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STATE OF CALIFORNIA—THE RESOURCES AGENCY PETE WILSON, Governor

CALIFORNIA COASTAL COMMISSION
SOUTH CENTRAL COAST AREA
89 SOUTH CALIFORNIA ST., SUITE 200
VENTURA, CA 93001
(805) 641-0142

RECORD PACKET COPY

Filed: 4/24/96
49th Day: 6/12/96
180th Day: 10/21/96
Staff: TAD-VNT
Staff Report: 5/16/96
Hearing Date: June 11-14, 1996
Commission Action:

STAFF REPORT: CONSENT CALENDAR

APPLICATION NO.: 4-96-063

APPLICANT: City of Malibu Public Works Department

AGENT: Jeff Palmer - RBF Associates

PROJECT LOCATION: Las Flores Canyon Road at Las Flores Creek, City of Malibu, Los Angeles County.

PROJECT DESCRIPTION: Construction of a new, temporary "Bailey Bridge" to replace an existing bridge to be removed by the Department of the Navy.

LOCAL APPROVALS RECEIVED: None Required.

SUBSTANTIVE FILE DOCUMENTS: Biologic Assessment of Lower Las Flores Creek, dated July 1995, prepared by Peter Xander Associates.

SUMMARY OF STAFF RECOMMENDATION

Staff recommends that the Commission determine that the proposed project, subject to a special condition regarding debris removal, is consistent with the requirements of the California 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 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 development during construction, 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. Removal of Debris and Abandoned Structures

By acceptance of this permit, the applicant agrees to remove all non-essential and abandoned fencing, corrugated metal pipes, and other debris existing at the project site following construction activities by the City of Malibu and Department of the Navy no latter than 30 days following the end of construction activities.

IV. Findings and Declarations

The Commission hereby finds and declares:

A. Project Description

The City of Malibu Public Works Department seeks a coastal development permit to construct a temporary two lane box girder bridge that is approximately 36' wide and 80' in length. The proposed development site is located across Las Flores Creek in Las Flores Canyon. The bridge is designed to span Las Flores Creek from bank to bank and no part of the structure will enter the stream course or impact the stream bank. This site is located in an area designated

as Significant Oak Woodland and ESHA. All construction associated with this project is to occur completely outside the creek channel. Furthermore, the project is located inside the existing road right-of-way, and is designed to carry loads in excess of the minimum requirements set by the Los Angeles County Fire Department.

Background

The proposed bridge is designed to replace an existing temporary single lane box girder bridge that was constructed following the 1993 Old Topanga Firestorm to replace a previously existing wood bridge destroyed by the fire. The initial temporary bridge was supplied to the City of Malibu by the Department of the Navy for a period not to exceed six months. Due to funding considerations it has taken over two years for the City to design a permanent bridge for the site. The Navy is now demanding that the bridge be returned, as the bridge is required for summer training excercises, and thus the City of Malibu seeks a permit for a second temporary bridge until such time that a permanent bridge can be designed, permited, and constructed.

The proposed bridge is essential to the continued use of Las Flores Canyon Road as a major access route for hundreds of residents in upper Las Flores Canyon and the Rambla Pacifico region of Malibu. The bridge is also required to provide access for emergency vehicles that use the existing temporary bridge to reach residents in the upper watershed of the canyon. The City of Malibu plans to seek a permit for the construct of a permanent bridge, to replace the proposed temporary bridge, by no latter than the summer of 1996.

B. Environmentally Sensitive Habitat Areas

Sections 30230 and 30231 of the Coastal Act are designed to protect and enhance, or restore where feasible, marine resources and the biological productivity and quality of coastal waters, including streams:

Section 30230:

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

Section 30231:

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

In addition, Section 30240 of the Coastal Act states that environmentally sensitive habitat areas must be protected against disruption of habitat values:

Section 30240:

(a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on such resources shall be allowed within such areas.

(b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade such areas, and shall be compatible with the continuance of such habitat areas.

Resource Area Discussion

The following section is a discussion of the sensitive resource areas within and adjacent to the completed project site.

Significant Oak Woodlands;

The Commission recognizes Significant Oak Woodlands as the following:

Significant oak woodlands are woodlands (or savannahs) which are located outside Significant Watersheds (i.e., outside undisturbed watersheds). These woodlands are located much closer to existing roads and development (e.g., Red Rock Canyon area) and, consequently are not as heavily utilized by sensitive, secretive wildlife such as Golden eagles and other birds of preyor large mammals such as mountain lions and bobcats. In this sense, these woodlands are not quite as critical as remote, undisturbed woodlands. Nevertheless, any oak-dominated habitat is considered a biologically critical resource because of the large number of wildlife dependent upon oak trees and because of the declining nature of oak-dominated habitats in southern California.

The Significant Ecological Areas of the Santa Monica Mountains Report (R.D. Friesen Ph.D.) describes these woodlands as follows:

This frequently savanna-like, open oak woodland dominated by Coast Live Oak (Quercus agrifolia) on slopes with deep moist soils. Generally it is found in canyon bottoms and on moist north-facing slopes where other species such as the California Walnut (Juglans californica), and members of the California Lilacs (Ceanothus), Sumacs (Rhus), Currents (Ribes), and Poison Oak (Toxicodendron) intrude from adjacent chaparral areas. In open places within the woodland canopy, large tree-size shrubs such as Toyon (Heteromeles arbutifolia) and Blue Elderberry (Sambucus mexicana) frequently occur. In places, trees in this woodland are more scattered and have an understory of typical Southern California Grasslands, forming a typical oak savanna.

To a varying degree these designated Significant Oak Woodlands contain a fair amount of riparian woodland as well. This is especially true in the lower sections of Las Flores Canyon. The Friescen report refers to these areas in the following manner:

A number of stream courses in the Santa Monica Mountains support a community of shrubs, semiaquatic trees, and herbs along their margins. Generally, these riparian woodlands are best developed alongside perennial streams where water runs near or above ground level all year round. These woodlands support trees such as Bigleaf Maple (Acer macrophyllum), Western Sycamore (Platanus racemosa), White Alder (Alnus rhombifolia), Coast Live Oak (Quercus agrifolia), and Fremont Cottonwood (Populus fremontii). An understory layer of shrubs frequently include Willows (Salix), Blue Elderbery (Sambucus mexicana), and Coyote Brush (Baccharis pilularis), but these shrubby species often occur alone, in the absence of trees. Another shrub frequently found in riparian situations of the Santa Monica Mountains is the Greenbark Ceanothus (Ceanothus spinosus). Frequently, a rich layer of herbs, grasses, and other plants are found below the canopy of the shrubs and trees. The Giant Chain Fern (Woodwardia fimbriata) and other ferns are frequently found in this setting. A large variety of microhabitats are provided within the riparian stream bottoms with its moist leaf litter, quiet pools, and damp stream banks. The canopy of trees and shrubs provide numerous resources for a great variety of bird species. Accordingly, riparian habitat is of great value as a wildlife habitat.

A large variety of animal species utilize riparian communities. Typical species include insects such as Underwing Moths (Catocala spp.), the Sylvan Hairstreak (Strymon sylvinus)...Amphibians supported by this habitat include the California Newt (Taricha torosa),...and Pacific Treefrog. Reptiles include the Western Skink (Eumeces skitonianus)...Ring-necked Snake (Diadophis punctatus)...and the Pacific Pond Turtle (Clemmys marmorata). Bird species specifically associated with riparian areas include the Cooper Hawk and Red-shouldered Hawk. Mammals found in this community include the Broad-footed Mole (Scapanus latimanus), Ornate Shrew (Sorex ornatus), Western Harvest Mouse (Reithrodontomys megalotis), California Vole (Microtus californicus), White-footed Mice (Peromyscus spp.), Long-tailed Weasel (Mustela-frenata), Raccoon (Procyon lotor), and Striped Skunk (Mephitis mephitis). A number of bat species (Chiroptera) require riparian habitat for nightly feeding activity.

Riparian woodlands are subject to destruction by urbanization, channelization of their water courses, and fire. Siltation and sedimentation frequently damage the root systems of riparian species, causing their early death. However, riparian communities are able to slowly recover (self-restoration) after floods and fires.

Oak woodlands, and associated riparian habitat, have been identified, by the Fish & Game Commission Hardwood Policies (adopted March 1, 1985), as "extremely important to the fish & wildlife resources of California." They are recognized for supporting a "wide variety of wildlife species by providing food, nesting, and roosting cover, and in many instances, important understory vegetation. In addition, hardwoods benefit fishery resources by preventing the erosion of hillsides and stream banks, moderating water temperatures by shading, and contributing nutrients and food-chain organisms to waterways."

The Coastal Act requires that when development occurs in or adjacent to streams or riparian habitat that the habitat be protected or enhanced when feasible.

ESHA Issue Analysis:

The applicant seeks a coastal development permit for the construction of a temporary two lane box girder bridge that is approximately 36' wide and 80' in length. The proposed development site is located across Las Flores Creek in Las Flores Canyon. The bridge is designed to cross Las Flores Creek from bank to bank and no part of the structure will enter the stream course or have an impact the stream bank. This site is located in an area designated as Significant Oak Woodland and ESHA. However, all construction associated with this project is to occur completely outside the creek channel. Furthermore, although there do exist California Sycamore and Coast Live Oak trees up and down stream of the proposed project site, presently no riparian or other native species exist within the envelope of the project site.

To ensure that all construction debris and abandoned materials associated with the project site will not have an adverse impact upon Las Flores Creek and its riparian habitat, Special Condition No. One (1) requires the applicant to removed all debris and abandoned construction materials existing on site, as a result of construction activities by the City of Malibu and the Department of the Navy, by no latter than 30 days following the end of construction activities. The Commission finds that the project as proposed, and conditioned is consistent with Sections 30230, 30231, and 30240 of the Coastal Act.

C. Grading/Landform Alteration & Visual Resources

Sections 30251 and 30253 of the Coastal Act state:

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 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.

Section 30253

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 landforms along bluffs and cliffs.

The applicant seeks a coastal development permit to construct a temporary two lane box girder bridge that is approximately 36' wide and 80' in length. The bridge is designed to cross Las Flores Creek from bank to bank, with no part of the structure entering the stream course. Furthermore, although there do exist California Sycamore and Coast Live Oak trees up and down stream of the proposed project site, presently exist no riparian or other native species exist within the envelope of the site.

Presently, construction debris and abandoned drainage devices and fencing exist at the project site. To ensure that all construction debris and abandoned materials associated with the project site will not have an adverse affect upon the visual resources associated with Las Flores Creek and its riparian habitat, Special Condition No. One requires the applicant to removed all debris and abandoned construction materials existing on site, as a result of construction activities by the City of Malibu and the Department of the Navy, by no latter than 30 days following the end of construction activities. Therefore, the Commission finds that the project, as conditioned is consistent with Sections 30251 and 30253 of the Coastal Act.

D. Hazards Analysis

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.

HAZARDS ISSUE ANALYSIS

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 landslide on the property.

The proposed development is designed to replace a structure lost during the 1993 firestorm. This firestorm destroyed over 450 structures as well as 18,000 acres of land, most of which was covered by chaparral habitat. Development in this chaparral habitat has complicated the fire flood cycle through the advent of fire suppression as wildfires are aggressively fought and extinguished as soon as they begin. However, fire plays an important role in the removal of dead woody debris, and further aids in the regeneration of chaparral habitat. The removal of frequent, low intensity burns has led to the massive buildup of woody materials in the Santa Monica Mountains, and has lead to the creation of

large, high intensity fires that burn out of season, and in such a manner that they are nearly impossible to control. The Topanga fire of 1993 was such a fire. Furthermore, the intensity of these fires in terms of temperature, and total acreage lost may have an impact on the ability of the chaparral ecosystem to recover in an adequate and timely fashion. The lack of ability of this ecosystem to recover impacts the duration and intensity of erosion associated hazards. Furthermore, any development located within this habitat is continually affected by the fire/flood cycle.

Erosional processes following the firestorm of 1993 have had a major impact upon Las Flores Canyon; however, the proposed building site has remained largely unaffected by flooding, debris flows, and mudslides. The proposed structure should remain unaffected by the above mentioned hazards as the structure is approximately 5 to 6 feet above the level of the creek bank and the pre-existing structure destroyed by the 1993 firestorm.

Las Flores Canyon Road is the primary access way into upper Las Flores Canyon, which contains several hundred residences, from Pacific Coast Highway, and the bridge is proposed to provide continued access for private as well as emergency vehicles. The Los Angeles County Fire Department requires that all bridges be designed and constructed in such a manner that they can carry a weight of no less than 25 tons. The City of Malibu states that this bridge is designed to contain a weight in excess of 25 tons at a minimum. Staff has also contacted the Los Angeles County Fire Department regarding the minimum standards required for a bridge crossing. The Fire Department states that the bridge meets the minimum requirements in regards to carrying capacity and width.

The Commission finds that the proposed project is consistent with Section 30253 and other Chapter 3 polices of the Coastal Act.

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

F. CEQA

Section 13096(a) of the Commission's administrative regulations requires Commission approval of Coastal Development Permit application 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.

TAD-VNT
2015M

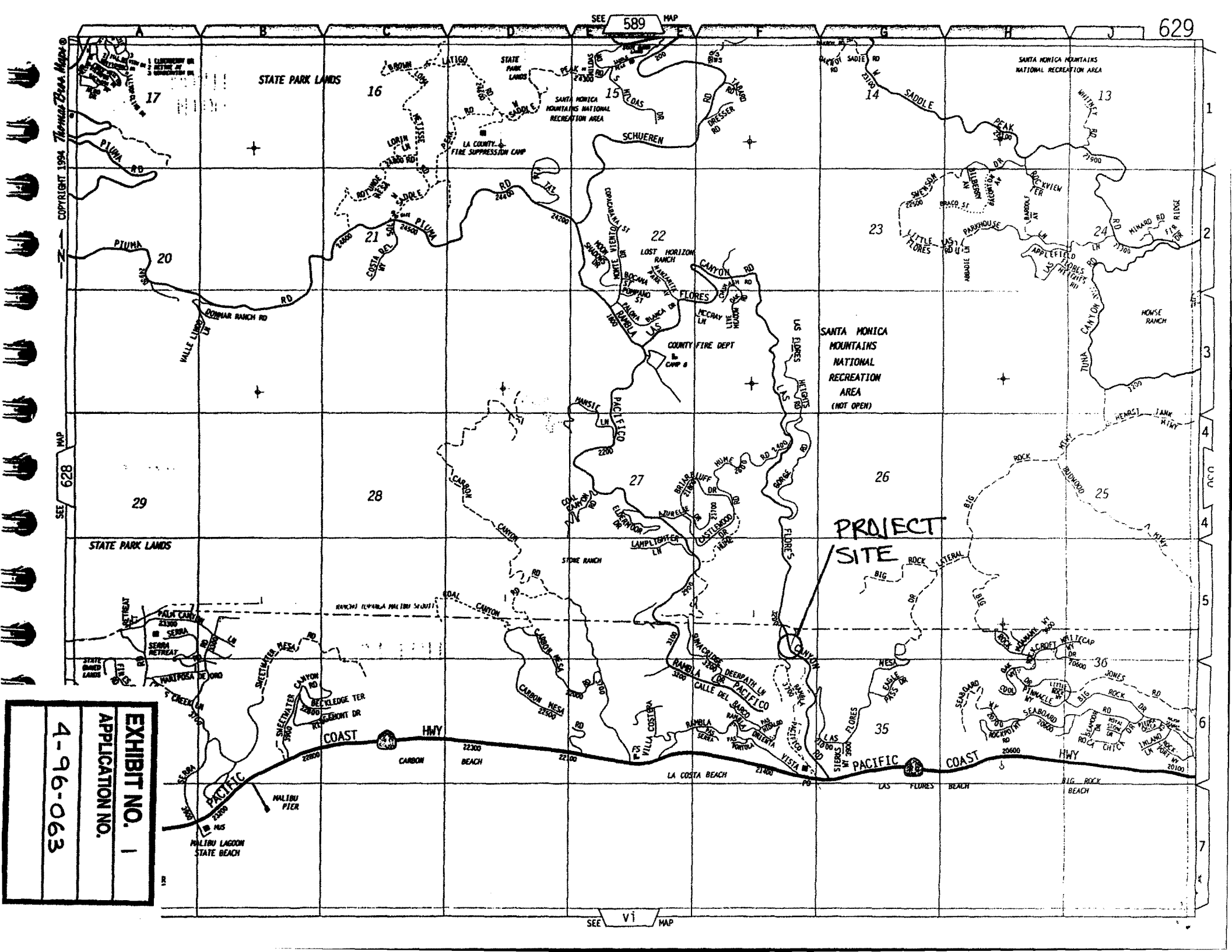
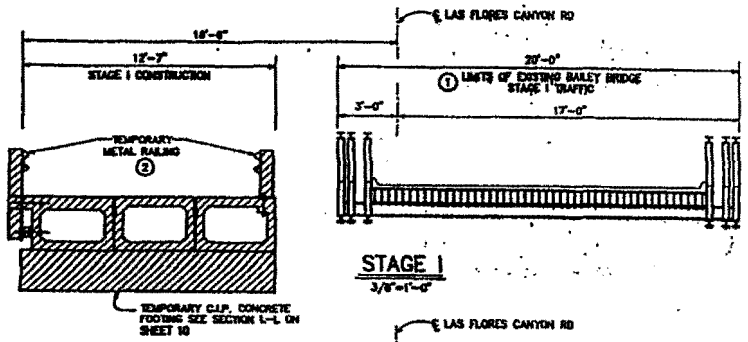
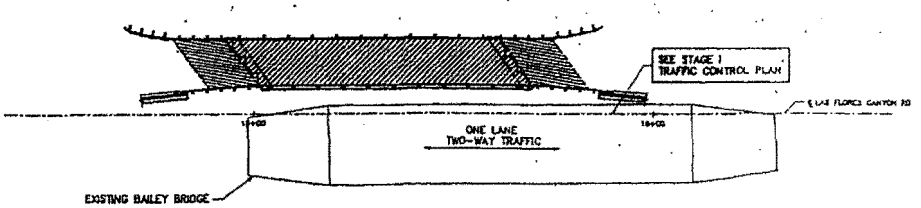


EXHIBIT NO. 1
APPLICATION NO.
4-96-063

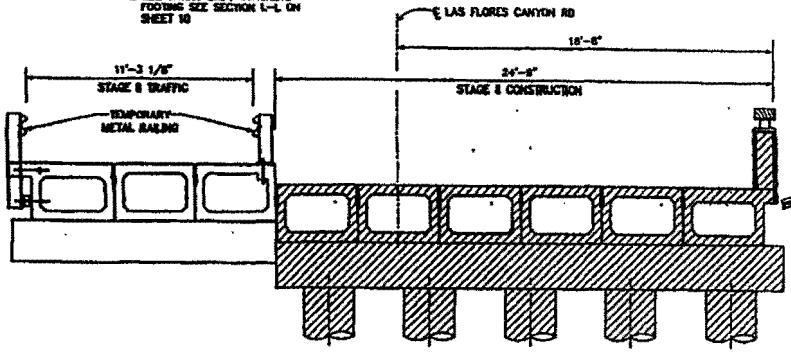


STAGE I
3/8"=1'-0"



TEMPORARY STAGE I PLAN
NO SCALE

1) INSTALL TEMPORARY FOOTINGS & APPROACH AC RAMPS
2) PLACE GIRDERS A-C AND PREPARE APPROACH ROADWAY AS NECESSARY.
3) PLACE TEMPORARY METAL RAILINGS.



STAGE II
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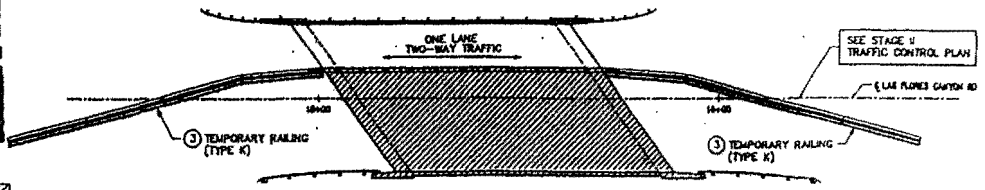
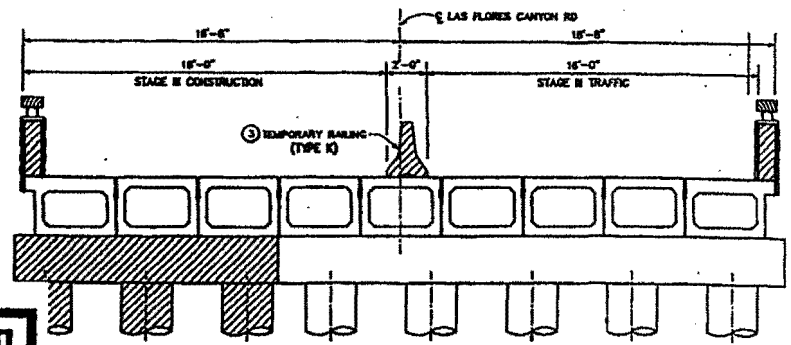


STAGE II PLAN
NO SCALE

1) DETOUR TRAFFIC ONTO TEMPORARY STRUCTURE.
2) BAILEY BRIDGE TO BE REMOVED BY OTHERS.
3) INSTALL PILES AND CONSTRUCT ABUTMENTS AND WINGWALLS.
4) CONSTRUCT BARRIER RAILING AND MBOR ON WEST SIDE.



STAGE III
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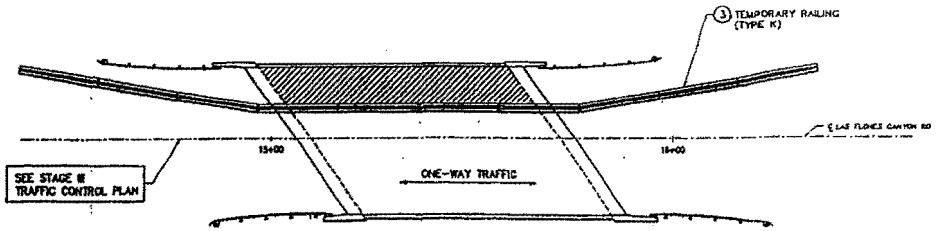


STAGE III PLAN
NO SCALE

1) REMOVE TEMPORARY STRUCTURE AND CONSTRUCT PILES, ABUTMENTS, & WINGWALLS
2) REMOVE INTERIOR TEMPORARY METAL RAILING AND PLACE TEMPORARY RAILING (TYPE K).
3) REMOVE EXTERIOR TEMPORARY METAL RAILING AND BUILD EAST BARRIER RAILING AND MBOR RAIL.

NOTES:
① EXISTING BAILEY BRIDGE TO BE REMOVED BY OTHERS PRIOR TO STAGE II CONSTRUCTION.
② FOR TEMPORARY METAL RAILING LAYOUT SEE SHEET .
③ TEMPORARY RAILING (TYPE K W/YELLOW MARKERS) TO BE PLACED AS DIRECTED BY THE ENGINEER.
INDICATES STAGE CONSTRUCTION AREA

Robert Bein, William Frost & Associates
PROFESSIONAL ENGINEERS, PLANNERS & SURVEYORS
REVIEWED BY:
GARY L. WILLIS, P.E.
ROBERT WILLIAM DORSEY R.C.E. 18413

REVISIONS			
NO.	DESCRIPTION	APP.	DATE

CITY OF MALIBU

BRIDGE ON LAS FLORES CANYON ROAD
OVER LAS FLORES CREEK (REPLACEMENT)
STAGE CONSTRUCTION

DESIGNED: GAT	DRAWN: GAT	CHECKED: HWD
FILE NO.	SHT. 13 OF 17	DWG. NO.

EXHIBIT NO. 2
APPLICATION NO.
4-96-063

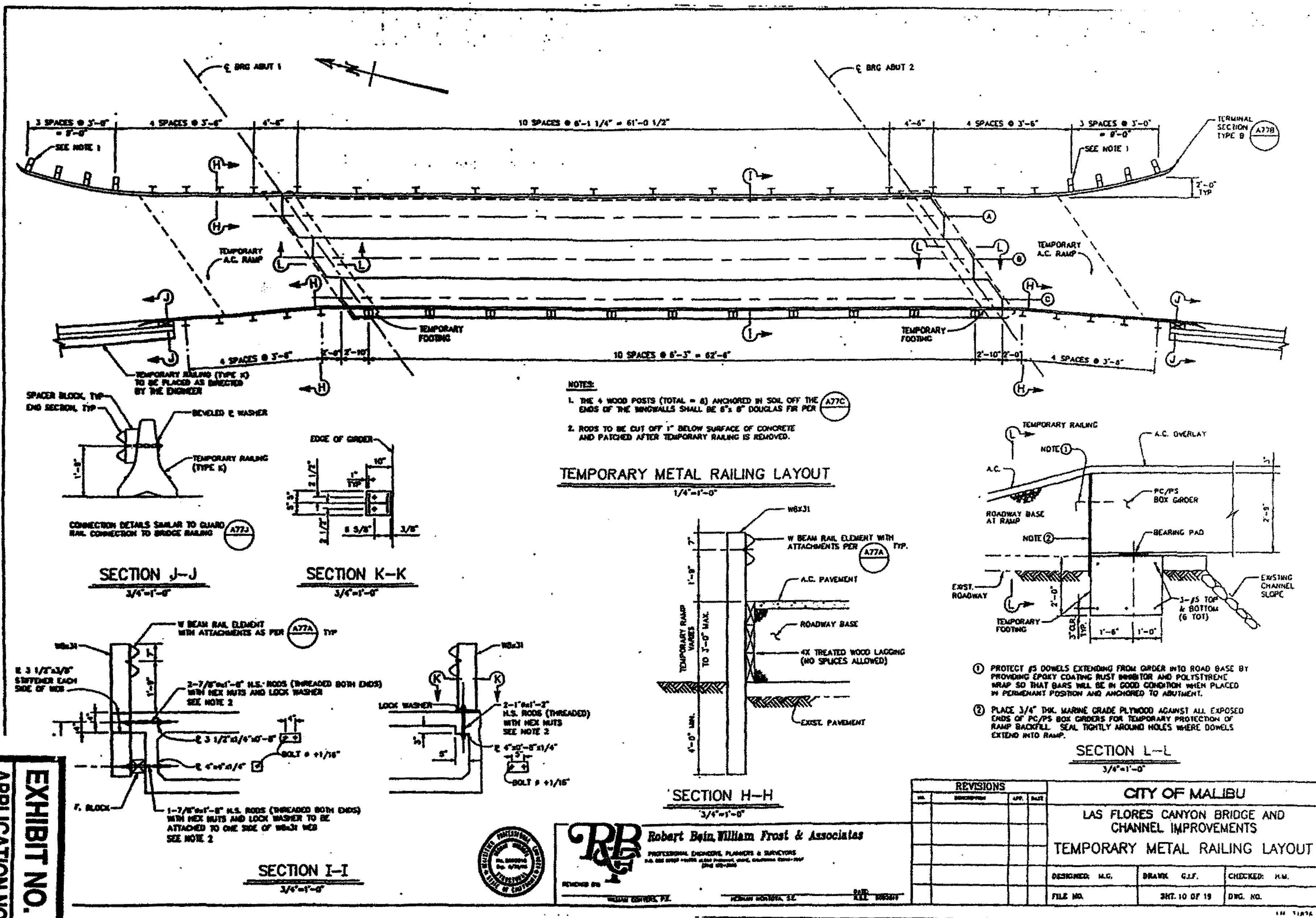
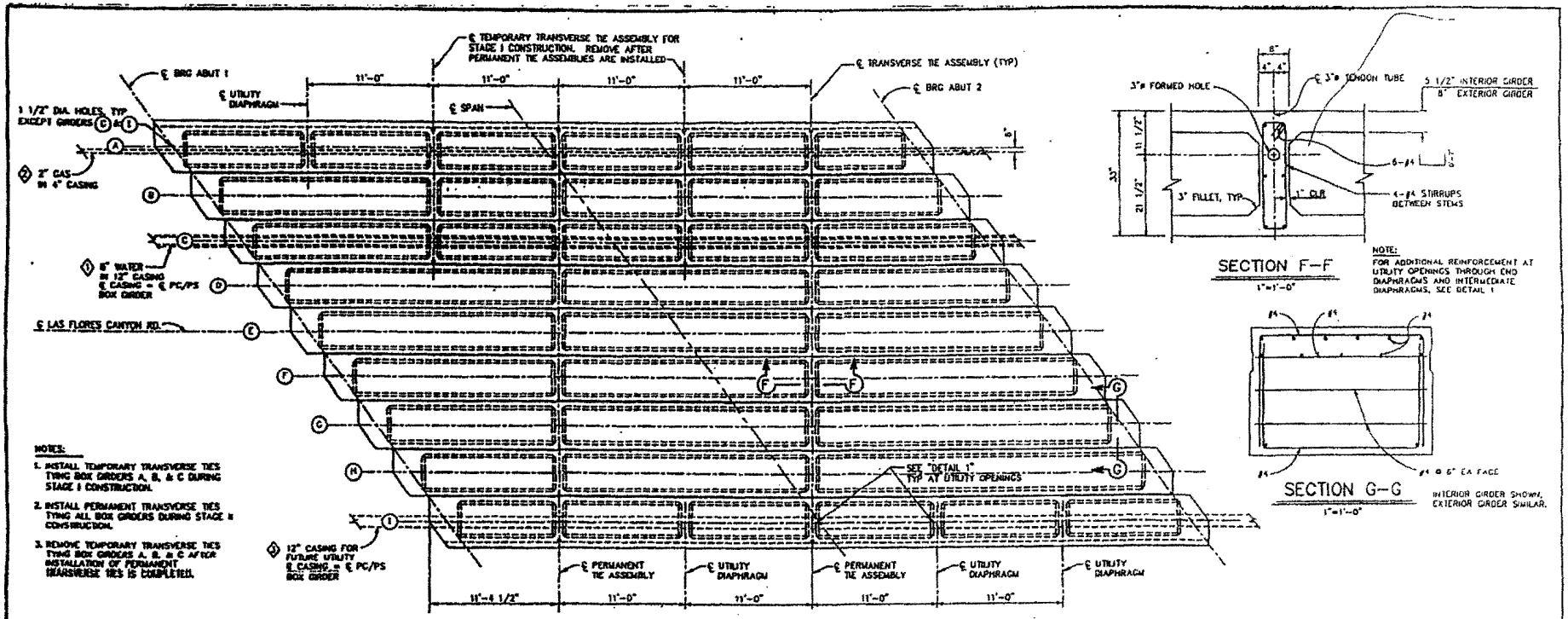


EXHIBIT NO. 3

APPLICATION NO. 4-96-063



GIRDER LAYOUT
1/4"=1'-0"

SECTION F-F
1"=1'-0"

NOTE:
FOR ADDITIONAL REINFORCEMENT AT UTILITY OPENINGS THROUGH END DIAPHRAGMS AND INTERMEDIATE DIAPHRAGMS, SEE DETAIL 1

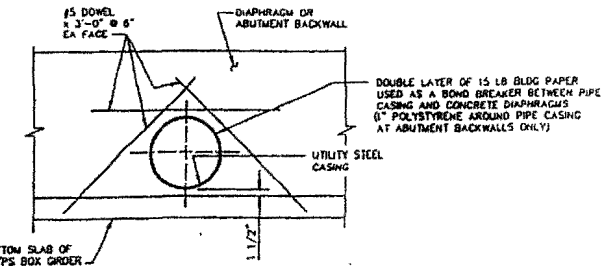
SECTION G-G
1"=1'-0"

INTERIOR GIRDER SHOWN, EXTERIOR GIRDER SIMILAR.

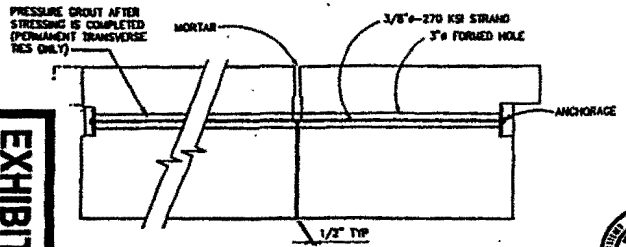
NOTES:
1. INSTALL TEMPORARY TRANSVERSE TIES TYING BOX GIRDERS A, B, & C DURING STAGE I CONSTRUCTION.
2. INSTALL PERMANENT TRANSVERSE TIES TYING ALL BOX GIRDERS DURING STAGE II CONSTRUCTION.
3. REMOVE TEMPORARY TRANSVERSE TIES TYING BOX GIRDERS A, B, & C AFTER INSTALLATION OF PERMANENT TRANSVERSE TIES IS COMPLETED.

UTILITY DATA

NO.	UTILITY TYPE	UTILITY COMPANY	PIPE TYPE	CASING	CASING FURNISHED & INSTALLED BY	PIPE FURNISHED & INSTALLED BY
①	WATER	L.A.C.P.W.D. WATER WORKS	8" DIA WATER MAIN	12" DIA STEEL PIPE	PC/PS BOX GIRDER MANUFACTURER	CONTRACTOR
②	GAS	SO. CA. GAS CO.	2" DIA GAS MAIN	4" DIA STEEL PIPE	PC/PS BOX GIRDER MANUFACTURER	UTILITY COMPANY
③	FUTURE			12" DIA STEEL PIPE	PC/PS BOX GIRDER MANUFACTURER	



DETAIL 1
NO SCALE



TYPICAL TRANSVERSE TIE ASSEMBLY
1"=1'-0"

TRANSVERSE TIE ASSEMBLY NOTES:
1. MORTAR SHALL BE A STIFF MIX AND HAND PACKED IN THE TIE ASSEMBLY RECESSES.
2. KEYWAYS SHALL BE WET WHEN PACKING MORTAR.
3. ALL VOIDS SHALL BE DRAINED.
4. THE POST TENSIONING FORCE IN EACH TIE ROD SHALL BE 20 KIPS. TIE RODS SHALL NOT BE POST TENSIONED UNTIL MORTAR HAS HARDENED FOR AT LEAST 14 DAYS.

REVISIONS

NO.	DESCRIPTION	APP.	DATE

CITY OF MALIBU

LAS FLORES CANYON BRIDGE AND CHANNEL IMPROVEMENTS

PC/PS BOX GIRDER DETAILS 2

Robert Bein, William Frost & Associates

DESIGNED: M.G. | DRAWN: C.J.F. | CHECKED: H.M.

FILE NO. | SHT. 8 OF 19 | DWG. NO.

DATE: 09-95

EXHIBIT NO. 4
APPLICATION NO.
4-96-063