

## CALIFORNIA COASTAL COMMISSION

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# Wed 4d

Filed: August 25, 2006  
 49th Day: October 13, 2006  
 180th Day: February 21, 2007  
 Staff: D. Lilly-SD  
 Staff Report: September 15, 2006  
 Hearing Date: October 11-13, 2006

## STAFF REPORT: CONSENT CALENDAR

**Application No.:** 6-06-99

**Applicant:** City of Coronado

**Agent:** Stephanie Oslick

**Description:** Replace the existing 30-year old, 24-inch diameter transbay sewer force main under San Diego Bay with a 23-inch diameter, approximately 3,150 foot-long, high-density polyethylene pipe. The new pipe will be installed through Horizontal Direction Drilling and will be adjacent to the existing pipe. The existing pipe will be rehabilitated if possible for potential use as a back up to the new pipe.

**Site:** San Diego Bay from the Coronado Ferry Landing to Embarcadero Marina Park, Coronado and San Diego, San Diego County.

**Substantive File Documents:** "Geotechnical & Evaluation Coronado Transbay Sewer Force Main Project," by Ninyo and Moore, January 31, 2006; "Initial Study/Environmental Assessment" by Parsons Brinkerhoff Quade and Douglas, Inc., July 2006; Biological Resource Assessment, by Weston Solutions, June 2006; City of Coronado Drilling Fluid Release Monitoring and Contingency Plan Project Number 06-CO-ES-349.

### **I. STAFF RECOMMENDATION:**

The staff recommends the Commission adopt the following resolution:

**MOTION:** *I move that the Commission approve the coastal development permit applications included on the consent calendar in accordance with the staff recommendations.*

### **STAFF RECOMMENDATION TO ADOPT CONSENT CALENDAR:**

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

## **II. Standard Conditions.**

See attached page.

## **III. Special Conditions.**

The permit is subject to the following conditions:

**1. Final Plans. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the applicants shall submit to the Executive Director for review and written approval, final construction plans for the permitted development that have been approved by the City of Coronado. Said plans shall be in substantial conformance with the plans submitted by Parsons Brinkerhoff dated September 2006.

The permittee shall undertake development in accordance with the approved final plans. Any proposed changes to the approved final plans shall be reported to the Executive Director. No changes to the approved final plans shall occur without an amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

### **2. Assumption of Risk, Waiver of Liability and Indemnity Agreement.**

A) By acceptance of this permit, the applicant acknowledges and agrees (i) that the site may be subject to hazards from “frac-outs” and flooding; (ii) to assume the risks to the applicant and the property that is the subject of this permit of injury and damage from such hazards in connection with this permitted development; (iii) to unconditionally waive any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards; and (iv) to indemnify and hold harmless the Commission, its officers, agents, and employees with respect to the Commission’s approval of the project against any and all liability, claims, demands, damages, costs (including costs and fees incurred in defense of such claims), expenses, and amounts paid in settlement arising from any injury or damage due to such hazards.

B) **PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the applicant shall submit a written agreement, in a form and content acceptable to the Executive Director, incorporating all of the above terms of this condition.

**3. Other Permits. PRIOR TO THE COMMENCEMENT OF CONSTRUCTION**, the applicant shall provide to the Executive Director, copies of all other required federal, state or local permits for the development. The applicant shall inform the Executive Director of any changes to the development required any of these other permits. Such changes shall not be incorporated into the project until the applicant obtains a Commission amendment to this coastal development permit, unless the Executive Director determines that no amendment is legally required.

#### **IV. Findings and Declarations.**

The Commission finds and declares as follows:

**A. Detailed Project Description/History.** The proposed project will replace the existing 30-year old, 24-inch diameter transbay force main under San Diego Bay with a 23-inch diameter, approximately 3,150 foot-long, high-density polyethylene (HDPE) pipe. The new pipe will be installed through Horizontal Direction Drilling (HDD) and will be adjacent to the existing pipe. The existing pipe will be rehabilitated if possible for potential use as a back up to the new pipe.

The existing force main runs from the Transbay Pump Station near the Ferry Landing in the City of Coronado, extending 70 feet below sea level under and across San Diego Bay, through Embarcadero Park North to a sewer manhole in the City of San Diego (San Diego Unified Port District) Seaport Village shopping center. The Transbay Pump Station has five pumps that are used to pump the sewage.

The existing sewer main was constructed in the early 1970's and been in continuous operation since that time. The force main is used to convey the entire sewer flows of the City of Coronado, including that of the Naval Air Station North Island and the Naval Amphibious Base. A sonar inspection of approximately 2,400 feet of the existing force main was performed on July 16, 2004. The inspection found no major shifts or obvious breaks in the line. However, the majority of the pipeline was found to have an inside diameter of about 19.66 inches due to a build up of sludge, scaling, corrosion, or a combination thereof. Engineering reports indicate that as a result, the pump stations peak pumping capacity has been reduced by approximately 3,000 gallons per minute. In addition, since there is no backup pipeline, in the event of a sewer main break, there would be no means of conveying the wastewater from Coronado to San Diego, resulting in millions of gallons of raw sewage being dumped into San Diego bay on a daily basis.

The proposed project will provide a replacement, non-corrodible plastic force main so that the sewer pump station's capacity can be maintained at acceptable levels. Compared to steel, the proposed HDPE pipe is corrosion resistant, inexpensive, and lightweight, and is expected to have a life expectancy of approximately 75 years.

Horizontal Directional Drilling (HDD) is a trenchless construction method consisting of three stages. The first stage incorporates a remote-controlled, operator-guided drilling operation to create a pilot hole along a pre-determined course. The pilot hole starts at ground level on one side of the bay and traverses downward at an angle until a desired depth is reached. Once it has reached the required depth, it is drilled horizontally for some distance until the predetermined point is selected to ascend back to the surface on the other side. The next stage consists of using larger diameter drill bits on the end of the drilling mechanism to enlarge the hole to the required size. This is achieved by using repetitive "pulled-back" and "drilled-forward" steps, increasing the diameter of the hole with each successive trial until a desired hole size is reached. Bentonite clay or another form of material is used as "drilling mud", and kept under pressure to keep the drill hole

from collapsing inward and to carry cuttings back along the hole to the drilling machine location. The hole is always full of drilling mud during all stages of pilot hole drilling and reaming.

The HDD will require two staging areas on both ends of the project, on the Coronado and San Diego sides of the Bay. Both staging areas are within the coastal permit jurisdiction of the San Diego Unified Port District, and are being reviewed by that agency. Only the portion of the project between the U.S. Pierhead Line on the Coronado side and the U.S. Pierhead Line on the San Diego side is the subject of this permit (see Exhibit #2).

Following completion of the boring, the HDPE will be laid out on the Coronado Municipal Golf Course and the entire 3,150 lineal feet of pipe welded together in one segment for placement under the Bay.

The City of Coronado is largely built out, and providing additional sewage capacity is not a goal of the project. If renovation of the existing force main proves feasible, through cleaning and slip lining, that pipe could provide wastewater conveyance should the main line need to be temporarily closed for repair or maintenance.

The pipeline will be installed approximately 30 feet below San Diego Bay using the HDD process to avoid any disruption to coastal waters or wetlands. It is unclear whether drilling this far under wetlands and open water, constitutes "diking, filling or dredging" of open water or wetlands as described in Section 30233 of the Coastal Act. However, the proposed new pipeline is considered maintenance of an existing sewer intake line consistent with Section 30233(a)(5) of the Act which allows for fill of open coastal waters and wetlands for an incidental public service project.

The proposed 30-foot distance between the top of the bore hole and the ground surface will minimize the risk of an inadvertent loss of drilling fluid to the surface. In addition, a Drilling Fluid Release Monitoring and Contingency Plan has been developed to avoid and mitigate the release of any drilling fluids. This plan, as well as the geotechnical evaluation for the project, has been reviewed by the Commission's geologist, who has determined that the plan should protect the sensitive resources of San Diego Bay to the extent feasible.

San Diego Bay is within the Commission's original jurisdiction, and the Chapter 3 policies of the Coastal Act are the standard of review.

**B. Biological Resources.** Coastal Act policies 30240 and 30251 restrict the alteration of natural landforms and protect sensitive habitats. Section 30231 of the Coastal Act requires that coastal waters are protected and runoff minimized. Section 30233 limits development in open coastal waters, wetlands, estuaries, and lakes to specific permitted uses where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects.

The proposed development is an incidental public service project permitted under Section 30233. The project will not have an adverse impact on any sensitive habitat, and will not result in erosion or adverse impacts to water quality. Thus, the project is consistent with the resource protection policies of Chapter 3 of the Coastal Act.

**C. Public Access.** The proposed development will not have an adverse impact on public access to the coast or to nearby recreational facilities. The proposed development conforms to Sections 30210 through 30214, Sections 30220 through 30224, Section 30252 and Section 30604(c) of the Coastal Act.

**D. Growth Inducement.** As proposed, this development will not be growth-inducing. The proposed replacement line will not result in an increase to the system capacity, consistent with Section 30250 of the Coastal Act.

**E. Local Coastal Planning.** The subject site is located in an area of original jurisdiction, where the Commission retains permanent permit authority and Chapter 3 of the Coastal Act remains the legal standard of review. As conditioned, the proposed development is consistent with Chapter 3 of the Coastal Act. Approval of the project, as conditioned, will not prejudice the ability of the City of Coronado or the San Diego Port District to continue to implement the City's certified LCP and the certified Port Master Plan.

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

#### **STANDARD CONDITIONS:**

1. **Notice of Receipt and Acknowledgment.** The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. **Expiration.** If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. **Interpretation.** Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.

4. Assignment. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
  
5. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.



SITE MAP

EXHIBIT NO. 1
APPLICATION NO.
<b>6-06-99</b>
Location Map
 California Coastal Commission

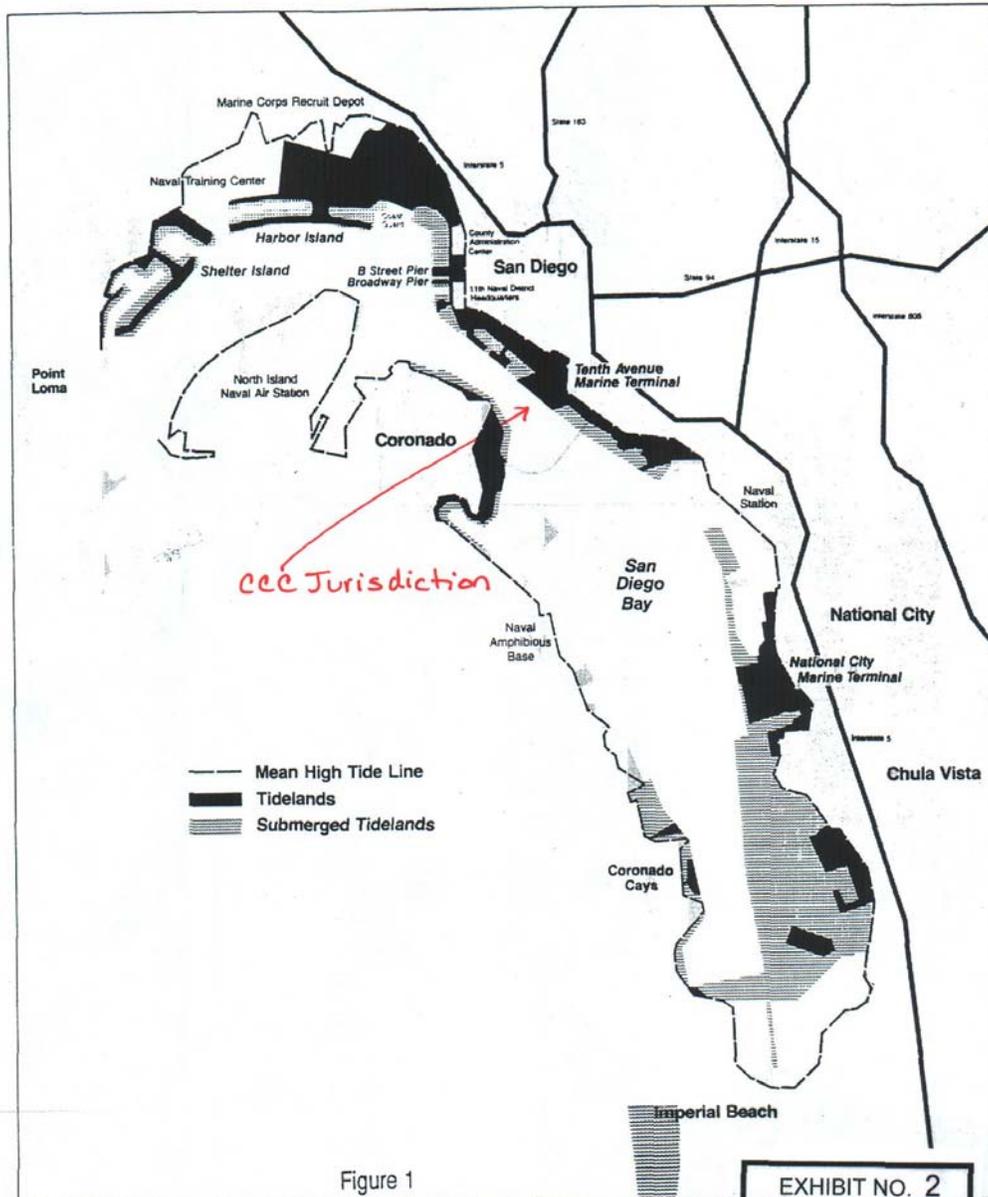


Figure 1

Scale  
0 8000'  
Planning Department

# The Port's Planning Jurisdiction

EXHIBIT NO. 2  
APPLICATION NO.  
**6-06-99**  
Port Jurisdiction  
California Coastal Commission





