CALIFORNIA COASTAL COMMISSION

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Filed: 180th Day: 8/01/03 1/28/04

Staff:

1/28/04 AJP-LB

Staff Report: Hearing Date: 12/15/03 1/14-16/04

STAFF REPORT: DENOVO & REGULAR CALENDAR

LOCAL GOVERNMENT:

City of Los Angeles

LOCAL DECISION:

Approval with Conditions

APPLICATION NUMBER:

A-5-PPL-01-446/5-01-423

APPLICANT:

City of Los Angeles, Bureau of Engineering

PROJECT LOCATION:

Las Pulgas Canyon (bordered by Grenola St., Bienveneda Ave., Muskingum Pl., Puerto del Mar, and Pacific Coast

Highway), Pacific Palisades, City/County of Los Angeles

PROJECT DESCRIPTION FOR A-5-PPL-01-446/ 5-01-423: Replacement of a 40 to 50 year old deteriorating sewer line with a new 2,750 feet of gravity fed sewer line ranging in diameter from 8 to 16 inches at a depth of between 5 and 50 feet. The new sewer line will be constructed by using directional drilling, micro-tunneling, and open trench. The existing line will be abandoned in place and filled with grout.

Summary of Staff Recommendation

The major issues of this staff report are construction adjacent to environmentally sensitive habitat area and geologic hazards. Staff recommends <u>APPROVAL</u> of the proposed development subject to special conditions which require 1) landscaping and restoration of disturbed areas; 2) adherence to construction related responsibilities including Best Management Practices; 3) adherence to final approved construction plans; 4) placing applicant on notice that debris disposal within the coastal zone will require a new permit or an amendment to this permit; and 5) placing applicant on notice that the site may be subject to hazards and the applicant assumes the risk.

SUBSTANTIVE FILE DOCUMENTS:

1. City of Los Angeles Coastal Development Permit No. 01-06.



Staff Note:

The proposed development is within the coastal zone area of the City of Los Angeles. Section 30600(b) of the Coastal Act allows local government to assume permit authority prior to certification of a local coastal program. Under that section, the local government must agree to issue all permits within its jurisdiction. In 1978, the City of Los Angeles chose to issue its own coastal development permits.

Within the areas specified in Section 30601, which is known in the City of Los Angeles permit program as the "Dual Permit Jurisdiction" area, the Coastal Act requires that the development which receives a local development permit also obtain a permit from the Coastal Commission. Section 30601 requires a second coastal development permit from the Commission on all lands located (1) between the sea and the first public road, (2) within 300 feet of the inland extent of a beach, or the sea where there is no beach, (3) on tidelands or submerged lands, (4) on lands located within 100 feet of a wetland or stream, or (5) on lands located within 300 feet of the top of the seaward face of a coastal bluff, or (6) any development which constitutes a major public works project.

The proposed improvements are located within 100 feet of Las Pulgas Creek, and the project constitutes a major public works project. Therefore, the proposed project is a dual permit jurisdiction project. For development within or considered as dual jurisdiction, after the local government approves a permit, a second permit is required from the Commission under the requirements of section 30601, in addition to the Commission's action on this appeal.

The City's approval of the local coastal development permit for the single permit area was appealed to the Commission (A-5-PPL-01-446) by the Executive Director of the California Coastal Commission. At the February 2002 Commission hearing, the Commission found that the appeal raised a substantial issue with respect to impacts to environmentally sensitive habitat areas and geologic hazards. The project was subsequently scheduled for De Novo hearing.

In order to minimize duplication and unnecessary delays, Commission staff has herein combined its analysis for the De Novo review of the permit appealed (A-5-PPL-01-446) and for the Commission's review of the dual permit jurisdiction coastal development permit application (5-01-423) into one staff report and one Commission hearing. However, Commission approval, modifications, or disapproval of this project will require separate actions on the appeal (De Novo) and on the coastal development permit.

I. MOTION, STAFF RECOMMENDATION AND RESOLUTION FOR COASTAL DEVELOPMENT PERMIT NO. A-5-PPL-01-446:

Staff recommends that the Commission make the following motion and adopt the following resolution:

MOTION: I move that the Commission approve Coastal Development Permit No. A-

5-PPL-01-446 pursuant to the staff recommendation

STAFF RECOMMENDATION:

Staff recommends a **YES** vote. Passage of this motion will result in approval of the permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

RESOLUTION

The Commission hereby approves a permit, subject to the conditions below, for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the provisions of Chapter 3 of the California Coastal Act and 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. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/ or alternatives have been incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternative that would substantially lessen any significant adverse impacts of the development on the environment.

II. MOTION, STAFF RECOMMENDATION AND RESOLUTION FOR COASTAL DEVELOPMENT PERMIT NO. 5-01-423:

Staff recommends that the Commission make the following motion and adopt the following resolution:

MOTION: I move that the Commission approve Coastal Development Permit No. A-

5--01-423 pursuant to the staff recommendation

STAFF RECOMMENDATION:

Staff recommends a **YES** vote. Passage of this motion will result in approval of the permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

RESOLUTION

The Commission hereby approves a permit, subject to the conditions below, for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the provisions of Chapter 3 of the California Coastal Act and 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. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/ or alternatives have been incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternative that would substantially lessen any significant adverse impacts of the development on the environment.

III. STANDARD CONDITIONS:

- 1. <u>Notice of Receipt and Acknowledgment.</u> 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. <u>Expiration.</u> If development has not commenced, the permit will expire two years from the date this permit is reported to the Commission. 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. <u>Interpretation.</u> Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 4. <u>Assignment.</u> 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.
- 5. <u>Terms and Conditions Run with the Land.</u> 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.

IV. <u>SPECIAL CONDITIONS FOR COASTAL DEVELOPMENT PERMIT NO. A-5-PPL-O1-446 And 5-01-423</u>

1. <u>Landscaping</u>

- 1. All sloped areas disturbed by trenching or grading, located outside of the existing roadway or graded areas, shall be hydroseeded with native plant seed mix. The native plant seed mix shall consist of, to the greatest extent practical, native plants typically found within the Pacific Palisades/Malibu mountains area. The applicant shall submit, for the review and written approval of the Executive Director, a list of plants used for the seed mix.
- 2. Sloped areas disturbed by trenching or grading will be stabilized immediately with jute matting or other BMP's to minimize erosion during the raining season (November 1 to March 31) if vegetation from hydroseeding have not been fully established.
- 3. The permittee shall undertake development in accordance with the above requirements. Any proposed changes to the landscaping plan shall be reported to the Executive Director. No changes to the approved landscaping shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that no amendment is required.

2. STORAGE OF CONSTRUCTION MATERIALS, MECHANIZED EQUIPMENT AND REMOVAL OF CONSTRUCTION DEBRIS

The permittee shall comply with the following construction-related requirements:

- (a) No construction materials, debris, or waste shall be placed or stored where it may run off into the creek and riparian area;
- (b) Any and all debris resulting from construction activities shall be removed from the project site within 24 hours of completion of construction;
- (c) Erosion control/sedimentation Best Management Practices (BMP's) shall be used to control sedimentation impacts to sensitive habitat areas, during construction, to include the following, at minimum: placement of sand bags around drainage inlets to prevent runoff/sediment transport into the storm drain system; use of debris fences as appropriate, a pre-construction meeting to review procedural and BMP guidelines.

3. Final Plans

The permittee shall undertake development in accordance with the approved final plan. Any proposed changes to the approved final plan shall be reported to the Executive Director. No changes to the approved final plan shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that no amendment is required.

4. <u>Location of Debris Disposal Site</u>

The applicant shall dispose of all demolition and construction debris resulting from the proposed project at an appropriate location outside the coastal zone. If the disposal site is located within the coastal zone, a coastal development permit or an amendment to this permit shall be required before disposal can take place.

5. <u>ASSUMPTION-OF-RISK, WAIVER OF LIABILITY, AND INDEMNITY DEED</u> RESTRICTION APPLICABLE TO CITY Of LOS ANGELES.

- A. By acceptance of this coastal development permit, the applicant, City of Los Angeles, acknowledges and agrees (i) that the site may be subject to hazards from erosion, landsides and earth movement; (ii) to assume the risks to the applicants and to the property that is the subject of this permit, of injury, damage, or death from such hazards in connection with this permitted development; (iii) to unconditionally waive any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards, (iv) to indemnify and hold harmless the Commission, its officers, agents, and employees with respect to the Commission's approval of the project against any and all liability, claims, demands, damages, costs (including costs and fees incurred in defense of such claims), expenses, and amounts paid in settlement arising from injury or damage due to such hazards.
 - B. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit a written agreement, in a form and content acceptable to the Executive Director, incorporating all of the above terms of this condition.

VI. <u>APPROVAL FINDINGS AND DECLARATIONS FOR COASTAL DEVELOPMENT</u> PERMIT A-5-PPL-01-446 AND 5-01-423(Dual Permit Jurisdiction):

The Commission hereby finds and declares:

A. <u>Project Description and Location</u>

The proposed project includes the replacement of a 40 to 50 year old deteriorating sewer line with a new 2,750 feet of gravity fed sewer line ranging in diameter from 8 to 16 inches at a depth of between 5 and 50 feet. The new sewer line will be constructed by using directional drilling, micro-tunneling, and open trench.

The proposed project is located in Las Pulgas Canyon, a north/south trending canyon between Sunset Boulevard and Pacific Coast Highway (Exhibit No. 1). Lower Las Pulgas Canyon originates at Pacific Coast Highway and extends approximately 2,000 feet where it intersects with East Las Pulgas Canyon, just south of Bienveneda Avenue. Canyon walls in the Lower portion range from 150 to 200 feet high with slopes up to 1.5:1 (horizontal to vertical). The staff report for Local Coastal Development Permit No. 01-06 describes the proposed sewer in three segments:

Segment one begins approximately 240 feet southwest of the dead end at Bienveneda Avenue and goes down Las Pulgas Canyon where it connects to an existing sewer line at Pacific Coast Highway. The other two segments connect to segment one. Segment two begins 120 feet west-southwest before the dead end at Puerto Del Mar, and approximately 50 feet west of the street. Segment three starts just north of the sewage pumping station underneath Muskingum Place (located near an above ground, green electrical box placed near the sidewalk on Muskingum) (Exhibit #3).

The existing sewer line within the canyon is located along the canyon bottom, and crisscrosses the creek in various locations, with three segments connecting to the segment in the canyon from streets above the canyon (Bienveneda Avenue, Muskingum Place and Puerto Del Mar). The existing sewer is an 8 to 10-inch diameter vitrified clay pipe. The City staff report indicates that the existing sewer is deteriorated. Current problems, in some cases leaking sewage pipes, have been caused by pipe joint slippage and root intrusion. The existing lines will be abandoned in place and filled with grout.

The top of the canyon is developed with single-family residences, along both the east and west sides of the canyon. Improvements in the canyon consist of a one story residential structure near the entrance to the canyon (near Pacific Coast Highway), and a private access road that trends from Pacific Coast Highway up through the canyon. The bottom of the canyon contains a blue line stream which is mainly free flowing but channelized in various locations.

The portion of the canyon in which the project is located is within private properties. The bottom of the canyon is privately owned and not open to the public. The City has acquired all necessary easements through the canyon for the proposed sewer line.

B. Environmentally Sensitive Resources

Section 30240(a) of the Coastal Act states:

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

The proposed project will occur within Las Pulgas Canyon. In the bottom of the canyon is a blue line stream, as mapped by the U.S. Geological Survey. Most blue line streams are considered environmentally sensitive habitat areas. They can support sensitive riparian habitat, which, in turn, supports a myriad of vertebrate and invertebrate species. Section 30240 states that "Development in areas adjacent to environmentally sensitive habitat areas ... shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat ... areas."

The locally approved sewer replacement project is adjacent to the ESHA as indicated in the City's staff report. Although, portions of the proposed line are within 20 feet of the creek, the line encroaches no closer to the creek and riparian area than the existing roadway, and except for the first 440 feet extending from Pacific Coast Highway, the road and proposed line are located more than 50 feet from the creek. The creek and all riparian areas are located to the west of the access road.

While the City has designed the project to include directional drilling and microtunneling, which limits impacts to habitat, the sewer replacement project may still impact the ESHA. Possible impacts include construction phase operation impacts, sedimentation of the stream below the proposed project, alteration of the stream due to possible earth movement caused by the proposed project, and removal of sensitive habitat. During construction storage or placement of materials, debris, or waste can be subject to erosion or dispersion via rain or wind. In addition, open cuts in the earth left uncovered or unmonitored can further lead to erosion across the subject site, in this case Las Pulgas Canyon.

The proposed project includes the installation of 2,750 linear feet of new sewer line to replace an existing deteriorated sewer line within Las Pulgas Canyon. The proposed new replacement sewer line will be placed within, or adjacent to, the existing paved and unpaved access road located to the east of the creek and riparian habitat. Trenching will be limited to areas within the existing access road. The applicant has indicated that the project is being sited and designed to prevent impacts upon adjacent sensitive habitats by avoiding encroachment into the creek and riparian area through limiting the project to within the existing access road, and using directional and microtunneling techniques to limit ground disturbance. The main segment, along the bottom of the canyon, will be placed within areas of fill where the existing access road is located. The main segment will vary from 5 feet to 15 feet deep and will be installed using directional drilling and open trenching. One 120 foot section (station 30 + 00) along the main segment will be installed using a suspension structure in order to cross an area of artificial fill ("land bridge") that had been placed over the channel.

The suspension structure, which consists of two vertical poles, located outside of the fill area and drilled into the underlying bedrock, will suspend this segment of the pipe at ground level along the existing road with suspension wires.

The two segments that come down the eastern slopes of the canyon, from Muskingum Place and Puerto del Mar, and connect to the main segment that follows the canyon's access road, will vary from 5 to 50 feet deep. These two segments will be installed using microtunneling, eliminating any trenching or disturbance along the slopes.

Staging for construction will occur within a graded and paved area adjacent to and on the east side of the existing paved road. All construction activity will be confined to the roadways or existing graded areas and east of the roadway. The surface areas impacted will be limited to areas already disturbed by the existing roads and all trenches will be back filled and restored to their original condition. According to the applicant, in areas where grading will be necessary along areas that slope into the creek and riparian area, sediment fences will be installed to ensure that material will not spill into the creek. This occurs in only one location along the entire line, which is where the suspension support structure is proposed. Furthermore, in sloped areas that may be disturbed, the applicant will restore and hydroseed with a native plant mix.

To ensure measures are incorporated into the project to avoid impacts upon adjacent environmentally sensitive habitat areas this permit is conditioned to require the applicant to incorporate best management practices and to backfill and restore all trenched areas and restore and hydroseed any disturbed areas outside of the existing access road. Furthermore, the applicant shall perform work in accordance with the plan approved by the Executive Director. No deviations from the Executive Director-approved plan shall occur without an amendment to the coastal development permit or a new coastal development permit.

Therefore, as conditioned, the Commission finds that the proposed project is consistent with section 30240 of the Coastal Act.

C. Geologic Hazards

Section 30253 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.

- (3) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Control Board as to each particular development.
- (4) Minimize energy consumption and vehicle miles traveled.
- (5) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses.

Section 30253 of the Coastal Act requires new development to minimize risk to life and property in areas of high geologic hazard and assure stability and structural integrity of the subject site and development. The local coastal development permit indicates that the sewer replacement project would be located on the slopes and near the bottom of Las Pulgas Canyon. The City's staff report and geologic reports indicated that the canyon exhibits instability and contains landslides. Las Pulgas Canyon is known to contain several landslides, some of which are continually failing.

The City has conducted a slope stability analysis, and has conducted a geotechnical analysis of the area for the proposed sewer replacement with respect to Las Pulgas Canyon. The reports indicate that the Pacific Palisades area has a history of landslides dating back to the 1870's. Soil falls and slope failures have often followed periods of heavy rainfall or road construction. In some cases sewer segments damaged by landslides had to be rerouted around slide areas. In this case, the existing Las Pulgas Canyon sewer line within the bottom of the canyon, has been partially buried by landslides and cannot be inspected or serviced. Therefore, the line will be abandoned in place and filled with grout or similar inert material, to ensure that over time the line will not collapse and cause further erosion.

According to the report, there are 26 landslides mapped within and adjacent to Las Pulgas Canyon. Most of the mapped landslides are located on the west side of the canyon and do not impact the project area. However, one landside is located south of the "land bridge" that extends across Las Pulga Canyon. The report states that:

The landslide is a shallow rotational type failure. The landslide is part of the ongoing erosion process that is anticipated to eventually remove the land bridge. The sewer in this area has been designed with a support [suspension] structure that will be founded in bedrock and will continue to support the sewer once the "land bridge" has eroded away.

Furthermore, the east side of the lower portion of the canyon has been buttressed to some degree through the placement of artificial fill, that ranges in depths of 20 to 50 feet or more. According to the geologic report, the fill materials were placed in the canyon in the 1950's and 1960's. In general, the landslides are supported by the fill placed along the canyon bottom so that the toe of future landslide movement will be above the proposed sewer, or the landsides are located in areas away from the proposed sewer so that reactivation will not impact the proposed sewer. The report concludes that the proposed pipeline, as designed, will not be impacted by the instability of slopes along the canyon or by displacement along faults.

However, in previous actions on hillside development in geologically hazardous areas, the Commission has found that there are certain risks that can never be entirely eliminated. In addition, the Commission notes that the applicant has no control over off-site or on-site conditions that may change and adversely affect the coastal slope on the property. Therefore, based on the information in the applicant's geologic reports, the Commission finds that the proposed project is subject to risk from erosion and/or slope failure (topple) and that the applicant should assume the liability of such risk. Therefore, the applicant should be aware of such risks. The assumption of risk, will place the applicant (City) on notice of nature of the hazards which may exist on the site and which may adversely affect the stability or safety of the proposed development.

As conditioned, the Commission find that the proposed development is consistent with Section 30253 of the Coastal Act.

D. WATER QUALITY

Section 30230 of the Coastal Act states:

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 of the Coastal Act states:

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.

The development will include trenching, loading debris onto a transport truck and transportation of the debris off-site, use of heavy construction equipment for placing the new sewer line, and pouring concrete and grout for the construction of the new line and abandoned of the old. These proposed activities will occur adjacent to Las Pulgas Creek and associated riparian habitat. If not properly controlled, the proposed activities could have adverse impacts upon water quality resulting in impacts to biological productivity. For instance, trenching and stockpiling of debris or construction material could have adverse impacts if the debris or construction material is allowed to enter the adjacent creek. Also, storage or maintenance of heavy equipment could result in the release of fuel, oil, lubricants, and other materials which could enter and pollute the creek and adjacent coastal waters. Washing out trucks could result in the discharge of polluted rinse into coastal waters.

Therefore, the Commission imposes Special Condition No.2 which requires the applicant to implement Best Management Practices. In addition, in order to avoid impacts related to the discharge of sediment from the construction area, the condition requires the applicant to use measures such as sand bags, hay bales and sediment fences to prevent the discharge of sediment from the construction area to coastal waters.

Finally, since the contractor will be responsible for disposing of all material and debris and the City will prohibit the dumping of excess material on the site through their contract with the contractor, Special Condition No. 3 puts the applicant on notice that disposal of the material within the coastal zone will require an amendment or new coastal development permit.

Only as conditioned for appropriate storage of construction materials and equipment, incorporation of Best Management Practices, and identification of a debris disposal site, does the Commission find that the proposed development is consistent with Section 30230 and 30231 of the Coastal Act.

E. Local Coastal Program

Section 30604 (a) of the Coastal Act states:

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 Coastal Program that is in conformity with the provisions of Chapter 3.

The City of Los Angeles has not prepared a draft Land Use Plan for this planning subarea. However, the City's work program to develop a Local Coastal Program considers natural hazards as an issue for this area of the City. Approval of the proposed development, as conditioned to minimize risks from natural hazards, will not prejudice the City's ability to prepare a certifiable Local Coastal Program. The Commission, therefore, finds that the proposed project is consistent with the provisions of Section 30604 (a) of the Coastal Act.

F. California Environmental Quality Act

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)(A) 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 effect which the activity may have on the environment.

For the part of the proposed development that is being approved, with conditions, there are no feasible alternatives or mitigation measures (beyond the conditions imposed) available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the proposed project is found consistent with CEQA and the policies of the Coastal Act.

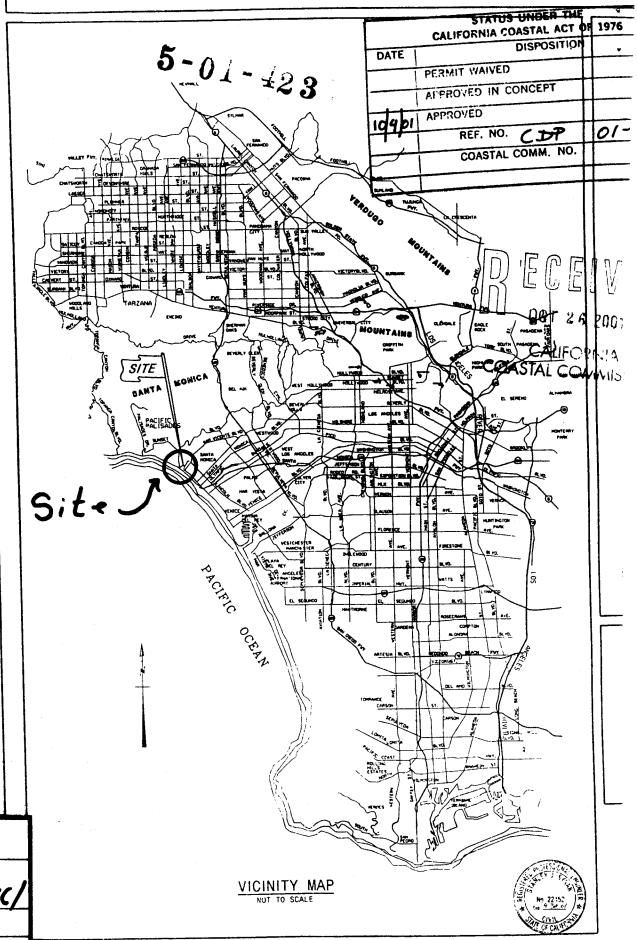


EXHIBIT NO.

Application Number

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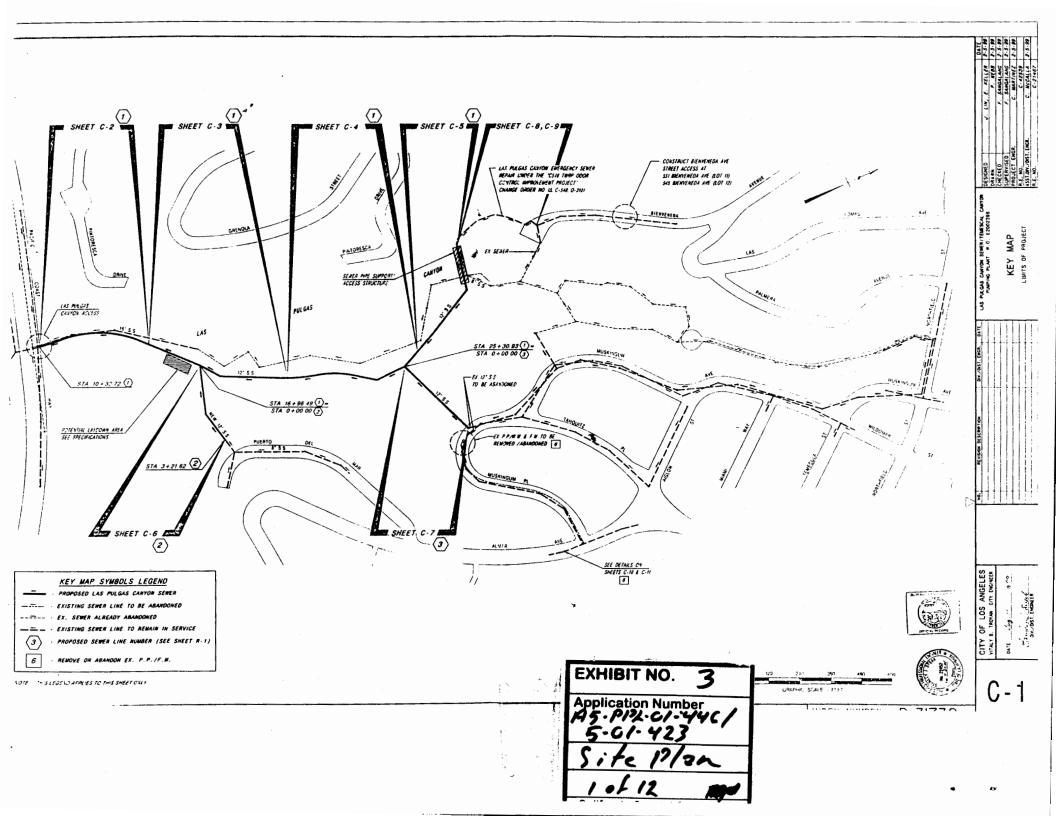


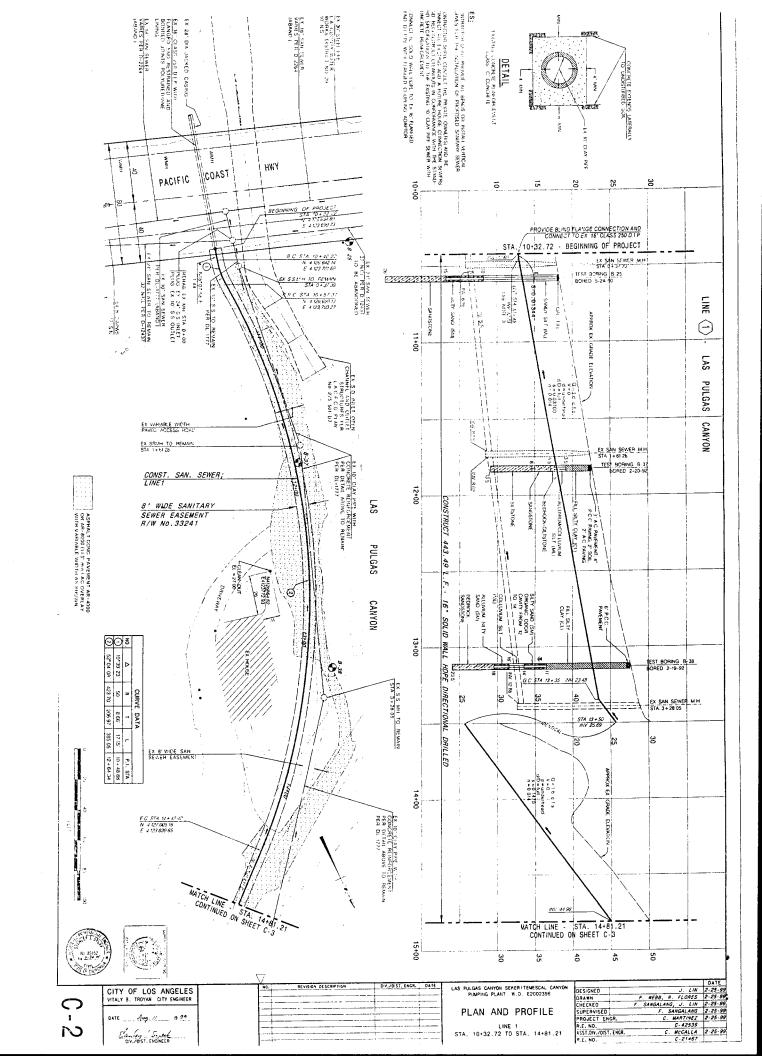
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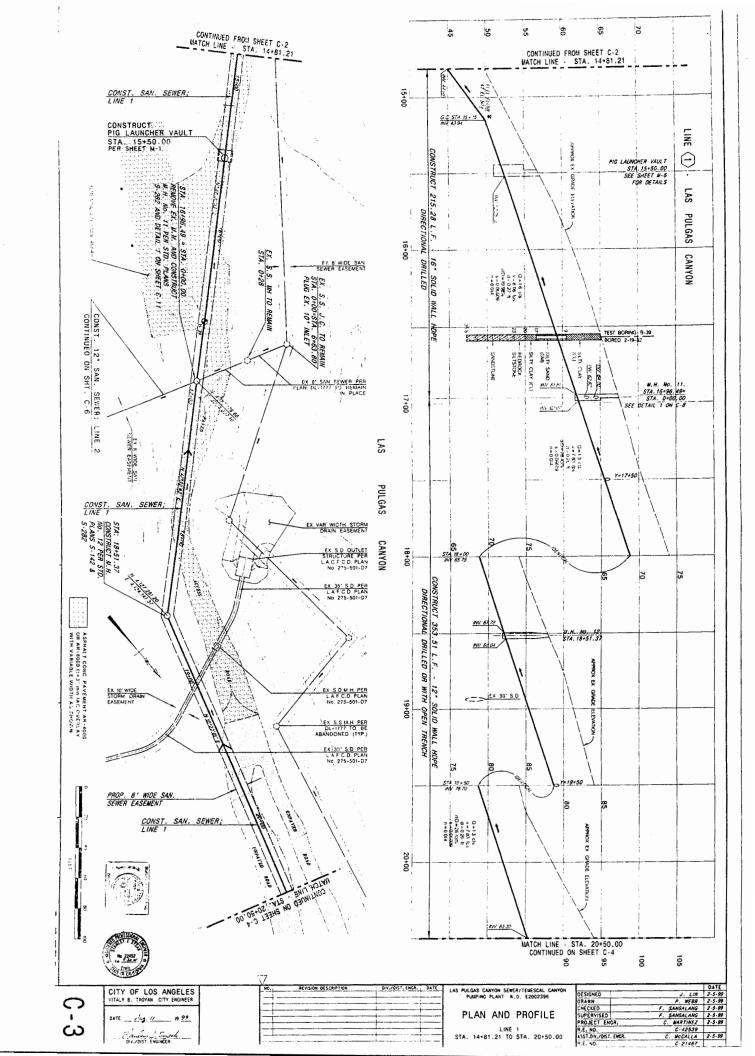
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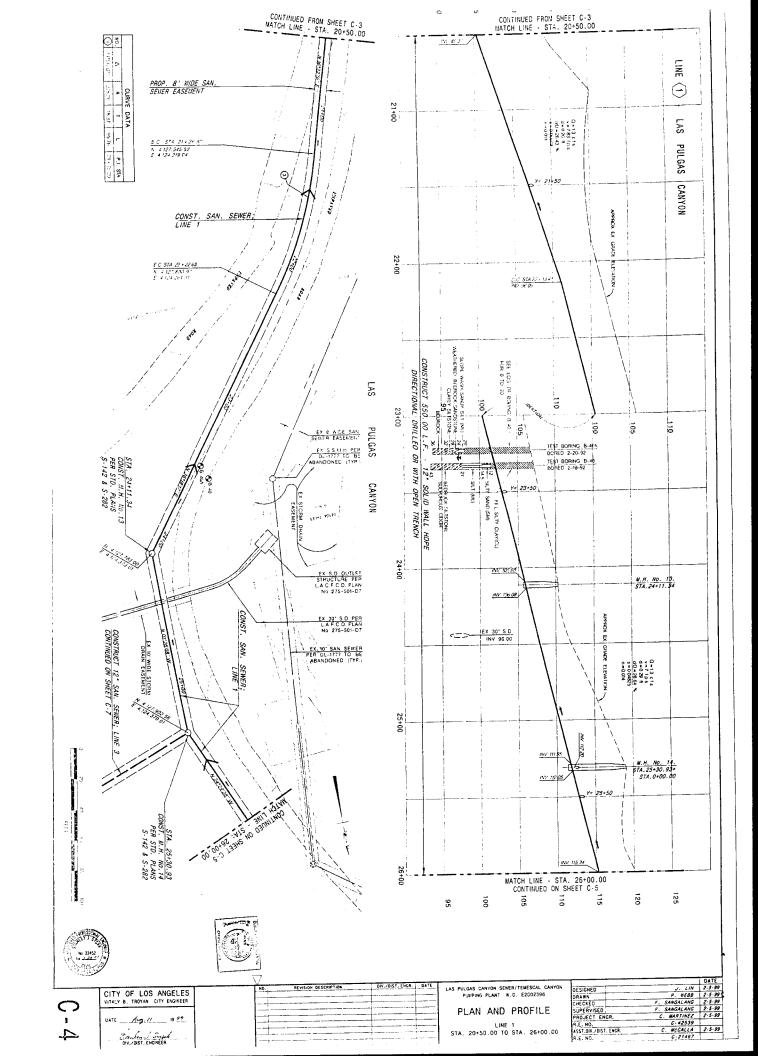


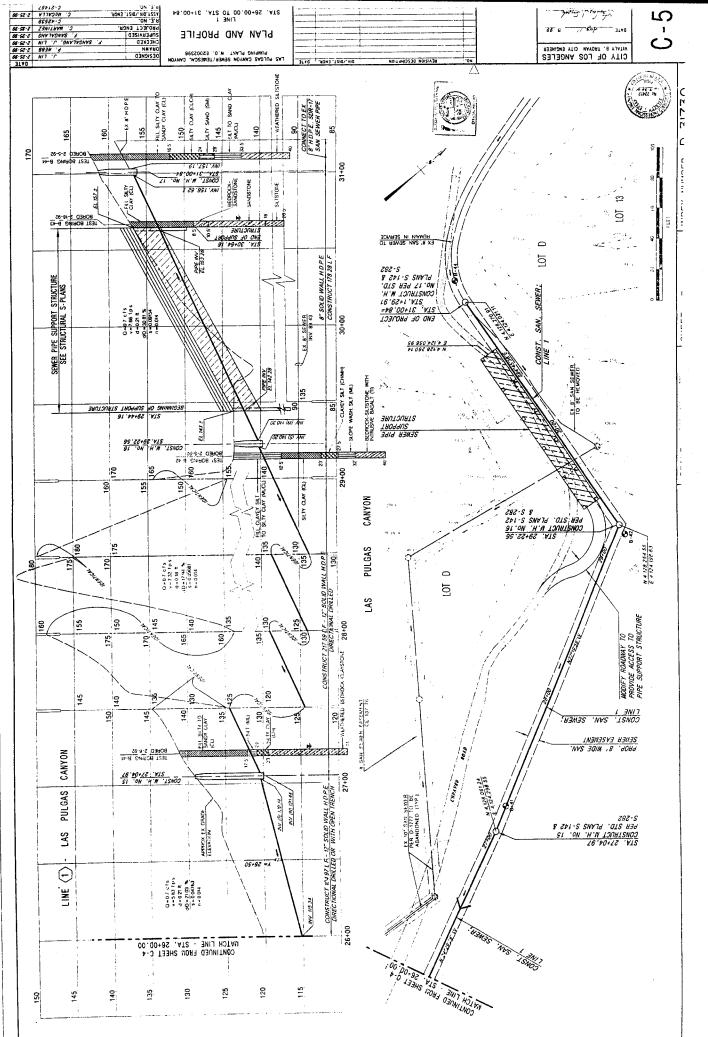


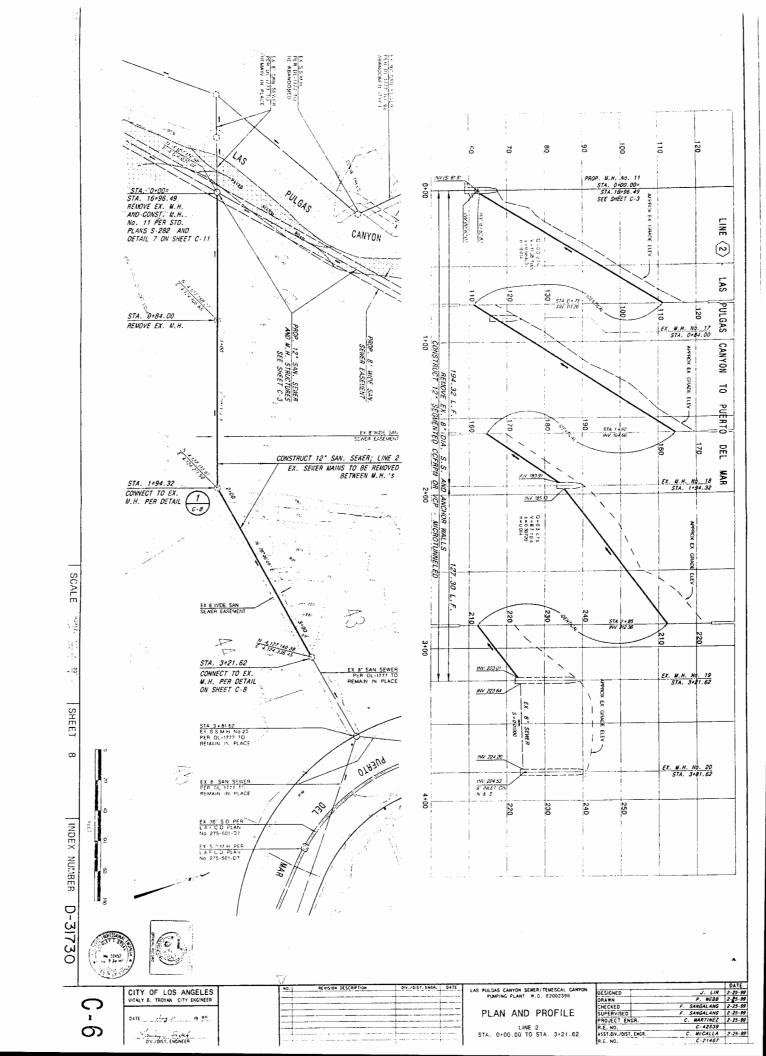
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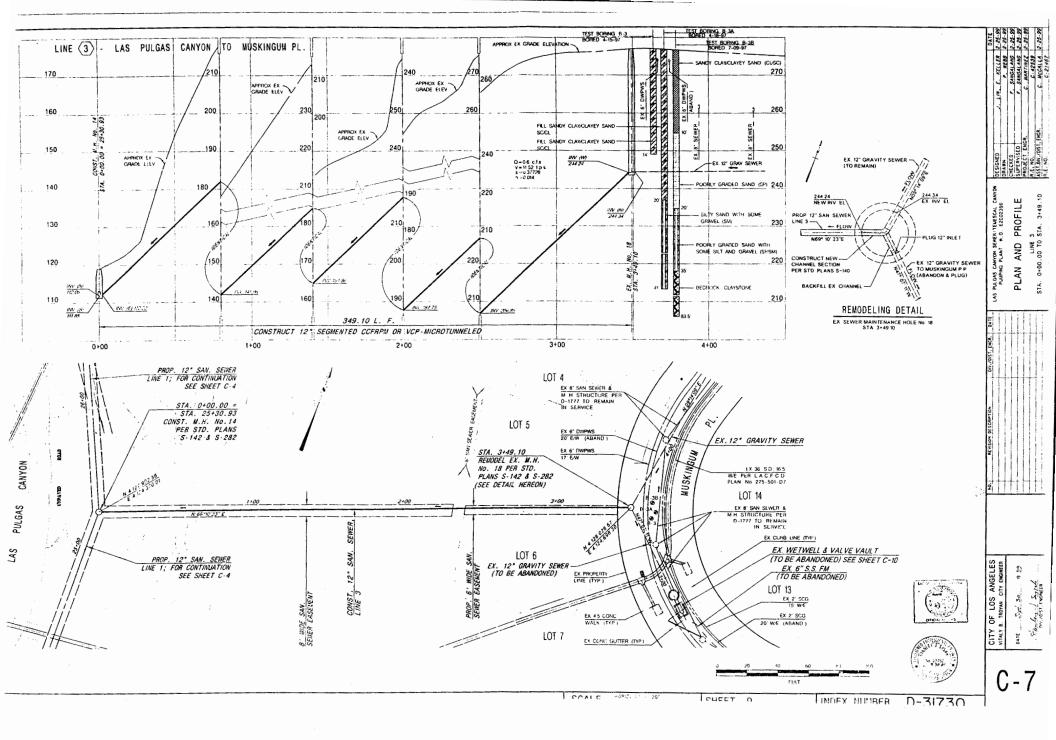
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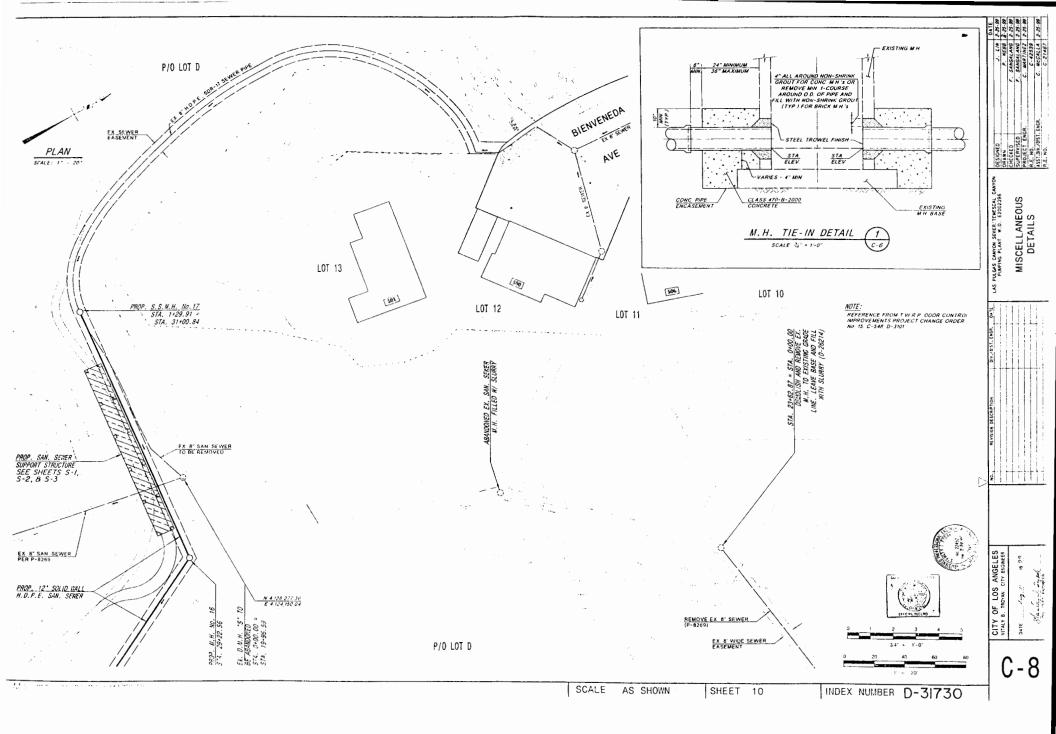


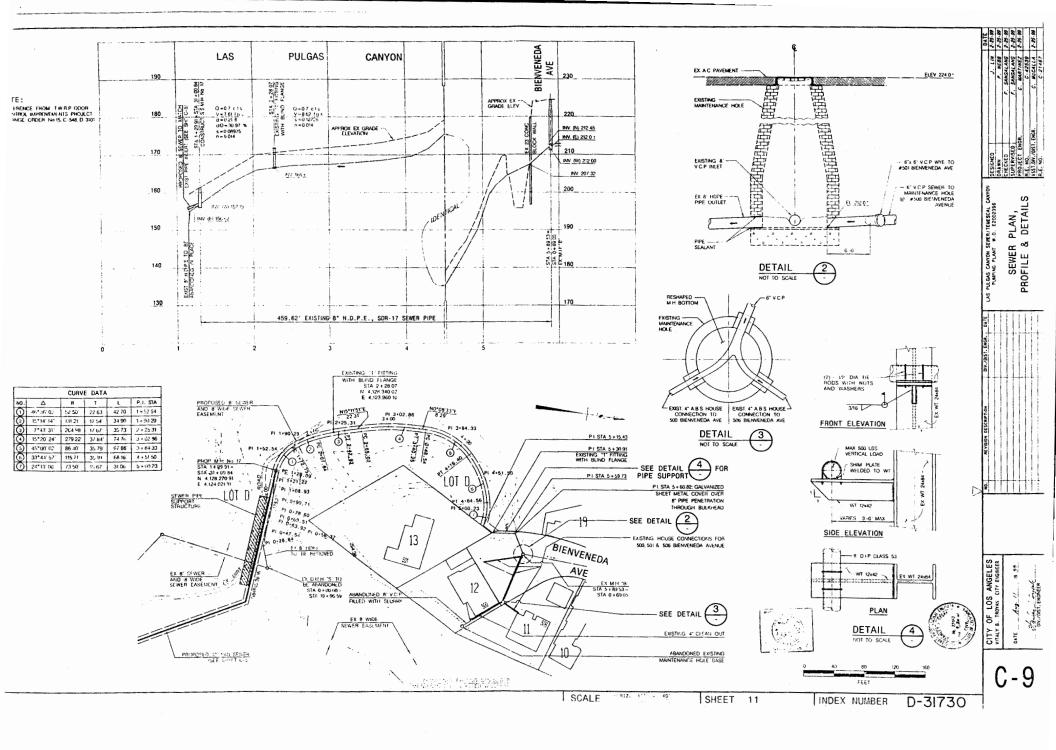


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