

Staff Report 25

LESSEE:

Wayne Boyd Brown

APPLICANT:

Melinda D. Hrabe and Orville S. Hrabe, as Trustees of the Bicycle Love Trust dated 4/9/2020

PROPOSED ACTION:

Termination of a Recreational Pier Lease; and Issuance of a General Lease – Recreational Use

AREA, LAND TYPE, AND LOCATION:

Sovereign land in the Sacramento River, adjacent to 821 Yacht Court, near Sacramento, Sacramento County.

AUTHORIZED USE:

Continued use and maintenance of an existing uncovered floating boat dock, gangway, two anchor cables, and metal anchor pipe.

TERM:

10 years, beginning April 27, 2021.

CONSIDERATION:

\$152 per year, with an annual Consumer Price Index adjustment; and \$158 for unauthorized occupation of State lands for the period beginning April 15, 2020, through April 26, 2021.

SPECIFIC LEASE PROVISIONS:

- Liability insurance in an amount no less than \$1,000,000 per occurrence.

- Lessee agrees and acknowledges hazards associated with sea-level rise may require additional maintenance or protection strategies regarding the improvements on the Lease Premises.
- The Applicant acknowledges that it owns the existing improvements on the lease premises.

STAFF ANALYSIS AND RECOMMENDATION:

AUTHORITY:

Public Resources Code sections 6005, 6216, 6301, 6501.1, 6503, and 6503.5; California Code of Regulations, title 2, sections 2000 and 2003.

PUBLIC TRUST AND STATE'S BEST INTERESTS:

On June 23, 2011, the Commission authorized a Recreational Pier Lease to Wayne Boyd Brown for an existing uncovered floating boat dock, gangway, two anchor cables, metal anchor pipe, and two deadmen ([Item C21, June 23, 2011](#)). That lease will expire on August 19, 2021.

On April 15, 2020, ownership of the upland parcel was deeded to the Applicant, but the previous lessee failed to seek an assignment of the existing Lease. The Applicant has assumed ownership and control of the pier and related infrastructure and is now applying for a General Lease—Recreational Use, for the continued use and maintenance of an existing uncovered floating boat dock, gangway, two anchor cables, and metal anchor pipe. The two deadmen are located on the private upland owned by the Applicant and not part of the lease.

Staff recommends that the Commission accept compensation from the Applicant for the unauthorized occupation of State land in the amount of \$158 for the period beginning April 15, 2020, the day the Applicant took title to the upland property, through April 26, 2021, the day before the proposed new lease would become effective.

Staff recommends termination of the existing lease because the Lessee transferred the adjacent upland property without notifying the Commission and intentionally discontinued use of the lease improvements. The Applicant has taken ownership and control over the improvements on State Land and is the appropriate party to hold a lease.

The Applicant owns the upland adjoining the lease premises. The subject facilities are privately owned and maintained. The dock and appurtenant facilities are used for the docking and mooring of boats and facilitate recreational boating.

Recreational boating is a water-dependent use that is generally consistent with the common law Public Trust Doctrine. The California Legislature has identified private recreational boating facilities as an authorized use of Public Trust land (Pub. Resources Code, § 6503.5).

The proposed lease does not alienate the State's fee simple interest or permanently impair public rights. The lease is limited to a 10-year term, does not grant the lessee exclusive rights to the lease premises, and reserves an easement to the public for Public Trust-consistent uses. Upon termination of the lease, the Lessee may be required to remove all improvements from State land.

The proposed lease requires the Lessee to insure the lease premises and indemnify the State for any liability incurred as a result of the Lessee's activities thereon. The lease also requires payment of annual rent to compensate the people of the State for the occupation of the public land involved.

CLIMATE CHANGE:

Climate change impacts, including sea-level rise, more frequent and intense storm events, and increased flooding and erosion affect both open coastal areas and inland waterways in California. The subject facilities are located on the Sacramento River in a tidally influenced site vulnerable to flooding at current sea levels and at a higher risk of flood exposure given projected scenarios of sea-level rise.

The California Ocean Protection Council updated the State of California Sea-Level Rise Guidance in 2018 to provide a synthesis of the best available science on sea-level rise projections and rates. Commission staff evaluated the "high emissions," "medium-high risk aversion" scenario to apply a conservative approach based on both current emission trajectories and the lease location and structures. The San Francisco tide gauge was used for the projected sea-level rise scenario for the region as listed in Table 1.

Table 1. Projected Sea-Level Rise for San Francisco

Year	Projection (feet)
2030	0.8
2040	1.3
2050	1.9
2100	6.9

Source: Table 13, State of California Sea-Level Rise Guidance: 2018 Update

Note: Projections are with respect to a 1991 to 2009 baseline.

This effect could increase the Sacramento River's inundation levels within the lease area. In addition, as stated in *Safeguarding California Plan: 2018 Update* (California

Natural Resources Agency 2018), climate change is projected to increase the frequency and severity of natural disasters related to flooding, fire, drought, extreme heat, and storms (especially when coupled with sea-level rise). In rivers and tidally influenced waterways, more frequent and powerful storms can result in increased flooding conditions and damage from storm-created debris as well as decreased bank stability and structure. Conversely, climate-change induced droughts could decrease river levels and flow for extended periods of time. Climate change and sea-level rise will further influence riverine areas by changing erosion and sedimentation rates. Flooding and storm flow, as well as runoff, will likely increase scour and decrease bank stability at a faster rate.

The combination of these projected conditions could increase the likelihood of damage and affect access to structures within the lease premises during the term of the lease. For example, the potential for more frequent and stronger storm events may expose structures in the lease area to higher flood risks and cause facilities to be damaged or dislodged, presenting hazards to public safety as well as dangers for navigation within the channel. Conversely, prolonged drought conditions could lower water levels, exposing previously submerged structures to the elements and potentially leading to increased wear-and-tear on the dock. Lowered water levels could also reduce navigability of the channel, thereby increasing hazards and impacting the function and utility of the structures in the lease area.

The existing uncovered floating boat dock and gangway are adaptable to variable water levels, allowing them to rise and fall with storms and droughts and increasing their resiliency to some climate change impacts, but may require more frequent maintenance or replacement to ensure continued function during and after storm seasons and to avoid dislodgement of dock facilities. The existing two anchor cables, metal anchor pipe, and two deadmen (located on the private upland owned by the Applicant) may need reinforcement and possibly replacement to withstand higher levels of flood exposure and more frequent storm events.

The vegetated bank provides additional stability and will reduce the amount of erosion and scour pressure experienced during future events because of the vegetation's underground root system; but remains at risk of accelerated deterioration from currents and floods. Regular maintenance, as required by the terms of the lease, will reduce the likelihood of severe structural degradation or dislodgement. Pursuant to the proposed lease, the Applicant acknowledges that the lease premises and adjacent upland are located in an area that may be subject to effects of climate change, including sea-level rise.

CONCLUSION:

For all the reasons above, staff believes the issuance of this lease will not substantially interfere with Public Trust needs at this location, at this time, and for the foreseeable term of the proposed lease; is consistent with the common law Public Trust Doctrine; and is in the best interests of the State.

OTHER PERTINENT INFORMATION:

1. Approval or denial of the application for a new lease is a discretionary action by the Commission. Each time the Commission approves or rejects a use of sovereign land, it exercises legislatively delegated authority and responsibility as trustee of the State's Public Trust lands as authorized by law. If the Commission denies the application, the Lessee may be required to remove the uncovered floating boat dock, gangway, two anchor cables, and metal anchor pipe, and to restore the premises to their original condition. Upon expiration or prior termination of the lease, the lessee has no right to a new lease or to renewal of any previous lease.
2. This action is consistent with the "Meeting Evolving Public Trust Needs" Strategic Focus Area of the Commission's 2021-2025 Strategic Plan.
3. Termination of the lease is not a project as defined by the California Environmental Quality Act (CEQA) because it is an administrative action that will not result in direct or indirect physical changes in the environment.

Authority: Public Resources Code section 21065 and California Code of Regulations, title 14, section 15378, subdivision (b)(5).

4. Staff recommends that the Commission find that issuance of the lease is exempt from the requirements of CEQA as a categorically exempt project. The project is exempt under Class 1, Existing Facilities; California Code of Regulations, title 2, section 2905, subdivision (a)(2).

Authority: Public Resources Code section 21084 and California Code of Regulations, title 14, section 15300 and California Code of Regulations, title 2, section 2905.

EXHIBITS:

- A. Land Description
- B. Site and Location Map

RECOMMENDED ACTION:

It is recommended that the Commission:

CEQA FINDING:

Find that the activity is exempt from the requirements of CEQA pursuant to California Code of Regulations, title 14, section 15061 as a categorically exempt project, Class 1, Existing Facilities; California Code of Regulations, title 2, section 2905, subdivision (a)(2).

PUBLIC TRUST AND STATE'S BEST INTERESTS:

Find that the proposed lease will not substantially impair the public rights to navigation and fishing or substantially interfere with the Public Trust needs and values at this location, at this time, and for the foreseeable term of the proposed lease; is consistent with the common law Public Trust Doctrine; and is in the best interests of the State.

AUTHORIZATION:

1. Terminate, effective April 26, 2021, Lease No. PRC 6052.9, a Recreational Pier Lease, issued to Wayne Boyd Brown.
2. Authorize acceptance of compensation in the amount of \$158 for unauthorized occupation of State lands for the period beginning April 15, 2020, through April 26, 2021, from the Applicant.
3. Authorize issuance of a General Lease – Recreational Use to the Applicant, beginning April 27, 2021, for a term of 10 years, for the continued use and maintenance of an existing uncovered floating boat dock, gangway, two anchor cables, metal anchor pipe, and two deadmen (located on the private upland owned by the Applicant) as described in Exhibit A and shown on Exhibit B (for reference purposes only) attached and by this reference made a part hereof; annual rent in the amount of \$152, with an annual Consumer Price Index adjustment; and liability insurance in an amount no less than \$1,000,000 per occurrence.

EXHIBIT A

LEASE 6052

LAND DESCRIPTION

A parcel of tide and submerged land situate in the bed of the Sacramento River, lying adjacent to Rancho New Helvetia, approved May 18, 1866, County of Sacramento, State of California and more particularly described as follows:

All those lands underlying an existing boat dock, gangway, two anchor cables, one metal anchor pipe and two deadman anchors lying adjacent to that Parcel 2 described in Grant Deed, recorded April 15, 2020 in Document Number 202004151251 in Official Records of said County.

TOGETHER WITH any applicable Impact Area(s).

EXCEPTING THEREFROM any portion lying landward of the ordinary high water mark of the left bank of said river.

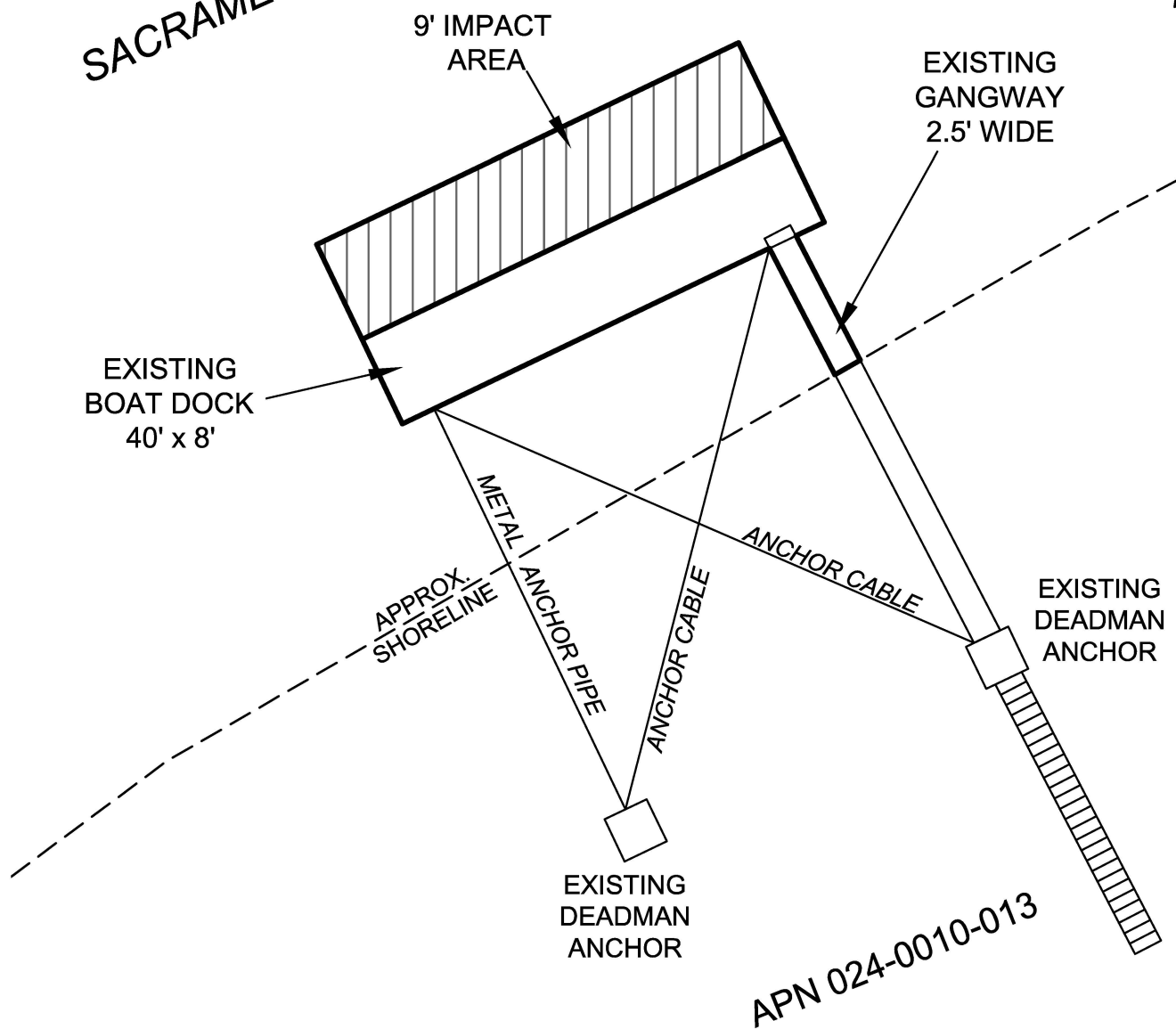
Accompanying plat is hereby made part of this description.

END OF DESCRIPTION

Prepared 12/15/2020 by the California State Lands Commission Boundary Unit



SACRAMENTO RIVER



NOTE: DEADMAN ANCHORS
ARE ON PRIVATE UPLAND

EXHIBIT A

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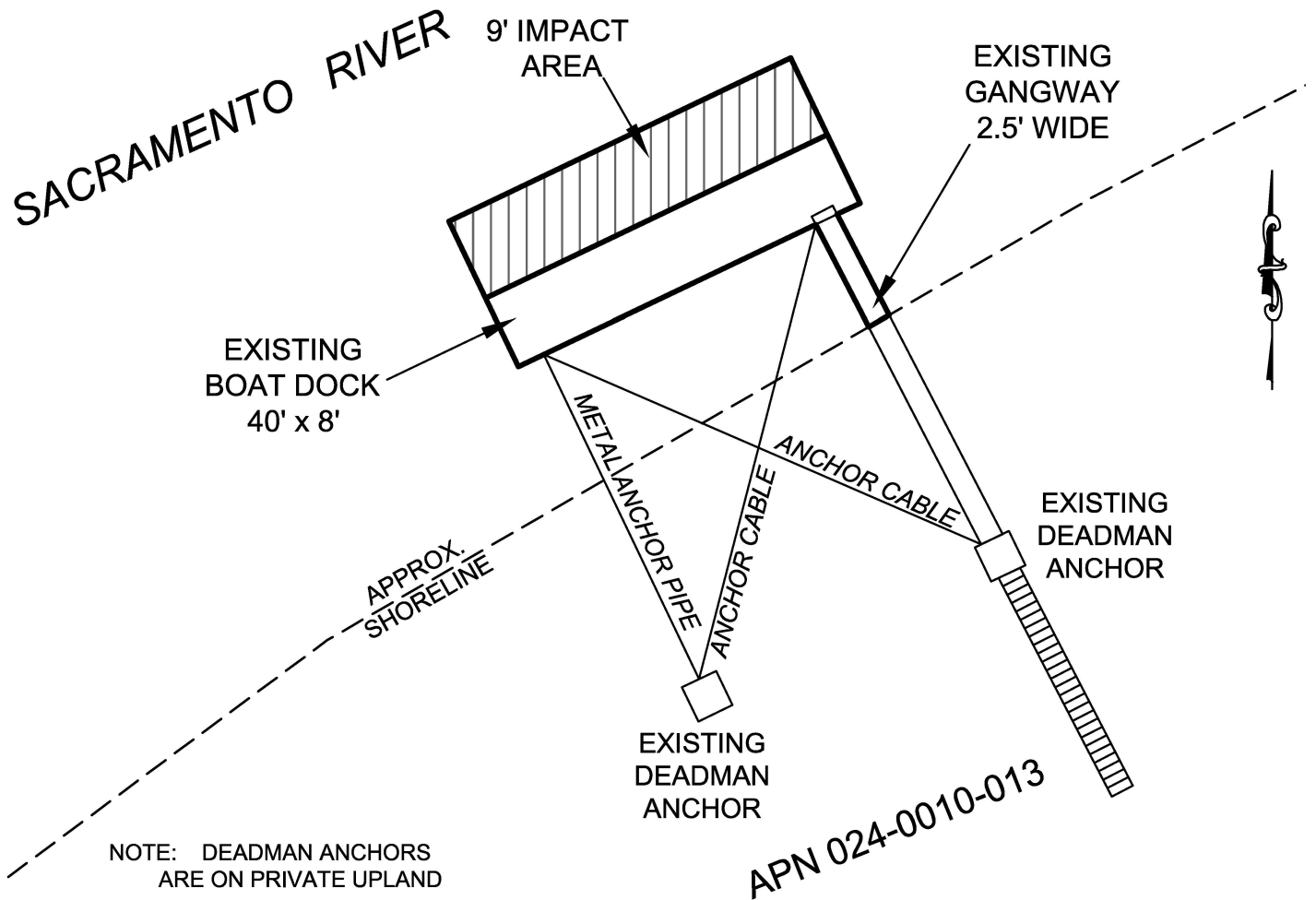
LAND DESCRIPTION PLAT
LEASE 6052, THE BICYCLE LOVE TRUST
SACRAMENTO COUNTY

CALIFORNIA STATE
LANDS COMMISSION



NO SCALE

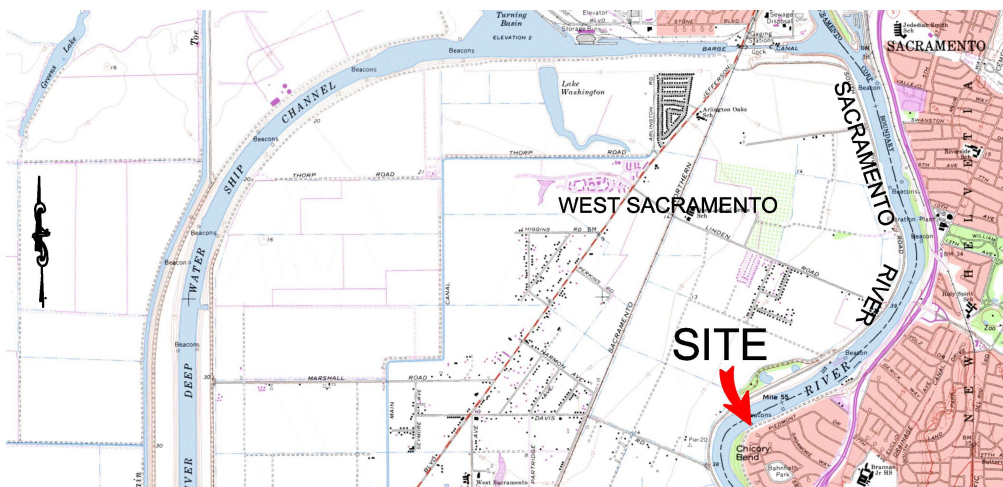
SITE



821 YACHT COURT, SACRAMENTO

NO SCALE

LOCATION



MAP SOURCE: USGS QUAD

This Exhibit is solely for purposes of generally defining the lease premises, is based on unverified information provided by the Lessee or other parties and is not intended to be, nor shall it be construed as, a waiver or limitation of any State interest in the subject or any other property.

Exhibit B

LEASE 6052
THE BICYCLE LOVE TRUST
APN 024-0010-013
GENERAL LEASE-
RECREATIONAL USE
SACRAMENTO COUNTY



TS 12/15/2020