

COASTAL CONSERVANCY

Staff Recommendation
December 11, 2003

POINT CABRILLO RESTORATION

File No. 01-139
Project Manager: Sheila Semans

RECOMMENDED ACTION: Authorization to disburse up to \$614,100 to the Point Cabrillo Light Keepers Association for restoration of the eastern lightkeeper's residence and for management of the public use improvements at the Point Cabrillo Light Station.

LOCATION: The Point Cabrillo Light Station, west of Point Cabrillo Drive, approximately two miles north of the town of Mendocino, Mendocino County (Exhibit 1)

PROGRAM CATEGORY: Coastal Restoration/Access

EXHIBITS

Exhibit 1: Project Location and Site Map

Exhibit 2: Department of Parks and Recreation approval letters

Exhibit 3: Negative Declaration

Exhibit 4: Letters of Support

RESOLUTION AND FINDINGS:

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31200 and 31400 of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes the disbursement of an amount not to exceed six hundred fourteen thousand one hundred dollars (\$614,100) to the Point Cabrillo Lightkeepers Association (PCLK) for restoration of the eastern lightkeeper's residence and management of the public use improvements at the Point Cabrillo Light Station. Prior to the disbursement of any funds under this authorization, the PCLK shall submit for the approval of the Executive Officer a detailed work program and budget, approved by the Department of Parks and Recreation, for the activities being funded.”

Staff further recommends that the Conservancy adopt the following findings:

“Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The Point Cabrillo Lightkeepers Association is a nonprofit organization existing under Section 501(c)(3) of the U.S. Internal Revenue Code, and whose purposes are consistent with Division 21 of the Public Resources Code.
 2. The proposed authorization is consistent with and will help to carry out the Point Cabrillo Restoration Plan and the Property Disposition Implementation Plan adopted by the Conservancy in April 2001, pursuant to Division 21 of the Public Resources Code.
 3. The Conservancy has independently reviewed the Mitigated Negative Declaration prepared by the California Department of Parks and Recreation and adopted on December 1, 2003, attached as Exhibit 3 to the accompanying staff recommendation, and finds that there is no substantial evidence that with incorporation of revisions and mitigation measures detailed in Exhibit 3, the project will have a significant effect on the environment as defined in 14 Cal. Code of Regulations Section 15382.
 4. There is no evidence before the Conservancy that the Point Cabrillo Restoration project will have a potentially adverse effect, either individually or cumulatively, on wildlife resources as defined under California Fish and Game Code Section 711.2.
 5. The Conservancy has on the basis of substantial evidence rebutted the presumption of adverse effect contained in 14 Cal. Code of Regulations Section 753.5(d) regarding the potential for adverse effect on wildlife resources as defined under California Fish and Game Code Section 711.2.”
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PROJECT SUMMARY:

Staff recommends authorization to disburse up to \$614,100 to the Point Cabrillo Lightkeepers Association (PCLK) to continue the ongoing preservation, reconstruction, and restoration of the Point Cabrillo Light Station. This authorization would provide for the restoration of the eastern lightkeeper’s residence and the ongoing management of the public use improvements onsite. All restoration and management activities included in this request have been approved by the California Department of Parks and Recreation (DPR) (Exhibit 2a) as required by the Memorandum of Understanding for the Cooperative Management and Restoration of the Point Cabrillo Light Station (signed in 2001 by the Conservancy, DPR, and PCLK/NCIA), and will be carried out under the direction of DPR pursuant to an interpretive concession agreement between DPR and PCLK.

In October of this year, DPR approved PCLK’s *Historic Structures Report for the Point Cabrillo Light Station and Preserve: Three Lightkeeper’s Residences and Two Outbuildings* (HSR report, acceptance letter included as Exhibit 2b). Intended to guide the remaining restoration at Point Cabrillo, this document contains detailed information about the condition and historic significance of every interior and exterior component of the structures at the Light Station. The HSR report also provides a site history and construction chronology, structural and hazardous materials evaluations, floor plans, site plans and historic photographs of the buildings, and pest control evaluations, and makes recommendations for the rehabilitation and maintenance of the structures. Rehabilitation of the Light Station will be done with the intent of preserving the historic significance of the buildings, while adapting them to provide for overnight accommodations, administrative offices, and visitor services.

Although originally built in 1908, restoration efforts will strive to reestablish the appearance and ambiance of the Light Station as it was prior to 1939, when the Coast Guard took over the property and electricity was installed onsite. This authorization would provide funding for the restoration of the eastern lightkeeper's residence, which will be restored intact, and will not incur any use modifications, except those required to conform to Americans with Disability Act regulations. It will house a Point Cabrillo Light Station museum downstairs and PCLK offices upstairs. The remaining two lightkeeper's residences (funding for which is not included in this authorization) will begin restoration later next year, and will be modified to accommodate overnight lodging, a conference area, and public tours.

Work proposed under this authorization includes:

Restoration (\$514,100)

- Eastern Lightkeeper's Building, exterior rehabilitation: \$228,287
- Eastern Lightkeeper's Building, interior rehabilitation: \$199,813
- Eastern Lightkeeper's Building, roof rehabilitation: \$ 40,000
- Rehabilitation Contingency* (10%): \$46,000

* Any funds not used will be redirected to future restoration activities

Programs (\$15,000)

Funding necessary to maintain and implement public access, interpretative, educational, and other public information programs.

Management (\$85,000)

In accordance with Section 3 of the MOU, “. . . CSCC will provide funds to NCIA (PCLK) for restoration and management of the Light Station over a five-year period.” The requested funds will provide one year of on-site management.

Site Description: The 300-acre project area is located on the coastal terraces and bluffs west of Point Cabrillo Drive, approximately two miles north of the town of Mendocino. The site includes ocean shoreline, windswept grasslands, perennial streams, wetlands and riparian habitat, 17 catalogued archaeological sites, and substantial and rare historic resources. Central to the property is the historic Point Cabrillo Light Station, built in 1908, which includes the Lighthouse, three Craftsman-style keepers' homes, and associated outbuildings. The Point Cabrillo Light Station is on the National and State Registers of Historic Places, and it is the most complete example of an old-time light station remaining in California. Its original Fresnel lens, a priceless historic artifact in itself, is one of only four Chance Brothers–manufactured lenses in the United States, and its reinstatement to use as the primary aid to navigation is unique.

Project History: From 1988 to 1992, the Conservancy successfully pursued a program of phased acquisition of the 273 acres of private property surrounding the Point Cabrillo Light Station. The Conservancy acquired the 35-acre Light Station property in 1992 through a complex and innovative property exchange transaction with the U.S. Coast Guard. The Conservancy's total capital investment in the Point Cabrillo properties is approximately \$7.2 million.

The Point Cabrillo project was planned with the expectation that the entire property would be transferred to the DPR for creation of a new State Park, with a complete reimbursement of the Conservancy's capital investment. The state's financial circumstances in the 1990s, especially cutbacks in DPR operating funds, precluded the expected property transfer. In June of 1992, the

nonprofit California State Coastal Conservancy North Coast Interpretive Association (NCIA) was created to assist the Conservancy in managing Point Cabrillo. Since that time, community members under the auspices of NCIA (and now PCLK) have carried out extensive restoration of the lighthouse and historic lens and have established educational and interpretive programs on the property using Conservancy funds, other grants, and donations.

In late 1999, DPR expressed the desire to work with the community, NCIA and the Conservancy to obtain the funding needed to accept and manage the Point Cabrillo Light Station and Preserve. Negotiations began the following year between DPR, NCIA, and Conservancy staff to develop a disposition plan for the property. By April 2001, the Conservancy adopted a Property Disposition Implementation Plan to transfer the Light Station and Preserve to DPR in two phases: in phase one, the Conservancy agreed to transfer the Preserve, the 270 acres surrounding the Light Station, to DPR at no cost, and in the second phase, the Conservancy would transfer the Light Station to DPR for a one-time payment of \$4,000,000. At the same time, the Conservancy also authorized execution of a Memorandum of Understanding with NCIA and DPR that described shared management of various programs at the Light Station and Preserve by DPR and NCIA. PCLK was formed to succeed NCIA and carry on its activities at Point Cabrillo. In the MOU, the Conservancy agreed to expend up to \$4,000,000 during a five-year period for the restoration of the historic buildings at the Light Station, and for the PCLK's ongoing management, interpretive, and educational programs consistent with the concession agreement between PCLK and DPR. DPR and NCIA/PCLK also entered into a concession agreement providing for management of the Light Station and surrounding Preserve. Restoration has proceeded at Point Cabrillo under this unique management structure for more than two years. Most recently, the Kearns Farmhouse at the entrance to the property was reconstructed and will be opened this winter as a visitor center and DPR offices.

PROJECT FINANCING:

Coastal Conservancy:	\$614,100
PCLK (January 2004-June 2004 projections)	
<u>Programs:</u>	\$64,000
Retail (net), Interpretive/Public Access, Education, Fundraising, Special Events, Archives, Volunteer Coordination, Marine Science Exhibits/Displays, cash contributions, grants	
<u>In-kind:</u>	<u>\$114,470</u>
• PCLK Volunteer Service Hours (6,000 hours @ \$12.00/hr.)	
• PCLK Board of Directors (1,400 hours @ \$25.00/hr.)	
• U.S. Coast Guard Auxiliary (415 hours @ \$18.00/hr.)	
Total Project Cost	\$792,570

The anticipated source of Conservancy funds for this project is the FY 02/03 appropriation to the Conservancy from the California Clean Water, Clean Air, Safe Neighborhood Parks and Coastal Protection Fund (Proposition 40).

Original Allocation:	\$4,000,000
Previously Authorized:	-1,245,300
Current Proposed Authorization:	<u>-614,100</u>
Total Remaining:	\$2,140,600

CONSISTENCY WITH CONSERVANCY'S ENABLING LEGISLATION:

The Conservancy is authorized under Public Resources Code Section 31200 to make grants to nonprofit organizations for the purpose of coastal restoration. Pursuant to this authority, the Conservancy adopted the Point Cabrillo Restoration Plan in 1985, amended the Plan in 1990 and 2001 to incorporate the Public Use Guidelines for the site, and in April 2001 approved the Property Disposition Plan and implementing actions. Sections 31400.1 and 31400.3 authorize the Conservancy to make grants and provide assistance to nonprofit organizations in carrying out its mandate to implement a system of coastal public accessways and related functions under Division 21, including the enhancement of coastal resources that have suffered a loss of scenic value. The recommended action will allow the Conservancy and the PCLK to provide improved access to and along the coast, and further implement the Point Cabrillo Restoration Plan, Public Use Guidelines, and Property Disposition Implementation Plan, all of which have been previously found to be consistent with Division 21 of the Public Resources Code.

CONSISTENCY WITH CONSERVANCY'S STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):

Consistent with **Goal 2 Objective D**, the proposed project will increase coastal recreational opportunities for residents and visitors, and provide for the protection and restoration of cultural and historic resources at Point Cabrillo.

CONSISTENCY WITH CONSERVANCY'S PROJECT SELECTION CRITERIA & GUIDELINES:

The proposed project remains consistent with the Conservancy's Project Selection Criteria and Guidelines adopted January 24, 2001, as determined by the Conservancy in its April 2001 action.

CONSISTENCY WITH LOCAL COASTAL PROGRAM POLICIES:

The proposed project is consistent with the Mendocino County Local Coastal Plan in the following respects:

Policy 3.6-1 states: "The Coastal Conservancy, State Parks and Recreation, and other appropriate agencies shall be requested to initiate . . . a public relations program for the protection and enhancement of coastal resources, particularly coastal access." Working with PCLK, the Conservancy and DPR will assure the successful restoration of Point Cabrillo, with enhanced access and recreational opportunities for both the local community and tourists.

Policy 3.6-22 states: "In carrying out the access policies of this Coastal Element, the county or other appropriate designated management agencies shall consider and encourage the utilization of innovative access management techniques, including, but not limited to, agreements with private organizations which would minimize management costs and encourage the use of volunteer

programs.” The 3-way partnership of the Conservancy, DPR, and PCLK has proven to be very innovative, and has capitalized on the strengths of each organization to fund and manage the restoration. PCLK has a large and very active volunteer program that helps provide access to the Light Station and engages the local community in the future of Point Cabrillo.

Policy 3.6-24 states: “The coastal access program shall be implemented in a manner that ensures coordination among and the most efficient use of limited fiscal resources by federal, state, county agencies, and private organizations responsible for the acquisition, development, and maintenance of public coastal accessways.” Once again, the unique relationship of the Conservancy, DPR, and PCLK has been set up to efficiently utilize limited resources.

COMPLIANCE WITH CEQA:

The Department of Parks and Recreation, lead agency for the restoration at Point Cabrillo Light Station and Preserve under the California Environmental Quality Act (CEQA), prepared and circulated an Initial Study and proposed Mitigated Negative Declaration (MND) (Exhibit 3) for the restoration at the Point Cabrillo Light Station and Preserve. The review period for the MND closed November 13, 2003, and DPR adopted it on December 1, 2003. This environmental analysis was conducted for the complete restoration of Point Cabrillo, not just the portion of it contained in this authorization.

Staff has reviewed the initial study and MND prepared by DPR for the Point Cabrillo Restoration project, and has found that project revisions and mitigation measures (detailed in Chapter 5 of the MND) would reduce any potential impacts to a less than significant level. Therefore, staff recommends that the Conservancy find that the project, as mitigated, does not have the potential to have a significant affect on the environment.

Management of the public use improvements as recommended in the proposed authorization is categorically exempt from CEQA pursuant to 14 Cal. Code of Regulations Section 15301, pertaining to operation, repair, and maintenance of existing structures and facilities involving negligible or no expansion of use.