

Staff Report 34

APPLICANT:

William Ty Larson, Trustee of the William Ty Larson Trust dated December 12, 1991

PROPOSED ACTION:

Termination and issuance of a General Lease - Recreational and Protective Structure Use.

AREA, LAND TYPE, AND LOCATION

Sovereign land in the Colorado River, adjacent to 1118 Beach Drive, Needles, San Bernardino County.

AUTHORIZED USE:

Use and maintenance of an existing concrete stairway with rock retaining walls, two concrete patio areas with railing and rock retaining walls, planter area, and riprap bankline protection.

TERM:

10 years, beginning June 29, 2021.

CONSIDERATION:

Two concrete patio areas with railing and planter area: \$245 per year, with an annual Consumer Price Index adjustment.

Concrete stairway, retaining walls, and riprap bankline protection: Public benefit, with the State reserving the right to set a monetary consideration if it is determined to be in the best interests of the State.

LEASE PROVISIONS:

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

- Other: Applicant acknowledges that the public pedestrian access easement shall remain open to the public and that no structures or improvements shall be erected, and no personal property placed, so as to obstruct or prevent public access in and along the easement. Such improvements include, but are not limited to, fences, walls, railings, or landscaping. Applicant further acknowledges that they shall not place signs or advocate in any other manner in such a way as to prevent or discourage public use of the public pedestrian access easement.

BACKGROUND

On December 12, 1990 ([Item 8, December 12, 1990](#)), the Commission authorized a Boundary Line Agreement and Compromise Settlement (AD 134), which confirmed the State's fee ownership of sovereign land located in the Colorado River at this location. Pursuant to Public Resources Code section 6501.1, projects in this location, including new development or maintenance of existing facilities, extending waterward of the ordinary high-water mark (OHWM) fixed by AD 134 require a lease from the Commission. The Applicant's upland property is located along the Colorado River adjacent to the fixed OHWM.

Pursuant to AD 134, the State of California was granted a Public Pedestrian Access Easement (Easement) running parallel to the fixed OHWM. The Easement is intended to provide public access to and along the bank of the Colorado River. The Easement affects lots 1 through 40 of the Rio Buena Vista residential subdivision, one of which is the Applicant's property. The Easement can be accessed by the public from the northern or southern end of the subdivision, from the Colorado River, and provides access to the Colorado River.

The U.S. Department of the Interior, Bureau of Reclamation (Reclamation) conducted a review by boat of the riprap bankline on March 27, 2002 and conducted a site visit on April 10, 2002. The inspection revealed that the bankline was cleared of vegetation and that the federally constructed riprap and jetties were undisturbed and in good condition.

By letter dated April 23, 2002, Reclamation declared that it would not place additional riprap on the bankline because of interference from the upland residential development. Reclamation stated that the upland homeowners would be responsible for maintaining protection of their own bankline in the future, subject to the homeowners seeking approval and permitting of their riprap or bankline construction work from the U.S. Army Corps of Engineers.

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 September 20, 2013, the Commission authorized Lease Number PRC 9088, a 10-year General Lease - Recreational and Protective Structure Use, to Donald William Aase and Judith Ellen Aase, for the use and maintenance of an existing concrete stairway with rock retaining walls, two concrete patio areas with railing and rock retaining walls, planter area, and riprap bankline protection, beginning August 23, 2013 ([Item 86, September 20, 2013](#)). The lease will expire on August 22, 2023. On June 17, 2020, ownership of the adjacent upland property was transferred from Donald William Aase and Judith Ellen Aase, Trustees of The Aase Family Trust, dated March 24, 2017, to William Ty Larson, Trustee of the William Ty Larson Trust dated December 12, 1991 (Applicant). The Applicant is requesting to terminate the existing lease and the issuance of a new 10-year lease.

The existing facilities within the lease area consist of a concrete stairway with rock retaining walls, two concrete patio areas with railing and rock retaining walls, a planter area, and riprap bankline protection along the Colorado River. The Improvements are privately owned and maintained and have existed at this location for many years.

The two patio areas and planter are generally not Public Trust consistent uses, but the Commission has issued leases on a limited basis for existing non-water dependent uses that encroach onto sovereign land where such encroachments do not significantly interfere with Public Trust needs and values.

Furthermore, the concrete stairs, retaining walls, and bankline protection mutually benefit both the public and the Applicant. The riprap bank protection provides additional protection for the integrity of the river channel from high-flow events and water run-up, the concrete stairs and rock retaining walls facilitate access by the public to the beach area, and are maintained by the lessee, at no cost to the public.

Staff believes that the Public Trust needs, values, and uses of the two identified nearby public beach areas along the Colorado River will not be impacted by the proposed lease and continued use of the lease facilities. As an additional measure

to ensure that the proposed use does not impair public access, the lease includes provisions protecting public use of the proposed lease area.

The proposed lease does not alienate the State's fee simple interest in the underlying land, nor will it permanently impair public rights. The proposed lease is limited to a 10-year term, does not grant the lessee exclusive rights to the lease premises, and protects public access to the Colorado River. 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 the payment of annual rent to compensate the people of the State for the occupation of the public land involved.

CLIMATE CHANGE:

The lease area in the Colorado River is not tidally influenced and therefore would not be subject to sea-level rise. The water level near the existing improvements is regulated primarily by water released upstream from the Davis Dam. 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, extreme heat, drought, and storms. Droughts could dramatically reduce river flow and water levels, leading to loss of public access and navigability. Climate change will further influence riverine areas by changing erosion and sedimentation rates, and runoff by likely increasing scour and decreasing bank stability at a faster rate.

The combination of these projected conditions could increase the likelihood of damage to structures within the lease premises from floods or droughts during the term of the lease. All the lease facilities are fixed structures, and therefore may need reinforcement in the future to withstand higher levels of flood exposure. Regular maintenance, as required by the terms of the lease, will reduce the likelihood of severe structural degradation or dislodgement.

CONCLUSION:

For all the reasons above, Commission 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; and is in the best interests of the State.

OTHER PERTINENT INFORMATION:

1. Approval or denial of the application is a discretionary action by the Commission. Each time the Commission approves or rejects a use of sovereign

land or a revision of rent, it exercises legislatively delegated authority and responsibility as trustee of the State's Public Trust lands as authorized by law. 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 issuance of the lease 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:

1. Find that the existing and, for a limited period, continuing use and maintenance of the riprap bankline protection will not substantially interfere with Public Trust needs and values at this location and are consistent with the common law Public Trust Doctrine; and
2. Find that the existing and, for a limited period, continuing use and maintenance of the existing planter areas with rock retaining walls are not generally consistent with the Public Trust Doctrine, but do not substantially interfere with the trust; and
3. Find that termination of Lease No. PRC 9088 and issuance of Lease 9088 are in the best interests of the State.

AUTHORIZATION:

1. Authorize termination, effective June 29, 2021, of Lease Number PRC 9088, a General Lease – Recreational and Protective Structure Use, to Donald William Aase and Judith Ellen Aase.
2. Authorize issuance of a General Lease – Recreational and Protective Structure Use to the Applicant beginning June 29, 2021, for a term of 10 years, for the use and maintenance of an existing concrete stairway with rock retaining walls, two concrete patio areas with railing and rock retaining walls, a planter area, and riprap bankline protection on sovereign land, 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 \$245, with an annual Consumer Price Index adjustment; and liability insurance in an amount no less than \$1,000,000 per occurrence.

EXHIBIT A

LEASE 9088

LAND DESCRIPTION

A parcel of State owned land adjacent to Lot 35 of Tract No. 15640 as shown on Tract Map recorded in Book 261, Pages 88 through 94, inclusive of Maps, in the Office of the County Recorder of San Bernardino County, State of California, described as follows:

BEGINNING at the easterly corner of said Lot 35; thence northwesterly along the northeasterly line of said lot, said line also being the Agreed Boundary Line as described in Exhibit A of Document Number 92-333250, recorded on August 11, 1992, Official Records of said County, N 42° 08' 05" W 44.09 feet to the northerly corner of said lot; thence leaving said northeasterly line and said Agreed Boundary Line, along the northeasterly prolongation of the northwesterly line of said lot N 47° 51' 55" E 42.00 feet; thence S 42° 08' 05" E 44.09 feet to the intersection with the northeasterly prolongation of the southeasterly line of said lot; thence southwesterly along said northeasterly prolongation S 47° 51' 55" W 42.00 feet to the POINT OF BEGINNING.

EXCEPTING THEREFROM any portion lying waterward of the toe of revetment adjacent to said Lot 35.

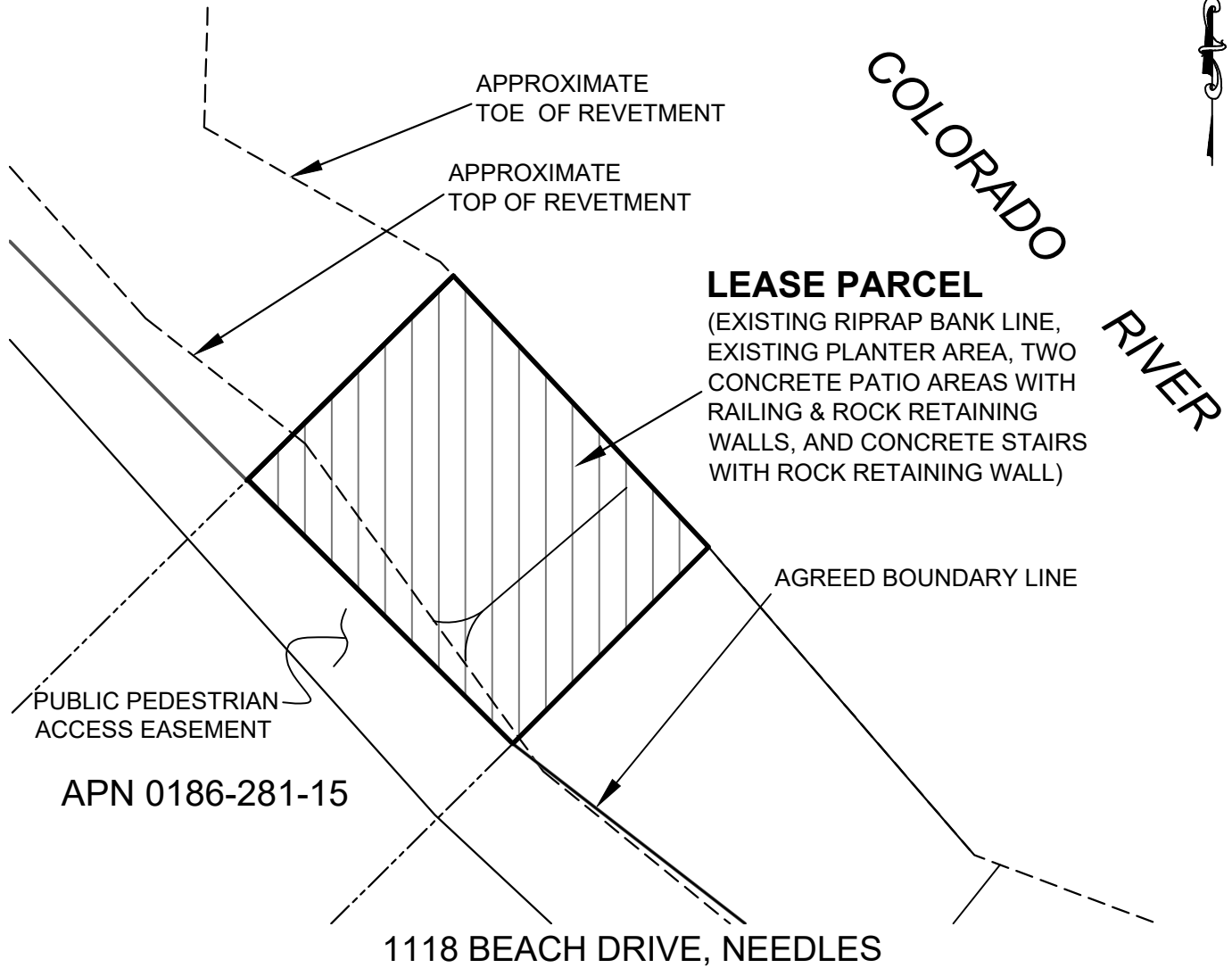
END OF DESCRIPTION

Prepared 04/12/2021 by the California State Lands Commission Boundary Unit



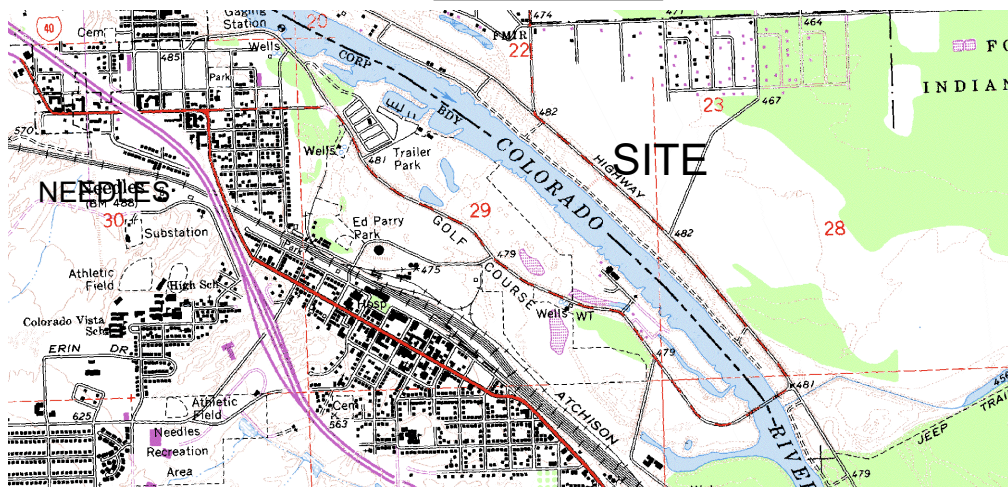
NO SCALE

SITE



NO SCALE

LOCATION



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 9088
WILLIAM TY LARSON TRUST
APN 0186-281-15
GENERAL LEASE -
RECREATIONAL AND
PROTECTIVE STRUCTURE USE
SAN BERNARDINO COUNTY



TS 04/12/2021