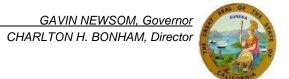


State of California – Natural Resources Agency DEPARTMENT OF FISH AND WILDLIFE South Coast Region

South Coast Region 3883 Ruffin Road San Diego, CA 92123 (858) 467-4201 www. wildlife. ca. gov



July 29, 2020

Mr. Sergio Madera
Principal Planner
Development Services Department, Planning Division
City of Oceanside
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smadera@oceansideca.org

Governor's Office of Planning & Research

Jul 29 2020

STATE CLEARING HOUSE

Subject: Rio Rockwell Residential Developmental Project MITIGATED NEGATIVE DECLARATION (MND) SCH# 2020060586, City of Oceanside

Dear Mr. Madera:

The California Department of Fish and Wildlife (CDFW) received a Notice of Intent to Adopt an MND from the City of Oceanside for the Project pursuant the California Environmental Quality Act (CEQA) and CEQA Guidelines (see References).

Thank you for the opportunity to provide comments and recommendations regarding those activities involved in the Project that may affect California fish and wildlife. Likewise, we appreciate the opportunity to provide comments regarding those aspects of the Project that CDFW, by law, may be required to carry out or approve through the exercise of its own regulatory authority under the Fish and Game Code.

CDFW ROLE

CDFW is California's **Trustee Agency** for fish and wildlife resources and holds those resources in trust by statute for all the people of the State. (Fish & G. Code, §§ 711.7, subd. (a) & 1802; Pub. Resources Code, § 21070; CEQA Guidelines § 15386, subd. (a).) CDFW, in its trustee capacity, has jurisdiction over the conservation, protection, and management of fish, wildlife, native plants, and habitat necessary for biologically sustainable populations of those species. (*Id.*, § 1802.) Similarly, for purposes of CEQA, CDFW is charged by law to provide, as available, biological expertise during public agency environmental review efforts, focusing specifically on projects and related activities that have the potential to adversely affect fish and wildlife resources.

CDFW is also submitting comments as a **Responsible Agency** under CEQA. (Pub. Resources Code, § 21069; CEQA Guidelines, § 15381.) CDFW expects that it may need to exercise regulatory authority as provided by the Fish and Game Code. As proposed, for example, the Project may be subject to CDFW's lake and streambed alteration regulatory authority. (Fish & G. Code, § 1600 et seq.) Likewise, to the extent implementation of the Project as proposed may result in "take" as defined by State law of any species protected under the California Endangered Species Act (CESA) (Fish & G. Code, § 2050 *et seq.*), the project proponent may seek related take authorization as provided by the Fish and Game Code.

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CDFW also administers the Natural Community Conservation Planning (NCCP) program, a California regional habitat conservation planning program. The City of Oceanside (City) has participated in the NCCP program by preparing a draft Subarea Plan (SAP) under the San Diego County Multiple Habitat Conservation Plan (MHCP). However, the SAP has not been finalized and has not been adopted by the City or received permits from the Wildlife Agencies (jointly, CDFW and the U.S. Fish and Wildlife Service (USFWS)).

PROJECT DESCRIPTION SUMMARY

Proponent: City of Oceanside (City)

Objective: Sheldon Development, LLC (Applicant), proposes to construct 104-unit Planned Development Plan (54 for-sale, three-story attached and 50 for-sale, two-story detached singlefamily homes), private recreation and open space areas, landscaping, and associated parking on the 11.54-acre Rio Rockwell Site (APN 158-101-28-00 and portions of 158-103-15-00). Offsite improvements include curb, gutter, sidewalk, and underground utility connection in both Frazee Road and Old Grove Road. This intersection would be improved with a roundabout to include median divided traffic lanes to enter and exit, with an exclusive right-turn lane for all flows of traffic, as well as pedestrian crosswalks across each roadway and mountable area in the center roundabout median. The Applicant, through consultation with the City, CDFW, and USFWS, proposes to transfer a portion of the existing Draft Subarea Hardline Preserve area at the Rio Rockwell Site, approximately 6 acres, to the Rancho Del Oro Site. The Rio Rockwell Site would maintain a 4.06-acre, 1,785.5-linear-foot biological buffer with an average width of 100-feet, consistent with the Draft Subarea Plan's conservation and buffer requirements. The Rancho Del Oro Site is owned by the City of Oceanside and would remain in the City's ownership. The exchange would result in a net-benefit to the hardline preserve area within the City as the replacement acreage at the Rancho Del Oro Site is considered environmentally superior since it supports habitat occupied by coastal California gnatcatcher (Polioptila californica californica), a federally threatened species. No development would occur at the Rancho Del Oro Site as the intent of this Project Site is to be set aside as a hardline preserve area under the Draft SAP.

Location:

Rio Rockwell Site: The approximately 12-acre Rio Rockwell site is located in the City of Oceanside, California on the U.S. Geological Survey (USGS) Map San Luis Rey topographic map, Section 9, Township 11 South, Range 4 West. The site is located west of Frazee Road and north of Old Grove Road (Figures 1 and 2). The Assessor's Parcel Number (APN) for the site includes 158-101-28 and the southern portion of 158-103-15.

Rancho Del Oro Site: The approximately 6-acre Rancho Del Oro site is located in the City of Oceanside, California on the USGS 7.5-Minute San Luis Rey topographic map, Section 17, Township 11 South, Range 4 West. The site is located west of Rancho Del Oro Drive and south of State Route 76. The site is located on the northeastern portion of APN 160-020-49.

Biological Setting:

Rio Rockwell Site Characteristics: the approximately 12-acre Rio Rockwell site consists primarily of ruderal/disturbed habitat with small patches of sandbar willow thicket and southern cottonwood/willow riparian forest vegetation types. A total of 0.76 acre of sandbar willow thicket was mapped within the central portions of the site. On-site, this community is almost completely

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dominated by sandbar willow (Salix exigua) with Fremont's cottonwood (Populus fremontii) saplings sparsely scattered throughout. A total of 0.40 acre of southern cottonwood and willow riparian forest was mapped along the northern edge of the site. Southern cottonwood willow riparian forest (SCWRF), is dominated by willow spices (Salix sp.), mulefat (Baccharis salicifolia ssp. salicifolia), Fremont's cottonwood, elderberry (Sambucus sp.), and western sycamore (Platanus racemosa). Portions of SCWRF consists of white alder (Alnus rhombifolia), tree tobacco (Nicotiana glauca), castor bean (Ricinus communis), and eucalyptus trees (Eucalyptus sp.) The site supports one drainage feature located along the western extent of the site and consists of a riprap lined drainage outlet. Immediate surrounding land uses include residential development to the south, west, and east. The San Luis Rey River is located off-site, but immediately adjacent to the site to the north. Although no sensitive species were detected onsite, several species have a potential to occur onsite. The northern harrier (Circus hudsonius), white-tailed kite (Elanus leucurus), least Bell's vireo (Vireo bellii pusilus), southwestern willow flycatcher (Empidonax trailii) have potential to occur onsite, of which the least Bell's vireo and southwestern willow flycatcher are known to occur in the San Luis Rev River along the northern border of the project.

Rancho Del Oro Site Characteristics: The approximately 6-acre Rancho Del Oro site consists primarily of coastal sage scrub and nonnative grassland vegetation types. The site contains 2.63 acres of Diegan Coastal sage scrub (CSS), dominated by California buckwheat (Eriogonum fasciculatum), California sagebrush (Artemisia californica), black sage (Salvia mellifera), coyote brush (Baccharis pilularis), California brittlebush (Encelia californica), and white sage (Salvia apiana). Portions of the CSS contain shrubs such as Laurel sumac (Malosma laurina), toyon (Heteromeles arbutifolia), and coastal prickly pear (Opuntia littoralis). The CSS is considered high quality because of its health, species diversity, and plant density. A total of 0.05 acre of disturbed CSS habitat was mapped in the southwestern portion of the site. The disturbed CSS includes mainly non-native forbs and grasses but also includes individuals of native vegetation indicative of coastal sage scrub. Approximately 2.71 acres of the central and southeastern portions of the site are comprised of non-native grassland habitat. The non-native grassland habitat is dominated with grass and forb species including rattail fescue (Vulpia myorus), summer mustard (Hirshfeldia incana), tocalote (Centaurea melitensis), Italian thistle (Carduus pycnocephalus), slender oat (Avena barbata), red brome (Bromus madritensis ssp. rubens), tree tobacco (Nicotiana glauca), and ripgut brome (Bromus diandrus). A small area of the site (>1 acre) supports ornamental vegetation. Topography consists of moderate to steep northeast-facing and southwest-facing hills. Surrounding land uses include residential development immediately to the northwest and open space areas to the northeast, south, and southwest. Several additional residential areas are located short distances from the site. The coastal California Gnatcatcher (Polioptila californica, CAGN) was observed onsite during focused species surveys. No other sensitive species were detected onsite.

Timeframe: 18 months

COMMENTS AND RECOMMENDATIONS

CDFW offers the comments and recommendations below to assist the City in adequately identifying and/or mitigating the Project's significant, or potentially significant, direct and indirect impacts on fish and wildlife (biological) resources. Editorial comments or other suggestions may also be included to improve the document. CDFW recommends the measures or revisions below be included in a science-based monitoring program that contains adaptive management

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strategies as part of the Project's CEQA mitigation, monitoring and reporting program (Public Resources Code, § 21081.6 and CEQA Guidelines, § 15097).

I. Project Description, Environmental Setting, Mitigation Measure, and Related Impact Shortcoming

COMMENT #1: Least Bell's Vireo Impact Assessment

Issue: The Biological Resources Assessment (Carlson Strategic Land Solutions 2020) that least Bell's vireo (*Vireo bellii pusillus*, LBV), a species listed as endangered by both the state (CDFW) and federal (USFWS) governments has a high potential to occur onsite with potentially suitable breeding habitat onsite. CDFW concurs with this assessment. Species-specific surveys have not been done for the LBV, which is known to occur within the San Luis Rey River which directly abuts the Rio Rockwell site. Approximately 9.56 acres of the impact site is located within federal designated critical habitat for LBV. Conversion of this habitat from Hardline Preserve to dense residential community with outdoor community amenities would adversely affect any occurring LBV.

Specific Impact: Construction and occupancy of the residential area could have a direct, indirect and cumulative impact on any residing least Bell vireo population in the area. Management activities of the biological open space buffer are not specified in the MND documents; thus, they may impact or result in take of the LBV.

Why the impact would occur: Page 14 of the Initial Study/Mitigated Negative Declaration (IS/MND) states that the project construction would include fill to raise the area and subsequent grading, as well as excavation at the northern rear of the site for an underground stormwater detention and treatment vault. Building construction would also include architectural coating, paving, and improvements to existing sidewalks, curb and gutters. The Project proposes housing where backyards and balconies will face the open space buffer, as well as high-use outdoor activity areas, such as open park areas, a dog park and barbecue cooking area (Figures 24 and 24 of the IS/MND).

Evidence impact would be significant: The LBV is a state and federally endangered species and is a wetland obligate species. Impact to its very limited and sensitive habitat could result in declines to the already endangered population. Human activities from residents may adversely affect the LBV with increased noise, lighting, and presence of pets.

Recommended Potentially Feasible Mitigation Measure(s)

While the project makes provisions in MMBIO-2 for avoidance of grading activities during the breeding season, the project does not state how it will minimize indirect impacts from human activity.

Mitigation Measure #1: CDFW recommends fencing a minimum of 6' tall along the northern border of the housing area to discourage trespassing into the open space as well as signage along the fencing stating the area is a sensitive biological area and should not be entered. Additionally, prohibition of off-leash pets would help offset this impact.

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COMMENT #2: Southwestern Willow Flycatcher Assessment

Issue: The MND materials do not list the southwestern willow flycatcher (*Empidonax extimus trailii*, SWF) as having a potential to occur onsite, though Figure 3-3 of the Oceanside Subarea Plan indicates that SWF is known to occur within the San Luis Rey River just north of the project area. Mitigation measures for SWF are not addressed in the MND materials.

Specific Impact: Construction and occupancy of the residential area could have a direct, indirect and cumulative impact on any residing Southwestern Willow Flycatcher population in the area. Management activities of the biological open space buffer are not specified in the MND documents; thus, they may impact or result in take of the SWF.

Why the impact would occur: Page 14 of the Initial Study/Mitigated Negative Declaration states that the project construction would include fill to raise the area and subsequent grading, as well as excavation at the northern rear of the site for an underground stormwater detention and treatment vault. Building construction would also include architectural coating, paving, and improvements to existing sidewalks, curb and gutters.

Evidence impact would be significant: The southwestern willow flycatcher is a state and federally endangered species and is a wetland obligate species. Impact to its very limited and sensitive habitat could result in declines to the already endangered population.

Mitigation Measure #2: While the project makes provisions in MMBIO-2 of the IS/MND for avoidance of grading activities during the breeding season for other bird species, SWF should be listed as well. Additionally, the project does not state how it will minimize indirect impacts from human activity. CDFW recommends fencing a minimum of 6' high along the northern border of the housing area to discourage trespassing into the open space as well as signage along the fencing stating the area is a sensitive biological area and should not be entered. Additionally, prohibition of off-leash pets would help offset this impact.

COMMENT #4: Management of Open Space Biological Buffer and Offsite Preserve

Issue: The MND materials do not state how the Open Space biological buffer or the offsite Rancho del Oro Preserve will be maintained.

Specific Impact: The Rio Rockwell site will be surrounded by significant human use. Without an HMP in place and a commitment by the City to perform active management and monitoring, the open space buffer and thereby the sensitive natural resources therein will be subject to trespassing, invasive species, litter, etc. Additionally, the Rancho del Oro site is proposed as a new hardline preserve area due to its value in adding to the California gnatcatcher corridor within the Oceanside SAP. With no HMP in place and no active management, this area is also subject to degradation, and thus loss in value to the conservation of the CAGN and its habitat.

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Why the impact would occur: The construction of a residential community facilitates various anthropogenic impacts to the habitat, such as litter, pet feces, introduction of invasive species, etc.

Evidence impact would be significant: 5-18 of the SAP states,

Mitigation for Unavoidable Impacts. To achieve the no net loss standard, mitigation for unavoidable impacts (e.g., wetland habitat creation) should preferably occur onsite or within the affected drainage and/or watershed. Offsite mitigation may occur as long as the mitigation site contributes to the City's preserve design and has biological function and value (e.g., by adjacency to other preserve areas). All wetland mitigation sites shall be designated as Preserve, be protected by conservation easements, and be managed in perpetuity for their biological resources and value. (emphasis added)

There also needs to be an assured funding source in order for these areas to maintain their biological value.

Furthermore, the SAP states,

5.1.5 Habitat Conserved in Conjunction with Private Development In addition to existing private mitigation banks, mitigation areas, and homeowners' association open space, implementation of this SAP will result in the conservation of other privately owned habitat (see Section 5.5). The conservation of these lands will occur through onsite avoidance and/or offsite mitigation. These mitigation lands will be protected by conservation easements established in conjunction with the City's review and approval process for development projects and shall be managed and monitored pursuant to the SAP. (emphasis added)

Recommended Potentially Feasible Mitigation Measure(s)

Mitigation Measure #3: A conservation easement should be processed, an HMP prepared and adopted, and there needs to be a reliable funding source for both mitigation areas prior to initiating construction. Any restoration, enhancement and management activities should be delineated within these plans.

COMMENT #: Open Space Biological Buffer and Fuel Modification Overlap

Issue: The 100' Biological buffer is proposed to overlap with the fuel modification buffer

Specific impact: The IS/MND states on page 14 that the Project will contain "156,623 SF of fuel modification/biological buffer", indicating that these buffers may overlap. Fuel modification activities such as brush clearing, mowing and tree-trimming can adversely affect both the vegetation and any sensitive species onsite.

Why the impact would occur: There is no specific language indicating that the biological buffer will be separate from the fuel modification buffer. If there is no designation, fuel modification activities may occur within the sensitive biological area.

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Evidence the impact would be significant: Section 5, page18 of the Finalized Oceanside Subarea Plan states,

Conservation and Buffer Requirements along the San Luis Rey River. Wherever development or other discretionary actions are proposed in or adjacent to riparian habitats along the San Luis Rey River, the riparian area and/or other wetlands and associated natural habitats shall be designated as biological open space and incorporated into the Preserve. In addition, a minimum 100-foot biological buffer shall be established for upland habitats, beginning at the outer edge of riparian vegetation. The following uses are prohibited in the 100-foot biological buffer: (1) new development, (2) new pedestrian and bike trails or passive recreational uses not already planned, and (3) fuel modification activities for new development. (emphasis added)

More broadly, Section 5.2.5 of the Subarea Plan states,

Fuel breaks and fuel modification zones shall not be permitted in biological and planning buffers, and cannot be counted as biological open space for the purpose of determining onsite or offsite mitigation credit.

Recommended Potentially Feasible Mitigation Measure(s)

Mitigation Measure #4:

The MND materials do not state exactly where the biological buffer ends and where the fuel modification buffer begins. The plan should specify this location and that no fuel modification activities should occur within the biological buffer. The City should verify that sufficient mitigation has been provided for project impacts, such that no mitigation credit is being given for fuel management areas.

II. Mitigation Measure or Alternative and Related Impact Shortcoming

COMMENT #: Insufficient Mitigation for Impacts to Riparian Habitat

Issue: The Project site contains 9.56 acres of designated critical habitat for the LBV, of which contains 1.06 acres of riparian habitat. The MND materials state that 0.76 acre of this habitat will be mitigated at a 1:1 ratio.

Specific Impact: Construction of the residential community will result in direct take of 0.76 acre of sandbar willow thicket, located in the central portions of the site, as well as indirect impacts to 0.40 acre of southern cottonwood and willow riparian forest.

Why the impact would occur: The entirety of the 0.76 acre of sandbar willow thicket will be removed for the construction of the residential community and the 0.40 acre of southern cottonwood and willow riparian forest may be indirectly impacted by construction activities, such as construction dust and site runoff due to the proposed raised elevation of the site.

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Evidence the impact would be significant: These vegetation community types are considered critical habitat for a number of endangered species, including the LBV and possibly SWF which are known to occur along the northern border of the impact areas.

Recommended Potentially Feasible Mitigation Measure(s)

The BRA states,

MM BIO-4: Prior to the issuance of grading permits on the Rio Rockwell Site, the Property Owner/Developer shall include in the landscape plans that the sandbar willow habitat found onsite will be replanted at a 1:1 ratio of planting riparian species (mulefat, willow sp.) into the riparian transitional area of the 100-foot buffer between the Project Site and the adjacent San Luis Rey River for no net loss of acreage function, and value, of a Draft Subarea Plan Habitat Group A.

However, this habitat type should be subject to a 3:1 mitigation ratio, per the Oceanside SAP. A 3:1 ratio is also consistent for circumstances of impacts to habitat occupied by LBV, and is herein further recommended by CDFW. Specific measures should be taken to minimize dust and runoff to the nearby southern cottonwood and willow riparian forest.

Mitigation Measure #5: Table 5-2 of the Final Oceanside SAP states that any take of riparian habitat should mitigated at a ratio of 3:1. The project plan should specifically state the species to be used to revegetate the 100-foot buffer, to reflect the impacted willow thicket lost. The acreage should be increased to a 3:1 ratio, resulting in a total of 2.28 acres of riparian habitat to be planted onsite. Precautions to minimize dust during construction activities should be taken.

III. Editorial Comments and/or Suggestions

- 1. Prior to the implementation of this project, provisions should be made for the enhancement and management-in-perpetuity of the onsite biological open space buffer and the offsite Preserve Area.
 - An HMP for these areas should specifically delineate any improvement and management activities, to include long-term monitoring for CAGN at the Rancho del Oro site.
- 2. We recommend the use of 'birdstrike' in the construction of homes facing the open space buffer to prevent collisions into windows from birds.

ENVIRONMENTAL DATA

CEQA requires that information developed in environmental impact reports and negative declarations be incorporated into a database which may be used to make subsequent or supplemental environmental determinations. (Pub. Resources Code, § 21003, subd. (e).) Accordingly, please report any special status species and natural communities detected during Project surveys to the California Natural Diversity Database (CNDDB). The CNNDB field survey form can be found at the following link:

http://www.dfg.ca.gov/biogeodata/cnddb/pdfs/CNDDB_FieldSurveyForm.pdf. The completed form can be mailed electronically to CNDDB at the following email address:

CNDDB@wildlife.ca.gov. The types of information reported to CNDDB can be found at the following link: http://www.dfg.ca.gov/biogeodata/cnddb/plants and animals.asp.

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FILING FEES

The Project, as proposed, would have an impact on fish and/or wildlife, and assessment of filing fees is necessary. Fees are payable upon filing of the Notice of Determination by the Lead Agency and serve to help defray the cost of environmental review by CDFW. Payment of the fee is required in order for the underlying Project approval to be operative, vested, and final. (Cal. Code Regs, tit. 14, § 753.5; Fish & G. Code, § 711.4; Pub. Resources Code, § 21089.)

CONCLUSION

CDFW appreciates the opportunity to comment on the MND to assist the County in identifying and mitigating Project impacts on biological resources. Questions regarding this letter or further coordination should be directed to Melanie Burlaza, Environmental Scientist at MelanieAnne.Burlaza@wildlife.ca.gov

Sincerely,

—Docusigned by: David Mayer

Dave A. Mayer

Environmental Program Manager

South Coast Region

Attachments:

Attachment A: Recommended Mitigation Measures

cc: Office of Planning and Research, State Clearinghouse, Sacramento

Mr. Sergio Madera City of Oceanside, Development Services Department July 29, 2020 Page 10 of 11

REFERENCES

- 1. California Environmental Quality Act (CEQA). California Public Resources Code in section 21000 et seq. The "CEQA Guidelines" are found in Title 14 of the California Code of Regulations, commencing with section 15000.
- California Office of Planning and Research. 2009 or current version. CEQA: California Environmental Quality Act. Statutes and Guidelines, § 21081.6 and CEQA Guidelines, § 15097, §15126.4(2)
- 3. Fish & Game Code §3503
- 4. USFWS. 1994. Endangered and Threatened Wildlife and Plants; Designation of Critical Habitat for the Least Bell's Vireo. February 2, 1994. Final Rule. Federal Register 59: 4845-4867.
- 5. City of Oceanside 2010. Oceanside Draft MHCP Subarea Plan http://www.ci.oceanside.ca.us/gov/dev/planning/subarea.asp

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Attachment A: Recommended Mitigation Measures

Attachment A: Recommended Mitigation Measures		
Impact to least Bell's vireo	Mitigation Measure #1	CDFW recommends fencing a minimum of 6' tall along the northern border of the housing area to discourage trespassing into the open space as well as signage along the fencing stating the area is a sensitive biological area and should not be entered. Additionally, prohibition of off-leash pets would help offset this impact.
Impact to southwestern willow flycatcher	Mitigation Measure #2	While the project makes provisions in MMBIO-2 of the IS/MND for avoidance of grading activities during the breeding season for other bird species, SWF should be listed as well. Additionally, the project does not state how it will minimize indirect impacts from human activity. CDFW recommends fencing a minimum of 6' high along the northern border of the housing area to discourage trespassing into the open space as well as signage along the fencing stating the area is a sensitive biological area and should not be entered. Additionally, prohibition of off-leash pets would help offset this impact.
Management of Biological Open Space Buffer and Offsite Preserve	Mitigation Measure #3	A conservation easement should be processed, an HMP prepared and adopted, and there needs to be a reliable funding source for both mitigation areas prior to initiating construction. Any restoration, enhancement and management activities should be delineated within these plans.
Biological Open Space buffer and fuel modification overlap	Mitigation Measure #4	The MND materials do not state exactly where the biological buffer ends and where the fuel modification buffer begins. The plan should specify this location and that no fuel modification activities should occur within the biological buffer. The City should verify that sufficient mitigation has been provided for project impacts, such that no mitigation credit is being given for fuel management areas.
Insufficient mitigation for impacts to riparian habitat	Mitigation Measure #5	Table 5-2 of the Final Oceanside Subarea Plan states that any take of riparian habitat should mitigated at a ratio of 3:1. The project plan should specifically state the species to be used to revegetate the 100-foot buffer, to reflect the impacted willow thicket lost. The acreage should be increased to a 3:1 ratio, resulting in a total of 2.28 acres of riparian habitat to be planted onsite. Precautions to minimize dust during construction activities should be taken.