTER ISLAND: PLANNING DISTRICT 1

 APPEALABLE↓  
 DEVELOPER↓  
 SUBAREA↓

1. BEACH STABILIZATION AND REPLENISHMENT: (Kellogg Beach) Construct rock groin, backfill with sand	11	P	N	2003-20
2. SHORELINE PROTECTION: Channel side of peninsula; maintain revetment	13	P	N	2003-20
3. SHELTER ISLAND DRIVE: Modify street, curb and gutter; install landscaping, street trees, irrigation, street furnishings, sculpture	14	P	N	2003-05
4. PUBLIC SHORESIDE PARK: Shelter Island Drive at Anchorage Lane; remove paving; install landscaping, irrigation, promenade, park furnishings	14	P	N	2003-05
5. MARINE EQUIPMENT BUILDING: Remove, replace and relocate building and landscaping	14	T	N	2003-05
6. BOAT BUILDING AND REPAIR: Renovate and upgrade facilities	14	T	N	2003-05
7. BOAT SALES: Remove, replace and relocate structures and piers	14	T	N	2003-05
8. MARINE SERVICE CENTER: Remove existing building and construct new building for marine related services	14	T	N	2003-05
9. BOAT YARD: Renovate/replace building, piers and facilities	14	T	N	2003-05
10. SHORELINE PROTECTION: Break up and embed existing rubble; install filter blanket and rock revetment	16	P	N	2003-05
11. SHORELINE PARK: Reconfigure trailer-in-tow parking; construct park lawn area, relocate/renovate pavilion building	13	P	N	2005-07
12. KETTENBURG BOATYARD: Remove and replace obsolete structures and construct walk-up food plaza including through connecting pedestrian / bicycle access to Sportfish Landing promenade and Shelter Island Drive	15	P	N	2003-04
13. NO. HARBOR DRIVE: Partial street vacation, roadway realignment, landscaping, traffic calming, parking and pedestrian/bicycle access improvements	15	P	Y	2003-05
14. HOTEL EXPANSION: Add rooms, pedestrian/bicycle accessway and renovate structures, install landscaping and parking improvements	15	T	Y	2004-06
15. BAY CITY/SUN HARBOR REDEVELOPMENT: New restaurant, retail and marina services, public improvements including view corridors, pedestrian / bicycle access; open marina green park area with water taxi recreational boat access and new 50-slip marina.	15	T	Y	2004-06
16. SHELTER ISLAND BOAT LAUNCH FACILITY IMPROVEMENTS: <u>Remove and replace 10-lane boat launch ramp, partially remove jetties and replace with vertical sheet pile bulkhead walls, install public walking platforms with viewing areas on bulkhead walls, remove floating docks and replace with interior perimeter floating docks, install new ramps to the floating docks, improve kayak launching area, and re-grade beach. Continue to maintain facility, as needed.</u>	13	P	Y	2015-16

 P- Port District      N- No  
 T- Tenant            Y- Yes