

Special Notice / Hearing: None
Vote Required: Majority

To: Honorable Board of Supervisors
From: Steve Monowitz, Community Development Director
Subject: Consideration of Local Coastal Program Map and Text Amendment to change the land use designation of the subject parcel from “Agriculture” to “Institutional” and Public Works Component policies, pursuant to Section 6550 of the County Zoning Regulations, to facilitate future construction of a replacement fire station (County Fire Station Number 59) and extension of CSA-11 boundaries to serve the fire station and Pescadero Middle/High School located at 350-360 Butano Cutoff; certification of the project’s Initial Study/Mitigated Negative Declaration; and application for Sphere of Influence amendment and annexation. The project is located in the unincorporated Pescadero area of San Mateo County.

County File Number: PLN 2021-00056 (County of San Mateo)

RECOMMENDATION:

Public Hearing for consideration of Local Coastal Program (LCP) amendments and other actions to facilitate future construction of a replacement fire station (County Fire Station Number 59) and extension of CSA-11 boundaries to serve the fire station and Pescadero Middle/High School:

- A) Open Public hearing
- B) Close Public hearing
- C) Certify the project’s Initial Study/Mitigated Negative Declaration; and
- D) Adopt a resolution directing staff to submit the Proposed Local Coastal Program (LCP) Land Use Map Amendments for California Coastal Commission review and certification; and
- E) Adopt a resolution directing staff to submit the Proposed Local Coastal Program (LCP) Land Use Plan Amendments for California Coastal Commission review and certification; and
- F) Adopt a resolution to approve an application to the Local Area Formation Commission (LAFCo) for a Sphere of Influence (SOI) Amendment and Annexation for CSA-11 pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2020.

BACKGROUND:

The County of San Mateo proposes to amend the San Mateo County Local Coastal Program (LCP) to facilitate construction of a replacement County Fire Station (Station No. 59 in Pescadero), and amendment of County Service Area 11's (CSA-11) boundaries in order to enable a water line extension to serve the replacement fire station and the existing Pescadero Middle/High School, located at 350-360 Butano Cutoff. The project is limited in scope for these critical facilities to continue to serve the surrounding south coast area and are not otherwise growth inducing.

The County seeks to relocate Station No. 59 because its current location at 1200 Pescadero Creek Road is partially within a floodplain which has resulted in annual interior flooding, mold, and plumbing backups to the barracks building, among other issues. Seasonal flooding of the adjacent Butano Creek also impacts Pescadero Creek Road by restricting and sometimes prohibiting vehicle movement on the Road. This flooding also results in isolating Station No. 59 from the town of Pescadero, with subsequent delays in responding to emergency calls that originate on the east side of Butano Creek.

Pescadero Middle/High School serves approximately 170 students in Grades 6 through 12. The school previously relied upon groundwater for its water needs. In 2017, the State Water Resources Control Board (Division of Drinking Water) cited the school's well for exceeding maximum allowed nitrate and coliform contaminant levels. The school currently relies on bottled water for human consumption needs. Past attempts to drill new wells have failed due to insufficient water quality and quantity on the property. This will be remedied by connecting the school to CSA-11. Funding for planning and construction of the CSA-11 water line extension to serve the school is supplemented by the State Water Resources Control Board Prop 1 Technical Assistance Funding Program.

Location of the replacement fire station and water line extension is a joint effort between the County, the La Honda-Pescadero Unified School District, the State Water Resources Control Board, County Fire, and the Pescadero Community through multiple community meetings and builds upon the efforts of the Pescadero Fire Station Steering Committee.

Proposed Amendments

The following LCP amendments are proposed to enable future construction of the replacement fire station and water line extension. Deleted text is shown with ~~strike through~~, added text shown in **bold**.

1. LCP PUBLIC WORKS COMPONENT (AMENDED POLICY)

2.37 Monitoring

Require the managing entity of the water system to: **1) monitor water consumption by use, groundwater level trends and sustainability, and 2) annually** revise the

estimated buildout capacity limits and the ~~reservations~~ **reservation of capacity** for the priority uses ~~annually on the basis of~~ **based on** this monitoring.

2. LCP PUBLIC WORKS COMPONENT (AMENDED POLICY)

2.39 Service Area Boundary

Limit water connections to uses within the boundary of the rural service center and to the fire protection ~~facility~~ **facilities and public schools** serving the rural service center ~~on July 28, 1993.~~

3. LCP PUBLIC WORKS COMPONENT (NEW POLICY)

2.60 Pescadero Fire Station

No provision of this Local Coastal Program shall be interpreted in such a manner as to prohibit, or effectively prohibit, the construction and use of a fire protection facility and related uses at 350-360 Butano Cutoff in the Pescadero Rural Service Center, subject to conditions of a permit under Policy 5.6(b)(6) that achieves maximum compliance with Local Coastal Plan policies.

4. LCP PUBLIC WORKS COMPONENT (AMENDED TABLE)

Table 2.16 is amended to reflect the estimated water use of the replacement fire station, the existing fire station as modified for use during emergencies, and the addition of the school.

TABLE 2.16 ESTIMATE OF WATER CONSUMPTION DEMAND AT LAND USE PLAN BUILDOUT FOR THE TOWN OF PESCADERO				
	Existing	Proposed	Total	Demand GPD⁵
Dwelling Units	125 ¹	125 ³	250	61,250-97,000
Commercial Outlets	20 ²	20 ⁴	40	9,800-15,520
Fire Station ⁶	1	1	2	4,000 334
Middle/High School⁷	0	1	1	835
TOTAL				72,050 - 113,520 72,219 - 113,689

NOTES: 1. In the special census done for Pescadero in 1977, there were 100 households and 143 dwelling units in the census area. For the purpose of projecting water connections, it is assumed that when safe water is available, approximately 25 of the abandoned dwellings will be rehabilitated or repaired. 2. Count of retail outlets. 3. All lots infilled, all residential areas fully developed at densities shown. 4. Assumes slightly higher ratio of acreage to commercial outlets than exists, since best sites are already developed. 5. Assumes average consumption per connection at 245 to 388 gpd. Basis: Per capita consumption of 70 gpd is low compared to Midcoast per capita consumption of 90 gpd; 70 gpd is considered sufficient in Pescadero providing water conservation is practiced and/or public domestic supply is supplemented by water from existing private wells for non-potable uses such as lawn watering or car washings. Household size at buildout is assumed to be 3.5 persons. (3.5) (70) = 245 gpd. It is also assumed that each commercial outlet will consume as much water as one residence, with stores and similar establishments with low water needs balancing restaurants with greater water needs. **6. County Fire Station No.59 average daily (CSA-11) potable water use is estimated at 326**

gpd for the replacement station located at 350-360 Butano Cutoff (data based on actual use for the fire station facility at 1200 Pescadero Creek Road). Total GPD demand in this Table includes the fire station at Butano Cutoff and removal of the barracks and continued emergency staffing of the apparatus bay at 1200 Pescadero Creek Road of 8 days per year at 8 gpd - 64 gallons per year). Source: Todd Groundwater, Town of Pescadero (CSA-11) Water Supply Yield and Sustainability Study, Final, March 31, 2021 7. Pescadero Middle/High School located at 350-360 Butano Cutoff anticipated average daily potable water use is 835 gpd. Source: Todd Groundwater, Town of Pescadero (CSA-11) Water Supply Yield and Sustainability Study, Final, March 31, 2021

5. LCP MAP AMENDMENTS

For consistency with land use designations for public facilities, a land use designation change is included to change the LCP Land Use Designation from “Agriculture” to “Institutional” for the portion for the subject parcel proposed for the replacement fire station. Two LCP maps are proposed for amendment: *Land Use (Pescadero)* and *Land Use (South Coast)*. The existing fire station and portion of the parcel occupied by the school are already designated Institutional on the same maps. The land use designation change is consistent with the County’s General Plan which already identifies the existing fire station and school parcel as Institutional.

Only LCP amendments are proposed at this time. For purposes of environmental review, LCP amendments are subject to Section 21080.9 of the California Public Resources Code (California Environmental Quality Act (CEQA)), which exempts a local government from the requirements of CEQA in connection with its activities and approvals necessary for the preparation and adoption of an LCP. Certification of an LCP by the Coastal Commission is subject to CEQA, and the Commission's LCP review and approval program has been found by the Resources Agency to be the functional equivalent of the environmental review required by CEQA, pursuant to CEQA Guidelines Section 21080.5. The preparation of appropriate environmental documents for the Coastal Commission in connection with the LCP review and approval program will therefore comply with CEQA.

However, *construction* of this proposed project is subject to CEQA compliance, Local Agency Formation Commission Annexation and Sphere of Influence approval, Coastal Development permitting, and the subsequent issuance of multiple building permits for construction. A draft Initial Study/Mitigated Negative Declaration has been prepared which analyses the impacts of project construction upon the environment as well as infrastructure resources. This document has been included as Attachment D of this report for review and certification by the Board of Supervisors. A Sphere of Influence amendment and annexation application to modify the boundaries of CSA-11 to annex the school site are also submitted for Board approval. This application is included as Attachment F of this report.

To facilitate the completion of this project in a timely manner, staff is recommending that the Board of Supervisors certify the draft MND and initiate the

LAFCO annexation process in conjunction with its consideration of the LCP amendments. The draft MND is included as Attachment D for the Board of Supervisors' consideration. The application for annexation is included as Attachment F for the Board's consideration. Further discussion of the CEQA document and comments received during the public comment period will be discussed later in this report.

LCP Amendment and Coastal Act/LCP Consistency

The Local Coastal Program consists of a Land Use Plan and an Implementation Program (or Plan) that carry out the policies of the Coastal Act. The Land Use Plan consists of general land use plans and objectives, maps, and policies and establishes the policy basis for regulating the type, intensity, and location of land uses within specific geographic areas of the coastal zone. The Implementation Plan consists of the ordinances (such as the Grading Ordinance), zoning regulations and maps, that carry out the Land Use Plan. Both the Land Use Plan and Implementation Plan have been certified by the California Coastal Commission as being adequate to carry out the Coastal Act at the local level. The proposed amendments are to the Land Use Plan only and must be certified by the California Coastal Commission as being consistent with the applicable policies of the California Coastal Act.

California Coastal Act Section 30254 and the Public Works Component of the County's LCP state that "new or expanded public works facilities shall be designed and limited to accommodate needs generated by permitted development or uses. Where existing public works facilities can accommodate only a limited amount of new development, services to coastal dependent land uses, and essential public services shall not be precluded by other development".

The proposed amendments are limited in scope to the changes that are needed to provide a safe and reliable water supply to the Pescadero Middle/High School, and to allow for relocation of the existing fire station to a more suitable site that will better serve the south coast. New water line connections other than the two proposed uses are prohibited.

BACKGROUND

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Location: County Fire Station No.59 located at 1200 Pescadero Creek Road; replacement County Fire Station No.59 and La Honda Pescadero Middle/High School located at 350-360 Butano Cutoff.

Public Notification: Ten (10) day advanced notification for the hearing was mailed to property owners within 500 feet of the project parcel and a notice for the hearing was posted in a newspaper (San Mateo Times and Half Moon Bay Review) of general public circulation. In addition, advance notice of the hearing was mailed to interested parties.

Existing Zoning: Planned Agricultural District/Coastal Development (existing station), Resource Management-Coastal Zone/Coastal Development (replacement station and school).

General Plan Designations: Institutional Rural (existing station), Institutional Rural (replacement station and school)

Local Coastal Plan Designations: Institutional Rural (existing station), Agriculture (replacement station), Institutional (school)

Existing Land Uses: Existing fire station (1200 Pescadero Creek Road); Middle school/High school and agricultural field (350-360 Butano Cutoff)

Water Supply: Existing fire station - CSA-11 water service. Middle/High School - Non-potable well existing on school site; school is currently served with bottled water. Domestic well drilled in 2019 did not yield the required quantity or quality to serve the school or future fire station. Extension of CSA-11 is required to serve both the Middle/High School and replacement fire station.

Sewage Disposal: Existing septic systems at both sites. The septic system for the existing fire station is partially located up hill on the adjacent County owned parcel (086-160-060). The replacement fire station will require construction of a new septic system on the school parcel.

Flood Zone: Existing fire station - Zone X (area of minimal flooding) and Zone AE (flood plain with Base Flood Elevations). Community Panel 06081C0432E; effective October 12, 2012.

Middle/High School - Zone X (area of minimal flooding), Zone X (0.2% annual change flood hazard), Zone AE (flood plain with Base Flood Elevations), Zone AE with Floodway. Community Panel 06081C0451E; effective October 12, 2012.

Environmental Evaluation: For the proposed LCP amendments, the California Coastal Commission is the final decision maker, and therefore responsible for ensuring that the requirements of CEQA are fulfilled. Section 21080.9 of the California Public Resources Code (CEQA) exempts a local government from the requirements of CEQA in connection with its activities and approvals necessary for the preparation and adoption of LCP amendments. Certification of an LCP amendment by the Coastal Commission is subject to CEQA, and the Commission's LCP review and approval program has been found by the Resources Agency to be the functional equivalent of the environmental review required by CEQA, pursuant to CEQA Guidelines Section 21080.5.

However, as discussed previously, the County intends to proceed with the LAFCO annexation process to extend the boundaries of CSA-11 concurrently with the Coastal Commission's consideration of the proposed LCP amendments. This annexation process is a "project" that is subject to CEQA. As such, LAFCO, as a responsible agency, will rely upon the County's adopted CEQA document.

The Initial Study and Mitigated Negative Declaration was issued, through the State Clearinghouse, with a public review period of June 8, 2022, to July 7, 2022. During the public review period, Staff received comments from the Department of Public Works, San Mateo County LAFCo, and the California Coastal Commission. Those comments are addressed later in this report.

Setting: The existing fire station is located at the intersection of Pescadero Creek Road and Bean Hollow Road. Much of the site is relatively flat with a steep hill located behind the facility buildings, which include an apparatus bay and barracks. The existing septic system for this site is located on the adjacent uphill County-owned property. The property is subject to annual onsite flooding and flooding of the adjacent Butano Creek and Pescadero Creek Road. The school site is developed with the Pescadero Middle/High School buildings and school related facilities, an agricultural field at the northwest portion of the property, and an open field in the area of the proposed fire station. The school is located approximately one mile from the nearest boundary of CSA-11.

Chronology:

<u>Date</u>	<u>Action</u>
1980	- The California Coastal Commission certifies the County's LCP, which was the first LCP prepared by a County that was certified by the CCC following the passage of the Coastal Act.
2013	- Measure A (extended as Measure K in 2016) funding authorized by Board of Supervisors.
2015	- Pescadero Fire Station Steering Committee formed.
2015 - 2016	- Multiple Pescadero Fire Station Steering Committee meetings to select location for replacement fire station.
February 2016	- Pescadero Community Public Workshop. 13 site options for the replacement fire station were presented. Community selected four potential locations: existing station, Public Works Corporation Yard, Bean Hollow parcel, Pescadero Middle/High School.
September 2016	- Coastal Commission submits preliminary comments on the four locations.
December 2016	- Pescadero Fire Station Steering Committee selects the school site as the preferred location for the replacement fire station.
March 2, 2021	- Request for Tribal Consultation received on behalf of the Indian Canyon Band of Costanoan Ohlone People.

- March 22, 2021 - Coastal Commission Early Consultation.
- April 5, 2021 - Tribal Consultation meeting. Consultation concluded April 27, 2021. Mitigation measure incorporated into project.
- June 8, 2022 - Initial Study/Mitigated Negative Declaration circulation. Public comment period June 8 to July 7, 2022.
- June 13, 2022 - Agricultural Advisory Committee public hearing.
- June 14, 2022 - Pescadero Municipal Advisory Council public hearing.
- June 15, 2022 - San Mateo County Farm Bureau public hearing.
- August 8, 2022 - Follow up meeting with the Agricultural Advisory Committee.
- September 12, 2022 - Follow up meeting with the Agricultural Advisory Committee.
- October 14, 2022 - Planning Commission public hearing.
- November 15, 2022 - Board of Supervisors hearing.

DISCUSSION:
STANDARDS AND PROCEDURES

The matter before the Board of Supervisors is whether to adopt a resolution amending the County's LCP Land Use Plan to include the text amendments to the Public Works Component and the amendments to the Land Use Plan Maps. If approved by the BOS, these amendments will then require certification by the CCC.

In order to certify the LCP amendments, the CCC will need to determine that the proposed amendments to the Land Use Plan are consistent with the applicable policies of the Coastal Act. In the event that the CCC determines that the proposed amendments do not meet the relevant standards, it may suggest modifications to the amendments that, if agreed to by the County, will achieve conformity and thereby enable amendment certification. The CCC's decision to certify the amendments as submitted or modified will be transmitted back to the County, and the amendment will take effect after the Board of Supervisors acknowledges the CCC's certification and acts to accept any modifications suggested by the California Coastal Commission. In order to construct any future project enabled by these amendments, hearing level Coastal Development Permits must be approved. These future permit applications will be subject to review and approval at a public hearing, based on the project's conformity to the amended policies, as well as any project specific environmental clearance that may be required under the provisions of CEQA.

A. KEY ISSUES

1. Fire Station Needs Assessment and Selection Process

In 2014, the County completed a Site Assessment Report of the existing fire station facility at 1200 Pescadero Creek Road. The three-year study investigated the overall incident response direction, hazards, and included a structural assessment of the building. The report identified an even number of calls east and west of the station, that the location of the property is within a FEMA special flood hazard area (floodplain) worsened by sea level rise, as well as being located adjacent to a mapped Tsunami Inundation area, and subject to annual flooding of Pescadero Creek Road at the Butano Creek Bridge. The structural assessment noted that although minor structural upgrades could be completed, the facility could not comply with life safety and immediate occupancy performance levels due to its location within a flood hazard zone, rendering the building inoperable during a flood event.

Subsequent to the completion of the Assessment Report, the County formed the Pescadero Fire Station Steering Committee. In collaboration with the Steering Committee, the County held multiple community workshops and meetings in an effort to identify a new suitable location to meet the needs of both County Fire and the community.

In 2015, the County considered available for-sale and publicly-held parcels within the Pescadero community for the location of a replacement fire station. Of the 13 parcels, nine parcels were under private ownership and four under public ownership. For all 13 parcels, the County considered a number of issues, including conformance with applicable Local Coastal Program policies - sensitive habitats, hazards (flood, tsunami, seismic), and prime agricultural lands, among others, as well as the minimum requirements for the station itself (septic, access, within response circle).

On February 27, 2016, the County hosted a community workshop, where each parcel's constraints and benefits were presented. The community narrowed their preferences down to: 1) rebuilding at the current fire station location, 2) constructing a new station at the corporation yard on Pescadero Creek Road, 3) constructing a new station on the parcel adjacent to the CSA-11 facility on Bean Hollow Road, or 4) constructing a new station next to the Pescadero Middle/High School. Subsequent meetings of the Steering Committee eliminated the first three sites from consideration, leaving the Middle/High School site as the preferred location.

2. Pescadero Middle/High School Water Issues

The Pescadero Middle/High School water system historically provided treated water to approximately 192 students and staff. The school's only potable water source was provided from an on-site groundwater well with

subsequent pH adjustment. This well has had four exceedances (between 2015 and 2017) of the State's nitrate and coliform maximum contaminant level (MCL) standards. A citation (Citation No. 02_17_17C_018) was issued by the State Water Resources Control Board on May 10, 2017, specifically based on a nitrate exceedance in April 2017, requiring the school to bring the water system up to regulatory drinking water standards. Since that time, in the absence of a safe drinking water source, students at the school have been supplied bottled water.

In January 2019, a test well was drilled at the Middle/High School to determine if there was sufficient groundwater to meet the combined needs of the school and the proposed fire station. Unfortunately, the quantity was insufficient to meet the combined demand, thus the need for the extension of CSA-11.

3. Public Facility Resilience

The County's recently adopted Multi-Jurisdictional Local Hazard Mitigation Plan created long- and short- term programs and policies to reduce injury and damage resulting from natural hazards. The existing Pescadero Fire Station was identified as a vulnerable facility with a short-term timeline and high social equity lens priority. Additionally, the school is an evacuation center and served residents as such during the CZU Lightning Complex Fire. These critical facilities are essential to the health and welfare of the population, serve as community lifelines, and enable continuous operation of government functions. Replacement of the fire station and connection of the school and new fire station to CSA-11 water will ensure these facilities can continue to effectively serve visitors and the Pescadero community during normal operations as well as emergencies.

4. Consistency of Land Use Plan Amendments with the California Coastal Act

As described above, any amendments to the County's LCP Land Use Plan (LUP) must be consistent with the requirements of the California Coastal Act. Specifically, pursuant to Section 30512.2 of the Public Resources Code (*California Coastal Act*), the Commission's review of an LCP amendment is limited to a determination that the amendment is or is not consistent with the coastal zone values cited in Section 30001 of the Act, as well as its conformance with the requirements of Chapter 3 (commencing with Section 30200) of the Coastal Act. In this case, the proposed changes to the County's LUP are limited to amending the service area boundaries for CSA-11 and amending certain LCP policies that will allow for the provision of potable water to the existing Middle/High School and a replacement fire station, both of which are intended to provide critical services to the public.

CA Section 30001(d) (*Legislative Findings and Declarations*) states that existing developed uses, and future developments that are carefully planned and developed consistent with the policies of this division, are essential to

the economic and social well-being of the people of this state and especially to working persons employed within the coastal zone.

The three-year study to determine incident response direction for the existing fire station, completed as part of the *Site Assessment Report: Pescadero Fire Station*, identified nearly an equal number of incident responses east and west of the existing station (454 incidents west; 452 incidents east) over a three-year period. The mission of County Fire, *to protect life, property, and natural resources of its citizens and visitors through effective emergency response, incident mitigation, preparedness, education, and prevention*, is hindered when flooding events at Butano Creek Bridge render Pescadero Creek Road unpassable. Retention of the apparatus bay at the existing fire station for emergency response west of Pescadero Marsh bridge and the eastward location of the replacement fire station ensures County Fire staff are effective and efficient in responding to medical emergencies, traffic collisions, and flooding and fires, among other incidents along Highway 1 and within the greater Pescadero community. Connection to CSA-11 for these critical facilities ensures clean drinking water for students, County Fire and school staff, and the Pescadero community both during normal operations and emergencies.

a. California Coastal Act: Public Access

Section 30210: 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.

The proposed amendments have no adverse impact on public access to the coast. The amendments will enable the provision of safe and reliable water to essential public facilities and will enhance the ability of the County to respond to emergencies that occur within the town of Pescadero and the greater south coast region.

b. California Coastal Act: Marine Environment

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

The project enabled by the proposed amendments will not directly impact coastal streams or wetlands. No riparian/wetland habitat or vegetation exists either within the proposed pipeline alignment or the proposed fire station location. No aspect of the proposed amendments will have a direct impact upon these resources. Construction-related erosion and sedimentation has the potential to occur if appropriate measures are not implemented. This construction-related aspect will be addressed during the processing of the CDP required for this project.

c. California Coastal Act: Land Resources

Section 30241: *The maximum amount of prime agricultural land shall be maintained in agricultural production to assure the protection of the areas' agricultural economy, and conflicts shall be minimized between agricultural and urban land uses through all of the following:*

- (1) *By establishing stable boundaries separating urban and rural areas, including, where necessary, clearly defined buffer areas to minimize conflicts between agricultural and urban land uses.*

As identified by the United States Department of Agriculture's Natural Resources Conservation Service and defined by LCP Policy 5.1, the replacement fire station will be located on mapped prime agricultural soils (Land Capability Classification Class 1 soils and Grade 1 Storie Index soils). Though this field has been fallow since 2013, construction of the fire station will convert prime agricultural soils. The field north of the replacement fire station is and remains under agricultural production and will be unaffected by the project including CSA-11 pipeline construction which will occur within the Cloverdale and Butano Cutoff road prism. Due to the location of the active agricultural field, there will be an approximately 50-foot buffer between the occupied fire station building and any agricultural activities, a sufficient distance to avoid any potential conflicts between the two uses.

- (2) *By permitting the conversion of agricultural land surrounded by urban uses where the conversion of the land would be consistent with Section 30250.*

The entirety of the greater Pescadero area is rural, thus the school is the nearest urban use. As applicable, CCA Section 30250 outlines new development location to be *within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it would not have significant adverse effects, either individually or cumulatively, on coastal resources.* In

considering Section 30250 and Section 30241(d), the County explored 14 publicly and privately owned parcels within the Pescadero area as potential locations for the replacement fire station. These other sites were rejected for a variety of reasons but the most important being that they were located in flood hazard areas. The proposed fire station is located immediately adjacent to an existing developed area (the Middle/High school). By utilizing the proposed site, the project concentrates the conversion of agricultural lands to this one area, reducing the impact to agricultural resources caused by leapfrog/fragmented growth.

Construction of the station will result in the conversion of approximately 1.75 acres of prime soil. Working in conjunction with the Coastal Commission, the following mitigation measure was developed to address this impact:

Prior to issuance of the building permit for construction of the fire station, the County shall submit evidence to the Coastal Commission for review and approval indicating that an agricultural easement burdening off-site agricultural property has been granted in perpetuity to the County or other qualifying entity, along with adequate funding to compensate for reasonable administrative costs incurred by the easement holder. The property provided as mitigation shall meet the following criteria:

- *The easement shall provide agricultural conservation acreage at a ratio of 2:1 for the loss of agricultural land associated with the approved project (i.e., at least 3.5 acres shall be provided to offset the 1.75 acres of the fire station site).*
- *The property shall be acquired by the County and placed under an agricultural easement; or the County shall enter into an agreement to newly encumber lands owned by another entity.*
- *The property shall be located within the Coastal Zone, within reasonable proximity to the project site.*
- *The property shall be on land of a similar quality as the project site (i.e., Prime Agricultural Lands).*

This mitigation measure will be carried forward and included as a condition of approval of the CDP for the Fire Station. The proposed extension of CSA-11's boundaries will not impact agricultural lands as all infrastructure improvements associated

with the extension will occur within existing road prisms, and the provision of water along the pipeline alignment will be limited to serving the Middle/High School and replacement fire station only.

- (3) *By assuring that public service and facility expansions and nonagricultural development do not impair agricultural viability, either through increased assessment costs or degraded air and water quality.*

Both the proposed change in land use designation and the modified/added policies have been crafted very narrowly to allow for relocation of the fire station to a more suitable location, and to provide needed water to the existing Middle/High School. Policy 2.39 has been worded to restrict new water connections resulting from the extension of CSA-11's boundaries to only the fire station and the school. No other connections are allowed. This restriction serves to reduce future development pressure on intervening agricultural lands and avoid excessive drawdown of the CSA-11 aquifer by unplanned growth.

d. California Coastal Act: Development

Section 30251: The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural landforms, to be visually compatible with the character of surrounding areas.

The project location is within a County designated scenic corridor. The new fire station will be located adjacent to the existing Middle/High school building. As proposed, the new station will be approximately 34 feet tall, but will be setback approximately 60 feet from the edge of Butano Cut-Off Road. This distance will help reduce the visual impact associated with the building's height. The building will employ earth tones and natural materials to help blend into the surrounding area as much as possible. The project site is fairly flat, and minimal grading will be required to prepare the site for construction.

Section 30253: New development shall do all of the following:

- (1) *Minimize risks to life and property in areas of high geologic, flood, and fire hazard.*

The location of the existing fire station location on Pescadero Creek Road is in a mapped flood hazard area and prone to flooding. Additionally, flooding of Butano Creek periodically inhibits travel on Pescadero Creek Road reducing the station's ability to respond to emergencies to the east. Most of the

immediate Pescadero area is also within mapped flood hazard areas. The location of the proposed station was selected, in part, because it is one of the limited number of locations in the Pescadero area that is not in a mapped flood hazard area.

Both the pipeline and the fire station sites are partially within the mapped fault hazard zone of the San Gregorio Fault, with mapped faults a short distance to the south and west of the sites. Based on the County's review of the USGS Quaternary Fault and Fold Database, the San Gregorio fault zone crosses through the proposed project alignment and exits in an Alquist-Priolo Earthquake Fault Zone. A fault evaluation study was conducted of the fire station site. That study included cutting and evaluating two long trenches on the site to determine whether the site is crossed by a fault. The study concluded that no faults cross the site. It also identified two areas on the western and eastern sides of the site where construction of habitable structures should be avoided. The permitting process that will follow the LCP Amendments will ensure that both structures (pipeline and fire station) are constructed in accordance with California Building Code requirements for building in seismic hazard zones.

Section 30254: 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. 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.

The project involves the expansion of the CSA-11 boundaries in order to provide water to the existing Middle/High school and the proposed fire station. No other water connections are proposed or will be allowed under this project. As discussed previously, both uses are essential public facilities that are necessary for the health and safety of the Pescadero community.

5. Local Coastal Program Text and Map Amendments
 - a. Amendments to LCP Policy 2.37

Local Coastal Program Policy 2.37 (*Monitoring*) requires the County's Department of Public Works, as the operator of the CSA-11 water system, to monitor water consumption within the boundaries of the

service area and adjust buildout capacities based upon that monitoring. While not stated, it is implied that the estimated capacity of the aquifer also factors into the buildout analysis. The proposed changes to this policy clarify the role of the County in monitoring the community's water supply.

Current text:

Require the managing entity of the water system to monitor water consumption by use and revise the estimated buildout capacity limits and the reservations for the priority uses annually on the basis of this monitoring.

Amended text (new text in *italics* and underlined):

Require the managing entity of the water system to: 1) monitor water consumption by use, *groundwater level trends and sustainability*, and 2) *annually* revise the estimated buildout capacity limits and the *reservation of capacity* for priority uses *based on* this monitoring.

b. Amendments to LCP Policy 2.39

Local Coastal Program Policy 2.39 (*Service Area Boundary*) limits water connections (for CSA-11) to uses within the boundaries of the Pescadero Rural Service Center and the existing fire station (which is located outside of the boundary). This policy, as currently written, would prohibit an extension to serve the replacement fire station and school which are both located outside the boundaries of the Pescadero Rural Service Center. The existing fire station is currently served by CSA-11 and water usage from that site will be transferred to the replacement fire station site. CSA-11 will continue to serve the existing fire station apparatus bay during emergencies, but usage is anticipated to be minimal. The CSA-11 connection to the school will be a new land use served by the special district.

Current text:

Limit water connections to uses within the boundary of the rural service center and to the fire protection facility serving the rural service center on July 28, 1993.

Amended text (new text in *italics* and underlined):

Limit water connections to uses within the boundary of the *Pescadero Rural Service Center* and to fire protection *facilities and public schools* serving the *Pescadero Rural Service Center*.

c. Added Policy 2.60

One additional policy is proposed to facilitate the construction of the replacement fire station on the school property.

Proposed text:

Policy 2.60 Pescadero Fire Station

No provision of this Local Coastal Program shall be interpreted in such a manner as to prohibit, or effectively prohibit, the construction and use of a fire protection facility and related uses at 350-360 Butano Cutoff in the Pescadero Rural Service Center, subject to conditions of a permit under Policy 5.6(b)(6) that achieves maximum compliance with Local Coastal Plan policies.

d. Amended Table 2.16

LCP Table 2.16 *Estimate of Water Consumption Demand at Land Use Plan Buildout for the Town of Pescadero* is proposed to be amended to include the school connection to CSA-11 and to update the estimated quantities at buildout.

Existing Table:

TABLE 2.16 ESTIMATE OF WATER CONSUMPTION DEMAND AT LAND USE PLAN BUILDOUT FOR THE TOWN OF PESCADERO				
	Existing	Proposed	Total	Demand GPD⁵
Dwelling Units	125 ¹	125 ³	250	61,250-97,000
Commercial Outlets	20 ²	20 ⁴	40	9,800-15,520
Fire Station	1	1	1	1,000
TOTAL				72,050 -113,520

NOTES: 1. In the special census done for Pescadero in 1977, there were 100 households and 143 dwelling units in the census area. For the purpose of projecting water connections, it is assumed that when safe water is available, approximately 25 of the abandoned dwellings will be rehabilitated or repaired. 2. Count of retail outlets. 3. All lots infilled, all residential areas fully developed at densities shown. 4. Assumes slightly higher ratio of acreage to commercial outlets than exists, since best sites are already developed. 5. Assumes average consumption per connection at 245 to 388 gpd. Basis: Per capita consumption of 70 gpd is low compared to Midcoast per capita consumption of 90 gpd; 70 gpd is considered sufficient in Pescadero providing water conservation is practiced and/or public domestic supply is supplemented by water from existing private wells for non-potable uses such as lawn watering or car washings. Household size at buildout is assumed to be 3.5 persons. (3.5) (70) = 245 gpd. It is also assumed that each commercial outlet will consume as much water as one residence, with stores and similar establishments with low water needs balancing restaurants with greater water needs.

Proposed Table:

TABLE 2.16 ESTIMATE OF WATER CONSUMPTION DEMAND AT LAND USE PLAN BUILDOUT FOR THE TOWN OF PESCADERO				
	Existing	Proposed	Total	Demand GPD⁵
Dwelling Units	125 ¹	125 ³	250	61,250-97,000
Commercial Outlets	20 ²	20 ⁴	40	9,800-15,520
Fire Station ⁶	1	1	2	1,000 334
Middle/High School⁷	0	1	1	835
TOTAL				72,050 - 113,520 72,219 - 113,689

NOTES: 1. In the special census done for Pescadero in 1977, there were 100 households and 143 dwelling units in the census area. For the purpose of projecting water connections, it is assumed that when safe water is available, approximately 25 of the abandoned dwellings will be rehabilitated or repaired. 2. Count of retail outlets. 3. All lots infilled, all residential areas fully developed at densities shown. 4. Assumes slightly higher ratio of acreage to commercial outlets than exists, since best sites are already developed. 5. Assumes average consumption per connection at 245 to 388 gpd. Basis: Per capita consumption of 70 gpd is low compared to Midcoast per capita consumption of 90 gpd; 70 gpd is considered sufficient in Pescadero providing water conservation is practiced and/or public domestic supply is supplemented by water from existing private wells for non-potable uses such as lawn watering or car washings. Household size at buildout is assumed to be 3.5 persons. (3.5) (70) = 245 gpd. It is also assumed that each commercial outlet will consume as much water as one residence, with stores and similar establishments with low water needs balancing restaurants with greater water needs. 6. County Fire Station No.59 average daily (CSA-11) potable water use is estimated at 326 gpd for the replacement station located at 350-360 Butano Cutoff (data based on actual use for the fire station facility at 1200 Pescadero Creek Road). Total GPD demand in this Table includes the fire station at Butano Cutoff and removal of the barracks and continued emergency staffing of the apparatus bay at 1200 Pescadero Creek Road of 8 days per year at 8 gpd - 64 gallons per year. Source: Todd Groundwater, Town of Pescadero (CSA-11) Water Supply Yield and Sustainability Study, Final, March 31, 2021 7. Pescadero Middle/High School located at 350-360 Butano Cutoff anticipated average daily potable water use is 835 gpd. Source: Todd Groundwater, Town of Pescadero (CSA-11) Water Supply Yield and Sustainability Study, Final, March 31, 2021

e. Amend LCP Land Use Maps (Pescadero) and (South Coast)

For consistency with land use designations for public facilities, a land use designation change is included to change the LCP Land Use Designation from “Agriculture” to “Institutional” for the portion for the subject parcel proposed for the replacement fire station. Two LCP maps are proposed for amendment: *Land Use (Pescadero)* and *Land Use (South Coast)*. The existing fire station and portion of the parcel occupied by the school are already designated Institutional on the same maps. The land use designation change is consistent with the County’s General Plan which already identifies the existing fire station and school parcel as Institutional.

B. ENVIRONMENTAL REVIEW

Initial Study and Mitigated Negative Declaration issued, through the State Clearinghouse, with a public review period of June 8, 2022, to July 7, 2022. During that period, Staff received comments from the Department of Public Works, San Mateo County LAFCo and the California Coastal Commission. Those comments are addressed below.

San Mateo County LAFCo

Before action can be taken by LAFCo as Responsible Agency under CEQA, an approved IS/MND that includes analysis of the potential impacts of the Project, including the extension of waterlines, the adequacy of water supply, and impacts on agricultural lands, must be certified by the County of San Mateo.

Staff response: Comment noted

A mitigation measure (Mitigation AG-1) has been included that would require the County of San Mateo to acquire property of similar quality to the project area and to dedicate an agricultural conservation easement on the purchased property of a 2 to 1 ratio for the loss of agricultural land associated with the approved project (i.e., at least 3.5 acres shall be provided to offset the 1.75 acres of the fire station site). San Mateo LAFCo requests that notice be sent to the Commission of the completion of this mitigation measure.

Staff response: Comment noted. LAFCo will be notified upon completion.

The IS/MND notes that the County will need to transmit, after approval by the County Board of Supervisors, a resolution of annexation and Sphere of Influence amendment will be submitted to LAFCo (Page 11). The LAFCo application process is initiated either by a petition of the property owners or registered voters of the proposed territory or by a resolution of application by a public agency, such as the County of San Mateo

Staff response: Comment noted. Planning staff will continue to work closely with LAFCo towards completion of the annexation application process.

Department of Public Works

Detailed engineering design drawings and specifications shall be submitted to the Department of Public Works for review and approval prior to construction of the proposed new waterline extension.

Staff response: Comment noted. Plans will be submitted to DPW at the CDP stage for this project.

It is anticipated that revenues generated by current CSA 11 rates will not be sufficient to fund the additional approximately \$10,000 annual cost (Pescadero High School Final Engineering Report, February 2021 by GHD) in required operation and maintenance by CSA 11 staff attributable to the proposed new waterline extension and the associated appurtenances. Appropriate source(s) of annual revenue that are sufficient to pay for the additional cost shall be identified and secured or approved prior to the final approval of the waterline extension.

Staff response: Comment noted. Agreements will be established between CSA-11 and the school district and County Fire to ensure that the appropriate and proportional share of annual operations and maintenance costs will be assigned to and paid by the school and fire station.

California Coastal Commission

Thank you for incorporating our feedback into the IS/MND for the Pescadero fire station and CSA-11 service extension and for shifting the facility over to accommodate a bigger buffer next to the wetland. One thing I noticed on the project plans was that it is unclear what the total buffer between the wetland and the leach field will be. The plans show two separate measurements: one of 50 feet and one 49 feet. There is also another label that shows that the leach field will be shifted up to 50 feet east, but the distance looks a lot shorter than the 50 feet and 49-foot lines (perhaps it's not drawn to scale). We recommend making the buffer as clear as possible to avoid any confusion by clearly outlining the buffer distance.

Staff response: Comment noted. The project plans for the fire station will be updated for the CDP phase of this project to denote the wetland buffer zone more clearly.

During public circulation of the Initial Study and Mitigated Negative Declaration, staff identified a conflict between two mitigation measures that would make construction of the project infeasible by severely limiting the allowable window for construction activities. Staff consulted with the environmental consultant who prepared the IS/MND and the following modification to Mitigation Measure NOI-1 was proposed by the consultant:

Existing Mitigation Measure:

Mitigation NOI-1. The following Best Management Practices shall be incorporated into the construction documents to be implemented by the Project contractor:

- Limit the major stages of fire station foundation preparation and building erection to the summer months when school is not in session.
- Limit Project construction activity to between 7 a.m. and 6 p.m. on weekdays, to between 9 a.m. and 5 p.m. on Saturdays, and prohibit it on Sundays, Thanksgiving and Christmas to comply with the San Mateo County Code.
- Provide enclosures and noise mufflers for stationary equipment, shrouding or shielding for impact tools, and barriers around particularly noisy activity areas on the site.
- Use quietest type of construction equipment whenever possible, particularly air compressors.

- Provide sound-control devices on equipment no less effective than those provided by the manufacturer.
- Locate stationary equipment, material stockpiles, and vehicle staging areas as far as practicable from sensitive receptors.
- Prohibit unnecessary idling of internal combustion engines.
- Require applicable construction-related vehicles and equipment to use designated truck routes when entering/leaving the site.
- Designate a noise disturbance coordinator at County Planning Department who shall be responsible for responding to complaints about noise during construction. The telephone number of the noise disturbance coordinator shall be conspicuously posted at the construction site. Copies of the project purpose, description and construction schedule shall also be distributed to the surrounding residences, schools, and library.

Proposed Mitigation Measure:

Mitigation NOI-1. The following Best Management Practices shall be incorporated into the construction documents to be implemented by the Project contractor:

- ~~Limit the major stages of fire station foundation preparation and building erection to the summer months when school is not in session.~~
- Limit Project construction activity to between 7 a.m. and 6 p.m. on weekdays, to between 9 a.m. and 5 p.m. on Saturdays, and prohibit it on Sundays, Thanksgiving and Christmas to comply with the San Mateo County Code.
- Provide enclosures and noise mufflers for stationary equipment, shrouding or shielding for impact tools, and barriers around particularly noisy activity areas on the site.
- Use quietest type of construction equipment whenever possible, particularly air compressors.
- Provide sound-control devices on equipment no less effective than those provided by the manufacturer.
- Locate stationary equipment, material stockpiles, and vehicle staging areas as far as practicable from sensitive receptors.
- Prohibit unnecessary idling of internal combustion engines.

- Require applicable construction-related vehicles and equipment to use designated truck routes when entering/leaving the site.
- Designate a noise disturbance coordinator at County Planning Department who shall be responsible for responding to complaints about noise during construction. The telephone number of the noise disturbance coordinator shall be conspicuously posted at the construction site. Copies of the project purpose, description and construction schedule shall also be distributed to the surrounding residences, schools and library.

The Community Development Director at 455 County Center, 2nd Floor, Redwood City, California is the custodian of the documents or other material which constitute the record of proceedings upon which this decision is based.

C. Sphere of Influence Amendment (SOI)/CSA-11 Annexation

The LAFCo adopted sphere of influence for CSA-11 is coterminous with the Rural Service Center boundaries as defined in the County's LCP. To allow for the Middle/High School site, including the school and replacement fire station, to be served by the CSA-11 water system, the school property must be annexed into the CSA-11 boundaries. An application by the County Board of Supervisors to LAFCo to amend the CSA-11 sphere of influence to include and annex the school property is therefore required and is included as Attachment F.

D. REVIEWING AGENCIES

Agricultural Advisory Committee - At their September 12, 2022, meeting, the Agricultural Advisory Committee voted to not support the project, citing their belief that the current fire station location is better suited to responding to incidents along the coast and concerns about the ability of the County to find suitable replacement agricultural land to mitigate the conversion of prime soils.

Building Inspection Section
 Building Department - Geotechnical Section
 Building Department - Drainage Section
 Department of Public Works
 Department of Public Works - CSA-11
 California Coastal Commission
 California Department of Fish and Wildlife
 County Attorney
 County Fire
 Environmental Health Services

Farm Bureau - At the September 12, 2022, Agricultural Advisory Committee meeting, the Farm Bureau requested that previous correspondence that they had submitted to Board of Supervisors and the Coastal Commission be included as

attachments to any staff reports going forward. Those letters are included as Attachment E.

Green Foothills

Indian Canyon Band of Costanoan Ohlone People

Local Agency Formation Commission

La Honda-Pescadero Unified School District

Native American Heritage Commission

Pescadero Municipal Advisory Council

Project Development Unit

Real Property

Regional Water Quality Control Board - Division of Drinking Water

Sacramento State Office of Water Programs

California Historical Resources Information System (Sonoma State)

State Water Resources Quality Control Board

County Counsel has reviewed the report as to form.

FISCAL IMPACT:

There is no net County cost impact associated with the Board of Supervisors approving the proposed LCP map and text amendments, certifying the CEQA document, or submitting the application for SOI amendment and annexation.

ATTACHMENTS:

- A. Board of Supervisors Recommendations
- B. Proposed Land Use Map Amendment
- C. Proposed Text Amendments: Public Works Component
- D. Draft Initial Study/Mitigated Negative Declaration
- E. San Mateo County Farm Bureau correspondence
- F. Application for Sphere of Influence Amendment/Annexation