

CALIFORNIA COASTAL COMMISSION

SOUTH CENTRAL COAST AREA
 SOUTH CALIFORNIA ST., SUITE 200
 TURANA, CA 93001
 (805) 641-0142

Filed: 12/13/96
 49th Day: 1/31/97
 180th Day: 6/11/97
 Staff: CAREY *PK*
 Staff Report: 12/17/96
 Hearing Date: 1/7-10/97
 Commission Action:



STAFF REPORT: REGULAR CALENDAR

Th 19a

APPLICATION NO.: 4-95-140

APPLICANT: California Department of Transportation (CALTRANS)

PROJECT LOCATION: Pacific Coast Highway, near Via Escondido, City of Malibu, Los Angeles County

PROJECT DESCRIPTION: Removal of 20,000 cu. yds. of slide mass material, regrading slope, installing hydraugers, and reconstruction of 500 linear feet of roadway damaged by slope failure.

LOCAL APPROVALS RECEIVED: N/A

SUBSTANTIVE FILE DOCUMENTS: Permit 4-95-155 (Caltrans)

SUMMARY OF STAFF RECOMMENDATION:

The applicant is requesting an after-the-fact permit for removal of 20,000 cu. yds. of material, regrading of a slope, installation of hydraugers, and reconstruction of a roadway. The proposed project was carried out to buttress a slide above Pacific Coast Highway in the City of Malibu. Staff recommends approval of the proposed project with Special Conditions relating to revegetation of the site. Staff recommends that the Commission find that the project, as conditioned, is consistent with the geologic stability and visual resource policies of the Coastal Act.

STAFF RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution:

I. APPROVAL WITH CONDITIONS:

The Commission hereby grants a permit, subject to the conditions below, for the proposed development on the grounds that the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, 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 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

II. STANDARD CONDITIONS:

1. Notice of Receipt and Acknowledgment. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. Expiration. If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. Compliance. All development must occur in strict compliance with the proposal as set forth in the application for permit, subject to any special conditions set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.
4. Interpretation. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
5. Inspections. The Commission staff shall be allowed to inspect the site and the project during its development, subject to 24-hour advance notice.
6. 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.
7. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. SPECIAL CONDITIONS:

1. Revegetation Plan.

Prior to the issuance of the coastal development permit, the applicant shall submit, for the review and approval of the Executive Director, a Supplemental Revegetation Plan. The plan shall contain the following elements:

- a) An assessment of the factors which contributed to the lack of success of the 1995 hydroseeding of the project site;
- b) All disturbed areas on the subject site shall be planted and maintained for erosion control and visual enhancement purposes. To

minimize the need for irrigation and to screen or soften the visual impact of development all landscaping shall consist primarily of native, drought resistant plants as listed by the California Native Plant Society, Los Angeles - Santa Monica Mountains Chapter, in their document entitled Recommended Native Plant Species for Landscaping in the Santa Monica Mountains, dated October 4, 1994. Invasive, non-indigenous plant species which tend to supplant native species shall not be used. The plan shall include site preparation techniques and implementation timing recommendations to provide 90 percent coverage of the site within two years, and shall be repeated, if necessary, to provide such coverage.

2. Condition Compliance.

The requirements specified in the foregoing special condition that the applicant is required to satisfy as a prerequisite to the issuance of this permit must be fulfilled within 90 days of Commission action. The required revegetation shall be carried out just prior to the 1997-98 rainy season. Failure to comply with such additional time as may be granted by the Executive Director for good cause, will terminate this permit approval.

IV. FINDINGS AND DECLARATIONS.

The Commission hereby finds and declares:

A. Project Description.

The applicant proposes to remove 20,000 cu. yds. of material, and regrade a slope above Pacific Coast Highway. The removal and regrading is proposed to "unload" a slide mass outside the roadway. The applicant further proposes to repair and reconstruct 500 linear feet of roadway which was damaged by the toe of the slide. Finally, the applicant proposes to install hydraugers in the reconstructed slope to remove excess groundwater. While the slide was known to be moving for some time, the movement was accelerated after the winter storms of 1995. At that time, the slide damaged the highway. Some sections of the road shoulder were completely covered by soil masses up to six feet in height, the shoulder paving had bulges as high as four feet, and travel lanes had longitudinal breaks in the paving with elevation differences of six inches across each crack. The proposed project was carried out in spring of 1995 in order to prevent a complete failure of the slide and total closure of Pacific Coast Highway. The applicant did not seek an emergency or regular coastal development permit prior to carrying out the project. Therefore, the subject application is for an after-the-fact permit.

The proposed project site is located on Pacific Coast Highway, near Via Escondido, in the City of Malibu. The proposed project site includes areas outside the highway right-of-way. The applicant has submitted evidence of permission from the affected property owners for the applicant to carry out the proposed project on each of their properties.

The Commission has previously acted on a similar project in approving Permit 4-95-155 (Caltrans) for the grading of approximately 150,000 cu. yds. to remove slide material and reconstruct the slope above Pacific Coast Highway near Tuna Canyon. In that case, the project site was located within the Tuna

Canyon Significant Watershed, adjacent to the Tuna Creek environmentally sensitive habitat area, and contained an undisturbed coastal sage scrub habitat area. The Commission approved the permit after-the-fact with special conditions related to drainage, restoration and monitoring, and interim erosion control.

B. Geologic Stability/Landform Alteration/Visual Resources.

Section 30253 of the Coastal Act states:

New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.
- (2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

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 surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

The proposed development is located in the Santa Monica Mountains, an area which is generally considered to be subject to an unusually high amount of natural hazards. Geologic hazards common to the Santa Monica Mountains include landslides, erosion, and flooding. In addition, fire is an inherent threat to the indigenous chaparral community of the coastal mountains. Wild fires often denude hillsides in the Santa Monica Mountains of all vegetation, thereby contributing to an increased potential for erosion and landslides. Additionally, the proposed project is located along Pacific Coast Highway, which is a designated scenic highway. The project site is in a highly visible area.

The applicant has submitted a Memorandum, dated March 17, 1995, prepared by the District Materials Laboratory of CAL TRANS, which addresses the situation at the project site and recommends the appropriate course of action. This memo states that the slide is located completely outside the highway right-of-way, but that portions of the toe of the slide were negatively affecting the northbound side of the road. While the slide was known to be moving for some time, the movement was accelerated after the winter storms of 1995. Some sections of the road shoulder were completely covered by soil masses up to six feet in height, the shoulder paving had bulges as high as four feet, and

travel lanes had longitudinal breaks in the paving with elevation differences of six inches across each crack. This Memo states that:

Rotation of the slide has occurred within the last two weeks. The loading of the slide has been increased by the additional weight of the water absorbed after the last storms and the new material on the head coming from the crown of the slide. The slide movement has been constant and this process can continue until the loading becomes critical. If the loading becomes great enough to generate a slope failure beyond the toe, the entire highway will be impassable. We can not predict when this will happen, but we expect it to occur if water infiltrates the slide mass and/or if an earthquake shakes the region.

The memo recommends that: "In order to decrease and control the slide movement we recommend that unloading (removal) of the slide mass by regrading be performed as soon as possible".

The Coastal Act requires that new development assure "stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area..." The Cal Trans engineering geologist has indicated that the slide is a geologic threat to the roadway and has outlined the plan to stabilize the slide area. The applicant proposes to grade the slope to unload the head of the slide to reduce slide movement. The grading proposed is that necessary to reduce the threat of the slide but will not completely eliminate the landslide threat. In regrading the slope, all vegetation would be removed, leaving a denuded slope. Bare slope areas are subject to increased runoff and erosion which could reduce the stability of the new slope area. In order to increase stability, the applicant must include revegetation of the project site.

The project site is located adjacent to Pacific Coast Highway (PCH), a designated scenic highway. The project involved the removal of enough material to unload the existing slide and the regrading of the slope to a stable angle. Therefore, the applicant has minimized grading and landform alteration to the maximum extent feasible. However, this large graded slope face is quite visible and if not adequately revegetated will adversely impact visual resources of this area. As such, the applicant must revegetate the project site not only to minimize erosion, but to minimize impacts to visual resources.

The applicant has submitted a proposed restoration plan for the project site, which is dated August 31, 1995. This report discusses the vegetation that previously existed on the site and the recommended method of revegetation including proposed plant materials. This report states that:

This project area is much more impacted than Tuna Canyon, primarily due to adjacent land uses. This has resulted in a much more disturbance-oriented vegetative community. Surrounding the project area are residential homes with diverse, ornamental landscaping. These include ice plant, as well as various landscaped shrubs.

The principal native species seen in the area were scattered, but included California sage and bush sunflower. There was also a nightshade (*Solanum* spp.) present, but it might have been one of the non-native species.

The native plant community which was present before the slope slippage gives every indication that it was disturbed, with a high percentage of exotic species. Restoration will be commensurate to impacts from the slope stabilization work. The restoration for this site will consist of hydroseeding. The following species will be hydroseeded:

California sagebrush (*Artemisia californica*)
Bush Sunflower (*Encelia californica*)
Purple nightshade (*Solanum xanthii*)

Hydroseeding will be conducted just prior to this winter's rainy season, to take full advantage of natural precipitation.

The applicant has indicated that this hydroseeding was completed by November 1995. However, to date, only minimal vegetative coverage of the project site has been accomplished. Furthermore, the vegetation on the site is predominately composed of invasive, non-native species. As such, in order to maximize stability of the site, minimize erosion and visual impacts, the Commission finds it necessary to require the applicant to prepare and implement a supplemental revegetation plan for the project site. This plan should include an assessment of the initial revegetation attempt and the reasons why it was not successful. The plan should also make recommendations on site preparation techniques, plant materials and timing which should be undertaken to assure greater success on the second revegetation attempt. Finally, the Commission finds it necessary to require the applicant to implement additional revegetation measures if the supplemental revegetation does not achieve 90 percent coverage within two years from implementation. The Commission finds that, as conditioned, the project is consistent with Sections 30253 and 30251 of the Coastal Act.

C. Local Coastal Program.

Section 30604 of the Coastal Act states that:

a) Prior to certification of the local coastal program, a coastal development permit shall be issued if the issuing agency, or the commission on appeal, finds that the proposed development is in conformity with the provisions of Chapter 3 (commencing with Section 30200) of this division and that the permitted development will not prejudice the ability of the local government to prepare a local program that is in conformity with the provisions of Chapter 3 (commencing with Section 30200).

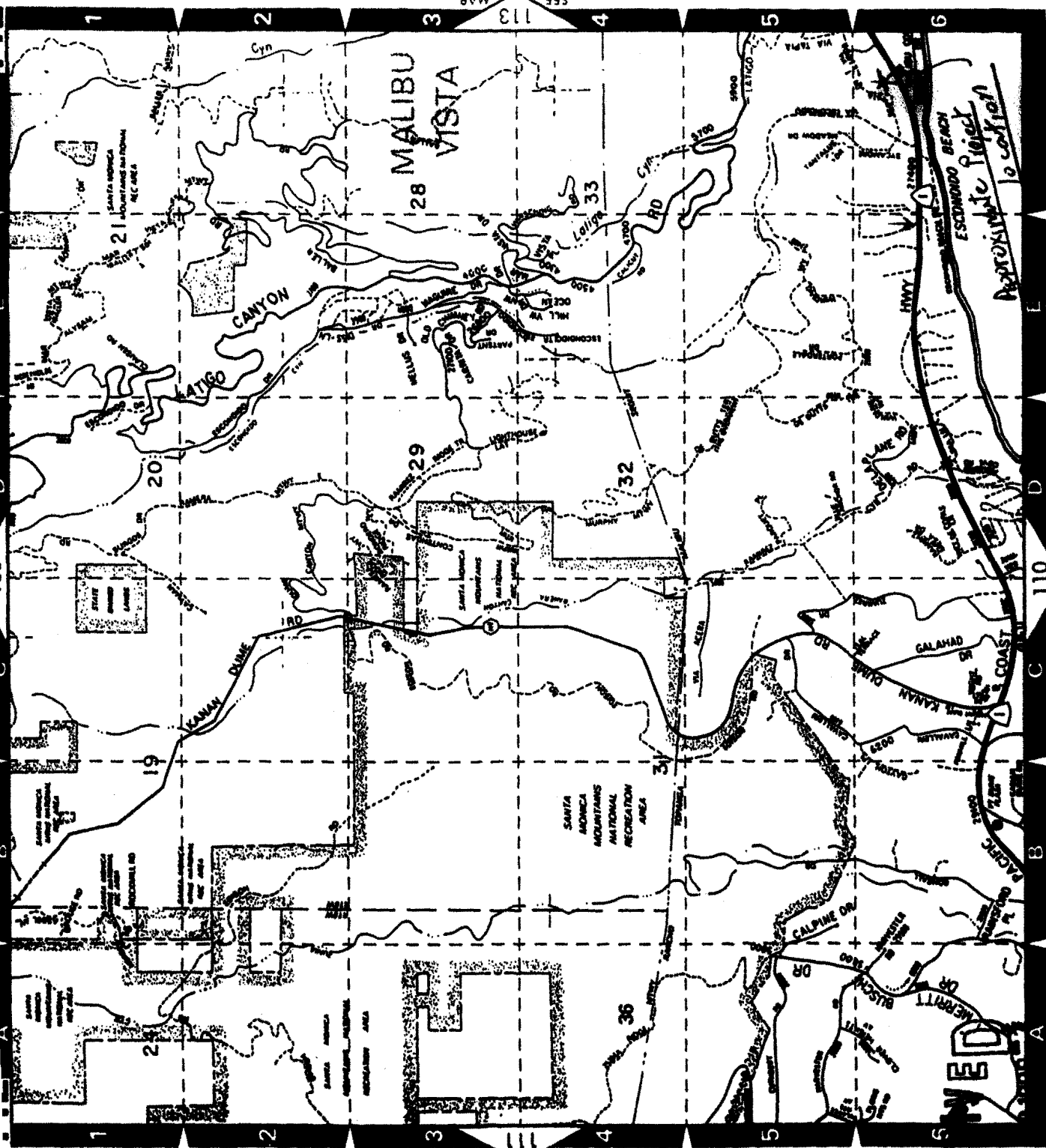
Section 30604(a) of the Coastal Act provides that the Commission shall issue a Coastal Permit only if the project will not prejudice the ability of the local government having jurisdiction to prepare a Local Coastal Program which conforms with Chapter 3 policies of the Coastal Act. The preceding sections provide findings that the proposed project will be in conformity with the provisions of Chapter 3 if certain conditions are incorporated into the project and accepted by the applicant. As conditioned, the proposed development will not create adverse impacts and is found to be consistent with the applicable policies contained in Chapter 3. Therefore, the Commission finds that approval of the proposed development, as conditioned, will not prejudice the City's ability to prepare a Local Coastal Program for Malibu and

the Santa Monica Mountains which is also consistent with the policies of Chapter 3 of the Coastal Act as required by Section 30604(a).

D. CEQA

Section 13096(a) of the Commission's administrative regulations requires Commission approval of Coastal Development Permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) 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 impact which the activity may have on the environment. The proposed project, as conditioned, will not have significant adverse effects on the environment, within the meaning of the California Environmental Quality Act of 1970. Therefore, the proposed project, as conditioned, has been adequately mitigated and is determined to be consistent with CEQA and the policies of the Coastal Act.

2206M



SEE 110 MAP

SEE 111 MAP

4-95-140

CALIFORNIA COMMISSION ON NATURAL COAST DISTRICT

LOS ANGELES CO.

DETAIL

EXHIBIT NO.	1
APPLICATION NO.	4-95-140
VICINITY	
MAP	

RECEIVED

JUL - 3 - 1955
CALIFORNIA
COASTAL COMMISSION
SOUTH CENTRAL COAST DISTRICT

"B"

EXHIBIT NO. 31951
APPLICATION NO. 4-95-140
CROSS-SECTIONS

C-33
@ 2:1

C-5
@ 10:1

C-10
@ 2:1

METAL BUILDING (BARN)

80

60

PCB SCALE

4-95-140

"A"

Original Ground in 1993

Approx. Ground Surface
March 1995

BUILDING RESIDE

E-22
@ 2:1

E-1 = 105

100

10'

2:1

C-7
@ 10:1

E-1 = 82

105

C-12
@ 2:1

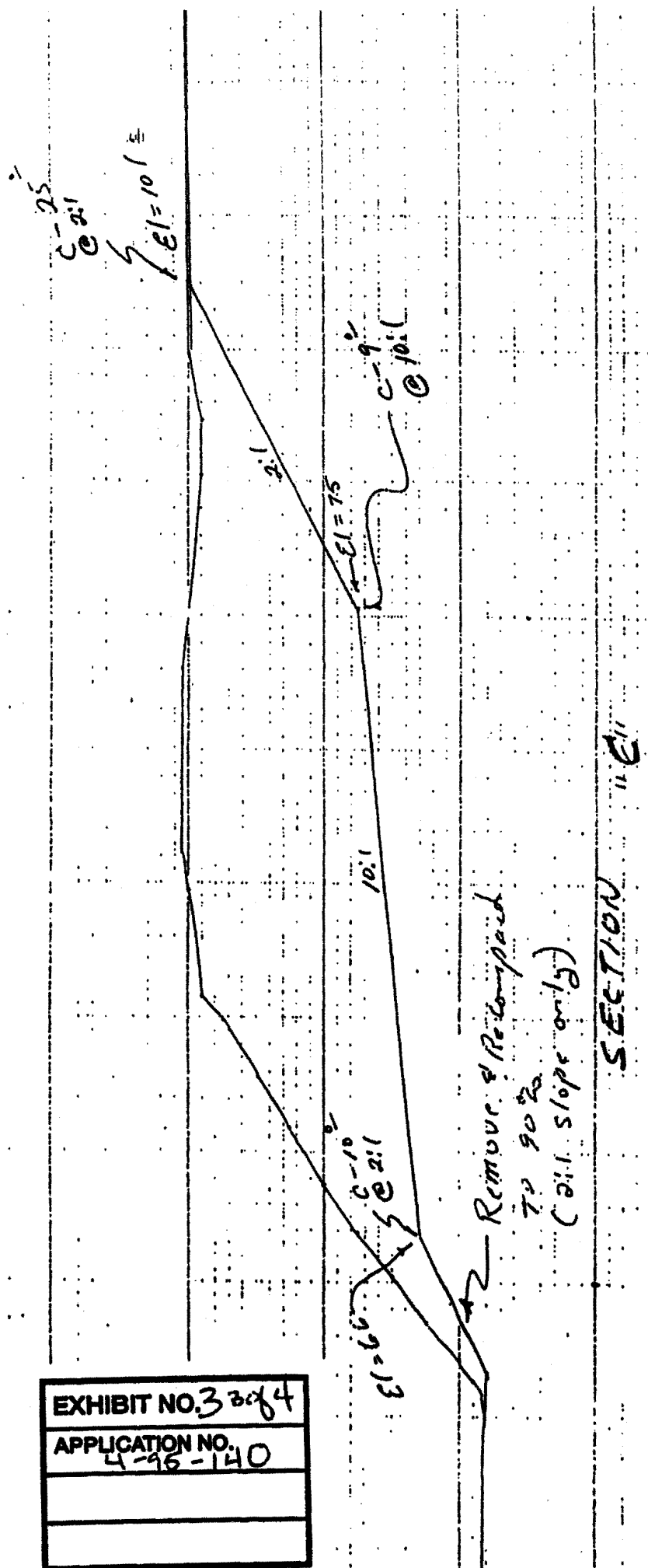
2:1

Remove &
Recompact to 90%
(fill slip only)

SECTION "B"

EXHIBIT NO. 3 2 of 4
APPLICATION NO. 4-95-140

EXHIBIT NO. 32084
APPLICATION NO. 4-96-140



Memorandum

DAVE SERVAES, Regional Manager
Maintenance Branch

Date March 17, 1995

File No.: 07-LA-001
910076/5953027

DISTRICT MATERIALS LABORATORY

DEPARTMENT OF TRANSPORTATION

[EXHIBIT NO. 4 1 of 2
	APPLICATION NO. 4-95-140
	Geo Review

Subject: LANDSLIDE REVIEW - VIA ESCONDIDO/SEA VISTA DRIVE

Per your request, a field review was made to evaluate the existing landslide conditions on the northbound-side of Pacific Coast Highway at approximately P.M. 51.6 just south of Via Escondido.

Existing Conditions

The slide lies completely outside the State Right-of-Way but portions of the toe are severely affecting the north-bound roadway. Some sections of the shoulder are completely covered by soil masses up to six feet in height at the outside edge of the shoulder and the shoulder paving has bulges as high as four feet. The number two lane has been closed because it has longitudinal breaks in the AC paving with elevation differences of approximately six inches across a crack. Signs of distress also show in the median where the paving is being raised upward and broken as the median curbs are being crushed together. The southbound roadway is showing signs of preliminary bulging at this time and survey monitoring stations show that it is moving toward the ocean at a rate of one tenth of a foot per day. The slide is 183 meters (600 feet) long and 15.3 meters (50 feet) high. The main scarp is in the order of 2.1 meters (7 feet) with visible tension cracks at crown of this slide. The slide material consists of soft, crumbly and friable clay shale from the Trancas Formation (Dibblee 1993). Ground water is seeping from the slide mass.

Potential Damage

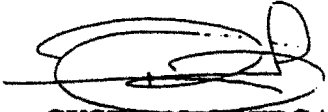
Rotation of the slide has occurred within the last two weeks. The loading of the slide has been increased by the additional weight of the water absorbed after the last storms and the new material on the head coming from the crown of the slide. The slide movement has been constant and this process can continue until the loading becomes critical. If the loading becomes great enough to generate a slope failure beyond the toe, the entire highway will be impassable. We can not predict when this will happen, but we expect it to occur if water infiltrates the slide mass and/or if an earthquake shakes the region.

Recommendations

The property owners have been made aware in the past about this slide condition. There has not been an attempt from their part to mitigate the slide. In order to decrease and control the slide movement we recommend that unloading (removal) of the slide mass by regrading be performed as soon as possible. Details of this proposal have been discuss with Mr. Reagan, Senior Project Engineer. Attached are copies of cross sections and a preliminary grading plan that show the proposed grading work.

DAVE SERVAES
March 17, 1995
Page 2

If you have any questions and/or further assistance is required, please contact Les Bergquist or Gustavo Ortega at the District Materials Laboratory telephone (213) 620-5692.



GUSTAVO ORTEGA
District Engineering Geologist



LES BERGQUIST
District Materials Engineer

c.c. WBallantine-Office of Materials, Surveys and Utilities Engineering
Materials File

Attachments



EXHIBIT NO. 4	2 of 2
APPLICATION NO.	4-95-140

DEPARTMENT OF TRANSPORTATION

DISTRICT 7, 120 SO. SPRING ST.
LOS ANGELES, CA 90012-3606
TDD (213) 897-6610



(213) 897-0610

August 31, 1995

7-LA-01

Tuna Canyon and Via Escondido
469101

Mr. Troy Allan Doss
California Coastal Commission
Ventura Office
89 S. California St., Suite 200
Ventura, CA. 93001

Dear Mr. Doss:

RESTORATION PLAN FOR TUNA CANYON AND VIA ESCONDIDO

Per our phone conversation on 8/21, I performed a biological survey of Tuna Canyon and Via Escondido. This entailed a search of the California Department of Fish and Game's Natural Diversity Data Base (which was performed previously), as well as a site visit.

Both of these slopes were damaged by the rains and slid, causing traffic problems on adjacent Pacific Coast Highway. Caltrans re-opened the road, and thereafter initiated a slope stabilization project for both sites. This included recontouring, soil compaction, and setting up a slope drainage system. It also includes slope erosion control techniques. The slope erosion control aspect of this project will form the basis for Caltrans Restoration Plan.

Tuna Canyon**Floral Characteristics**

Tuna Canyon is by far the larger of the two sites, and is where the most native vegetation was lost due to the slope slippage. Based on the adjacent west-facing slopes, the native plant community that was lost contained: Ashy-leaved buckwheat (*Eriogonum cinereum*), laurel sumac (*Rhus laurina*), and rye grass (*Elymus triticoides*). The plant community in the area is best described as Ventura Coastal Sage Scrub.

The project area at Via Escondido had a marginal native vegetation component prior to the slope slippage. This is also based on adjacent land uses, which are residential. Most of the nearby residences have landscaped their surroundings with non-native ornamentals. The general area is approximately 80% non-natives, with the only native of any abundance being California segebrush (*Artemisia californica*).

1064

EXHIBIT NO. 5
APPLICATION NO. 4-95-140
RESTORATION
PLAN

Restoration

Caltrans proposes to restore the project area at Tuna Canyon with a hydroseed mix. This mix includes the following:

Deerweed (*Lotus scoparius*)
Arroyo lupine (*Lupinus succulentus*)
California poppy (*Eschscholzia californica*)
Bush sunflower (*Encelia californica*)
Quailbush (*Atriplex Breweri*)
California sage (*Artemesia californica*)
Ashy-leaved buckwheat (*Eriogonum cinereum*)
Slender tarweed (*Hemizonia ramosissima*)
Purple sage (*Salvia leucophylla*)
Mulefat (*Baccharis glutinosa*)

2064

EXHIBIT NO. 5
APPLICATION NO. 4-25-140

Hydroseeding will be conducted this year, so the seeds will receive the 95/96 winter storms.

Caltrans will then evaluate the success of this hydroseeding effort in the late spring/summer of 1996. The success of the hydroseeding will be based on total native vegetative cover and survival of the species that were hydroseeded. Depending on the results of this slope stabilization effort, Caltrans may additionally plant liners of the following plant species in October/November of '96:

Ashy-leaved buckwheat (*Eriogonum cinereum*)
Laurel sumac (*Rhus laurina*)
Rye grass (*Elymus triticoides*)

Via Escondido

Floral Characteristics

This project area is much more impacted than Tuna Canyon, primarily due to adjacent land uses. This has resulted in a much more disturbance-oriented vegetative community. Surrounding the project area are residential homes with diverse, ornamental landscaping. These include ice plant, as well as various landscaped shrubs.

The principal native species seen in the area were scattered, but included California sage and bush sunflower. There was also a nightshade (*Solanum* spp.) present, but it might have been one of the non-native species.

Restoration

The native plant community which was present before the slope slippage gives every indication that it was disturbed, with a high percentage of exotic species. Restoration will be commensurate to impacts from the slope stabilization work. The restoration for this site will consist of

hydroseeding. The following species will be hydroseeded:

California sagebrush (*Artemisia californica*)

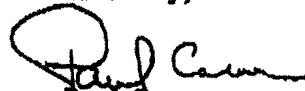
Bush sunflower (*Encelia californica*)

Purple nightshade (*Solanum xanthi*)

Hydroseeding will be conducted just prior to this winter's rainy season, to take full advantage of natural precipitation.

If you have any questions, or wish to provide any additional input, please call me at 213 897-0610.

Sincerely,



Paul Caron

District Biologist

Office of Environmental Planning

3064

EXHIBIT NO. 5
APPLICATION NO. W-95-190

DEPARTMENT OF TRANSPORTATION

DISTRICT 7, 120 SO. SPRING ST.
 LOS ANGELES, CA 90012-3606
 TDD (213) 897-6610



RECEIVED
 OCT 16 1995

October 11, 1995

CALIFORNIA
 COASTAL COMMISSION
 SOUTH CENTRAL COAST DISTRICT 07-LA-001
 Via Escondido
 469101

Mr. Troy Alan Doss
 Coastal Program Analyst
 California Coastal Commission
 South Central Coast Area
 89 South California ST., Suite 200
 VENTURA, CA 93001

Dear Mr. Doss,

This is to follow up on our August 31, letter regarding the restoration plan for Via Escondido.

Materials to be hydroseeded will conform to the following:

NON-LEGUME SEED			
Botanical Name (Common Name)	Percent (Minimum) Purity	Percent (Minimum) Germination	Pounds per Acre (Slope measurement)
Artemesia californica California sagebrush	15	50	2
Encelia californica Bush sunflower	40	60	15
Solanum xanthii Purple nightshade	10	10	3

The re-seeding is expected to be completed prior to the end of October; if you have any questions or concerns call me at 213-897-0675.

Sincerely,

Kreig Larson
 Kreig Larson
 Senior Environmental Planner

4104

EXHIBIT NO. 5
APPLICATION NO. 4-95-140

