#### CALIFORNIA COASTAL COMMISSION SAN DIEGO AREA 7575 METROPOLITAN DRIVE, SUITE 103 SAN DIEGO, CA 92108-4402 (619) 767-2370



## Wed 29a

## Addendum

### September 10, 2012

То:	Commissioners and Interested Persons
From:	California Coastal Commission San Diego Staff
Subject:	Addendum to Item W29a, Coastal Commission Permit Application #6-12-003 (Carlsbad Sewer Lift Station/Bridge Replacement), for the Commission Meeting of September 12, 2012.

Staff recommends the following changes be made to the above-referenced staff report:

1. On Page 1 of the staff report, modify the "Location" section, as follows:

Immediately <u>eastwest</u> of the railroad Right-Of-Way, <u>between south of</u> Olive Avenue and <u>north of</u> Cannon Road, and adjacent to and crossing over Agua Hedionda Lagoon, Carlsbad, San Diego (APN Nos. 206-092-10, 210-010-09, 210-010-10)

2. On Page 2 of the staff report, modify the second paragraph as follows.

Special Condition Nos.1 (Revised Final Plans), 2 (As Built Plans), and 3 (Color Board) would incorporate into this project certain mitigation measures addressing impacts to public views. Special Condition Nos. 4 (Revised Revegetation / Mitigation Plan), 5 (Open Space Restriction), 6 (Sensitive Species Timing), 7 (Landscaping), 8 (Disposal/Export Material), 9 (Storage and Staging),) would incorporate mitigation measures addressing potential impacts to sensitive habitat areas or sensitive wildlife. Special Condition Nos. 8 (Disposal/Export Material), 9 (Storage and Staging), 10 (Invasive Species Survey), 11 (Spill Contingency Plan), and 12 (Best Management Practices) would incorporate mitigation measures addressing potential impacts to marine resources and water quality and Special Condition No. 13 (Future Alignment of Coastal Rail Trail) has been included to protect public access. Finally, Special Condition Nos. 14 (Project Modifications) and No. 15 (Easement Restriction<del>Deed</del> restriction) will provide adequate protection for all coastal resources equally in that Condition No. 14 will require any modifications to the proposed project be reviewed by the Coastal Commission and because the land proposed for development is owned by North County Transit District (NCTD) and NRG (the powerplant) and the City is being granted permission for development of this area through easements Special

Condition No. 15 requires that all special conditions of this permit be included as an exhibit to the easements held between the City and NCTD and NRG. will require the City to record a deed restriction including all of the above mentioned special conditions should the City ever desire to sell the property.

- 3. On Page 7 of the staff report, modify Special Condition No. 6 as follows:
  - 6. Sensitive Species/Timing. To avoid potential impacts to breeding activities of the California gnatcatcher, migratory songbirds, and other bird species associated with the adjacent sensitive open water, wetland, riparian, and coastal sage scrub habitat, construction will not be permitted between the dates of March 15th to August 31<sup>st</sup> of any year <u>unless approved in writing by the California Department of Fish and Game and/or the U.S. Fish and Wildlife Service</u>.

4. On Page 11 of the staff report, Special Condition No. 15 shall be replaced in its entirety, as follows:

15. Easement Restriction. **PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the applicant shall submit to the Executive Director for review and approval, a copy of the easements held between the City and the North County Transit District and between the City and NRG for the land proposed for the redevelopment of the City's sewer line, lift station, and bridge. The easement shall reflect the obligations imposed on the City by the special conditions of CDP #6-12-003.

## 15. Deed Restriction.

## A. PRIOR TO ANY CONVEYANCE OF THE PROPERTY THAT IS THE SUBJECT OF THIS COASTAL DEVELOPMENT PERMIT, the

landowner shall execute and record against the parcel(s) governed by this permit a deed restriction, in a form and content acceptable to the Executive Director: (1) indicating that, pursuant to this permit, the California Coastal Commission has authorized development on the subject property, subject to terms and conditions that restrict the use and enjoyment of that property; and (2) imposing the Special Conditions of this permit as covenants, conditions and restrictions on the use and enjoyment of the Property. The deed restriction shall include a legal description of the entire parcel or parcels governed by this permit. The deed restriction shall also indicate that, in the event of an extinguishment or termination of the deed restriction for any reason, the terms and conditions of this permit shall continue to restrict the use and enjoyment of the subject property so long as either this permit or the development it authorizes—or any part, modification, or amendment thereof—remains in existence on or with respect to the subject property.

**B. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the landowner shall submit a written agreement, in a form and content

acceptable to the Executive Director, incorporating all of the above terms of this condition.

5. On Page 13 of the staff report, modify the first paragraph as follows:

The proposed improvements are necessary as a replacement for or are in addition to the existing sewer line and lift station, which are under-sized, outdated and in some areas nearing the end of their useful life. These facilities, which will either be demolished or kept if in good repair are needed to provide additional capacity, do not have sufficient capacity to convey future projected build-out wastewater flows of the urbanized service area. The proposed project is designed of a size adequate to convey the future anticipated build-out demand of the service area. The three main components of the project are discussed separately below.

6. On Page 18 of the staff report, modify the first paragraph as follows:

The City's certified HMP requires that impacts to CSS within the coastal zone be mitigated at a 2:1 ratio, including that at least 1:1 creation component. Thus, a total of 0.09-creation, and 0.09-acre substantial restoration (0.18-acres total) is required for the project to address the 0.09 acres of impacts to CSS. To mitigate for the proposed impacts, the City is proposing the creation of 0.09 acres within the project site, and 0.05-acres mitigated at the Calavera mitigation bank (0.14-acre total). This raises a couple of concerns. First, the Commission does not consider the removal of vegetation as a "temporary" impact when the rootstock is completely removed. Second, the Commission typically requires that mitigation occur onsite whenever possible. As such, Special Condition #4 requires the City to submit a revised mitigation plan. As revised, all impacts (both temporary and permanent) will be mitigated at a 2:1 ratio, with at least 1:1 creation component for a total of 0.18 acres of mitigation. Special condition #4 further requires that the modified mitigation site plan clearly show that all required mitigation be fulfilled within the proposed project boundaries. Special Condition #5 requires the City maintain all onsite mitigation as open space. Finally, because the land proposed by development is not owned by the City but instead granted through easements by the two underlying property owners (NCTD and NRG) Special Condition #15 requires the City to include all special conditions required through the subject approval be included as an exhibit to easement documents between the City and NCTD and the City and NRG to assure that the all entities are aware of the requirements of the permitrecord a deed restriction memorializing all the required special pursuant to this permit prior to conveyance of the property in the future.

7. On Page 18 of the staff report, modify the second paragraph as follows:

Additionally, the biological survey provided indicates that the California gnatcatcher, the Great Blue Heron, was observed within the project area, but not within the area of potential impacts. In addition, the Elegant and Forster's Terns were observed flying over the lagoon waters. In order to adequately protect the breeding activities of this

sensitive bird species, Special Condition #6 restricts construction will not be permitted between the dates of March 15th to August 31st <u>unless approved in writing by the</u> California Department of Fish and Game and/or the U.S. Fish and Wildlife Service.

## 8. On Page 20 of the staff report, modify Policy 21.40.135 as follows:

Within the coastal zone, existing public views and panoramas shall be maintained. Through individualized review process, sites considered for development shall be conditioned so as to not obstruct or otherwise damage the visual beauty of the coastal zone. In addition to the above, height limitation and see-through construction techniques should be employed. Shoreline development shall be built in clusters to leave open areas around them to permit more frequent views of the shoreline. Vista points shall be incorporated as a part of larger projects...

The proposed sewer lift station will be constructed within the existing hillside away from the lagoon and will not be visible from the south or east, nor will it block lagoon or ocean views. In addition, both the sewer lift station and the proposed support bridge will use colors and materials that blend with their surroundings.

9. On Page 20 of the staff report, modify the final paragraph as follows:

The sewer line lift station is primarily underground, but does contain some features above ground. To minimize and potential view impacts the City has designed the lift station to be excavated to 20' below existing grade with the north and east walls of the structure to be located below grade to the highest degree feasible. As a result, the lift station structure will be constructed mostly below ground level, with the highest elevation at 25.5 feet above finished grade (ref. Exhibit #5). Additionally, the structure will be textured and colored to blend in with the natural surroundings. As proposed, and due to the existing berm which surrounds the lift station to the east, the building will not be visible from Interstate-5. Additionally, given that the design of the building is nestled into the bluff east of the railway bridges, the structure will be also not be visible from Carlsbad Boulevard and the beach. Because the lift station will be at the same elevation as the railway and the buildings will be visible to train passengers. However, based on the environmental report the buildings will only be visible briefly (for a distance between 125-160-feet while traveling in the train). Additionally, while the building will be visible by train-goers, it does not interrupt western lagoon or ocean views from the inner basin of the lagoon or Interstate-5 as the elevation of land increases east of the lift station site preventing all coastal views....

10. On Page 23 of the staff report, modify the final paragraph, continuing on to Page 24 as follows:

The project site is located in an area surrounded by private development, roadways, a power plant, and; as such, no public access exists. However, as proposed the bridge design includes the space necessary to construct a pedestrian accessway sometime in the future. Currently the only pedestrian access across Agua Hedionda Lagoon exists

at Carlsbad Boulevard, and thus there is no connectivity to the City's Coastal Rail Trail. The Coastal Rail Trail (CRT) is a countywide project to improve access along the rail corridor countywide. An EIR document was commissioned by SANDAG in 1989 addressing the desire to construct a paved pathway within the rail right-of-way for approximately 32-miles within the county of San Diego. This document identified the alignment for the Coastal Rail Trail in Carlsbad and included the crossing at Agua Hedionda Bridge. The document cited the future construction of the sewer bridge as an ideal circumstance to construct a bridge that would provide the missing connectivity between the trail on the northern and southern sides of the lagoon. Therefore, as a component of this proposed bridge construction the City is proposing to include pedestrian and bicycle access on the new sewer bridge. That being said, the City has indicated that this section of the Coastal Rail Trail is below a lower priority than other portions of the CRT the City has already allocated funds for and in some cases have already begun construction to construct and that. However, the City has indicated that they are committed to completing this segment of the CRT. Therefore, Special Condition #13 requires that when the City begins constructing this section of the Coastal Rail Trail, it shall be designed to include the pedestrian access section of the bridge. As such, the project can be found consistent with the public access policies of the Coastal Act.

11. On Page 26 of the staff report, modify the last paragraph as follows:

Given that the proposed development involves improvements to existing sewer pipes, the question arises to whether the project is growth inducing. To be found consistent with Section 30254 of the Coastal Act, the Commission must find that the project is being proposed to serve existing development or that if it would accommodate new development, such development must be at planned and approved densities. In this case, the project involves replacement of an existing sewer pipeline and lift station for the protection of water quality and existing sewer service. While the project does include expansion of the pipe, it will only accommodate current and/or planned densities. The mitigated negative declaration associated with the proposed development concluded that the improvements to the sewer line will only facilitate the growth adopted in accordance with the City's General Plan and that no population increase will result from the implementation of the proposed project. Therefore, the proposed improvements to the sewer system should not have a significant overall inducement to growth within the coastal zone, and the development is consistent with section 30254 of the Coastal Act.

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## CALIFORNIA COASTAL COMMISSION

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



# Wed 29a

Filed:	3/23/2012
180th Day:	9/19/2012
Staff:	T. Ross-SD
Staff Report:	8/28/12
Hearing Date:	9/12/12

## **STAFF REPORT: REGULAR CALENDAR**

Application No.:	6-12-003
Applicant:	City of Carlsbad
Agent:	Paul Klukas
Location:	Immediately west of the railroad Right-Of-Way between Olive Avenue and Cannon Road, and adjacent to and crossing over Agua Hedionda Lagoon, Carlsbad, San Diego (APN Nos. 206-092- 10, 210-010-09, 210-010-10)
Project Description:	The demolition of an existing lift station, sewer line and support bridge, and construction of a new sewer trunk line (3,960-ft. long force main and 8,420-ft. long gravity sewer line), sewer lift station, and sewer line support bridge (140-ft. steel span bridge) over Agua Hedionda Lagoon.
Staff Recommendation:	Approval with Conditions

## SUMMARY OF STAFF RECOMMENDATION

The City of Carlsbad proposes to demolish and reconstruct a portion of the City's sewer line, a bridge carrying the sewer line across Agua Hedionda Lagoon, and an existing lift station. Currently, the lift station and the sewer pipeline are under-capacity and have reached their expected life. Additionally, the lift station does not incorporate current technological advances that serve to decrease the chances of a sewage spill. Finally, the existing bridge is outdated and; more importantly, is currently designed as a trestle bridge and includes wooden pilings which inhibit tidal mixing/flushing.

Major Coastal Act issues associated with this project include potential adverse impacts to water quality/marine resources, public access, public views, potential impacts to sensitive wildlife species and environmentally sensitive habitat areas (ESHA). Specifically, the design of the replacement bridge is much larger than the existing bridge, and thus may result in public view impacts. Additionally, the project is located within and adjacent to native vegetation, wetlands and open water, thus there is a potential for impacts to sensitive habitat and wildlife, as well as potential water quality concerns. To address these potential adverse impacts the Commission staff is recommending 15 special conditions.

Special Condition Nos.1 (Revised Final Plans), 2 (As Built Plans), and 3 (Color Board) would incorporate into this project certain mitigation measures addressing impacts to public views. Special Condition Nos. 4 (Revised Revegetation / Mitigation Plan), 5 (Open Space Restriction), 6 (Sensitive Species Timing), 7 (Landscaping), 8 (Disposal/Export Material), 9 (Storage and Staging),) would incorporate mitigation measures addressing potential impacts to sensitive habitat areas or sensitive wildlife. Special Condition Nos. 8 (Disposal/Export Material), 9 (Storage and Staging), 10 (Invasive Species Survey), 11 (Spill Contingency Plan), and 12 (Best Management Practices) would incorporate mitigation measures addressing potential impacts to marine resources and water quality and Special Condition No. 13 (Future Alignment of Coastal Rail Trail) has been included to protect public access. Finally, Special Condition Nos. 14 (Project Modifications) and No. 15 (Deed restriction) will provide adequate protection for all coastal resources equally in that Condition No. 14 will require any modifications to the proposed project be reviewed by the Coastal Commission and Special Condition No. 15 will require the City to record a deed restriction including all of the above mentioned special conditions should the City ever desire to sell the property.

Commission staff recommends **approval** coastal development permit application 6-12-003, as conditioned.

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## **APPENDICES**

<u>Appendix A – Substantive File Documents</u>

## EXHIBITS

Exhibit 1 – Location Map Exhibit 2 – Project Area Exhibit 3 – Schematics Exhibit 4 – Site Plan Exhibit 5 – Habitat Area Exhibit 6 – Visual Renderings Exhibit 7 – Rail and Sewer Cross Sections Exhibit 8 – Bridge Design Options Exhibit 9 – Staging Areas

## I. MOTION AND RESOLUTION

### Motion:

*I move that the Commission approve Coastal Development Permit No. 6-12-003 pursuant to staff recommendation.* 

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**:

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

This permit is granted subject to the following 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 applicant 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 of 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 applicant to bind all future owners and possessors of the subject property to the terms and conditions.

## **III. SPECIAL CONDITIONS**

The permit is subject to the following conditions:

1. **Revised Final Plans.** PRIOR TO ISSUANCE OF THIS COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, final project plans. Said plans shall be in substantial conformance with the plans submitted by Brown and Caldwell received May 23, 2012, but shall be modified as follows:

a. The bridge design shall be modified to reduce the overall height of the bridge by 2 feet and top design of the bridge shall be modified from a bow style to a standard truss bridge similar to option "B" on plans drafted by Brown and Caldwell, received by the Commission on August 22, 2012 and attached as Exhibit #8.

b. The bridge design shall incorporate only the vertical cross beams that are necessary to provide the required structural support.

c. The pedestrian railings located along the bridge shall be a post and cable, or other similar, visually open design, and no higher than 42 inches from existing grade and no less than 4 inch spacing between cables or rods, consistent with the provisions of public safety requirements, subject to the review and approval of the Executive Director. Alternative designs may be allowed if the Executive Director determines that such designs are consistent with the intent of this condition and serve to minimize adverse effects to public coastal views.

The permittee shall undertake development in accordance with the approved final plan. 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 legally required.

- 2. As Built Plans. Within 60 days of completion of the project, the applicant shall submit as-built plans for the approved bridge structure submit certification by a registered civil engineer, acceptable to the Executive Director, verifying the bridge structure has been constructed in conformance with the approved plans for the project pursuant to Special Condition #1 of this permit.
- 3. **Color Board**. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit for the review and approval in writing of the Executive Director, a color board or other indication of the exterior materials and color scheme to

be utilized in the construction of lift station, the bridge, bridge abutments, and associated retaining walls. The color of the structures permitted herein shall be restricted to earth tones including shades of green, brown, and gray, with no white or light shades and no bright tones.

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

- 4. **Revised Revegetation / Mitigation Plan**. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, a final detailed mitigation and monitoring plan for all impacts to all upland, Coastal Sage Scrub ("CSS") vegetation. Said plan shall be in substantial conformance with the plan submitted with this application, but shall be revised to include the following:
  - a. Preparation of detailed site plans identifying all impacted upland area including the .09 acres of proposed impacts, clearly delineating all areas and the exact acreage. Both temporary and permanent impacts shall be included in this calculation. In addition, a detailed site plan of the mitigation site shall also be included.
  - b. All impacts to upland habitat (temporary and permanent) shall be mitigated at not less than 2:1, with a minimum 1:1 creation component. All mitigation shall be located within the project site, and shall not be credited through the purchase of mitigation land.
  - c. The following goals, objectives, and performance standards for any required restoration shall be also be included:
    - 1. Full mitigation for all temporary and permanent impacted CSS vegetation.

2. Success criteria and final performance monitoring shall provide at least a 90% coverage of areas disturbed by construction activities within 1 year of completion of construction activities.

3. The final design and construction methods that will be used to ensure the restoration sites achieve the defined goals, objectives, and performance standards.

4. Submittal, within 30 days of initial restoration work, of post-restoration plans demonstrating that the revegetated areas have been established in accordance with the approved design and construction methods.

5. A survey taken 1 year after revegetation identifying the quantity and quality of the restored plants. If the survey demonstrates the revegetation has been unsuccessful, in part or in whole, the survey shall include a plan for remediation and further surveys / reports until the site(s) are fully restored.

6. All surveys, reports or other documentation of the post-construction impacts shall be submitted to the San Diego office of the Coastal Commission within 30 days of completion.

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

- 5. **Open Space Restriction.** No development, as defined in Section 30106 of the Coastal Act, shall occur within the area identified for habitat creation and/or restoration areas in the revised mitigation plan included as Special Condition No. 4 except for the habitat mitigation/restoration and other development necessary to implement the final mitigation plan. Said lands shall be maintained as open space in perpetuity.
- 6. Sensitive Species/Timing. To avoid potential impacts to breeding activities of the California gnatcatcher, migratory songbirds, and other bird species associated with the adjacent sensitive open water, wetland, riparian, and coastal sage scrub habitat, construction will not be permitted between the dates of March 15th to August 31<sup>st</sup> of any year.
- 7. Final Landscaping Plan. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit a final landscape plan for the review and written approval of the Executive Director. Said plan shall be in substantial conformance with the draft landscape plan submitted by Brown and Caldwell received May 23, 2012, and shall include the following:

a. A plan showing the type, size, extent and location of all landscaping on the site including any proposed irrigation system and other landscape features. Special emphasis shall be placed on the screening of the lift station and bridge abutments/retaining walls with specimen size trees (min 24-inch box) and shall include 12 trees along the northeast and southeast perimeters of the lift station and no less than 18 trees planted along the eastern/inland retaining walls located north and south of the sewer bridge.

b. All landscaping shall be drought-tolerant native and non-invasive plant species. No plant species listed as problematic and/or invasive by the California Native Plant Society, the California Invasive Plant Council, 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 'noxious weed' by the State of California or the U.S. Federal Government shall be utilized within the subject property.

c. A planting schedule that indicates that the planting plan shall be implemented within 60 days of completion of the sewer line, support bridge, and lift station facilities.

d. A written commitment by the applicant that all required plantings shall be maintained in good growing condition, and whenever necessary, shall be replaced with new plant materials to ensure continued compliance with applicable landscape screening requirements.

e. Rodenticides containing any anticoagulant compounds (including, but not limited to, Warfarin, Brodifacoum, Bromadiolone or Diphacinone) shall not be used.

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

- 8. **Disposal of Export Material/Construction Debris**. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall identify the location for the disposal of export material and construction debris. If the site is located within the coastal zone, a separate coastal development permit or permit amendment shall first be obtained from the California Coastal Commission or its successors in interest.
- 9. **Storage and Staging Areas.** The applicant shall comply with the plans for the proposed staging areas by Brown and Caldwell, received on February 28, 2012 (ref. Exhibit #9). Additionally, all staging and storage shall be maintained within the proposed staging areas located outside of sensitive habitat. If conditions require relocation of staging/storage areas, the San Diego District office of the Coastal Commission shall be contacted prior to any changes to the project in the field.
- 10. **Invasive Species.** PRIOR TO THE COMMENCEMENT OF CONSTRUCTION, the applicant shall provide evidence that sediment removal in Agua Hedionda Lagoon can occur without the risk of spreading the invasive green alga *Caulerpa taxifolia* as follows.
  - a. Not earlier than 90 days nor later than 30 days prior to commencement or recommencement of any work in the water authorized under this coastal development permit, the applicant shall undertake a survey of the project area (includes any other areas where the bottom could be disturbed by project activities) and a buffer area at least 10 meters beyond the project area to

determine the presence of the invasive alga Caulerpa taxifolia. The survey shall include a visual examination of the substrate.

- b. The survey protocol shall be prepared in consultation with the Regional Water Quality Control Board, the California Department of Fish and Game, and the National Marine Fisheries Service.
- c. Within five (5) business days of completion of the survey, the applicant shall submit the survey:
  - 1. For the review and written approval of the Executive Director; and
  - 2. To the Surveillance Subcommittee of the Southern California Caulerpa Action Team (SCCAT). The SCCAT Surveillance Subcommittee may be contacted through William Paznokas, California Department of Fish & Game (DFG) (858-467-4218) or Robert Hoffman, National Marine Fisheries Service (NMFS) (562-980-4043).
  - 3. If *Caulerpa* is found, then the NMFS and DFG contacts shall be notified within 24 hours of the discovery.
- d. If *Caulerpa* is found, the applicant shall, prior to the commencement of in water construction, provide evidence to the Executive Director for review and written approval either that the *Caulerpa* discovered within the project and/or buffer area has been eradicated or that the dredging project has been revised to avoid any contact with *Caulerpa*. No changes to the dredging project shall occur without a Coastal Commission approved amendment to this coastal development permit unless the Executive Director determines that no amendment is required.
- 11. **Spill Contingency/Accidental Discharge**. PRIOR TO THE COMMENCEMENT OF CONSTRUCTION, the applicant shall submit to the Executive Director for review and written approval, a final, site specific, Spill Contingency Plan that includes, at a minimum, the following requirements:
  - a. In the event that a spill or accidental discharge of drilling fluids occurs during drilling operations, all construction shall cease and shall not recommence except as provided below.
  - b. Following discovery of the spill or accidental discharge of drilling fluids, the applicant shall immediately implement the above stated Spill Contingency Plan. No work shall continue until all spilled fluids have been contained and/or removed and measures taken to prevent a recurrence consistent with the approved contingency plan. If the spill or accidental discharge results in a change to the approved project description or to the scope of the impacts to resources, the permittee shall submit to the Executive Director a revised project and restoration plan prepared by qualified professional(s) that provides for: (1) necessary revisions to the proposed project to avoid further spill or accidental

discharge of fluids; and (2) restoration of the area(s) affected by the spill or accidental discharge to pre-project conditions. The revised project and restoration plan shall be consistent with any applicable requirements of the US Fish and Wildlife Services (USFWS), California Department of Fish and Game (DFG) and/or San Diego Regional Water Quality Control Board (SDRWQCB). The revised project and restoration plan shall be processed as an amendment to the coastal development permit. The test borings may not recommence until after an amendment to this permit is approved by the Commission, unless the Executive Director determines that no amendment is legally required.

- 12. **Construction Best Management Practices**. PRIOR TO COMMENCEMENT OF CONSTRUCTION, the applicant shall submit to the Executive Director for review and written approval, a final Storm Water Pollution Prevention Plan (SWPPP) that has been approved by the San Diego Regional Water Quality Control Board. The SWPPP shall be in substantial conformance with the Storm Water Pollution Prevention Requirements submitted by the City of Carlsbad and dated June 2007. In addition, the SWPPP shall comply with the following construction-related requirements:
  - 1. No construction materials, debris, or waste shall be placed or stored where it may be subject to wave, wind, rain, or tidal erosion and dispersion;
  - 2. Any and all debris resulting from construction activities shall be removed from the project site within 24 hours of completion of the project;
  - 3. Construction debris and sediment shall be removed from construction areas each day that construction occurs to prevent the accumulation of sediment and other debris which may be discharged into coastal waters;
  - 4. Adequate disposal facilities for waste materials produced during construction shall be provided;
  - 5. All construction materials, excluding lumber, shall be covered and enclosed on all sides, and as far away from a storm drain inlet and receiving waters as possible;
  - 6. Measures shall address the proper handling, storage, and application of petroleum products and other construction materials. These shall include a designated fueling and vehicle maintenance area with appropriate berms and protection to prevent any spillage of gasoline or related petroleum products or contact with runoff, which shall be located as far away from the receiving waters and storm drain inlets as possible;
  - 7. Spill prevention and control measures shall be developed and implemented;

- 8. Equipment and machinery shall be maintained, refueled and washed in confined areas specifically designed to control runoff. Thinners or solvents shall not be discharged into sanitary or storm sewer systems;
- 9. Equipment and machinery that is not in use shall be stored off the beach;
- 10. Machinery or construction materials not essential for project improvements shall not be allowed at any time in the intertidal zone; and
- 11. All dewatering activities shall comply with Regional Water Quality Control Board requirements.
- 13. **Future Alignment of Coastal Rail Trail.** The pedestrian access section of the bridge across Agua Hedionda Lagoon shall be designed to align with the City of Carlsbad's segment of the Coastal Rail Trail.
- 14. **Project Modifications.** Only that work specifically described in this permit is authorized. Any additional work requires separate authorization from the Commission or Executive Director, if appropriate. **If, during construction, site conditions warrant changes to the project, the San Diego District office of the Coastal Commission shall be contacted immediately and before any changes are made to the project in the field.** No changes to the project shall occur without an amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

## 15. Deed Restriction.

- A. PRIOR TO ANY CONVEYANCE OF THE PROPERTY THAT IS THE SUBJECT OF THIS COASTAL DEVELOPMENT PERMIT, the landowner shall execute and record against the parcel(s) governed by this permit a deed restriction, in a form and content acceptable to the Executive Director: (1) indicating that, pursuant to this permit, the California Coastal Commission has authorized development on the subject property, subject to terms and conditions that restrict the use and enjoyment of that property; and (2) imposing the Special Conditions of this permit as covenants, conditions and restrictions on the use and enjoyment of the Property. The deed restriction shall include a legal description of the entire parcel or parcels governed by this permit. The deed restriction shall also indicate that, in the event of an extinguishment or termination of the deed restriction for any reason, the terms and conditions of this permit shall continue to restrict the use and enjoyment of the subject property so long as either this permit or the development it authorizes or any part, modification, or amendment thereof remains in existence on or with respect to the subject property.
- **B. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the landowner shall submit a written agreement, in a form and content acceptable to the Executive Director, incorporating all of the above terms of this condition.

## **IV. FINDINGS AND DECLARATIONS**

## **A. PROJECT DESCRIPTION**

The City is proposing to replace/upgrade its existing sewer line and lift station for the area immediately surrounding Agua Hedionda Lagoon. The proposed project involves the installation of a sewer trunk line (3,960-foot long force main and 8,420-foot long gravity sewer line), a sewer lift station (50 million gallons/day capacity) and a sewer support bridge (140-foot weathered steel span) for an existing sewer interceptor system that spans the cities of Vista and Carlsbad. The project site is located adjacent to the east of the railroad right-of-way and west of Interstate-5 beginning at Cannon Road and terminating at the Encinas Power Plant (ref. Exhibit No. 2). The surrounding area includes a YMCA camp facility to the north; and the power plant to the south; Agua Hedionda Lagoon outer basin and the ocean to the west; and, the middle basin of Agua Hedionda Lagoon and Inner State-5 to the east.

Heading from north to south, the existing approximate 1,400 ft. length of 42-inch diameter gravity sewer pipe will be removed and replaced with a new 54-inch gravity sewer pipe. The new sewer pipe will be placed in effectively the same location as the removed line. The line will then travel south within an existing berm that will be regraded to widen and raise the berm height with fill soil an additional 3-feet in elevation. This additional grade is necessary to provide sufficient soil clearance over the new (larger) pipe. This berm parallels the rail road tracks on their east side. The sewer main will then travel southerly and adjacent to the YMCA facility, over the new span bridge, to the new sewer lift station, ending at the Encina Power Plant Site (ref. Exhibit Nos. 2 & 3).

While the City of Carlsbad has a certified local coastal program (LCP), and certified land use plan (LUP) for Agua Hedionda Lagoon, the City does not yet have any certified implementing ordinances, for this area, so it a deferred certification area, and thus, the Commission has permitting authority. This is a portion of the larger-scale sewer replacement project with a portion of the project within the City's jurisdiction.

The total project extends a distance of approximately 12,380 linear feet (2.35 miles) in a north-south direction located in coastal Carlsbad from Agua Hedionda Lagoon to the Encina Water Pollution Control Facility (ref. Exhibit Nos. 2 & 3). Specifically, of the 2.35 mile long total project distance, 1.28 miles is within the City of Carlsbad's LCP jurisdiction, and a 1.07 miles is located within an area of deferred certification and therefore within the Coastal Commission's jurisdiction and the subject of this review. The portion of the project located in the Commission's jurisdiction includes all proposed work north of Cannon Road to the northern end of the project, including the sewer lift station. The portion within the City's jurisdiction was approved by the City of Carlsbad on February 2, 2011. Because that portion of the project is located within the Coastal Commission's appeal jurisdiction, the City approved the project and then sent the notice to the Commission on February 15, 2011; no appeals were filed (ref. 6-CII-11-019). As

such, the subject development permit only addresses the areas within the Commission's jurisdiction.

The proposed improvements are necessary as a replacement for or are in addition to the existing sewer line and lift station, which are under-sized, outdated and in some areas nearing the end of their useful life. These facilities, which will either be demolished or kept if in good repair are needed to provide additional capacity, do not have sufficient capacity to convey future projected build-out wastewater flows of the urbanized service area. The proposed project is designed of a size adequate to convey the future anticipated build-out demand of the service area. The three main components of the project are discussed separately below.

## Bridge Removal/Replacement

Currently there are four (4) bridges crossing the middle basin of Agua Hedionda Lagoon; two (2) for the railway, one (1) for the sewer pipe, and one (1) for a gas pipe. There are two additional bridges crossing Agua Hedionda Lagoon, Interstate-5 between the middle and inner lagoon basins, and Carlsbad Boulevard/Coast Highway 101 within the outer basin. As proposed, the City will construct a new 140-ft long clear span bridge and then remove the existing wooden trestle bridge that crosses Agua Hedionda Lagoon. Again, the construction of a new bridge is necessary because the existing bridge is unstable and has reached its useful life. The new bridge will be supported by abutments and retaining walls on each side of the channel. The bridge will have a horizontal clear span of 140feet, and a clear height of bridge is approximately 17' above channel water level. The bridge will span the entire width of the channel. The bridge will be approximately 25' tall at its tallest point. The bridge will partially enclose the 54' sewer line towards to bottom of the structure. The span bridge will accommodate a 12-inch recycled water line, a 4-inch potable water line, and a maintenance vehicle road. The maintenance road is located approximately 10 feet above the sewer line and will be approximately 15' in width. This vehicular maintenance road is necessary as currently the maintenance workers can only gain access to the lift station through the power plant. It takes approximately 15 additional minutes for maintenance workers to gain access this way. Additionally, because the power plant is guarded for security, gaining security clearance often further delays access. As such, if there was a sewage spill or a lift station malfunction, the time it would take for the maintenance workers to gain access could result in immense water quality impacts. Therefore, the City is proposing a new access point, so that maintenance vehicles can gain access to the sewer line and lift station more rapidly.

While not directly associated with this project, the bridge will also be constructed to facilitate the relocation of the existing 4-inch gas line in the future. The proposed span bridge has also been designed to accommodate a pedestrian trail if approved as the site for Coastal Rail Trail.

The demolition of the existing bridge will include the removal of 8 pilings 14" wide, set into concrete a deep as 20' below "mud line". Once the new bridge is complete, the sewer line will be removed from the existing bridge via crane. Then the support beams

and pilings will be removed (pulled up vertically via crane). The pipe and bridge will then be disposed of offsite. The City presumes that the lagoon bottom will then be allowed to fall in on itself. It is expected that the removal of the existing pilings will increase tidal flow into the Lagoon, potentially improving water quality and biological productivity.

## Lift Station

The existing 11,600-sq. ft., 12-ft. high lift station and concrete overflow basin will be demolished and then the area revegetated. The new lift station will be located just south and east of the existing site (ref. Exhibit Nos. 3, 5, & 8). The lift station will be comprised of three separate structures including: 1) the main lift station; 2) grinder facility (mostly underground); 3) a biofilter structure (also 90% underground). The new lift station will be 13,500-sq. ft. and a maximum of 25.5-ft high above the existing grade; however, the majority of the structure will be underground. Best Management Practices (BMPS) for area construction include vegetated or rock swale, underground "west vault" structure, infiltration basin, multiple redundant features for emergency backup.

## Sewer Trunk Line

The new sewer line will begin at Cannon Road and end at the Encinas Power plant running north to south, and parallel to the railroad tracks. The pipeline will be constructed by both open trench and tunneling. The existing 42-inch line will be partially removed and partially abandoned and replaced with a 54-inch pipe. The replacement of the line will require grading and import of 7,000 cubic yards of soil so that existing berm can be widened and heightened to accommodate the larger pip width.

## **B. PROTECTION OF ENVIRONMENTALLY SENSITIVE WILDLIFE AND HABITAT AREAS/WETLANDS.**

The project site is located in an area of the City of Carlsbad's deferred certification, and as such, the Coastal Act is the standard of review, and applicable policies are listed below. That being said, the City of Carlsbad has numerous policies within its Land Use Plan, Habitat Management Plan, Landscape Plan, and Implementation Plan that are applicable. These policies have been included and are used as guidance.

## **Coastal Act Policies**

Section 30240 of the Coastal Act states:

(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.

Section 30233 of the Coastal Act states:

(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:

(1) New or expanded port, energy, and coastal-dependent industrial facilities, including commercial fishing facilities.

(2) Maintaining existing, or restoring previously dredged, depths in existing navigational channels, turning basins, vessel berthing and mooring areas, and boat launching ramps.

(3) In open coastal waters, other than wetlands, including streams, estuaries, and lakes, new or expanded boating facilities and the placement of structural pilings for public recreational piers that provide public access and recreational opportunities.

(4) Incidental public service purposes, including but not limited to, burying cables and pipes or inspection of piers and maintenance of existing intake and outfall lines.

(5) Mineral extraction, including sand for restoring beaches, except in environmentally sensitive areas.

(6) Restoration purposes.

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

(b) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for these purposes to appropriate beaches or into suitable longshore current systems.

(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.

## **City of Carlsbad ESHA Policies.**

In 2003, the Coastal Commission approved the City of Carlsbad's Habitat Management Plan (HMP) as a component of the City's LUP; however, no Implementation Plan has been approved for the HMP, and, the project is located in an area of deferred certification; thus, it is used as a guidance document. Additionally, because the project is located in the Coastal Zone, pursuant to the HMP, the project is also required to comply with the additional conservation standards to be applied to properties in the Coastal Zone, including the following:

The City of Carlsbad's LUP Policy 7-2 states:

Pursuant to Section 30240 of the California Coastal Act, environmentally sensitive habitat areas as defined in Section 30107.5 of the Coastal Act, shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.

The City of Carlsbad's LUP Policy 7-2 states:

Coastal Sage Scrub is a resource of particular importance to the ecosystems of the Coastal Zone, due in part to the presence of the Coastal California gnatcatcher (Federal Threatened) and other species. Properties containing Coastal Sage Scrub located in the Coastal Zone shall conserve a minimum of 67% of the Coastal Sage Scrub and 75% of the gnatcatchers onsite. Conservation of gnatcatchers shall be determined in consultation with the wildlife agencies.

The City of Carlsbad's LUP Policy 7-8 states:

There shall be no net loss of Coastal Sage Scrub, Maritime Succulent Scrub, Southern Maritime Chaparral, Southern Mixed Chaparral, Native Grassland, and Oak Woodland in the Coastal Zone of Carlsbad

The City of Carlsbad's LUP Policy 7-9 states:

*Where impacts to habitats stated in 7-1 are allowed, mitigation shall be provided as follows:* 

- a. The no net loss standard shall be satisfied as stated in 7-8. Typically this will consist of creation of the habitat type being impacted (or substantial restoration where allowed) at a ratio of at least 1:1 as provided in the HMP.
- b. Onsite preservation is not eligible for mitigation credit in the coastal zone. Onsite or offsite open space preserve areas may be utilized to satisfy the required mitigation for habitat impacts associated with development if the

preserve areas are disturbed and suitable for restoration or enhancement, or they are devoid of habitat value and therefore suitable for the 1:1 mitigation component requiring creation or substantial restoration of new habitat. Substantial restoration is restoration that has the effect of qualitatively changing habitat type and may meet the creation requirement if it restored habitat type that was historically present, but has suffered habitat conversion or such extreme degradation that most of the present dominant species are not part of the original vegetation. Substantial restoration contrasts with enhancement activities, which include weeding, or planting within vegetation that retains its historical character, and restoration of disturbed areas to increase the value of existing habitat which may meet other mitigation requirements pursuant to the HMP.

c. Impacts to Coastal Sage Scrub shall be mitigated at an overall ratio of 2:1, with the creation component satisfying half the total obligation. The remainder of the mitigation obligation shall be satisfied pursuant to the provisions of the HMP.

The project site is located within areas of the City's habitat preserve area and contains sensitive habitat. The proposed project also includes construction directly in and adjacent to and above Agua Hedionda Lagoon. Based on the biological analysis provided by the applicant, the project area presently supports seven habitat types including Diegan Coastal Sage Scrub ("CSS") (unoccupied), Non-Native Grassland, Eucalyptus Woodland, Wetland/Riparian, Open Water, Disturbed Land, and Developed Land. As such, concerns for impacts to coastal resources including wetland/riparian, open water, and coastal sage have been raised. As proposed, the project will not result in impacts to any wetland, riparian, or wetland habitats.

That being said, the removal of the existing pilings would be considered dredging of coastal waters and as such and must be found consistent with 30233 of the Coastal Act. Section 30233 requires that dredging of open coastal waters shall only be permitted when there is no feasible less environmentally-damaging alternative, where feasible mitigation measures have been provided to minimize adverse environmental effects, and where such dredging is one of the permitted uses cited. In this case, the work is a permitted use under 30233 as an incidental public service project and the removal of the pilings can be considered minimal work and will not result in impacts inconsistent with 30233. Additionally, the removal of the pilings will facilitate greater tidal flushing and potentially increase lagoon health, consistent with 30230 and 30231 of the Coastal Act.

Based on review of the project, the proposed improvements will result in impacts to coastal sage scrub habitat (ref. Exhibit No. 5). It is important to note that the coastal sage scrub found in the project site is unoccupied by endangered or threatened species, isolated, and patchy, and therefore is not considered ESHA. The Commission's staff ecologist has reviewed the project and concurs that the project site does not contain ESHA, agreeing that it doesn't rise to the level of ESHA because it is unoccupied, isolated, and patchy. The City's biological analysis indicates that the construction of the lift station will result in 0.04-acres temporary and 0.05-acres permanent impacts to CSS.

The City's certified HMP requires that impacts to CSS within the coastal zone be mitigated at a 2:1 ratio, including that at least 1:1 creation component. Thus, a total of 0.09-creation, and 0.09-acre substantial restoration (0.18-acres total) is required for the project to address the 0.09 acres of impacts to CSS. To mitigate for the proposed impacts, the City is proposing the creation of 0.09 acres within the project site, and 0.05acres mitigated at the Calavera mitigation bank (0.14-acre total). This raises a couple of concerns. First, the Commission does not consider the removal of vegetation as a "temporary" impact when the rootstock is completely removed. Second, the Commission typically requires that mitigation occur onsite whenever possible. As such, Special Condition #4 requires the City to submit a revised mitigation plan. As revised, all impacts (both temporary and permanent) will be mitigated at a 2:1 ratio, with at least 1:1 creation component for a total of 0.18 acres of mitigation. Special condition #4 further requires that the modified mitigation site plan clearly show that all required mitigation be fulfilled within the proposed project boundaries. Special Condition #5 requires the City maintain all onsite mitigation as open space. Finally, Special Condition #15 requires the City to record a deed restriction memorializing all the required special conditions pursuant to this permit prior to conveyance of the property in the future.

Additionally, the biological survey provided indicates that the California gnatcatcher, the Great Blue Heron, was observed within the project area, but not within the area of potential impacts. In addition, the Elegant and Forster's Terns were observed flying over the lagoon waters. In order to adequately protect the breeding activities of this sensitive bird species, Special Condition #6 restricts construction will not be permitted between the dates of March 15th to August 31st.

The City is proposing to re-landscape all of the areas disturbed by construction activities. Again, the project site is located adjacent to lagoon waters and sensitive habitat. As such, the project raises concerns regarding the protection of these resources from being outcompeted by planting non-native and/or invasive species. As such, Special Condition #7 requires that all landscaping be drought-tolerant native and non-invasive.

Finally, while no impacts to wetlands or open water are proposed, and all impacts to upland (non-ESHA) habitat have been adequately mitigated for, there is always the possibility of unidentified/unintended impacts. As such, Special Condition #14 requires that should there be any project modifications, the Coastal Commission shall be notified before any changes are made in the filed. Should any changes be deemed necessary, Special Condition #14 further requires the City to submit these modifications as an amendment request to the subject coastal development permit.

In summary, the proposed development will not result in impacts to wetlands and will improve tidal function. While the project will result in removal upland habitat (Coastal sage scrub), this habitat is not considered ESHA and as conditioned, will be appropriately mitigated for on-site. Additionally, new landscaping in areas currently vegetated with non-native and disturbed habitat will be revegetated with native drought tolerant, native and non-invasive landscaping. Therefore, only as conditioned, are sensitive habitat and wildlife adequately protected consistent with the applicable policies of the Coastal Act.

## C. VISUAL RESOURCES

Section 30251 of the Coastal Act, a few policies of the City's Agua Hedionda Land Use Plan (LUP), and the City's Scenic Preservation Overlay Zone (IP) address protection of scenic resources within this region and the Coastal Zone and state, in part:

Section 30251 of the Coastal Act states:

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 City of Carlsbad's LUP Policy 8.1 states:

Park Avenue, Adams Avenue [Street] and Carlsbad Boulevard are designated as scenic roadways. Development adjacent to these roads shall maintain a minimum 20' landscaped buffer between the street and the parking areas. Required landscaped setbacks may include sidewalks and bikeways, but shall not include parking areas. Parking areas shall be screened from the street utilizing vegetation, tree forms, and berms, as appropriate.

The City of Carlsbad's LUP Policy 8.3 states:

Development located adjacent to scenic roadways, or located between the road and shoreline, shall be regulated as follows:

a) Where a significant elevation difference (e.g. 35 feet) exists between the shoreline and the first parallel public road, as in the case of Hedionda Point and Snug Harbor, no portion of a structure in the intervening are shall be permitted to exceed the elevation of the roadway.

[...]

- c) On all property adjoining the shoreline, permitted development shall be designed to "step down" in height, to avoid casting shadows on shoreline areas and to produce a perceived transition from open space areas to developed areas; and
- d) Any development proposed to be located on or near a significant landform (e.g., Hedionda Point) shall be designed so as to minimize disturbance of natural landforms, and shall be developed in a manner that assures its compatibility and harmony with the natural landform through use of such

architectural techniques as terraces or pole foundations and variation of roof lines to complement the topography.

The City of Carlsbad's LUP Policy 8.4 states:

All new development in the plan area shall be subject to the provisions of the Carlsbad Scenic Preservation Overlay

The City of Carlsbad's Implement Plan Policy 21.40.135 states:

Within the coastal zone, existing public views and panoramas shall be maintained. Through individualized review process, sites considered for development shall be conditioned so as to not obstruct or otherwise damage the visual beauty of the coastal zone. In addition to the above, height limitation and see-through construction techniques should be employed. Shoreline development shall be built in clusters to

The proposed sewer lift station will be constructed within the existing hillside away from the lagoon and will not be visible from the south or east, nor will it block lagoon or ocean views. In addition, both the sewer lift station and the proposed support bridge will use colors and materials that blend with their surroundings.

The proposed span bridge and lift station are located within a scenic area around Agua Hedionda Lagoon and portions of the site are visible from Carlsbad Blvd (Hwy 101), Interstate-5 and from the railway. These roadways/rail corridors provide coastal and ocean views and have been identified by the City as "scenic roadways." The remainder of the project (sewer trunk line) is located underground and will not have an adverse effect on visual resources.

The sewer line lift station is primarily underground, but does contain some features above ground. To minimize and potential view impacts the City has designed the lift station to be excavated to 20' below existing grade with the north and east walls of the structure to be located below grade to the highest degree feasible. As a result, the lift station structure will be constructed mostly below ground level, with the highest elevation at 25.5 feet above finished grade (ref. Exhibit #5). Additionally, the structure will be textured and colored to blend in with the natural surroundings. As proposed, and due to the existing berm which surrounds the lift station to the east, the building will not be visible from Interstate-5. Additionally, given that the design of the building is nestled into the bluff east of the railway bridges, the structure will be also not be visible from Carlsbad Boulevard and the beach. Because the lift station will be at the same elevation as the railway and the buildings will be visible to train passengers. However, based on the environmental report the buildings will only be visible briefly (for a distance between 125-160-feet while traveling in the train). Additionally, while the building will be visible by train-goers, it does not interrupt lagoon or ocean views as the elevation of land increases east of the site preventing all coastal views. To assure that construction is completed as proposed (and therefore protection of views assured) Special Condition #14

requires that any project modifications be reviewed and approved by the Executive Director, and Condition #2 requires the City to submit as built plans that are in conformance to the final plans approved by the Commission. Special Condition #3 requires that the proposed lift station, retaining walls, and bridge be colored and textured in order to blend in with the natural habitat. Special Condition #7 requires the City to also plant trees around the lift station to further screen the development. Thus, it can be concluded that the construction of the lift station has been designed to limit visibility to the maximum degree feasible, and will not result in impacts to coastal views, and can; therefore, be found consistent with the Coastal Act as proposed.

The second component of the project that will result in potential impacts to coastal views is the 140-foot span bridge. Currently there are four (4) bridges crossing the middle basin of Agua Hedionda Lagoon; two (2) for the railway, one (1) for the sewer pipe, and one (1) for gas pipe. There are two additional brides crossing Agua Hedionda Lagoon, one (Interstate-5) between the middle and inner lagoon basins, and one (Carlsbad Boulevard/Coast Highway 101) within the outer basin. As proposed, the City will construct a new 140-ft long clear span bridge and then remove the existing wooden trestle bridge that crosses Agua Hedionda Lagoon. Again, the construction of a new bridge is necessary because the existing bridge is unstable and has reached its useful life. The new bridge will be supported by abutments and retaining walls on each side of the channel. As proposed, the height of bridge is approximately 17' above channel water level. The new bridge will be approximately at the same elevation and height as the two existing railway bridges.

Currently, the wooden trestle bridge supporting the existing sewer line can be considered a small-scale structure (ref. Exhibit No. 7); the proposed structure will be larger and more visible and may potentially impacts coastal views. To address this concern the City and Commission staff has been working cooperatively to ensure that all the bridge design features either eliminate or limit to the maximum extent practicable all impacts to public views. Again, because of the existing railway bridges to the west, there will be no view impacts from the beach or Carlsbad Boulevard. However, the bridge will be visible from the inner basins of the lagoon, the rail right-of- way and Interstate-5. One of the concerns identified early on was the depth of the bridge design. As proposed, the sewer pipe is located well below the maintenance road/pedestrian accessway. The City indicated that the distance between the pipe and the roadway is necessary to ensure the safety of the pipe. The second concern raised by staff is the overall elevation of the bridge. Again, the City indicated that the elevation of the bridge was necessary to maintain the alignment of the sewer line between the areas north and south of the bridge crossing. City staff did however indicate that a reduction of 2-feet in overall bridge height was feasible while still maintaining the necessary sewer pipe alignment. Therefore, Special Condition #1 requires modified final plans, reducing the overall height of the bridge by the 2-feet indicated by the City as feasible.

The reduction of the bridge height will ensure that the sewer bridge is no higher than the elevation of the railway bridge to the west. Because the sewer bridge is the same elevation as the railway bridge, all existing views of the coast and ocean from Interstate-5 and the inner lagoon will be maintained.

The architectural design of the proposed bridge and pedestrian railing may also result in view impacts and general visual clutter. The plans submitted by the City include a rounded or bow style bridge design with multiple beams connecting the bottom and top of the bridge. These design features may result in additional and unnecessary impacts to coastal resources. Therefore, Special Condition #1 requires the City to design the bridge using a straight style bridge and limits the vertical beams to only those that are structurally necessary. Again, based on the plans submitted by the City, it is unclear the style of pedestrian railings that would be constructed. Ideally, the railing would be the least visibly obtrusive while still providing the necessary safety. As such, Special Condition #1 requires that the railings shall be a post and cable, or other similar, visually open design, and no higher than 42 inches thereby minimizing any visual impacts associated with the pedestrian railings.

The design of the bridge also includes retaining walls on the north and south boundary of the bridge at the abutments. These retaining walls will be up to as tall as thirty feet in height, and may also contribute to visual clutter. The reduction in the height of the bridge required by Special Condition #1 will also reduce the height of the retaining walls and therefore reduce the associated coastal view concerns. To further reduce the visual impacts associated with the retaining walls, Special Condition #3 requires that the retaining walls be colored and textured to blend in with the natural surroundings. Special Condition #7 requires the City to also plant trees on the eastern side of the bridge and along the retaining walls to further screen the development. As such, view impacts associated with the proposed retaining walls have be reduced the maximum amount practicable.

In conclusion, as the City is proposing the replacement of what can by considered a smallerscale bridge structure with a larger bridge structure in a scenic area, the project has the potential to result in impacts to coastal views. However, as conditioned, the height of the bridge and retaining walls have been reduced to the minimum necessary, the architectural design has been restricted to the least visually obtrusive options, and the color and texture will blend in with the surrounding environment. In addition, landscape screening will further reduce the visibility of the lift station structure and bridge retaining walls. As conditioned, the impacts to coastal views have been eliminated, or reduced to the maximum amount practicable and can be found consistent with the applicable policies of the Coastal Act.

## **D.** PUBLIC ACCESS

Section 30210 of the Coastal Act states:

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

Section 30211 of the Coastal Act states:

Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to,

the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

Section 30212 of the Coastal Act states:

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:

1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources,

2) adequate access exists nearby, or, ...

Pursuant to these sections of the Act, the certified Agua Hedionda Land Use Plan, which is used as guidance, contains a detailed set of public access policies and state:

The City of Carlsbad's Agua Hedionda LUP Policy 7.1 states

Bicycle routes, and accessory facilities such as bike racks, benches, trash containers and drinking fountains shall be installed at the locations indicated on Exhibit I.

The City of Carlsbad's Agua Hedionda LUP Policy 7.3 states

All pedestrian trails shall be constructed to a minimum width of 5 feet. Combination bicycle/pedestrian easements and lateral easements shall be a minimum of 25 feet in width.

The project site is located in an area surrounded by private development, roadways, a power plant, and; as such, no public access exists. However, as proposed the bridge design includes the space necessary to construct a pedestrian accessway sometime in the future. Currently the only pedestrian access across Agua Hedionda Lagoon exists at Carlsbad Boulevard, and thus there is no connectivity to the City's Coastal Rail Trail. The Coastal Rail Trail (CRT) is a countywide project to improve access along the rail corridor countywide. An EIR document was commissioned by SANDAG in 1989 addressing the desire to construct a paved pathway within the rail right-of-way for approximately 32-miles within the county of San Diego. This document identified the alignment for the Coastal Rail Trail in Carlsbad and included the crossing at Agua Hedionda Bridge. The document cited the future construction of the sewer bridge as an ideal circumstance to construct a bridge that would provide the missing connectivity between the trail on the northern and southern sides of the lagoon. Therefore, as a component of this proposed bridge construction the City is proposing to include pedestrian and bicycle access on the new sewer bridge. That being said, the City has indicated that this section of the Coastal Rail Trail is below other portions of the CRT the City has already begun to construct and that they are committed to completing this segment of the CRT. Therefore, Special Condition #13 requires that when the City begins constructing this section of the Coastal Rail Trail, it shall be designed to include

the pedestrian access section of the bridge. As such, the project can be found consistent with the public access policies of the Coastal Act.

### E. WATER QUALITY/ MARINE RESOURCES.

Section 30230 of the Coastal Act states:

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 of the Coastal Act states:

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 30232 of the Coastal Act states:

Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials. Effective containment and clean up facilities and procedures shall be provided for accidental spills that do occur.

The project can be found consistent with section 30230 of the Coastal Act because the project avoids impacts to marine resources as the proposed bridge structure will completely span the entire lagoon channel without the placement of pilings in the lagoon soft-bottom habitat. Furthermore, the project will remove the existing trestle bridge structure which supports the existing sewer pipe. The existing sewer line bridge structure contains eight (8) narrow bridge support pilings which line the lagoon channel. The support pilings are 14-inches in diameter, and set approximately 20-feet below the mud line on the bottom of the lagoon. These pilings, therefore, interfere with tidal mixing and create some measurable amount of water friction. Once removed, tidal mixing/flushing will be unimpeded.

Additionally, while not directly associated with the proposed work at this time, the City designed the bridge to accommodate the existing natural gas line. Currently the existing

gas line crosses the lagoon by its own support bridge. This bridge contains an additional four wood pilings (two on land and two in water). Therefore, when the future maintenance/removal of the existing gas bridge is necessary, the line can be relocated to the City's sewer bridge, and the bridge and pilings currently supporting the gas line can also be removed.

In addition, the project will significantly reduce the likelihood of impacts to water quality resulting from sewage spills. Currently, the sewer line and the lift station are outdated and undersized. Both of which increase the chances of an accidental sewage spill. The lift station also incorporates extensive equipment redundancy including, but not limited to, two independent pumping elements and an emergency backup power source to ensure that equipment failures will not result in sewage spills. That being said, there remain concerns regarding potential impacts to water quality and marine resources.

A current issue around the world and specifically in San Diego waterbodies is the presence of the invasive green alga, *Caulerpa taxifolia* that has been discovered within Agua Hedionda Lagoon in north San Diego County. Caulerpa is a tropical green marine alga that is popular in the aquarium trade because of its attractive appearance and hardy nature. This seaweed spreads asexually from fragments and creates a dense monoculture displacing native plant and animal species.

Because of the grave risk to native habitats, in 1999 Caulerpa was designated a prohibited species in the United States under the Federal Noxious Weed Act. AB 1334, enacted in 2001 and codified at California Fish and Game Code Section 2300, forbids possession of Caulerpa. In June 2000, Caulerpa was discovered in Aqua Hedionda Lagoon, and in August of that year an infestation was discovered in Huntington Harbor in Orange County. Genetic studies show that this is the same clone as that released in the Mediterranean. Other infestations are likely. Although a tropical species, Caulerpa has been shown to tolerate water temperatures down to at least 50° F. Although warmer southern California habitats are most vulnerable, until better information is available, it must be assumed that the whole California coast is at risk. All shallow marine habitats could be impacted.

In response to the threat that Caulerpa poses to California's marine environment, the Southern California *Caulerpa* Action Team, SCCAT, was established to respond quickly and effectively to the discovery of Caulerpa infestations in Southern California. The group consists of representatives from several state, federal, local and private entities. The goal of SCCAT is to completely eradicate all Caulerpa infestations.

In order to assure that the proposed project does not cause the dispersal of Caulerpa, and adverse impacts to the biological productivity of the Agua Hedionda Lagoon, Special Condition #10 has been attached. Special Condition #10 requires the applicant, prior to commencement of development, to survey the project area and any other areas where the bottom could be disturbed by project activities, for the presence of Caulerpa. If Caulerpa is found to be present in the project area, then prior to commencement of any construction activities, the applicant must provide evidence that the Caulerpa within the project site has been eradicated (the applicant could seek an emergency permit from the

Executive Director to authorize the eradication) or that the project has been revised to avoid any disturbance of Caulerpa. If revisions to the project are proposed to avoid contact with Caulerpa, then the applicant shall consult with the local Coastal Commission office to determine if an amendment to this permit is required.

Additional impacts include those resulting from construction activities, or from accidental spills. Again, the project site is located directly adjacent to lagoon waters and sensitive habitat. Therefore Special Condition Nos. 8, 9, 10, 11 and 12 are necessary to adequately protect the surrounding water quality. Special Condition #8 requires that all exported and disposed construction materials be identified, and if located in the coastal zone, Special Condition #8 further requires that a separate coastal development permit or permit amendment first be obtained. Special Condition #9 requires that all staging and storage areas be located out of sensitive habitat, including wetlands. Again, Special Condition #10 requires the applicant to complete *Caulerpa taxfolia* surveys pre- and post-construction. Special Condition #11 requires the City to submit a spill contingency plan for review and approval by the Executive Director and Special Condition #12 requires the City to submit a storm water management plan including all necessary construction and post-construction phase Best Management Practices (BMPs). It is only with the incorporation of the above-stated special conditions that the project can be found consistent with the Coastal Act.

## F. GROWTH INDUCEMENT

Section 30254 of the Coastal Act states, in part:

New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; provided, however, that it is the intent of the Legislature that State Highway Route 1 in rural areas of the coastal zone remain a scenic twolane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

Given that the proposed development involves improvements to existing sewer pipes, the question arises to whether the project is growth inducing. To be found consistent with Section 30254 of the Coastal Act, the Commission must find that the project is being proposed to serve existing development or that if it would accommodate new development, such development must be at planned and approved densities. In this case, the project involves replacement of an existing sewer pipeline and lift station for the protection of water quality and existing sewer service. While the project does include expansion of the pipe, it will only accommodate current and/or planned densities. Therefore, the proposed improvements to the sewer system should not have a significant

overall inducement to growth within the coastal zone, and the development is consistent with section 30254 of the Coastal Act.

## G. LOCAL COASTAL PLANNING.

Section 30604(a) also requires that a coastal development permit 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.

The Agua Hedionda Land Use Plan (LUP) has been certified by the Commission but no implementing ordinances have been submitted by the City for this plan segment. Thus, the standard of review for this application is the Chapter 3 policies of the Coastal Act. Section 30240 of the Coastal Act requires that identified ESHAs be protected from significant disruption of habitat values. The proposed development will protect existing ESHA from significant disruption, consistent with Section 30240. Further, the project as proposed will not result in impacts to sensitive shoreline avian species nor views or public access. Therefore, approval of the proposed project, as conditioned, will not prejudice the ability of the City of Carlsbad to obtain a fully-certified LCP for the Agua Hedionda Lagoon segment.

## H. CONSISTENCY WITH THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA).

Section 13096 of the Commission's Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, 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.

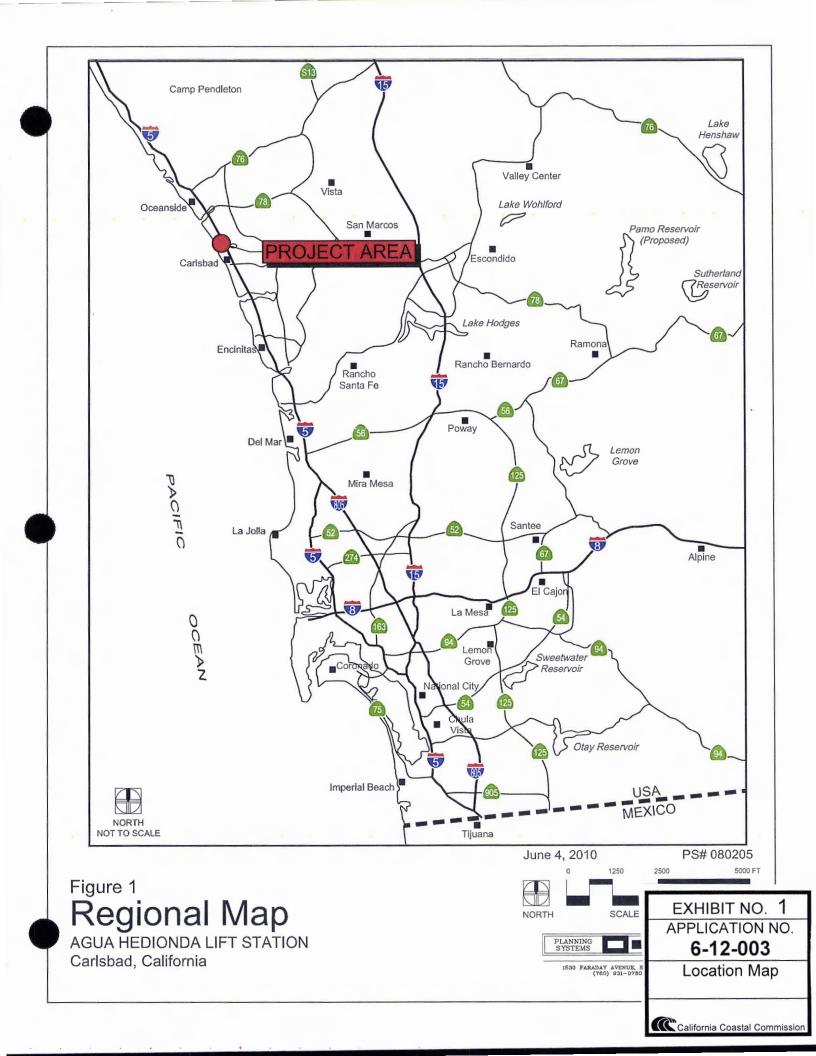
The proposed project has been conditioned in order to be found consistent with the Chapter 3 policies of the Coastal Act. Mitigation measures, including conditions addressing final plans, storm water, spill contingency, construction BMP plans, avoidance of construction during the breeding season, revised upland revegetation and mitigation plans will minimize all adverse environmental impacts. 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.

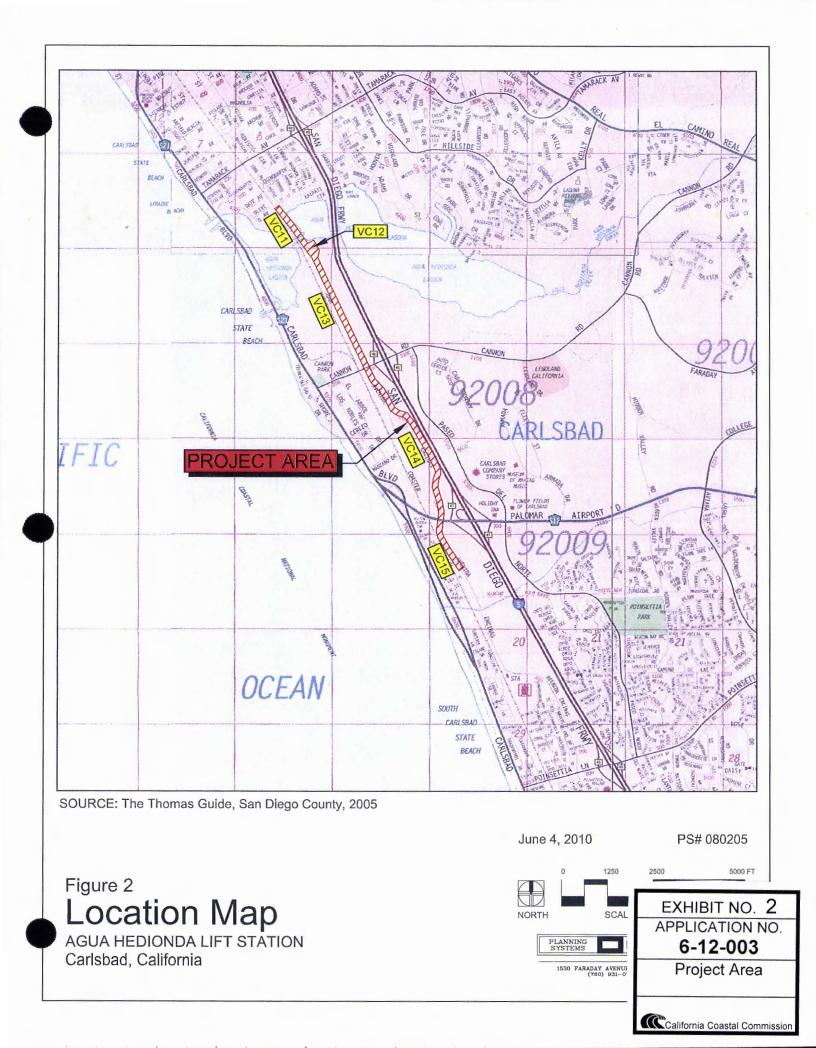
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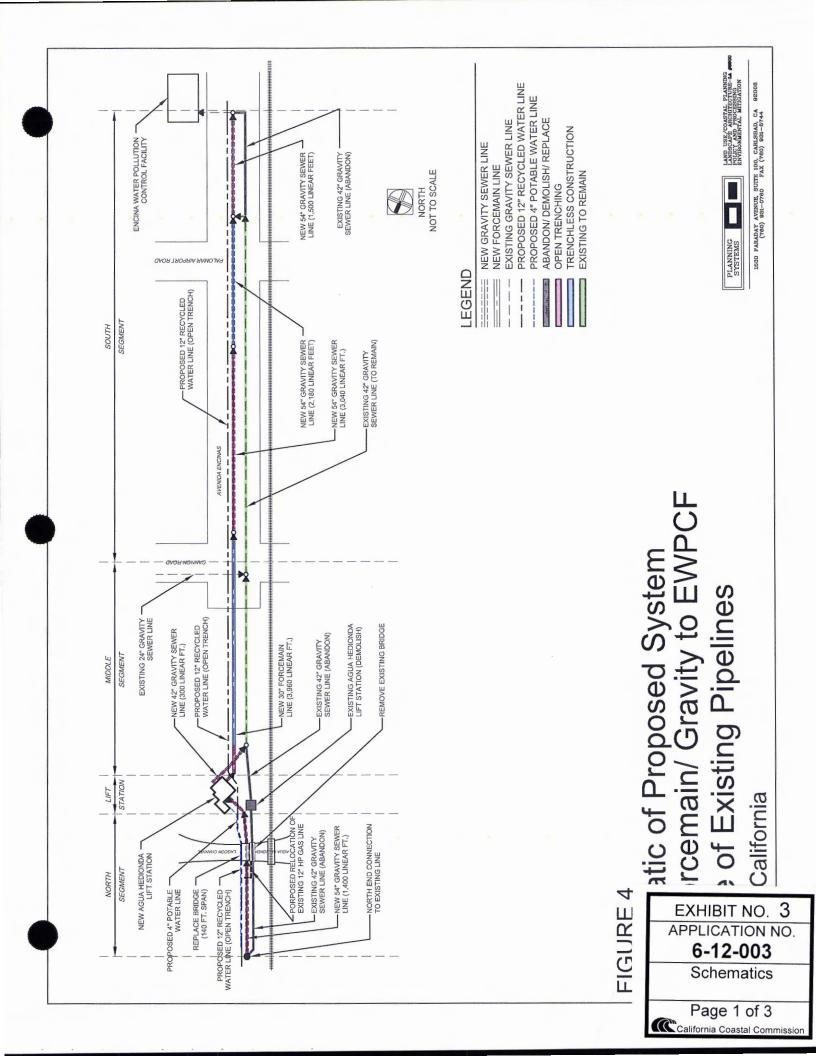
## **APPENDIX** A

## SUBSTANTIVE FILE DOCUMENTS

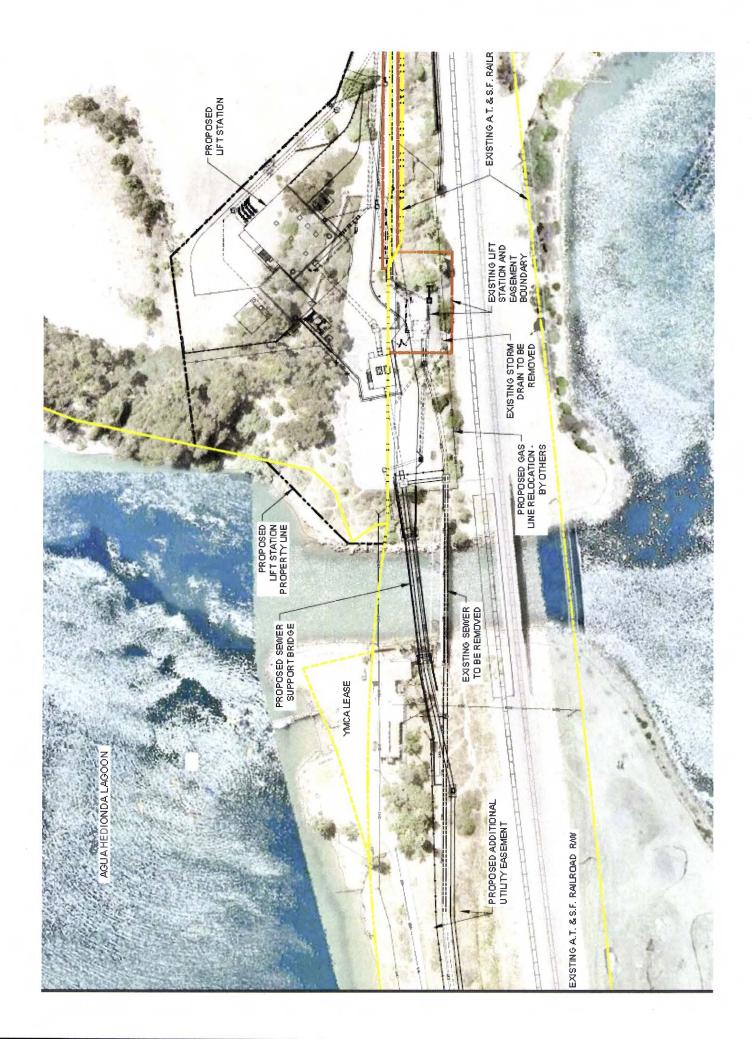
- Agua Hedionda Land Use Plan
- Coastal Rail Trail Phase 2B Oceanside Boulevard to Wisconsin Avenue Final Mitigated Negative Declaration
- Draft Environmental Initial Study and Draft Mitigated Negative Declaration Agua Hedionda Sewer Lift Station, Force Main, and Gravity Sewer Replacement document dated June 28, 2011
- City of Carlsbad Habitat Management Plan
- Commission Appealable Project 6-CII-11-019

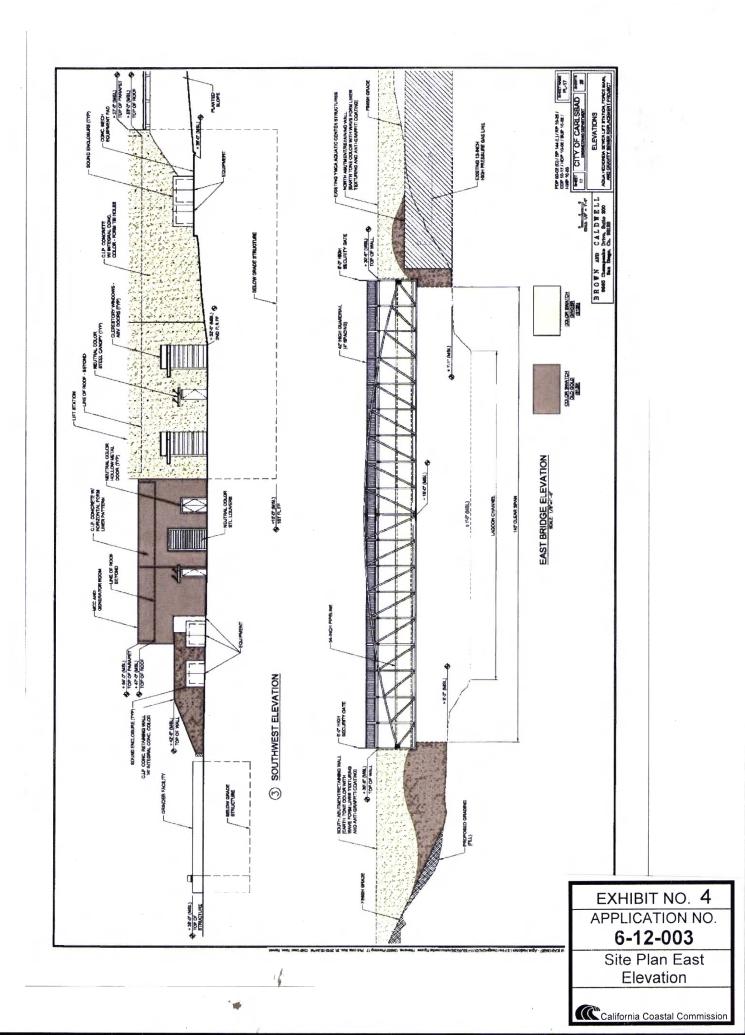












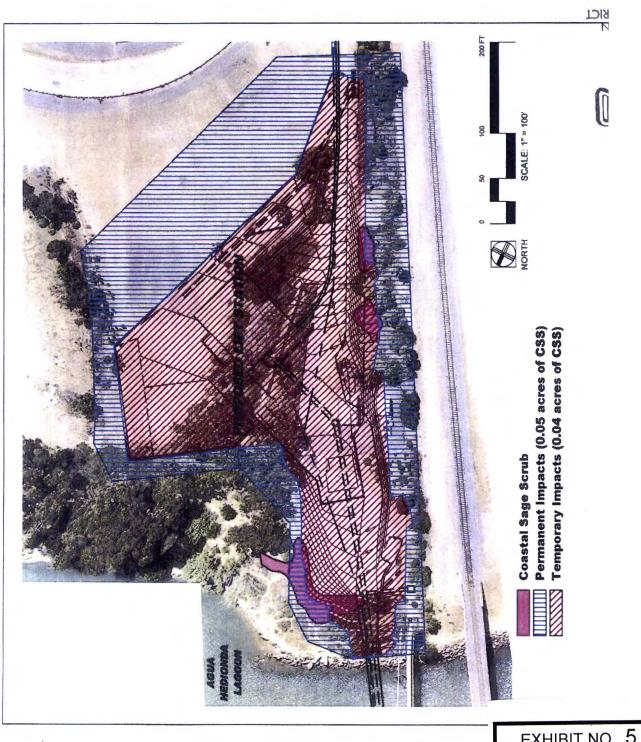


EXHIBIT NO. 5
APPLICATION NO.
6-12-003
Habitat Area
California Coastal Commission

## Receiver

San Diego Coast Distrim



