

CALIFORNIA COASTAL COMMISSION

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TU 16

Filed: 04-06-99
30th Working Day: 05-06-99
Staff: RMR/LB
Staff Report: 04-19-99
Hearing Date: May 11-14, 1999 :

RECORD PACKET COPY**STAFF REPORT AND RECOMMENDATION****PUBLIC WORKS PLAN SPECIFIC PROJECT**

APPLICATION NUMBER: PWP-4-82-13

APPLICANT: California Department of Parks and Recreation

AGENT: David Pryor

PROJECT LOCATION: Crystal Cove State Park Historic District
County of Orange

PROJECT DESCRIPTION: Replacement of an asphalt roadway, embankment and electrical conduit adjacent to the Los Trancos Road access tunnel. Grading consists of 500 cubic yards of fill for the road, 130 cubic yards of rip-rap to protect the road and landscaping.

SUMMARY OF STAFF RECOMMENDATION: Staff recommends that the Commission find that the proposed development, as conditioned, is consistent with the Crystal Cove State Park Public Works Plan.

The proposed development involves the replacement of a road and supporting infrastructure which was destroyed during the recent El Nino rains. There are no unresolved issues. The applicant agrees with the Staff's recommendation.

LOCAL APPROVALS RECEIVED: Approval from the State of California Department of Parks and Recreation

SUBSTANTIVE FILE DOCUMENTS:

1. Crystal Cove State Parks Public Works Plan, PWP-4-82 and Commission findings dated May 4, 1982

LIST OF EXHIBITS

1. Vicinity Map
2. Site Plan
3. Cross Section
4. Facilities Map
5. CCSP General Plan Map
6. Historic District

RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution:

I. Approval with Conditions

The Commission hereby **approves** the specific project, subject to the conditions below, for the proposed development on the grounds that the development will be in conformity with the provisions of the certified public works plan and will not have any significant adverse effects on the environment within the meaning of the California Environmental Quality Act.

II. Special Conditions:

1. Notice of Trail/Tunnel Opening

The pedestrian trail from the Los Trancos parking lot through the tunnel to the Historic District shall be opened upon the conclusion of construction and the completion of project planting. The Department of Parks and Recreation shall notify Commission staff in writing of the re-opening of the trail and tunnel. The trail shall be opened no later than 60 days following Commission approval so that construction does not conflict with peak visitor access to the Historic District and State Park.

III. Findings and Declarations

The Commission hereby finds and declares as follows:

A. Standard of Review

Section 30605 of the Coastal Act provides, in part, that:

Where a plan for a public works or state university or college or private university development project has been certified by the Commission, any subsequent review by the Commission of a specific project contained in the certified plan shall be limited to imposing conditions consistent with Sections 30607 and 30607.1.

Section 30606 of the Coastal Act states:

Prior to the commencement of any development pursuant to Section 30605, the public agency proposing the public works project, or state university or college or private university, shall notify the Commission and other interested persons, organizations, and governmental agencies of the impending development and provide data to show that it is consistent with the certified public works plan or long-range development plan. No development shall take place within 30 working days after the notice.

Section 13359 of the Commission's administrative regulations states:

- (b) The Commission shall ... determine whether the proposed development is consistent with the certified public works plan. If the Commission determines that the project is not consistent with the approved plan and that conditions may be required in accordance with the provisions of Public Resources Code Sections 30605-320607.1, in order to bring the project into conformance with the approved plan, the Commission shall vote on the proposed conditions at the next scheduled public hearing.

The Crystal Cove State Park Public Works Plan was approved with conditions on May 20, 1982. The conditions were met on August 26, 1982.

B. Project Description and Location

The applicant is proposing to replace an asphalt roadway, embankment and electrical conduit adjacent to the Los Trancos Road access tunnel. Grading consists of 500 cubic yards of fill for the road and 130 cubic yards of rip-rap to protect the road. Minor landscaping is proposed. Runoff from the El Nino storms

undercut and washed out the road, road base and other improvements related to where the tunnel outlets into the stream. In addition, the runoff eroded a slope which bordered the road directly on the north. This slope supports the access road to the Historic District.

The project site is located at Los Trancos Creek on the seaward side of Pacific Coast Highway. An access tunnel (arch culvert) runs underneath Pacific Coast Highway, connecting the inland Los Trancos parking lot with the seaward portion of the park (see Exhibit 6). The access tunnel is used for pedestrian traffic and for lifeguard/ranger vehicular traffic between the Historic District and the Los Trancos parking lot and interpretive center. The tunnel outlets at a road which connects to the upper parking area at the Crystal Cove State Park Historic District. The upper parking lot area is shown on Exhibit 6 as the existing garage and bus parking and turnaround area. Both the road and the arch culvert (tunnel) under PCH are currently closed to the public.

There are two paths which visitors at Los Trancos parking lot can use to access the seaward side of the State Park. First, visitors can walk down along the Los Trancos stream, into the tunnel, through the tunnel, and across the asphalt road into the upper reaches of the Crystal Cove State Park Historic District. This is the most aesthetic and direct path. Second, visitors can cross PCH at a signalled intersection and either connect with the access road leading to the Historic District or walk across the marine terrace portion of the State Park to a ramp which takes pedestrians to the beach. Exhibit 6 includes arrows showing the three pathways.

The preferred method is to walk through the tunnel. Walking down a path recently restored with native vegetation, through a tunnel and outletting into the historic district is a more aesthetic experience than crossing PCH. In addition, the Los Trancos parking lot has been discussed as a potential site for a hostel. The purpose of the Los Trancos lot is to provide parking for visitors to the interpretive center and the Historic District.

When Pacific Coast Highway was constructed, in the early 1930's, portions of Los Trancos Creek and the Crystal Cove area were filled to create slopes supporting the road and a 9 feet by 10 feet arch culvert (access tunnel) was placed under the road. Los Trancos Creek flows through that culvert and empties into the ocean at the Crystal Cove Historic District. A photograph from 1939 shows that Los Trancos Creek was channelized with retaining walls from the car bridge to the creek mouth at the Pacific Ocean.

When the highway was constructed, highway engineers altered the course of Los Trancos stream south of its previous channel and directed it into the culvert (access tunnel) under Pacific Coast Highway. The culvert was constructed in 1932. The stream now flows under Pacific Coast Highway via the culvert and

takes a 90 degree turn before flowing through the historic district. The arch culvert connects the eastern side of the State Park inland of Pacific Coast Highway with the Historic District. There was an asphalt paved road leading from the upper parking area in the Historic District to the culvert.

During the 1995 and 1998 El Nino storms, the flood waters destroyed the section of road leading from the culvert to the upper parking lot area in Crystal Cove State Park. Runoff from the El Nino storms undercut and washed out the road, road base and other improvements related to where the tunnel outlets into the stream. In addition, the runoff eroded a slope which bordered the road directly on the north. This slope supports the access road to the Historic District.

The Historic District upper parking area is for use by Historic District residents and Park personnel only and is not open to the public. This road is used by lifeguards and rangers and by pedestrians gaining access to the Historic District from the Los Trancos parking lot and interpretive building.

In 1995, CDP 5-95-123 was approved by the Commission for reconstruction of a slope adjacent to PCH south of the proposed development. A 221 foot long section of slope bordering Pacific Coast Highway was eroded and threatened the stability of the western lanes of the highway. The storms also caused extensive damage to the channel retaining wall on the north side of the creek downstream of the auto bridge and also damaged seawalls facing the ocean at the mouth of the creek. Coastal Development Permit 5-95-123 was approved by the Commission for reconstruction of the collapsed slope, channel walls and seawalls, but did not involve any work at the tunnel.

After the 1995 storms, FEMA paid for repairs at the outlet of the Los Trancos arch culvert. The repairs consisted of replacing the fill for the road, asphalt, uncemented rip rap protection above and below the road and basically restored the area to its pre-storm condition. However, the El Nino storms of 1998 again destroyed the road.

Vegetation in the stream channel seaward of PCH consists primarily of non-native plants. In addition, the non-channelized segments of the existing channel are subject to scour during storm events. The non-channelized segment from the arch culvert to the channelized sections of the Los Trancos Creek is approximately 50-100 feet. Any resources or development at the mouth of the arch culvert bears the brunt of floodwater runoff and scour.

C. Related Actions and Permits

PWP-4-82-8. This PWP project was approved by the Commission on 10-31-91 for the installation of a 24' x 60' modular structure to serve as a temporary visitor center and interpretive facility within an existing paved area of

the Los Trancos parking lot; construction of a wood entry deck, handicap access ramp, rear doorstep, vehicle control barriers, parking lot restriping, signs and trenching for electrical and telephone lines.

The Department of Parks and Recreation applied for this permit in order to construct "temporary" visitor-serving, interpretive facilities for users of the Historic District and shoreline in this area. The facilities were proposed as temporary until such time as the Historic District could be converted to public use.

PWP-4-82-11. This PWP project was approved by the Commission in 1993 for the reconstruction of the existing pedestrian bridge and replacement of an existing automobile bridge in the Crystal Cove Historic District.

The staff report findings concluded that repairs to bridges, although not specifically identified in the public works plan, are consistent with the public works plan. The findings state that the Certified Public Works Plan recognizes the need to rehabilitate structures to maintain serviceability, to protect the structures, and to conform to existing health and safety code requirements. Accordingly, bridges qualify as structures that must be maintained to conform to the Historic Preservation, public use, and access policies of the Certified Public Works plan.

CDP 5-95-123. This CDP was approved by the Commission in June of 1995 for construction of Phase I and II of the Los Trancos Creek improvements consisting of reconstruction of the failed slope adjacent to PCH, installation of new concrete retaining walls, reinforcement of a portion of the existing retaining wall, and landscaping.

These improvements were completed and successfully withstood the recent El Nino rains.

D. Consistency with the Public Works Plan

The Crystal Cove State Park Public Works Plan (PWP) was certified by the Commission in May of 1982. The PWP includes the Crystal Cove State Park General Plan, the On-Site Maintenance Plan and the Crystal Cove State Park Historic District Plan. Section 30605 of the Coastal Act, cited above, establishes the standard of review. The first threshold question is whether the specific project is contained in the Certified Public Works Plan. If it is, then the Commission's review is limited to the imposition of conditions. The Commission can not deny a project which it previously certified as part of the public works plan, however, the Commission can regulate the manner in which the project is carried out to bring it into conformance with the public works plan.

The On-Site Maintenance Program for the CCSP Historic District pertains primarily to the existing cottages and their rehabilitation. Pertinent policies in the General Plan of the PWP relate to protection of archaeological sites, provision of access, erosion control and maintenance of existing facilities.

1. Protection of Archaeological Resources

The Crystal Cove Historic District Development and Public Use Plan discusses potential archaeological sites in the area, including the possibility that a site exists along Los Trancos Creek, and discusses measures to protect them. There are no archaeological resources in the immediate area where the road was washed out. However, restoration of the road and placement of rip-rap will halt further erosion and deterioration of the streambed and surrounding area which will protect any potential archaeological sites in the vicinity. Finally, an archaeologist will be on site during the construction to ensure that no archaeological resources are disturbed.

The On-Site Maintenance Program discusses the protection of archaeological sites. It states:

8. Every reasonable effort shall be made to protect and preserve archaeological resources affected by, or adjacent to, any acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project.

Therefore, implementation of the proposed development is consistent with the certified Public Works Plan policies regarding protection of archaeological resources.

2. Public Access

One of the primary goals of the PWP is public access to the park and its unique facilities, including the Historic District. The Historic District currently is reached either by walking along the beach via public beach access ramps or via the Los Trancos parking lot on the inland side of PCH. There is road access to the Historic District but this is limited to residents and park personnel only.

The Development and Public Use Plan states that any plan for the historic district has two objectives:

1. To preserve and protect the special quality of this unique example of a Southern California beach community; and
2. To provide full public use and enjoyment of the historic district in a manner consistent with the preservation purpose.

Page 6 of the Development and Public Use Plan states:

Parking for 600 cars and 4 buses will be located inland of the highway with a pedestrian trail connection under the highway to the historic district and beach.

Among the policies in the CCSP General Plan are the following:

Page 25:

In a manner consistent with the purpose of the historic district, the department shall provide access as necessary for public enjoyment of the recreational, cultural, and natural values of the Crystal Cove Historic District.

In 1994 the Department of Parks and Recreation prepared a Legislative Report on the Crystal Cove State Park Historic District. This report refers to the PCH undercrossing from Los Trancos. It states on page 27:

The second access is the Los Trancos pedestrian undercrossing which connects the inland Los Trancos parking lot to the historic district. This was an existing highway creek culvert that was converted to a pedestrian undercrossing by the department and the Irvine Company in 1986.

Page 19 of the Legislative Report discusses the Los Trancos parking lot:

This area consists of the entire Los Trancos area located immediately north of the historic district on the inland side of Pacific Coast Highway. The area includes the existing 425 car parking area, restroom building, paved access trails, pedestrian undercrossing connection to the historic district and a temporary visitor center. (see Exhibit 6).

Currently the pedestrian trail from the inland parking lot at Los Trancos through the tunnel to the Historic District is closed to the public because of the recent storm damage. The previously existing asphalt road was undercut and washed out, along with a portion of the slope, stream channel and concrete weir at the tunnel exit. The pedestrian trail and tunnel provide a linkage between the Los Trancos parking lot and the Crystal Cove Historic District. The public can park in Los Trancos and cross PCH at a signaled intersection. However, the tunnel provides a more direct linkage between the beach, the Historic District and the Los Trancos parking lot. The tunnel provides a more aesthetic experience as well. Finally, the tunnel and asphalt road connecting to the upper parking area in the Historic District are essential as an alternative emergency access for park personnel.

Special condition 1 stipulates that the Department of Parks and Recreation complete the repairs within 60 days, open the pedestrian trail and tunnel and notify Commission staff of the re-opening. In the past, the Department of Parks and Recreation has closed down paths for extended periods of time because of budget or other difficulties (5-82-188-A4). The Commission is imposing this condition to ensure that the trail is re-opened to the public at the project's end. Only as conditioned does the Commission find that the proposed project is consistent with the access policies of the certified Public Works Plan.

3. Erosion Control and Maintenance of Existing Facilities

Page 19: Erosion Control Policies

Destructive or unnatural erosion shall be controlled or prevented by means that are in harmony with the purposes of the park.

Steps shall be taken to correct existing erosion problems and eroded areas in the park. Revegetation of problem areas with native plants may be warranted in some areas, and shall be undertaken when needed.

Page 17 of the General Plan

The function of the Department of Parks and Recreation at Crystal Cove State Park is to manage, protect, and, where necessary, to restore its natural and cultural resources and values for their perpetuation in accordance with the park purpose; to interpret these values effectively; and to provide facilities and services, consistent with the purpose of the park, that are necessary for full enjoyment of the park.

The On-Site Maintenance Program states:

In addition, the Department will construct those improvements that will be required to provide adequate fire protection and fire safety for all structures. Water mains will be upgraded to provide needed pressure and volume, fire hydrants will be installed, and access for emergency vehicles will be improved in conformance with local and State standards.

The trail from the Los Trancos parking lot to the arch culvert underneath PCH is currently closed to the public because of the storm damage to the stream and road where the arch culvert outlets into the Historic District. As can be seen from Exhibit 6, the trail and the road connecting with the culvert on the seaward side of PCH trend east to west. Los Trancos Creek, on the other hand, trends north and south. The storm waters destroyed a concrete apron at the arch culvert outlet and the road connecting to it. Currently there is a bowl shaped scarp with the

exposed, eroded hillside on the north, the road scarp on the west and the stream channel on the south. Runoff coming out of the arch culvert naturally flows directly towards the road.

The applicant is proposing to replace the catch basin and end wall which used to go under the roadway with a roadway and rip-rap structure designed to allow water to flow over the roadway and prevent future washouts (see Exhibits 2 and 3). Previous road restoration efforts have been ineffective because the stormwater erodes back and under the road and washes out the fill supporting the road and un-cemented rip-rap, leading to destruction of the road. The placement of grouted rip-rap above the level of the restored roadway will deflect stormwater and prevent undercutting of the roadway. One concern is that the use of grouted rip-rap would lead to downstream erosion of the stream channel banks. The Department of Parks and Recreation has indicated, however, that the stream area below the tunnel is stable because of a bedrock layer.

The applicant states that the construction in the stream will match the existing bank configuration and that the fill slope above the grouted rip-rap will be replanted with elderberry to match existing plant resources and to help break the visual impact of the rip-rap.

The proposed road, tunnel and trail to Los Trancos parking lot are used by the Department of Parks and Recreation by lifeguards and rangers and serves as an alternate access route in the event of an emergency. Therefore, the road and tunnel are necessary for emergency vehicles.

There is an existing erosion problem at the tunnel outlet into Los Trancos Creek on the seaward side of PCH. The slope on the north side of the tunnel outlet is subject to erosion and potential slope collapse from stormwater runoff. The fact that the road itself has been undercut and washed out several times is proof that an erosion problem exists at the tunnel outlet. Additionally, the stream channel at the tunnel outlet is subject to scouring by stormwater runoff. Therefore, the Commission finds that an erosion problem exists at the project site and that the proposed development will attempt to prevent future erosion and washout of the road.

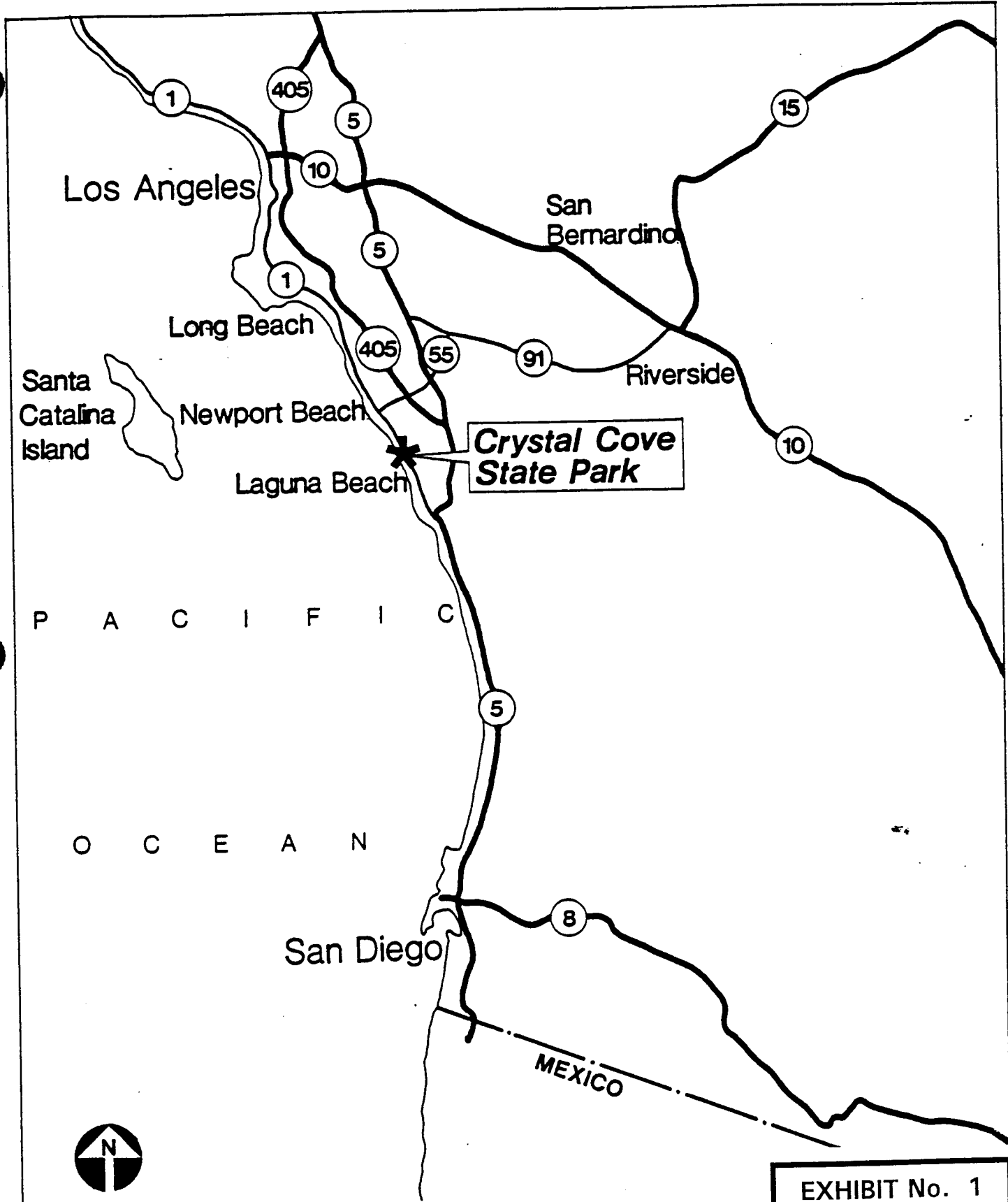
Therefore, the Commission finds that the proposed development is consistent with the erosion control and facilities maintenance policies of the certified Public Works Plan.

Finding of Consistency

The Commission finds that the proposed road, pedestrian access improvements and erosion control measures are consistent with the policies, the facilities plan and land uses of the Certified Public Works Plan.


E. Public Comments

On April 21, 1999 the Department of Parks and Recreation mailed out notices to the public informing them of and requesting their comments on the proposed project. No comments have been received as yet. Comments received prior to the hearing will be directed to the Commission's attention.



NO SCALE

LOCATION MAP

EXHIBIT No. 1
Application Number: PWP-4-82-13
Vicinity Map
 California Coastal Commission

RECEIVED
South Coast Region

MAR 4 1999

CALIFORNIA
COASTAL COMMISSION

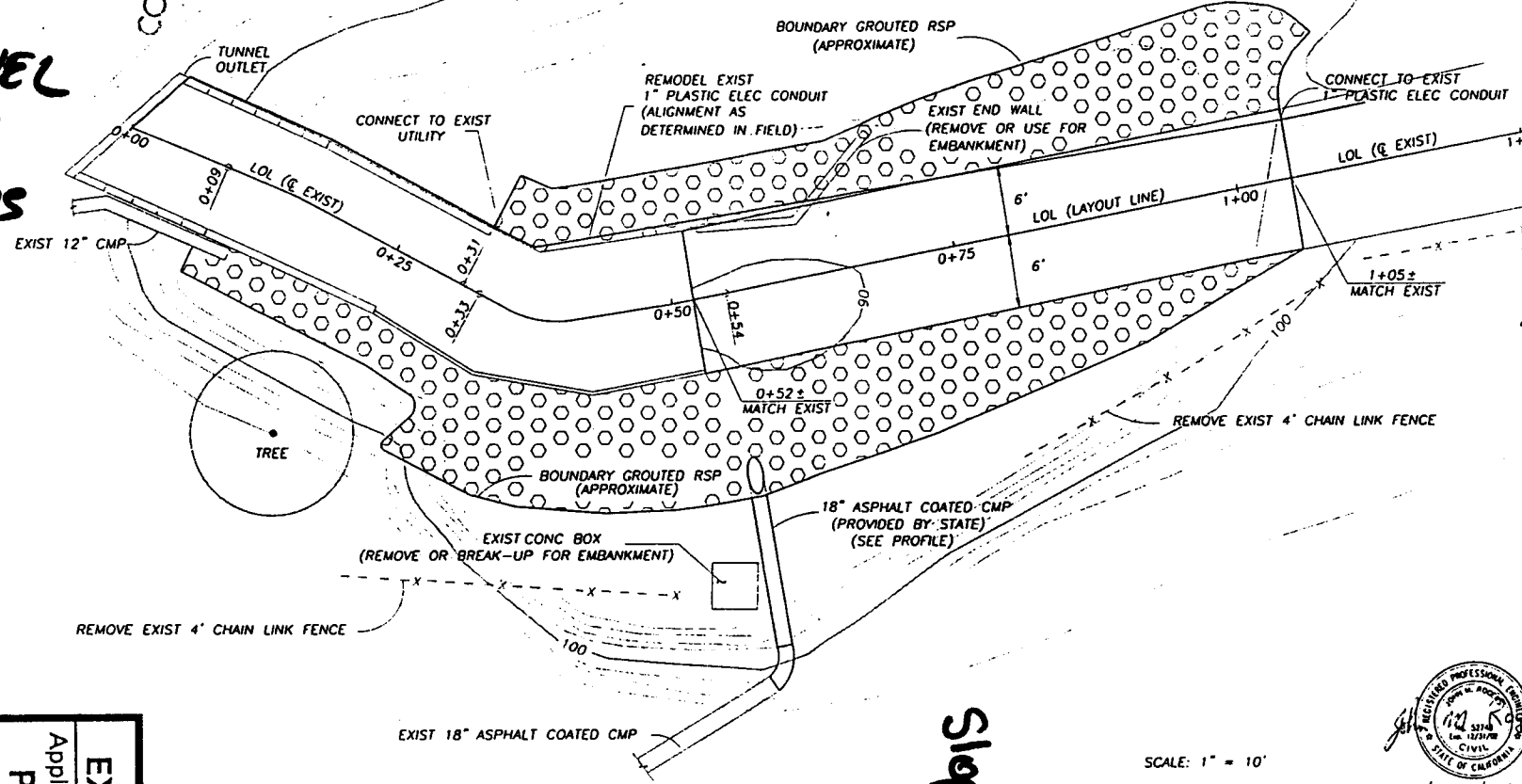
TUNNEL
to
LOS TRANCOS

STRIK
ISRECT

Team ↙
clean ↗

SUMMARY OF QUANTITIES		
ITEM	UNIT	QNTY
EMBANKMENT	CY	505
REMOVE EXIST 4' CL FENCE (N)	LF	100
1/2 TON GROUTED RSP	CY	130
MINOR CONCRETE (RSP)	CY	45
ASPHALT CONCRETE	TONS	16
CLASS 2 AGGREGATE* BASE	CY	10
18" ASPHALT COATED CMP (PROVIDED BY STATE)	LF	20
REMODEL EXIST ELEC CONDUIT (N)	LF	70

(N) FOR INFORMATION ONLY, NOT A BID ITEM.



Upper
Parking
area

Slope

SCALE: 1" = 10'



1/29/99

EXHIBIT No. 2
Application Number:
PWP-4-82-13

Site Plan

California Coastal
Commission

APPROVED	DATE
ARTIST'S	
PROJECT NO.	925-594-13
DRAWING NO.	L-1
SHEET NO.	2
	4

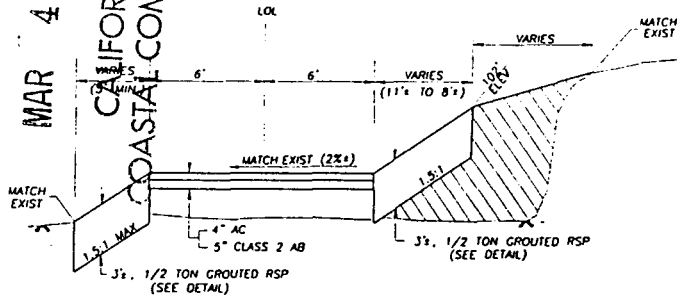
RESOURCES AGENCY OF CALIFORNIA
DEPARTMENT OF PARKS AND RECREATION
SOUTHERN SERVICE CENTER

CRYSTAL COVE STATE PARK
LOS TRANCOS TUNNEL

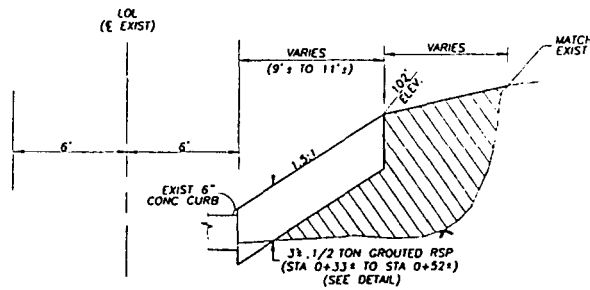
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South Coast Region

MAR 4 1999

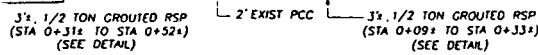
CALIFORNIA
COASTAL COMMISSION



TYPICAL X-SECTION
STA 0+52± TO 0+75±

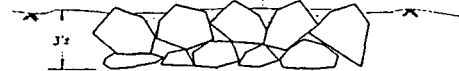


TYPICAL X-SECTION
STA 0+09± TO STA 0+52±

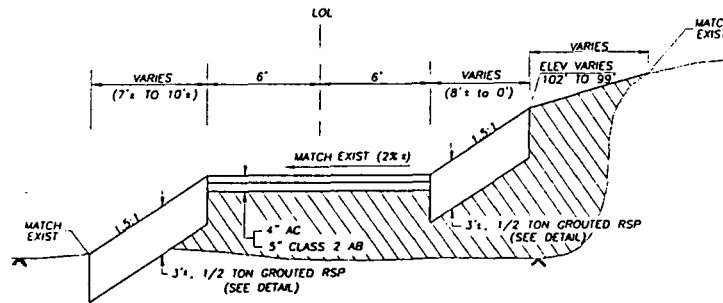


TYPICAL X-SECTION
STA 0+31± TO STA 0+52±

EXPOSED ROCK FACES SHALL BE CLEAN OF ANY RESIDUAL GROUT
DEPTH OF GROUT SHALL BE 18"



TYPICAL X-SECTION
ROCK SLOPE PROTECTION



TYPICAL X-SECTION
STA 0+75± TO STA 1+05±

LEGEND

EMBANKMENT

NOTE: APPROXIMATELY 50% OF EMBANKMENT MATERIAL IS LOCATED ON-SITE



1/29/99 NO SCALE

PROJECT NO. 925-594-13	DRAWING NO. C-1	DATE 1/29/99	SCALE NO SCALE
RESOURCES AGENCY OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION SOUTHERN SERVICE CENTER			
CRYSTAL COVE STATE PARK LOS TRANCOS TUNNEL			
APPROVED	DATE	BY	DATE
DESIGNED	CHECKED	DATE	BY

EXHIBIT No. 3
Application Number:
PWP-4-82-13
Cross-Section

California Coastal
Commission

INTERIM FACILITIES



NO SCALE

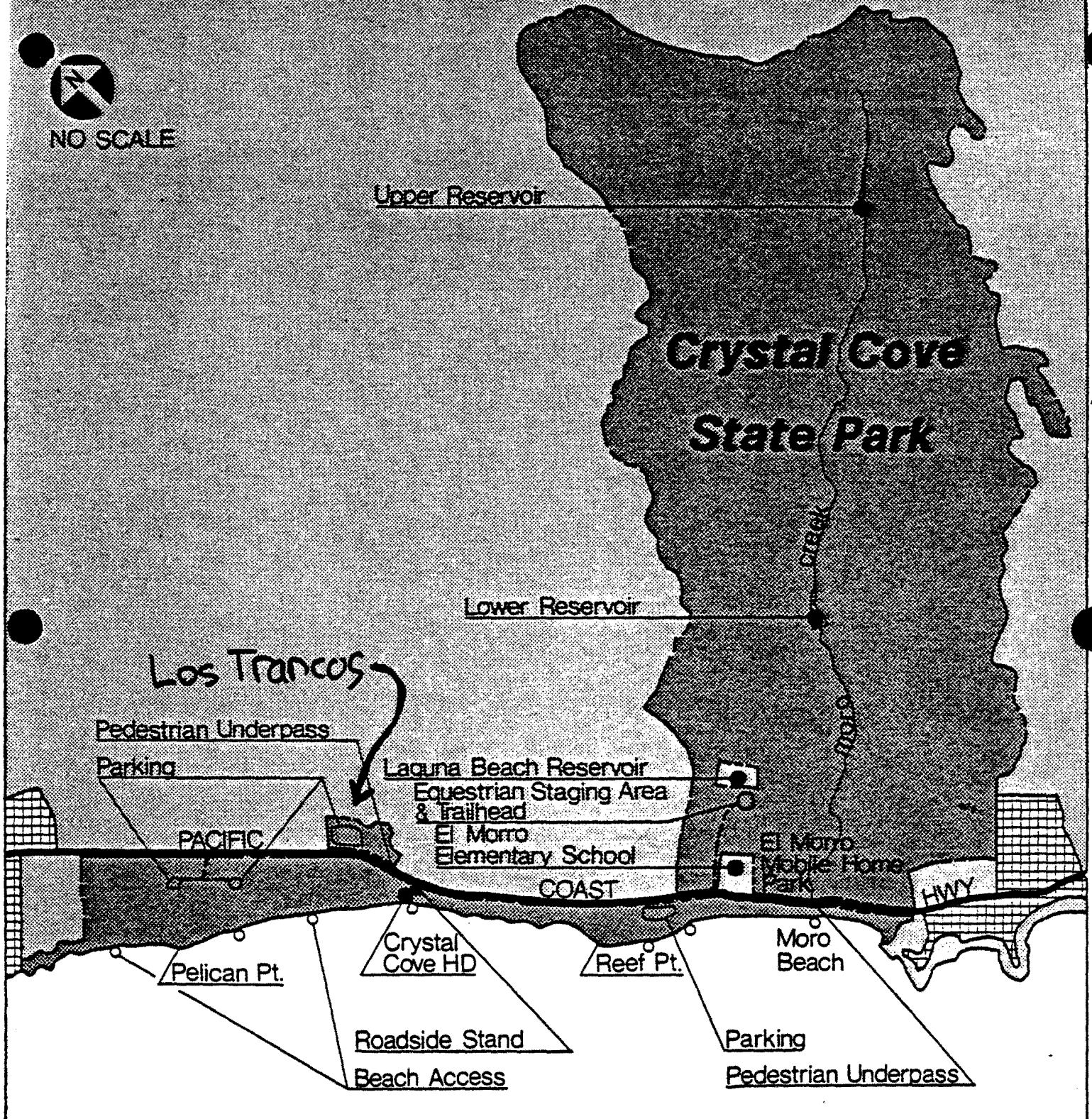


EXHIBIT No. 4

Application Number:

PWP-4-82-13

Facilities Map

P A C I F I C O C E



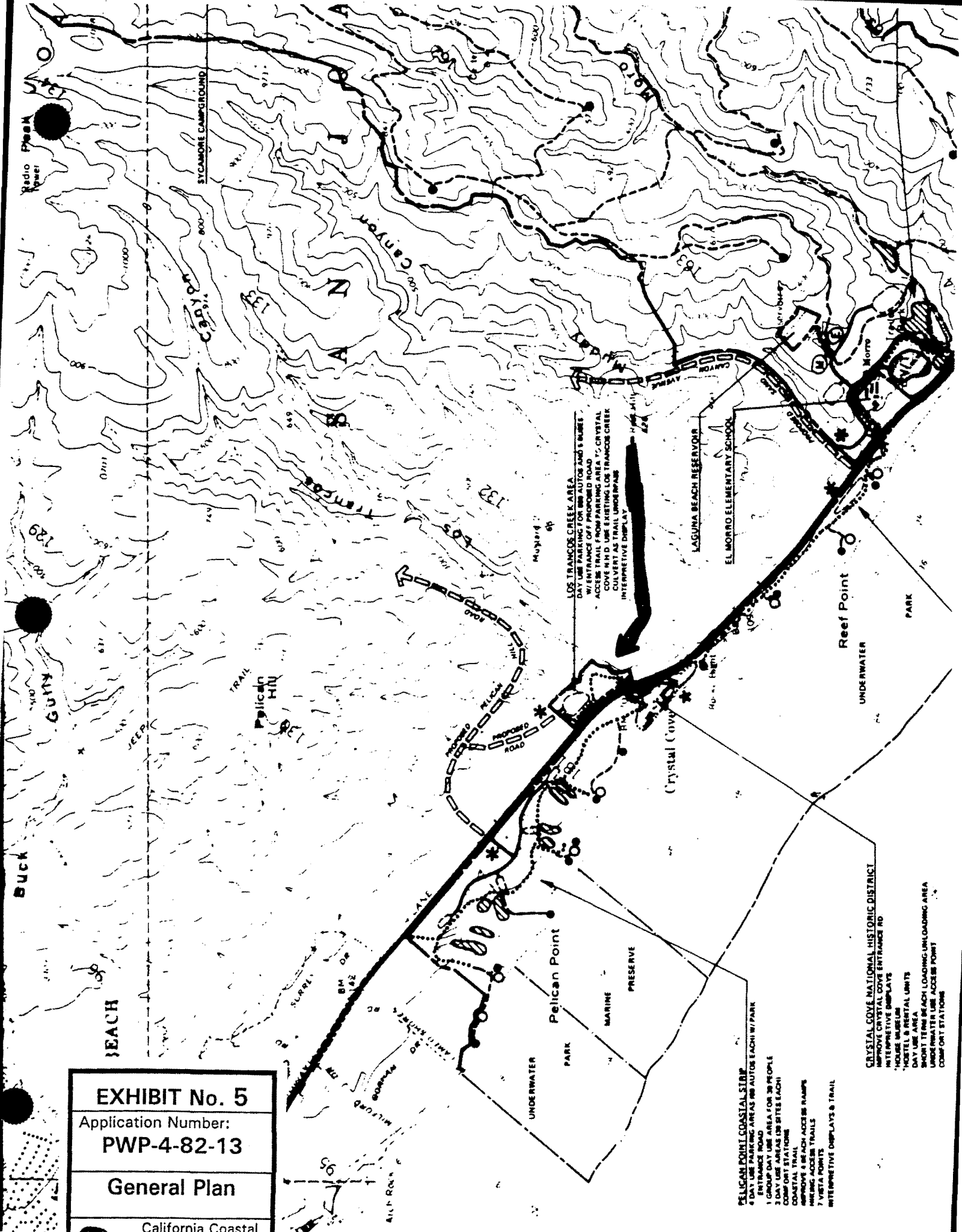


EXHIBIT No. 5
 Application Number:
PWP-4-82-13
General Plan

California Coastal

LOS TRANCOS CREEK AREA
 DAY USE PARKING FOR 800 AUTOS AND 5 BUSES
 W/ ENTRANCE OFF PROPOSED ROAD
 ACCESS TRAIL FROM PARKING AREA TO CRYSTAL
 COVE TRAIL AND EXISTING LOS TRANCOS CREEK
 COUNTRY STORE AND INTERPRETIVE DISPLAY

PELICAN POINT COASTAL STRIP
 4 DAY USE PARKING AREAS (80 AUTOS EACH) W/ PARK
 1 GROUP DAY USE AREA FOR 30 PEOPLE
 3 DAY USE AREAS (20 SITES EACH)
 COASTAL TRAIL
 IMPROVE 4 BEACH ACCESS RAMPS
 IMPROVE ACCESS TRAILS
 7 VISTA POINTS
 INTERPRETIVE DISPLAYS & TRAIL

CRYSTAL COVE NATIONAL HISTORIC DISTRICT
 IMPROVE CRYSTAL COVE ENTRANCE RD
 INTERPRETIVE DISPLAYS
 *HOUSE MUSEUM
 *HOSTEL & RENTAL UNITS
 *DAY USE AREA
 *DAY USE AREA LOADING UNLOADING AREA
 UNDERWATER USE ACCESS POINT
 COMFORT STATIONS

Radio Peak
Tower

SYCAMORE CAMPGROUND

BEACH

Buck

Pelican
Hill

Pelican Point

MARINE
PRESERVE

Crystal Cove

LASUNA BEACH RESERVOIR

EL MORRO ELEMENTARY SCHOOL

Reef Point

UNDERWATER

PARK

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

500 CANYON

TRAIL ACCESS TO LOS TRANCOS
PARKING AREA

ENTRANCE

TRAIL UNDERPASS

2 LANE ACCESS ROAD

15 CAR PARKING

PARK HEADQUARTERS & RESIDENCE

PARK STORAGE

REMOVE EXISTING GARAG

BUS PARKING & TURNAROU

10 CAR RENTAL COTTAGE

STAFF RESIDENCE

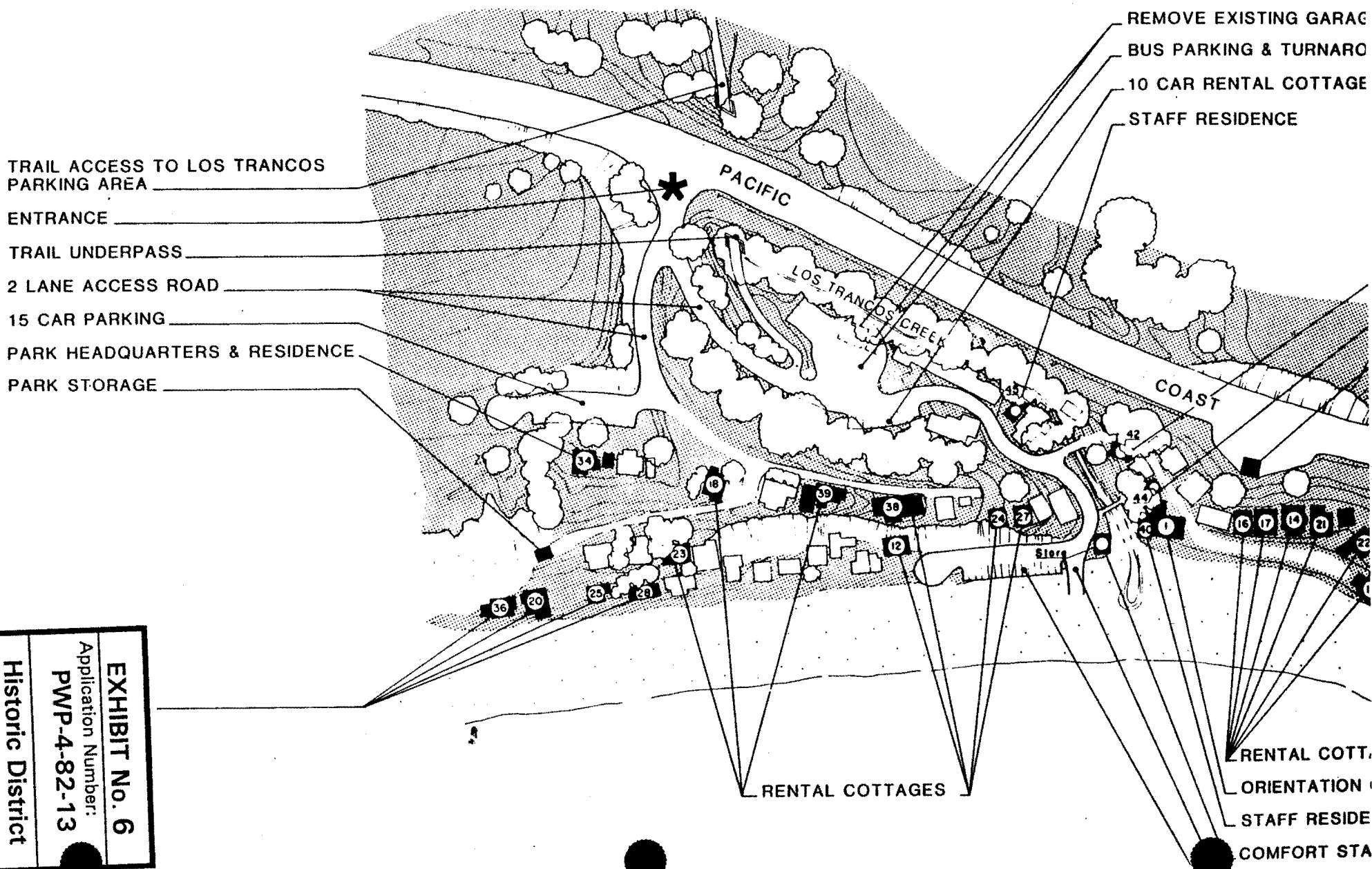


EXHIBIT No. 6

Application Number:

PWP-4-82-13

Historic District

