7575 METROPOLITAN DRIVE, SUITE 103 SAN DIEGO, CA 92108-4421

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 Filed:
 April 8, 2010

 49th Day:
 May 27, 2010

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 Staff:
 Gabriel Buhr - SD

 Staff Report:
 July 15, 2010

 Hearing Date:
 August 11 - 13, 2010

### <u>REGULAR CALENDAR</u> STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-10-006

- **Applicant**:California Department of Transportation (Caltrans)
- Agent: Bruce April
- **Description**: The proposed project includes the removal of debris from a failed culvert and slope. Proposed repair includes the construction of a detention basin at the top of the slope, installation of a down-drain and a rip rap pad designed to reduce sediment and to dissipate flow velocities of runoff into adjacent San Onofre Creek. The applicant proposes to mitigate on-site impacts to native habitat at the Marron Mitigation Site.
- Site: The project site is located south of the Basilone Road/Interstate 5 (I-5) interchange, west of I-5 and east of Old Highway 101, on Marine Corps Base Camp Pendleton, San Diego County.

#### SUMMARY OF STAFF RECOMMENDATION

The applicant is proposing removal of a failed culvert and slope, and the replacement of the drainage structures with an upslope detention basin, down-drain, and a rip rap pad to dissipate runoff flow velocities. Permanent impacts would be mitigated at an off-site mitigation site, located outside of the Marine Corps Base and outside of the Coastal Zone. The major issues with this development involve construction methods and timing, and impacts to adjacent habitat and biological resources.

Staff is recommending that the Commission <u>APPROVE</u> a coastal development permit for the proposed development with Five (5) special conditions addressing: 1) construction methods; 2) construction timing; 3) landscaping; 4) conformance with final plans; and 5) submittal of other required discretionary permits.

**Standard of Review:** Chapter 3 policies of the Coastal Act.

# SUBSTANTIVE FILE DOCUMENTS

- 1. Section 7 Consultation for the Interstate 5/San Onofre Culvert and Slope Repair, San Diego County, California, USFWS, letter dated January 4, 2010.
- 2. Biological Assessment, Interstate 5/San Onofre Culvert and Slope Repair, prepared by Sue Scatolini (Caltrans), dated October 2009.
- 3. Notification of Lake or Streambed Alteration 1600-2009-0382-R5 San Onofre Creek Culvert/Slope Repair Project, CDFG, letter dated March 26, 2010.
- 4. Coastal Development Permit 6-01-149, approved January 2003.
- 5. San Mateo Creek/Marron Mitigation Site, Habitat Mitigation and Monitoring Report, prepared by Sue Scatolini (Caltrans), dated December 2007.

# LIST OF EXHIBITS

- 1. Location Map
- 2. Subject Site Map
- 3. Site Plan
- 4. Mitigation Site Map
- 5. Marron Mitigation Site Notice of Acceptance
- 6. Marron Mitigation Site Acreage Table

# I. <u>PRELIMINARY STAFF RECOMMENDATION</u>:

The staff recommends the Commission adopt the following resolution:

## <u>MOTION</u>: I move that the Commission approve Coastal Development Permit No. 6-10-006 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.** <u>**Construction Methods.**</u> The permittee shall comply with the following construction-related requirements:

- Best Management Practices (BMPs) and Good Housekeeping Practices (GHPs) designed to prevent spillage and/or runoff of construction-related materials, and to contain sediment or contaminants associated with construction activity, shall be implemented prior to the on-set of such activity;
- No construction materials, debris, or waste shall be placed or stored where it may enter a storm drain
- All trash and debris shall be disposed in the proper trash or recycling receptacle at the end of every construction day.
- Construction debris and sediment shall be properly contained and secured on site with BMPs, to prevent the unintended transport of sediment and other debris into coastal waters by wind, rain or tracking. All stock piles and construction materials shall be covered, enclosed on all sides, shall be located as far away as possible from drain inlets and any waterway, and shall not be stored in contact with the soil;
- Construction debris and sediment shall be removed from construction areas as necessary to prevent the accumulation of sediment and other debris which may be discharged into coastal waters. All debris and trash shall be disposed of in the proper trash and recycling receptacles at the end of each construction day;
- The discharge of any hazardous materials into any receiving waters shall be prohibited;
- A pre-construction meeting shall be held for all personnel to review procedural and BMP/GHP guidelines;
- All BMPs shall be maintained in a functional condition throughout the duration of the project.
- Debris shall be disposed at a legal disposal site or recycled at a recycling facility. If the disposal site is located in the coastal zone, a coastal development permit or an amendment to this permit shall be required before disposal can take place.

2. <u>Timing of Construction</u>. To avoid potential impacts to coastal California gnatcatcher, southwestern willow flycatcher and least Bell's vireo breeding period, construction will not be permitted between the dates of February 15<sup>th</sup> and September 15<sup>th</sup> of any year.

The permittee shall undertake development in accordance with the approved final construction timing 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.

**3.** <u>Landscape Plan.</u> The applicant shall undertake plant installation as outlined in its Biological Assessment submitted to the US Fish and Wildlife Service (October 2009), more specifically detailed in Section 4 of that document.

Vegetation in landscaped areas shall only consist of native plants. No plant species listed as problematic and/or invasive by the California Native Plant Society (<u>http://www.CNPS.org/</u>), the California Invasive Plant Council (<u>http://www.cal-ipc.org/</u>), or as may be identified from time to time by the State of California shall be employed or allowed to naturalize or persist on the site. No plant species listed as a 'noxious weed' by the State of California or the U.S. Federal Government shall be utilized within the property.

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

4. <u>Final Plans</u>. The permittee shall undertake development in accordance with the approved final construction plans (received April 08, 2010). 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 required.

**5.** <u>Other Permits</u>. PRIOR TO THE COMMENCEMENT OF CONSTRUCTION, the permittee shall provide to the Executive Director copies of all other required state or federal discretionary permits for the development authorized by CDP #6-10-006. The applicant shall inform the Executive Director of any changes to the project required by other state or federal agencies. Such changes shall not be incorporated into the project until the applicant obtains a Commission amendment to this permit, unless the Executive Director determines that no amendment is legally required.

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#### IV. Findings and Declarations.

The Commission finds and declares as follows:

### 1. Detailed Project Description/History.

The subject site is located along the northern portion of Marine Corps Base Camp Pendleton (San Diego County), directly north of San Onofre Creek, east of Interstate 5 and west of Old Highway 101 (Exhibit 1 and 2). The subject site is located partially within the Caltrans right-of-way, and extends onto the adjacent Marine Base that surrounds the proposed project. The subject site consists of a failed slope and culvert originally installed to divert runoff from the adjacent highways into San Onofre Creek. The applicant proposes to remove debris from the failed slope and culvert, install a concrete down drain, and then to restore the failed slope. Additionally the applicant proposes to construct a detention basin at the top of the slope to trap sediment, and a rip rap flow dissipater at the terminus of the drain to slow runoff velocities before they enter San Onofre Creek (Exhibit 3).

The proposed project would permanently impact 0.011 acres of southern willow scrub, and 0.180 acres of coastal sage scrub. The applicant proposes to mitigate permanent impacts to riparian habitat at a ratio of 3:1 resulting in a total of 0.033 acres of riparian restoration. Permanent impacts to coastal sage scrub habitat are proposed to be mitigated at a ratio of 2:1 resulting in a total of 0.36 acres of restored coastal sage scrub. The subject site is surrounded by U.S. Marine Corps Base Camp Pendleton, which does not allow other agencies to perform mitigation within the base boundaries. The applicant therefore proposes to provide for the required mitigation at a site located outside of the Marine Base and outside of the Coastal Zone.

Construction activities would temporarily impact another 0.004 acres of freshwater marsh, 0.016 acres of southern willow scrub, and 0.110 acres of coastal sage scrub. The applicant proposes to mitigate for temporary impacts by revegetating the impacted areas following the completion of construction. Revegetation activities would occur between October and January to take advantage of seasonal rainfall.

The subject site is located in an unincorporated area of the County of San Diego, adjacent to the Camp Pendleton United States Marine Corps Base. Because there is no certified LCP for this area, the standard of review for this development is Chapter 3 policies of the Coastal Act.

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#### 2. Biological Resources/Water Quality.

The following Coastal Act policies related to biological resources and water quality are most applicable to the proposed development, and state, in part:

#### Section 30230

Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

#### 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.

#### Section 30233

(a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:

... (7) Nature study, aquaculture, or similar resource dependent activities.

(c) In addition to the other provisions of this section, diking, filling, or dredging in existing estuaries and wetlands shall maintain or enhance the functional capacity of the wetland or estuary. Any alteration of coastal wetlands identified by the Department of Fish and Game, including, but not limited to, the 19 coastal wetlands identified in its report entitled, "Acquisition Priorities for the Coastal Wetlands of California", shall be limited to very minor incidental public facilities, restorative measures, nature study, commercial fishing facilities in Bodega Bay, and development in already developed parts of south San Diego Bay, if otherwise in accordance with this division. ...

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#### 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.

The proposed project would repair a failed slope and culvert that was initially installed to direct runoff flows away from the adjacent Interstate 5 and Old Highway 101. The slope has since failed and at the request of California State Parks, Caltrans now proposes to repair the runoff capturing structure and reconstruct the slope. Under existing conditions runoff from the adjacent roadways flows directly and untreated into San Onofre Creek resulting in increased erosion and potential for pollutants to enter into the watershed. The proposed replacement includes a sediment basin, down-drain and rip rap flow dissipater designed to improve water quality conditions before runoff reaches nearby San Onofre Creek.

As cited above, under the Coastal Act, fill of wetlands is severely constrained. Coastal Act Section 30233(a) sets forth a three-part test for all projects involving the fill and dredging of coastal waters and wetlands. These are:

1) That the project is limited to one of the eight stated allowable uses;

2) That the project has no feasible less environmentally damaging alternative; and,

3) That adequate mitigation measures have been provided to minimize adverse environmental effects.

In this particular case, the proposed development, with the special conditions attached hereto, meets the above requirements. The sole purpose of the project is to maintain and repair existing highway drainage improvements and thus improve water quality. These activities qualify as serving incidental public service purposes, as they will repair existing infrastructure, but not increase capacity. Incidental public service projects are allowed in wetlands under Section 30233(a)(7). As will be discussed below, there is no way to facilitate the necessary repairs without impacting some existing wetland habitat, although the project has been designed to avoid all areas of wetland to the greatest degree possible.

The scale of the proposed project is relatively small, however the slope repair and drain installation would result in some temporary and permanent impacts to surrounding coastal sage scrub and riparian habitats. The coastal sage scrub habitat present on site is disturbed and isolated by the two surrounding transportation corridors and therefore is not designated as ESHA. The applicant proposes to revegetate areas temporarily impacted by the slope repair onsite; however permanent impacts resulting from the proposed

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project would need to be mitigated off-site due to the inability to mitigate the impacts on the surrounding Marine Base property.

The applicant (Caltrans) faced a similar complication regarding the need to locate proposed mitigation off-site associated with Coastal Development Permit #6-02-149 which involved a bridge repair project over San Mateo Creek, also located within the Coastal Zone of Marine Corps Base Camp Pendleton. The Commission approved 6-02-149 in December 2002, and agreed to allow for off-site mitigation to takes place for permanent impacts associated with the project, agreeing that required mitigation acreages could be restored at the Marron Mitigation Site located along the San Luis Rey River, just below the southern Camp Pendleton border (Exhibit 4). The Marron Mitigation Site is located outside of the Coastal Zone, however, findings for 6-02-149 indicated that since the applicant was not granted authorization to perform mitigation on-site, and given the fact that the Marron Mitigation Site was located along a watershed that drains into the Coastal Zone and was situated close to the south of the subject site, that in this instance performing mitigation at this off-site location would be acceptable. Commission staff reviewed the habitat mitigation and monitoring report for the Marron Mitigation Site and accepted it as a part of condition compliance for 6-02-149 in December 2008 (Exhibit 4).

The Marron Mitigation Site was designed and secured to ensure that the created habitat on-site be maintained in perpetuity. Excess created acreages located within the Marron Mitigation Site were banked by the applicant for future small scale Caltrans projects located within Marine Corps Base Camp Pendleton where on-site mitigation would not be authorized, such as is the case with the proposed San Onofre Creek drainage project. The applicant has submitted an accounting table for remaining created acreages located within the Marron Mitigation Site (Exhibit 5), and has proposed that required mitigation for permanent impacts to both riparian and coastal sage scrub habitats be deducted from the remaining acreage credits at the mitigation site.

The proposed project would result in permanent impacts to 0.011 acres of riparian habitat which at a 3:1 mitigation ration would requires 0.033 acres of riparian mitigation. Additionally the proposed project would permanently impact 0.18 acres of disturbed coastal sage scrub which at a 2:1 ratio would result in the need for 0.36 acres of coastal sage scrub mitigation. The accounting table submitted by the applicant for the Marron Mitigation Site identifies these mitigation acreages as being allocated for mitigation as a part of the San Onofre Creek Culvert/Slope Repair Project (Exhibit 5). The Commission staff biologist has reviewed the applicant's proposed mitigation plans, and agrees in this particular case that proposed on-site and off-site mitigation is acceptable. Due to the exceptionally small size of the permanent project related impacts, the inability of the applicant to mitigate directly on-site, and in accordance with Commission actions on similar projects located within the Marine Base, only in this specific instance is the proposed off-site mitigation acceptable.

The proposed project design is the least damaging alternative available to the applicant for the proposed drainage and slope repairs, and would avoid and minimize potential impacts to the greatest extent possible. In order to ensure that installation of the proposed project would not negatively impact the adjacent watershed **Special Condition #1** 

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requires adherence to Best Management Practices for construction activities. Additionally, **Special Condition #2** restricts the timing of construction so that would it only occur outside of the nesting season for coastal California gnatcatcher, southwestern willow flycatcher and least Bell's vireo. **Special Condition #4** states that any changes to the submitted final plans be reviewed by the Executive Director to determine if an amendment would be required.

The U.S. Fish and Wildlife Service concurred with a submitted Biological Assessment (BA) by the applicant for a Section 7 consultation for the coastal California gnatcatcher and the tidewater goby provided that the described conservation measures presented within the BA are incorporated as a part of the proposed project. **Special Condition #3** also reaffirms that the landscaping measures included within the BA must be adhered to in order to minimize potential impacts. The California Department of Fish and Game has determined that the applicant would not need a Streambed Alteration Agreement for the proposed project. Any other required discretionary permits (Regional Water Quality Control Board, U.S. Army Corps of Engineers) are to be submitted to the Commission for review as described in **Special Condition #5**.

The Commission finds that only as conditioned as described above, can the proposed development be found consistent with Sections 30230, 30231, 30232, 30233 and 30240 of the Coastal Act which require biological resources and water quality be protected, and where possible, enhanced.

### 3. Local Coastal Program

The County of San Diego does not have a certified LCP at this time. Thus, the Coastal Commission retains permit jurisdiction in this area, 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 local government to prepare a Local Coastal Program that is in conformity with the provisions of Chapter 3.

#### 4. Consistency with the California Environmental Quality Act (CEQA).

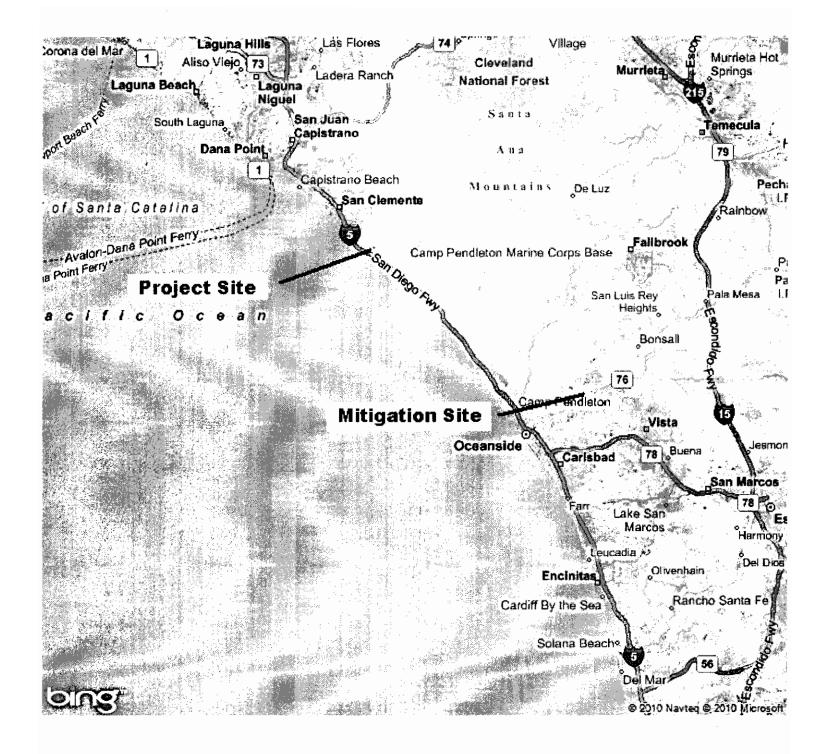
Section 13096 of the Commission's Code of Regulations requires Commission approval of Coastal Development Permits, or permit amendments, to be supported by a finding showing the permit or amendment, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality 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.

The proposed project has been conditioned in order to be found consistent with the Chapter 3 policies of the Coastal Act. As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the

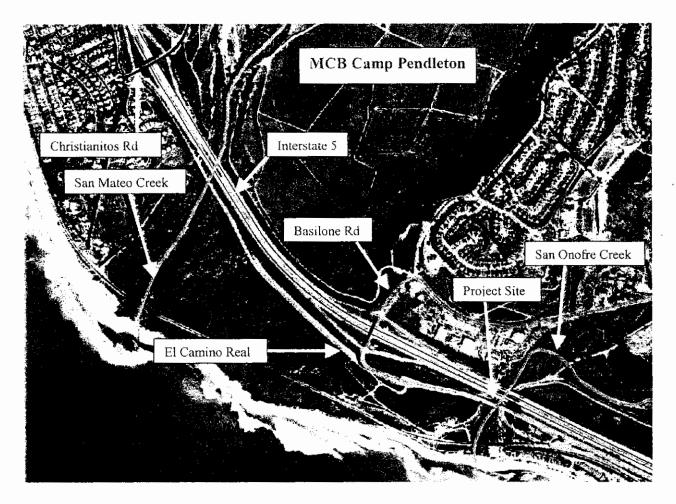
Commission finds that the proposed project is the least environmentally-damaging feasible alternative and is consistent with the requirements of the Coastal Act to conform to CEQA.

## **STANDARD CONDITIONS:**

- 1. <u>Notice of Receipt and Acknowledgment</u>. 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. <u>Expiration</u>. 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. <u>Interpretation</u>. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 4. <u>Assignment</u>. 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. <u>Terms and Conditions Run with the Land</u>. 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.





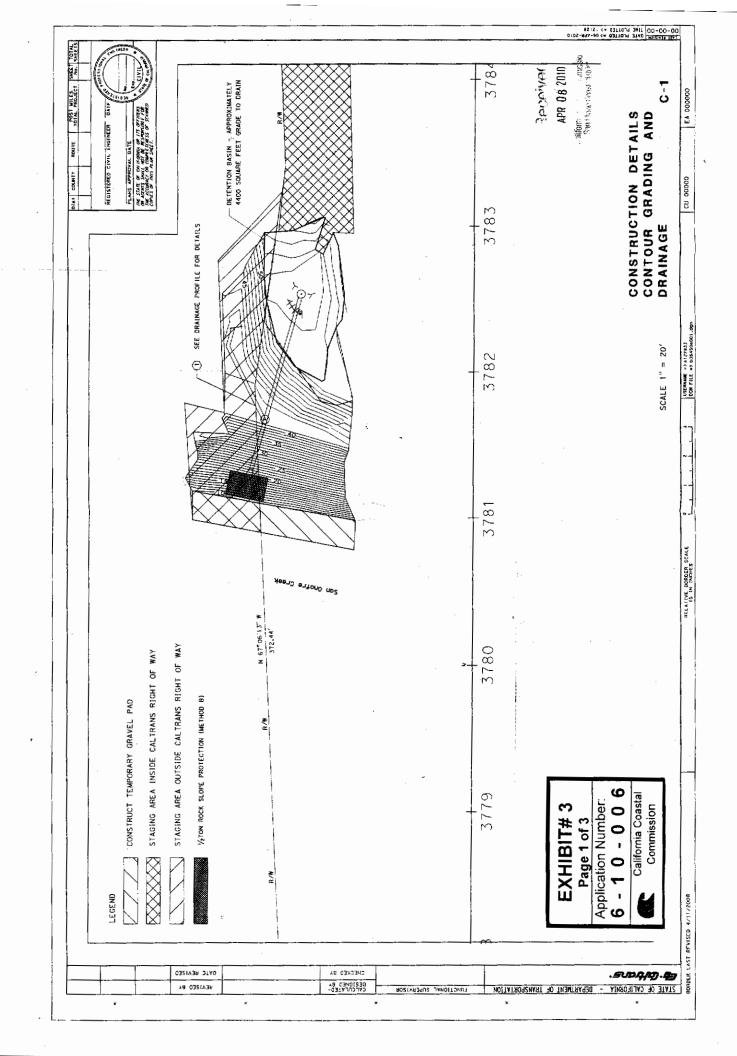


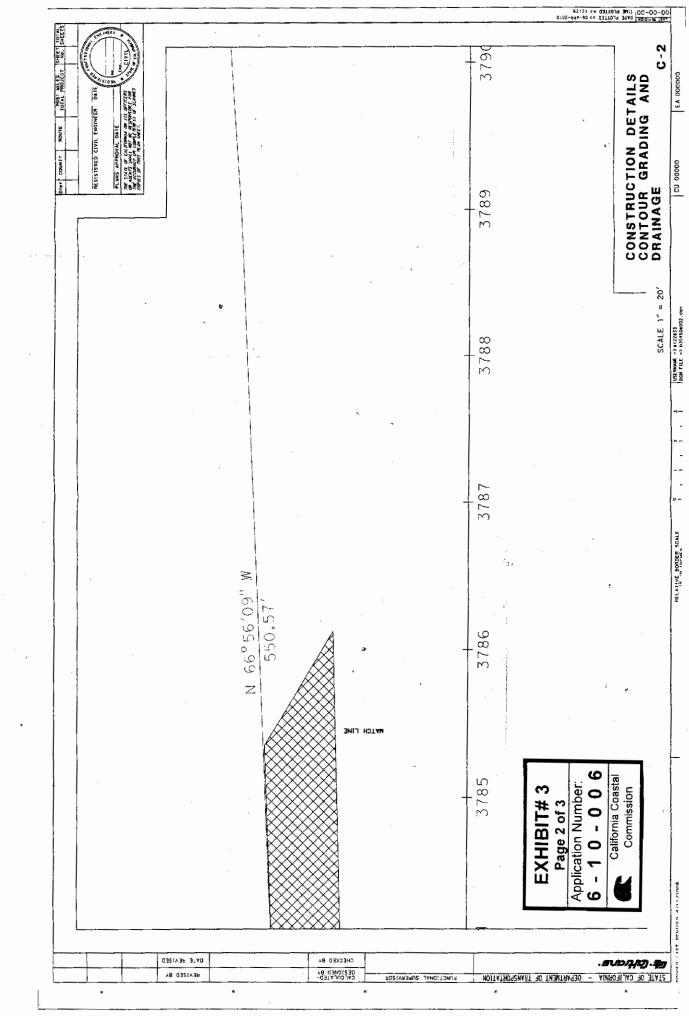
California Department of Transportation

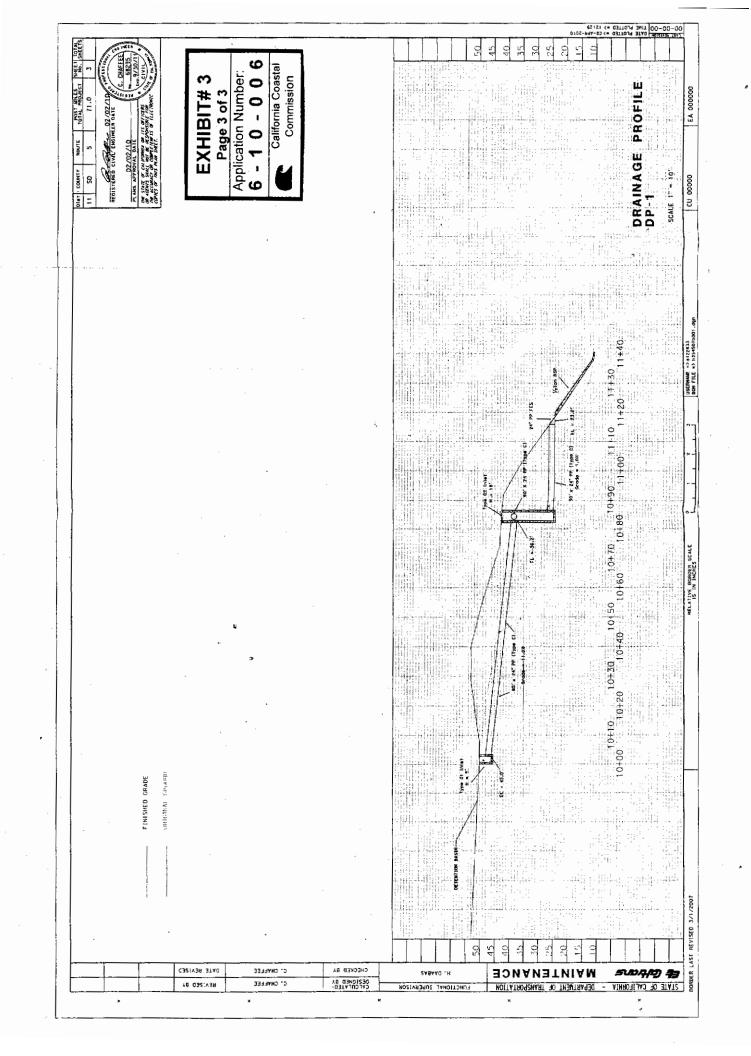
San Onofre Culvert/Slope Repair Project EA 354501, 11-SD-5, Post Mile 71.0 Lat 33°22'59.229"/Long 117°34'40.177"

PROJECT LOCATION MAP





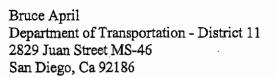




#### STATE OF CALIFORNIA - THE RESOURCES AGENCY

ARNOLD SCHWARZENEGGER, Gow

CALIFORNIA COASTAL COMMISSION SAN DIEGO AREA 7575 METROPOLITAN DRIVE, SUITE 103 SAN DIEGO, CA 92108-4421 (619) 767-2370



#### NOTICE OF ACCEPTANCE

Date: December 1, 2008

Applicant: California Department of Transportation

Document or Plans: Wetland Mitigation for San Mateo Bridge Repairs

Submitted in compliance with Special Condition(s) No(s).: 1\_\_\_\_\_\_ of Coastal Development Permit No. <u>6-01-149</u>\_\_\_\_\_

Remaining Special Condition(s): <u>None. All special conditions have now been satisfied</u> for Costal Development Permit # 6-01-149.

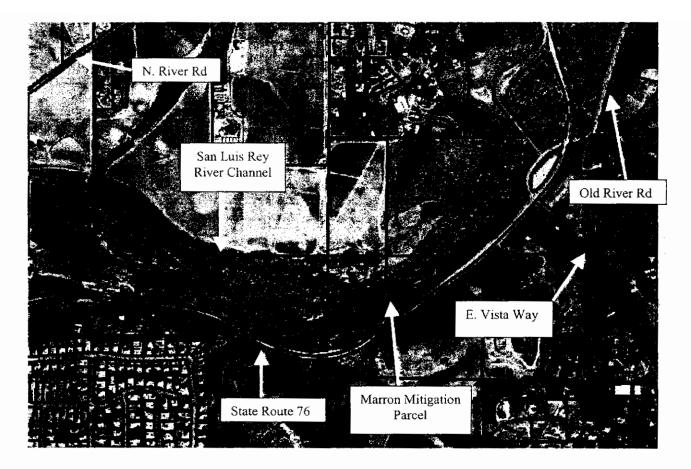
Material submitted in compliance with said Special Condition(s) of your development permit has been reviewed by the District Director and found to fulfill the requirements of said condition(s). Your submitted material and a copy of this letter have been made a part of the permanent file.

Sincerely,

Deborah Lee District Manager

Signature on file VAL





California Department of Transportation Marron Mitigation Site 01/13/2010

Located north of State Route 76, approximately 9 miles east of Interstate 5 and 0.5 mile west of East Vista Way in Bonsall community of unincorporated San Diego County.

117°14'31.268" W/33°15'18.446" N (center)



FEB 02 2010

6-10-006

	MARRON MITIGATION SITE	SITE	
Bank Location, Type of Resources, & Any Restrictions	<u>Credits Debited (date)</u>	Project (Purchaser)	<b>Credits Available</b>
Southern Willow Scrub/Freshwater Marsh (CREATION)	1.910 (8/2/04) 0.05 ac (2/2/09) 0.08 ac (2/2/09) 0.044 ac (6/09) 0.51ac(4/10) <b>0.033 (7/9/10)</b>	San Mateo Monserate (EA 272201) Flowerwood (272301) Via Monserate (304201) Pala (273401) San Onofre Culverts (EA354501	2.8 acres 0.89 0.84 0.76 0.716 0.206 0.206
<u>Bank Location, Type of Resources,</u> & Any Restrictions	<u>Credits Debited (date)</u>	Project (Purchaser)	<u>Credits Available</u>
Southern Willow Scrub/Freshwater Marsh (ENHANCEMENT)	0.034 @ 2:1 ratio (8/2/04) 0.10 (7/16/08) 0.58 ac(4/10)	SR-76/Olive Hill Culverts (EA 270800) Pala (273401)	1.8 acres 1.766 1.666 1.086
<u>Bank Location, Type of Resources,</u> & Any Restrictions	Credits Debited (date)	Project (Purchaser)	<u>Credits Available</u>
Coastal Sage Scrub	0.040 (8/2/04) 1.380 (8/2/04) 0.06 0.08 (7/16/08) 0.36(1/27/10)	San Mateo SR-76/Olive Hill I-5 Drainage (EA27910k) Culverts (EA 270800) San Onofre Culverts (EA354501)	o./ acres 5.66 4.28 4.14 3.78
Jul 09 2010 Jul 09 2010 Santfreeto Grass Bister			7/9/2010 EXHIBIT# 6 Page 1 of 1 Application Number: 6 - 1 0 - 0 0 6 California Coastal

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