

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA

7575 METROPOLITAN DRIVE, SUITE 103

SAN DIEGO, CA 92108-4402

767-2370

**Mon 8d**

Filed: 10/23/01
49th Day: 12/11/01
180th Day: 4/21/02
Staff: WNP-SD
Staff Report: 12/19/01
Hearing Date: 1/7-11/02

RECORD PACKET COPY

REGULAR CALENDAR
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-01-161

Applicant: California Department of Transportation Agent: Gladys Baird

Description: Widen Harbor Drive southbound onramp to Interstate 5 (I-5) by 4.5 feet for 4,220 lineal feet, install Closed Circuit Television, Maintenance Pullout, Traffic Monitoring System (TMS) and ramp metering; modify 16 drainage inlets between Harbor Drive and Orange County Line (about 17 miles).

Site: North and Southbound lanes of I-5 from Harbor Drive to Orange County Line, Camp Pendleton, San Diego County

Substantive File Documents: Department of Transportation Letter, dated October 23, 2001

STAFF NOTES:Summary of Staff's Preliminary Recommendation:

Staff recommends approval of the proposed project with several special conditions. The project raises issues related to impacts on biological resources, water quality, visual resources and public access. With the proposed mitigation measures and the proposed special conditions, Commission staff is assured that potential impacts on coastal resources have been eliminated or reduced to the maximum extent feasible, consistent with Coastal Act policies.

I. PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

MOTION: *I move that the Commission approve Coastal Development Permit No. 6-01-161 pursuant to the staff recommendation.*

STAFF RECOMMENDATION OF APPROVAL:

Staff recommends a YES vote. Passage of this motion will result in approval of the permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

RESOLUTION TO APPROVE THE PERMIT:

The Commission hereby approves a coastal development permit for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the policies of Chapter 3 of the Coastal Act and will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3. Approval of the permit 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 effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

II. Standard Conditions.

See attached page.

III. Special Conditions.

The permit is subject to the following conditions:

1. Final Plans. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, final project plans. The plans shall be in substantial conformance with the plans by Caltrans dated received October 23, 2001, submitted with this application, but shall include the final design for the following:

- a. all proposed hardscape (i.e., maintenance pullout, gore paving)
- b. all temporary (construction) BMPs and drainage inlet modifications
- c. Closed Circuit TV Equipment.
 1. All equipment shall be painted in dark tones to reduce visibility.
 2. Landscaping shall screen the equipment cabinets and lower part of the poles:
 - Only native drought-tolerant or non-invasive species shall be utilized.
 - Only temporary irrigation for plant establishment is allowed.
 - Avoid or minimize the use of fertilizers and pesticides.

- All plantings shall be monitored and maintained in good growing condition for the life of the equipment.

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 further amendment to this coastal development permit unless the Executive Director determines that no additional amendment is required.

2. Conformance with Biologist's Recommendations. The project shall comply with the recommendations of the Department of Transportation biologist as identified in the November 19, 2001 Memorandum to the Commission's San Diego Office.

IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Detailed Project Description. The California Department of Transportation (Caltrans) is proposing construction of several interrelated highway improvements within the right-of-way of Interstate 5 (I-5), including the widening of the Harbor Drive southbound onramp by 4.6 feet for 4,220 lineal feet to accommodate larger trucks, installation of a Closed Circuit Television System (CCTV), Maintenance Vehicle Pullout (MVPO) on the shoulder of southbound I-5, a Traffic Monitoring System (TMS) that includes trenching for main lane loops across north and southbound I-5 and the Harbor Drive onramp to southbound I-5, ramp metering on the Harbor Drive onramp to southbound I-5 and modification of 16 drainage inlets between Harbor Drive and the Orange County Line. All of the improvements, aside from the drainage inlets, are located near the Harbor Drive interchange.

The equipment is proposed to 1) ensure the safety of Caltrans maintenance crews (MVPO) and 2) monitor the flow of traffic (CCTV, TMS and ramp metering). The MVPO is 660 sq.ft. in size and is a semi-rectangular shaped impervious blacktop surface and is used to provide a safe place for maintenance vehicles to park by the freeway. Paving these areas will reduce the amount of time that maintenance personnel will be exposed to traffic. The CCTV and the TMS are traffic surveillance systems designed to monitor existing freeway conditions for motorists and Caltrans workers. Some lane and ramp closure would be required but would be conducted at night and the lanes and ramps would be reopened in time for morning traffic. The length of time to complete the project would take about two years. All work is proposed within Caltrans right-of-way.

The project also includes to rehabilitation of the north and southbound Harbor Drive ramps and the upgrade of overhead sign panels to the Orange County Line to meet current highway standards. The work entails changing the panels to ones that are more reflective (i.e., more visible to the traveling public). The size of the panels and the height

the panels are mounted would remain the same. These improvements are exempt from coastal development permit requirements.

The project runs from Jefferson Street in Oceanside to the Orange County Line (drainage inlets only) within the right of way of I-5. However, the subject of this permit is only the portion of the project that is located between Harbor Drive to the Orange County Line, which is within the federally owned and operated Camp Pendleton U.S. Marine Corps Base. The remainder of the project that is within the coastal zone is within the City of Oceanside's LCP permit jurisdiction.

The subject sites are located on the Camp Pendleton Marine Base, a federally owned and operated military facility used by the United States Marine Corps and located in an unincorporated area of the County of San Diego which is not subject to local permit review by the County. In addition, although the project is subject to the Commission's Federal Consistency Review Process, the Commission's act of granting a coastal development permit to the applicant functions under the California Coastal Management Program as the equivalent of a concurrence under the Coastal Zone Management Act. Because there is no certified LCP for this area, the standard of review for this development is Chapter 3 policies of the Coastal Act.

2. Water Quality. All proposed work is within the I-5 right-of-way. Within the project area, there are several watersheds and significant bodies of water that I-5 crosses over, including the San Luis Rey River, Santa Margarita River and several other creeks in Camp Pendleton. While no work is proposed in these areas, indirect impacts to water quality at the rivers and creeks is a concern from runoff over the proposed impervious surfaces both during construction and post-construction. Such runoff can carry sediments and urban pollutants and deposit them in downstream sensitive receiving waters, in this case the San Luis Rey River, Santa Margarita River and other creeks in Camp Pendleton. The following Coastal Act policy is most applicable to this issue:

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 water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

In California, the Regional Water Quality Control Boards (RWQCB) are generally responsible for administering the water pollution control permit programs set up under the state Porter-Cologne Water Quality Act and the federal Clean Water Act. Locally, the *Water Quality Control Plan for the San Diego Basin* has established water quality objectives necessary for achieving its identified beneficial uses for surface waters.

Caltrans has a National Pollutant Discharge Elimination System (NPDES) permit under which it constructs and operates development. This permit requires that all discharges to surface waters meet the standards established in the *Water Quality Control Plan for the San Diego Basin*; the NPDES permits identify the Best Management Practices (BMPs) that can be used to meet these standards.

The project includes drainage inlet modifications at 16 locations within Camp Pendleton (Exhibit 5). These inlets are proposed as a safety feature due to incidents reported by the applicant where vehicles have hit the existing raised inlets located near the shoulder of the road when leaving the travel lane. To modify the inlets, about 2.5 feet of each existing inlet would be removed and replaced with new inlet of the same size flush with the road surface. The majority of these inlets drain under I-5 to the west into existing lined and unlined ditches, some permeable, and discharge into mostly vegetated areas which allows the runoff to percolate and filter naturally. No runoff goes directly into any waterbody. No filters are proposed in the inlets. The Commission's water quality specialist has reviewed the project and determined that no additional requirements for permanent or temporary BMPs are necessary.

Several components of the project will result in an increase in impervious surfaces. These include construction of the proposed maintenance vehicle pullout and widening of existing ramps, the former a new safety feature which Caltrans is incorporating into all new projects and amendments to existing projects. For example, the maintenance vehicle pullout is 660 sq.ft. in size and includes a new paved surface where none currently exists. Additionally, the Harbor Drive ramp would be widened by 4.5 feet for 4,220 lineal feet (18,990 sq.ft.) to accommodate larger trucks. Although there is a small increase in impervious surfaces, this runoff would be directed through existing ice plant vegetation prior to discharge into the existing Caltrans drainage system and then into the stormwater system. Proposed temporary (construction) BMPs include fiber rolls and temporary concrete washouts to be implemented concurrent or prior to construction activities to protect storm drain inlets, creeks, etc., from erosion and sediments during construction activities. The Commission's water quality specialist has reviewed the project and determined that no additional requirements for permanent or temporary BMPs are necessary. Special Condition #1 requires final plans showing the proposed location of the temporary BMPs. Based on the above, the Commission finds the proposed project, as conditioned, is consistent with the water quality protection policies of Chapter 3.

3. Visual Resources. The following policy of the Coastal Act addresses visual resources, and states, in part:

Section 30251

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of

surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas....

The project site is well inland from the actual shoreline; however, I-5 is a designated scenic corridor. The maintenance pullout and ramp paving will be visible to travelers on I-5. The closed Circuit Television (CCTV) and Maintenance Vehicle Pullout (MVPO) are proposed along the shoulder of southbound I-5 just north of the Harbor Drive offramp. Since the maintenance pullout is at ground level and has the same general appearance as a freeway shoulder, it is not anticipated to result in significant visual impacts. Likewise, the proposed ramp widening and metering at the Harbor Drive onramp to southbound I-5 is of limited area and near ground level. While the ramp metering requires additional light poles, no adverse visual impacts are anticipated. In addition, neither will block existing ocean views.

The traffic monitoring system includes trenching for main lane loops across north and southbound I-5 and the Harbor Drive onramp to southbound I-5. The TV camera will be mounted on an approximately forty-foot high pole and will require a separate aboveground equipment cabinet. The diameter of the pole is less than one foot. Installation of the above components would also require trenching for the wiring and holes for supporting pole and control cabinetry. These facilities will be visible, although they have much the same character as existing utility lines. No ocean views will be blocked. Apparently, some existing ornamental vegetation would be removed to install the improvements but would be replaced upon installation. Special Condition #1 requires the facilities to be colored in dark tones, and also requires that landscape screening be provided for the bases of the pole and the equipment cabinets. As conditioned, the Commission finds the proposed project consistent with the visual resource policies of the Coastal Act.

3. Public Access. In this location, I-5 is the first public road and because portions of the project are between I-5 and the ocean, Section 30604(c) of the Coastal Act requires that a public access finding be made that the development is in conformity with the public access and recreation policies of Chapter 3.

The project proposes new safety features to primarily protect highway workers; it does not modify the scope or scale of the existing freeway system. Regarding the ramp metering, the Commission has found in past permit decisions that such metering sometimes results in traffic backups at freeway onramps during peak traffic periods. These backups are usually associated with metering on freeway onramps in proximity to popular visitor serving uses like theme parks or sporting events. However, on whole, and in this case, ramp metering systems are a safety feature that promotes controlled access onto the freeway without major traffic/circulation problems. As such, no adverse impacts to traffic/circulation/public access are anticipated. Therefore, the Commission finds the proposed project is consistent with Section 30604 (c) of the Coastal Act.

4. Environmentally Sensitive Habitat Areas (ESHA). The following Coastal Act policy is most applicable to the proposed development, and states, in part:

Section 30240

(a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.

(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.

Although a military base, Camp Pendleton contains numerous coastal resources such as creeks, wetlands, and endangered plants and animals which are worthy of protection under Section 30240 of the Coastal Act. The project includes drainage inlet modifications at 16 locations within the Camp Pendleton. To modify the inlets, about 2.5 feet of each existing inlet would be removed and replaced with the new inlet flush with the road surface. As noted, these inlets are proposed as a safety feature as several times vehicles have hit the existing raised inlets located near the shoulder of the road when leaving the travel lane.

According to the applicant's biologist, to minimize environmental impacts, all work should be done within the existing pavement and the equipment used should access the work sites from the paved shoulder of the road. Nine of the inlets are adjacent to sensitive biological resources; however, the biologist states that inlets at these locations may be constructed if certain conditions are met:

All areas beyond 5 feet from the edge of pavement would be designated as Environmentally Sensitive Areas. No construction activities including access, staging, or storage of materials are allowed in these areas.

In areas potentially inhabited by the coastal California gnatcatcher, work must be conducted outside of the breeding season (generally August 31 to February 15)

Those locations with potential presence of Pacific pocket mouse may be worked on year-round if silt fencing is installed prior to commencement of work to protect vegetation and soil.

Additionally, none of the project components aside from the nine drainage inlets are located near environmentally sensitive habitat areas. Based on the above the applicant indicates that no impacts to biological resources are anticipated if the measures listed above are followed. Special Condition #2 requires the biologist's recommendation to be followed within the Commission's jurisdiction. As conditioned, the Commission finds the proposed project consistent with Section 30240 of the Coastal Act.

5. Local Coastal Planning. Section 30604(a) also requires that a coastal development permit, or permit amendment, shall be issued only if the Commission finds that the permitted development will not prejudice the ability of the local government to prepare a Local Coastal Program (LCP) in conformity with the provisions of Chapter 3 of the Coastal Act. In this case, such a finding can be made for the proposed project.

The subject site is located within Caltrans right-of-way on Camp Pendleton, a federally-owned and operated military facility used by the United States Marine Corps. Although the project is located within the unincorporated County of San Diego, as a federal facility, the site is not subject to local discretionary permit review by the County. Because there is no certified LCP for this area, the standard of review for this development is Chapter 3 policies of the Coastal Act. Based on the above discussion, the Commission finds that the proposed development, as conditioned, is consistent with all applicable Chapter 3 policies of the Coastal Act and will not prejudice the County LCP process.

6. California Environmental Quality Act (CEQA). Section 13096 of the Commission's Code of Regulations requires Commission approval of coastal development permit applications to be supported by a finding showing the permit, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the activity may have on the environment.

As discussed above and incorporated by reference herein, the proposed project, as conditioned, will not cause significant adverse impacts to the environment. Specifically, as conditioned, the project has been found consistent with the biological resources, water quality, visual resources and public access policies of the Coastal Act. There are no feasible alternatives or mitigation measures available which would substantially lessen any significant adverse impact which the activity might have on the environment. Therefore, the Commission finds that the proposed project 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.

PROJECT AREA FOR TMS, MPVO, CATV


NORTH JETTY

SEE ∇ J7

- 1 SEA BREEZE DR
- 2 BUENA VISTA LN
- 3 CIRCLE DR
- 4 WHITE CAP LN

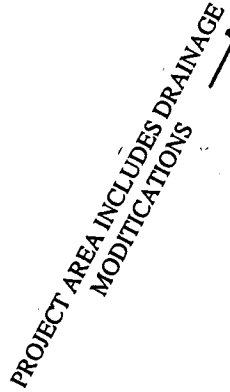
SOUTH JETTY

92054

SEE  J7

1 SEA BREEZE DR
2 BUENA VISTA LN
3 CIRCLE DR
4 WHITE CAP LN

92054



California Coastal Commission

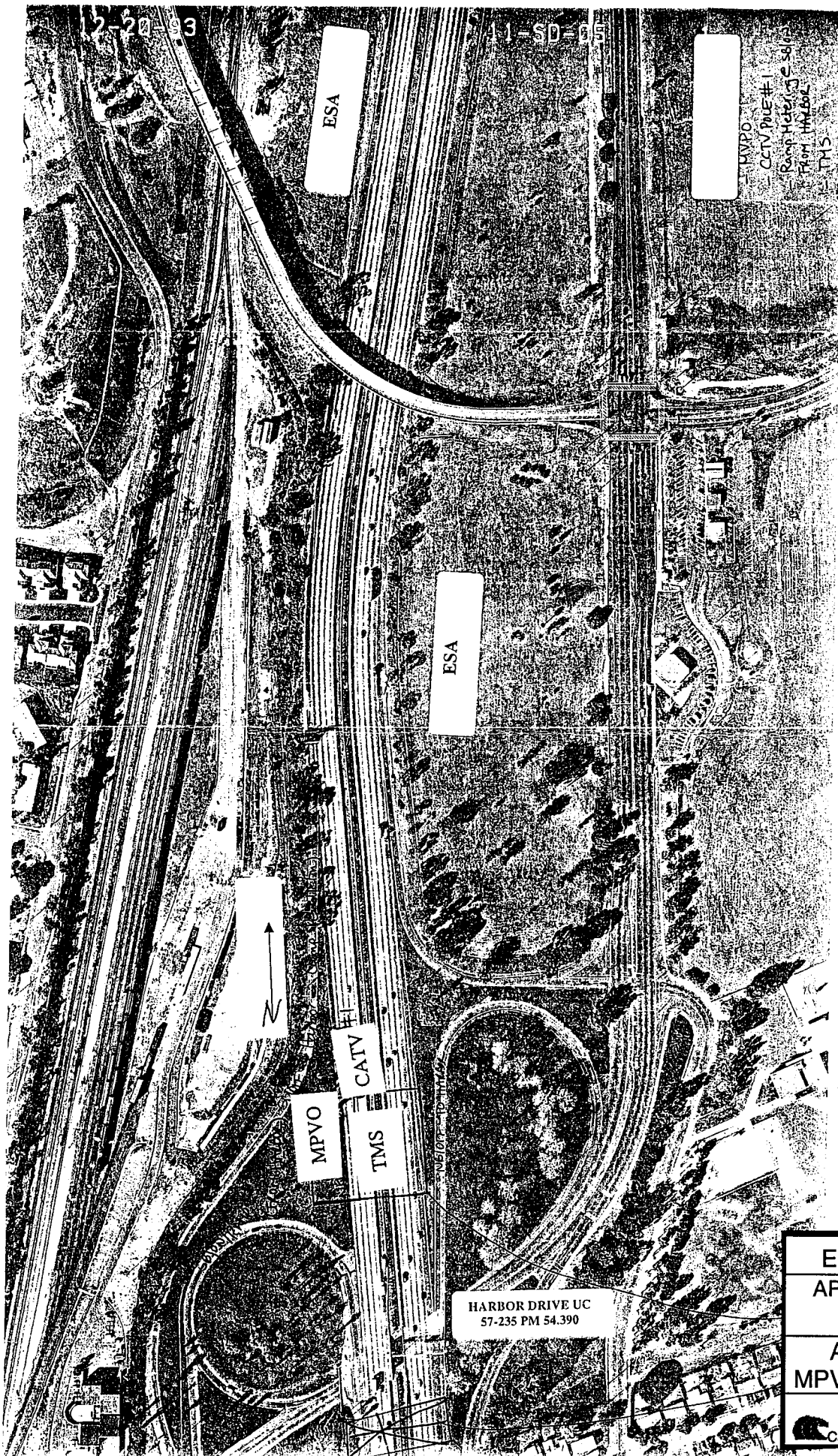


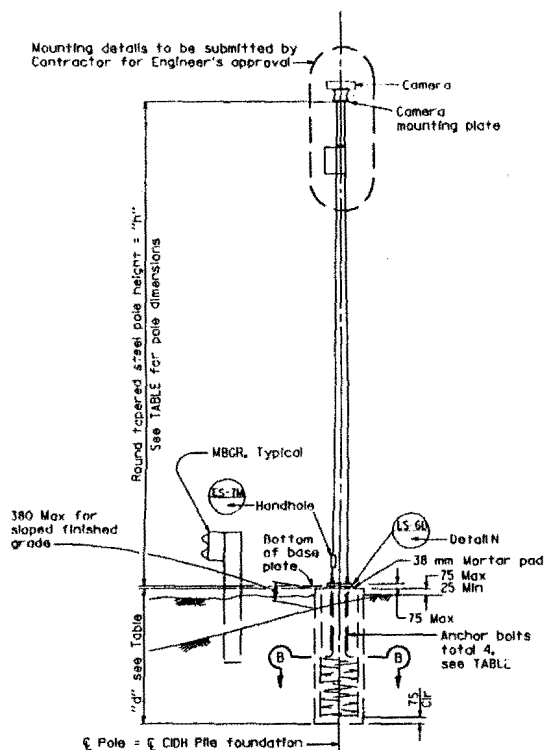
EXHIBIT NO. 2
APPLICATION NO.
6-01-161
Aerial showing MPVO, TMS & CATB
California Coastal Commission

Pole Type	Pole Data				Base Plate Data					"d" 610 mm. # CIDH Pile (m)	Structural Steel kg plus 3.5% Galvanizing
	Height (m)	Min OD (mm)		Thickness (mm)	"C" (mm)	Thickness (mm)	Anchor Bolts (mm)				
		BASE	TOP				SIZE	BC-BOLT CIRCLE			
CCTV 25	7.62	187	98	4.55	305	25.4	25 x 920 x 102	267	1.83	180	
CCTV 30	9.14	203	98	4.55	305	25.4	25 x 920 x 102	279	2.13	215	
CCTV 35	10.67	219	98	4.55	305	25.4	25 x 920 x 102	305	2.13	250	
CCTV 40	12.19	238	98	4.55	330	25.4	32 x 920 x 102	330	2.13	295	
CCTV 45	13.72	254	98	4.55	330	25.4	32 x 920 x 102	343	2.44	340	

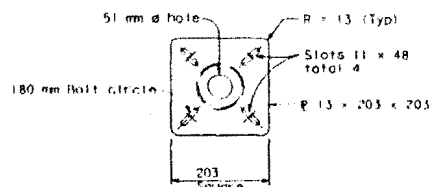


DIST	COUNTY	ROUTE	KILOMETER POST	SHEET TOTAL
TOTAL PROJECT				
SHEET NO.				
July 1, 1999 PLANS APPROVAL DATE The State of California or its officers or agents shall not be responsible for the accuracy or completeness of electronic copies of this plan sheet.				

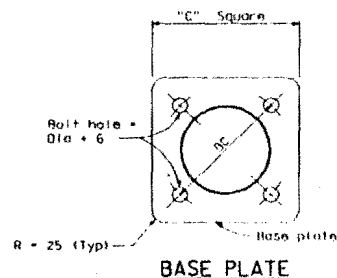
Mounting details to be submitted by Contractor for Engineer's approval



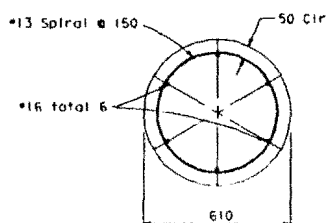
ELEVATION



CAMERA MOUNTING PLATE



BASE PLATE



SECTION B-B

GENERAL NOTES:

SPECIFICATIONS

Design: AASHTO specifications for the design and construction of structural supports for highway signs, dated 1994.

LOADING

Wind Loadings: 129 km/h AASHTO

UNIT STRESSES

Structural Steel: $f_y = 331$ MPa tapered steel tube (Pole)
 $f_y = 248$ MPa unless noted otherwise noted

Anchor bolts = A307 $f'_c = 27.4$ MPa

Reinforced Concrete: $f'_c = 27.4$ MPa
 $f_y = 276$ MPa

NOTES:

1. The Contractor shall verify all controlling field dimensions before ordering or fabricating any material.
2. All steel shall be galvanized after fabrication.
3. During pole erection, the post shall be raked as necessary with the use of leveling nuts to provide a plumb pole axis.

STATE OF CALIFORNIA
DEPARTMENT OF TRANSPORTATION

CLOSED CIRCUIT TELEVISION POLE DETAILS

NO SCALE

ALL DIMENSIONS ARE IN
MILLIMETERS UNLESS OTHERWISE SHOWN

ES-16A

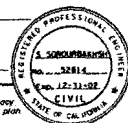
FOR COMPLETE RIGHT OF WAY AND ACCURATE ACCESS DATA,
SEE RIGHT OF WAY RECORD MAPS AT DISTRICT OFFICE.

6-01-141



DIST	COUNTY	ROUTE	KILOMETER POST TOTAL PROJECT	SHEET NO	TOTAL SHEET
11	SD	5	881.8/816.5		

REGISTERED CIVIL ENGINEER



PLANS APPROVAL DATE

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Calltrans now has a web site! To get to the web site, go to: <http://www.101.ca.gov>

RECEIVED

NOV 09 2001

CALIFORNIA
COASTAL COMMISSION
SAN DIEGO COAST DISTRICT

MATCH LINE STA 887+10 "A" LINE (SEE SHEET L-13)

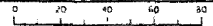
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NOTES: 1571
DATE PLOTTED: 09 NOV 2001
TIME PLOTTED: 05:37:43

LAYOUT
LOCATION 6
L-14

ALL DIMENSIONS ARE IN METERS UNLESS OTHERWISE SHOWN

SCALE 1:500

FOR REDUCED PLANS ORIGINAL
SCALE IS IN MILLIMETERS



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USERNAME *? &(USER)
DCN FILE *? *NO3320016 000

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CU 11273

EA 073701

INHA - DEPARTMENT OF TRANSPORTATION	PROJECT ENGINEER	DATE	REVISD BY
PROJECT DEVELOPMENT	MELBA FULLER	CHECKED BY	DATE REVISED

EXHIBIT NO. 4
APPLICATION NO.
6-01-161
Ramp Widening

INLET MODIFICATION LOCATIONS

<u>Post Mile*</u>	<u>DU #</u>	<u>Unit</u>	<u>Inlet type</u>	<u>Plan Set</u>
54.65 N	3	d	O-1	PM 53.7-R63.3 (1965)
54.72 N	6	d	O-1	
54.82 S	8	d	OCP	
54.95 S	12	c	OCP	
59.11 N	34	e	OMP	
61.10 N	49	e	OCP	
61.23 N	50	e	OCP	
61.87 S	57	d	OMP	
62.58 S	67	d	OMP	
65.73 S	12	b	OMP	PM R62.5-0.2 (1966)
65.92 S	13	c	OMP	
66.48 N	16	f	OMP	
67.33 S	25	c	OMP	
68.86 N	36	h	OMP	
70.67 S	43	a	OCP	
71.53 N	52	e,g	OMP, OMP	

* Indicates Photo Log PM for view of inlet

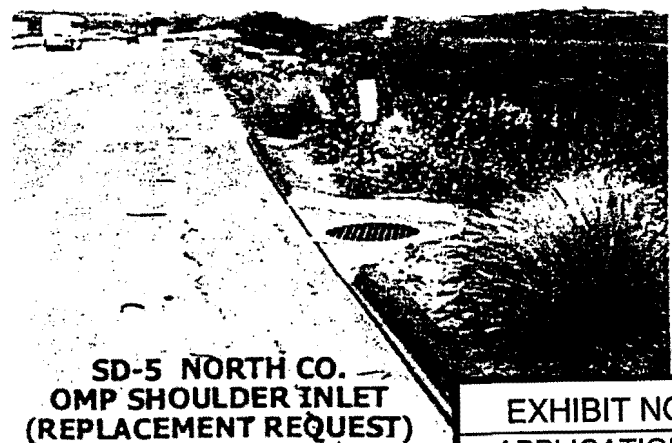



EXHIBIT NO. 5
APPLICATION NO.
6-01-161
Drainage Inlet Modification
 California Coastal Commission