CALIFORNIA COASTAL COMMISSION
South Coast Area Office
200 Oceangate, Suite 1000
Long Beach, CA 90802-4302
(562) 590-5071

F22b

Filed:	11/05/13
180th Day:	5/04/14
Staff:	A. Padilla-LB
Staff Report:	3/27/14
Hearing Date:	4/9-11/14

STAFF REPORT: REGULAR CALENDAR

Application Number: **5-13-1031**

Applicant: **City of Santa Monica**

Project Location: California Incline, between Ocean Avenue and Pacific Coast Highway, City of Santa Monica

Project Description: The applicant proposes to demolish the California Incline bridge and construct a 750 foot long by 52 foot wide reinforced concrete replacement bridge supported on piles, and 154 foot long retaining wall varying in height from approximately 2 to 10 feet near the intersection of Pacific Coast Highway and the California Incline, and installation of soil nails along the bluff above the new bridge and roadway. The new Incline will include separated bicycle lanes and pedestrian walkway and signage.

SUMMARY OF STAFF RECOMMENDATION

The City of Santa Monica proposes to replace the existing California Incline bridge and roadway with the construction of a new bridge and roadway in the same location to address structural deficiencies in the 84 year old bridge and to meet current seismic standards. The new bridge will provide improved bicycle and pedestrian access through barrier separation from vehicle lanes and wider pedestrian walkway. The integrity of the upper bluffs is also poor, causing landslide and erosion concerns for motorists, cyclist, and pedestrians using the Incline. Therefore, improvements related to the geologic integrity of the upper bluffs are planned as part of the proposed project, which will include the installation of soil nails along the upper slope above the California Incline. Major Coastal Act issues associated with this proposed project include adverse impacts to public

coastal views, alternation of natural landforms; geologic stability of the bluffs; public access; biological resources and to water quality; and protection of archeological and paleonlogical resources. To address these issues Staff is recommending **Special Conditions** including: 1) coloring and maintenance of soil nails/grout and future exposure of piles; 2) future improvements; 3) conformance with geotechnical report recommendations; 4) assumption of risk; 5) submittal of landscape plans; 6) bird monitoring; 7) construction responsibilities; 8) stockpiling, staging and erosion control plan; 9) protection of archaeological resources; and 10) compliance with the permit.

Commission staff recommends **approval** of coastal development permit application 5-13-1031, as conditioned.

TABLE OF CONTENTS

Substantive File Documents: Santa Monica certified Land Use Plan, certified in 1992; Final Environmental Impact Report, California Incline Bridge Replacement Project, April 2012; Geotechnical and Engineering Report prepared by Earth Mechanics, Inc., dated December 10, 2013.

EXHIBITS

I. MOTION AND RESOLUTION:

Motion:

*I move that the Commission **approve** Coastal Development Permit No. 5-13-1031 pursuant to the 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 coastal development permit no. 5-13-1031 and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the policies of Chapter 3 of the 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 alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

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. **Interpretation.** Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.

4. **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.

5. **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. Soil Nail/Grout Color, and Pile Maintenance.

A. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for the review and approval of the Executive Director, a plan demonstrating that the color of the soil nails and exposed grouting will be visually compatible with the adjacent bluff. The plan shall demonstrate that:

a. The exposed surface of all soil nails and grout shall be colored/constructed with concrete that has been colored with earth tones that are compatible with the adjacent bluff.
b. White and black tones shall not be used,
c. The color shall be maintained throughout the life of the project.
d. Native vegetation appropriate to the habitat type may also be used, if feasible, to cover and camouflage the nails and grout, consistent with **Special Condition No. 5** below.
e. All soil nails shall be maintained to be flush with the surrounding bluff surface throughout the life of the project.

B. The permittee shall undertake development in accordance with the approved final color 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 legally required.

C. Future Pile Exposure. In the event any subsurface project features subsequently become exposed to public view from the public roadway or public beach below the site, the applicant shall submit plans to the Executive Director, for review and concurrence, that provide for visual and aesthetic treatment plans similar to those required in conjunction with this coastal development permit. The aesthetic treatment shall provide that exposed materials match the surrounding terrain or existing bridge structure, to the extent feasible, and minimize visual impact of the exposed features. The applicant shall identify proposed materials, colors, monitoring, and maintenance plans, in conjunction with their submittal. The Executive Director shall determine whether the proposed work will require an amendment to this coastal development permit, a new coastal development permit, or whether no amendment or new permit is legally required.

2. Future Improvements. This permit is only for the development described in coastal development permit 5-13-1031. Except as provided in Public Resources Code section 30610

and applicable regulations, any future development as defined in PRC section 30106, including, but not limited to, a change in the density or intensity of use land, shall require an amendment to coastal development permit 5-13-1031 from the California Coastal Commission or shall require an additional coastal development permit from the California Coastal Commission or from the applicable certified local government.

3. Conformance of Design/Construction Plans to Geotechnical Report.

A. All final design and construction plans, including foundations, grading and drainage plans, shall be consistent with all recommendations contained in the Geotechnical report prepared by Earth Mechanics, Inc., dated December 10, 2013. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for the Executive Director's review and approval, evidence that an appropriate licensed professional has reviewed and approved all final design and construction plans and certified that each of those final plans is consistent with all of the recommendations specified in the above-referenced geologic evaluation approved by the California Coastal Commission for the project site.

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

4. Assumption of Risk, Waiver of Liability and Indemnity.

By acceptance of this permit, the applicant acknowledges and agrees (i) that the site may be subject to hazards from erosion, landslide, bluff retreat, earth movement, waves, storm waves and sea level rise; (ii) to assume the risks to the applicant and the property that is the subject of this permit of injury and damage 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; and (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 any injury or damage due to such hazards.

5. Landscaping Plan.

A. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant will submit, for the review and written approval of the Executive Director, a landscaping plan prepared by a qualified biologist or licensed landscape architect. The plan shall include the following:

a. No invasive species will be employed on the site. Invasive plants are those identified in the California Native Plant Society, Los Angeles -- Santa Monica Mountains Chapter handbook entitled Recommended List of Native Plants for Landscaping in the Santa Monica Mountains, 1996 edition, California Exotic Plant Pest Council's Exotic Pest Plants of Greatest Ecological Concern in California, published in 1999, and those otherwise identified by the Department of Fish and Game or the United States Fish and Wildlife Service.

b. New vegetation planted on the site shall consist of a mix of container plants (minimum one gallon containers) and hydroseeding. All plants shall consist of native (Southern California coastal dunes and prairies) plant species. The applicant shall not incorporate invasive plant species anywhere on the project site. The revegetated areas shall include all disturbed or graded areas outside of the roadway's structural footprint.

c. The site shall be stabilized immediately with jute matting or other BMPs after any grading occurs to minimize erosion during the raining season (November 1 to March 31) if plantings have not been fully established.

B. The plan shall include, at a minimum, the following components:

a. A map showing the types, size, and locations of all plant materials that will be on the site, the temporary irrigation system, topography of the developed site, and all other landscape features;
b. A schedule for installation of native plants/removal of non-native plants;
c. An identification of seed sources and plant communities of the plants planned to be employed;

C. Three years from the date of approval for Coastal Development Permit No. 5-13-1031 the applicant or successor in interest shall submit, for the review and approval of the Executive Director, a landscape monitoring report, prepared by a licensed Landscape Architect or qualified Resource Specialist, that certifies the on-site landscaping is in conformance with the landscape plan approved pursuant to this Special Condition. The monitoring report shall include photographic documentation of plant species and plant coverage.

If the landscape monitoring report indicates the landscaping is not in conformance with or has failed to meet the performance standards specified in the landscaping plan approved pursuant to this permit, the applicant, or successors in interest, shall submit a revised or supplemental landscape plan for the review and approval of the Executive Director. The revised landscaping plan must be prepared by a licensed Landscape Architect or a qualified Resource Specialist and shall specify measures to remediate those portions of the original plan that have failed or are not in conformance with the original approved plan.

D. The permittee shall undertake development in accordance with the approved final plan and schedule and other requirements. 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.

6. **Bird Surveys and Monitoring**. By acceptance of this Coastal Development Permit, the applicant agrees to retain the services of a qualified independent biologist or environmental resource specialist with appropriate avian survey and noise monitoring qualifications acceptable to the Executive Director. The qualified biologist or resource specialist will conduct surveys of trees and bushes to detect any protected native birds within 300 feet of any construction activities and 500 feet for raptors, just prior to any construction activities and once a week upon commencement of construction activities that include grading or use of other heavy equipment, and that will be carried out between February 15 and September 1, inclusive. Such surveys shall identify the presence of nests and eggs or young, of any sensitive bird species in or near the project site. All surveys shall be submitted to the Executive Director of the Coastal Commission. In the event that the surveys identify any sensitive species exhibiting reproductive or nesting behavior on or adjacent to the project site (within 300 feet for native species and 500 feet for raptors), the following measures shall be implemented:

   a. A qualified biologist shall be present at all weekly construction meetings and during all significant construction activities including pile driving, jack hammering (concrete demolition) or other hardscape demolition, to ensure that nesting birds are not disturbed by construction activities.

   b. If a protected native bird is found, the project proponent shall delay all clearance/construction disturbance activities within suitable nesting habitat or within 300 feet of nesting habitat (within 500 feet for raptor nesting habitat) until September 1 or continue surveys to locate any nests.

   c. If an active nest is located, clearing and construction within 300 feet of the nest (within 500 feet for raptor nests) shall be postponed until the nest is vacated and juveniles have fledged and there is no evidence of a second attempt at nesting.

   d. To avoid a nest, the limits of construction shall be established in the field with flagging and stakes or construction fencing.

   e. If construction timing can be adjusted to occur September 1 through February 14, the above minimization and avoidance measures shall not be necessary.

7. **Construction Responsibilities and Debris Removal**. 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 be subject to rain/wind erosion and dispersion; (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 coastal waters during construction. BMPs shall include, but are not limited to: placement of sand bags around

drainage inlets to prevent runoff/sediment transport into the storm drain system and the Pacific Ocean, use of debris fences as appropriate and no stockpiling of materials in the project area; (d) Construction debris and sediment shall be removed from construction areas each day that construction occurs to prevent the accumulation of sediment and other debris which may be discharged to coastal waters; (e) The applicant shall dispose of all demolition and construction debris resulting from the proposed project at an appropriate location. 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.

8. Stockpiling, Staging, Avoidance of Siltation, and Erosion Control

A. Applicant shall not allow discharge of silt or debris into coastal waters as a result of this project. Pursuant to this requirement, PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall agree in writing to require that the final plans shall minimize construction impacts of the project and that all contracts and other written materials shall include the requirements listed below. The applicant shall further agree that the final plans shall identify acceptable locations for stockpiling and staging of materials; plans for control of erosion, stockpiled earth from trenches, and cement; as well as plans for the disposal of construction materials. The plans shall contain the following:

1) A delineation of the areas to be disturbed by grading or construction activities including any temporary trenches, staging and stockpile areas.

2) The plan shall include source control Best Management Practices as part of a written plan designed to control dust, concrete, demolition pavement or pipe removed during construction, and/ or construction materials, and standards for interim control and for clean up. All sediment waste and debris should be retained on-site unless removed to an appropriate approved dumping location either outside the coastal zone or to a site within the coastal zone permitted to receive fill. Contractors and County Inspectors shall monitor and contain oil or fuel leaks from vehicles and equipment.

3) The plan shall also include temporary erosion control measures should grading or site preparation cease for a period of more than 30 days, including but not limited to: filling or covering all holes in roadways such that traffic can continue to pass over disturbed areas, stabilization of all stockpiled fill, disturbed soils and trenches with shoring, sand bag barriers, silt fencing; temporary drains and swales and sediment basins. These temporary erosion control measures shall be monitored and maintained at least on a weekly basis until grading or construction operations resume.

B. Prior to commencement of construction the applicant and its contractor(s) shall provide for the review and approval of the Executive Director final plans and plan notes that conform with the requirements of item A above. No work shall take place until the Executive Director approves the plans in writing.

C. Conformance with plans. All work shall take place consistent with the plans submitted in compliance with A above.

9. Archaeological Resources

A. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit for the review and approval of the Executive Director an archeological monitoring plan prepared by a qualified professional, that shall incorporate the following measures and procedures:

1. The monitoring plan shall ensure that any prehistoric or historic archaeological or paleontological cultural resources that are present on the site and could be impacted by the approved development will be identified so that a plan for their protection can be developed. To this end, the cultural resources monitoring plan shall require that archaeological and Native American monitors be present during all grading operations unless the applicant submits evidence, subject to the review and approval of the Executive Director, that a more complete survey of cultural resources adjacent to and within a one-half mile radius of the project site finds no cultural resources. If cultural resources are found adjacent to, or within a one-half mile radius of the project site, the applicant may choose to prepare a subsurface cultural resources testing plan, subject to the review and approval of the Executive Director, in-lieu of proceeding with development with the presence of archaeological and Native American monitors on the site during grading activities. If the subsurface cultural resources testing plan results in the discovery of cultural resources, the applicant shall prepare a mitigation plan, which shall be peer reviewed and reviewed by the appropriate Native American tribe, and shall apply for an amendment to this permit in order to carry out the mitigation plan.

There shall be at least one pre-grading conference with the project manager and grading contractor at the project site in order to discuss the potential for the discovery of archaeological or paleontological resources.

2. Archaeological monitor(s) qualified by the California Office of Historic Preservation (OHP) standards, Native American monitor(s) with documented ancestral ties to the area appointed consistent with the standards of the Native American Heritage Commission (NAHC), and the Native American most likely descendent (MLD) when State Law mandates identification of a MLD, shall monitor all project grading, if required in the approved cultural resources monitoring plan required above.

3. If required by the above cultural resources monitoring plan to have archeological and Native American monitors present during grading activities, the permittee shall provide sufficient archeological and Native American monitors to assure that all project grading that has any potential to uncover or otherwise disturb cultural deposits is monitored at all times;

4. If any archaeological or paleontological, i.e. cultural deposits, are discovered, including but not limited to skeletal remains and grave-related artifacts, artifacts of traditional cultural, religious or spiritual sites, or any other artifacts, all construction shall cease within at least 50 feet of the discovery, and the permittee shall carry out significance testing of said deposits in accordance with the attached "Cultural Resources Significance Testing Plan Procedures" (Appendix 1). The permittee shall report all significance testing results and analysis to the Executive Director for a determination of whether the findings are significant.

5. If the Executive Director determines that the findings are significant, the permittee shall seek an amendment from the Commission to determine how to respond to the findings and to protect both those and any further, cultural deposits that are encountered. Development within at least 50 feet of the discovery shall not recommence until an amendment is approved, and then only in compliance with the provisions of such amendment.

10. **Permit Compliance**. All development must occur in strict compliance with the proposal as set forth in the application, subject to any special conditions imposed herein. Any deviation from the approved plans must be submitted for review by the Executive Director to determine whether an amendment to this coastal development permit is necessary pursuant to the requirements of the Coastal Act and the California Code of Regulations.

IV. FINDINGS AND DECLARATIONS

A. PROJECT LOCATION AND DESCRIPTION

The California Incline extends from Ocean Avenue to Pacific Coast Highway (PCH or State Route 1), also known as Palisades Beach Road, a distance of approximately 1,400 feet, in the City of Santa Monica. The bridge portion of the Incline is 750 feet long. The Incline traverses the approximately 100 foot high Palisades, starting from Ocean Avenue and traveling north down to PCH (see **Exhibit No. 1, 2 and 3**).

The applicant is proposing to replace the existing California Incline bridge and roadway structure with a new bridge of the same type. The new incline would be a reinforced concrete cast-in-place slab structure, supported by 19 rows of 4 to 5 30-inch in diameter cast-in-drilled-hole (CIDH) piles, to support the bridge structure, and a 154 foot long retaining wall varying in height from approximately 2 to 10 feet, near the intersection of PCH and the Incline, where the incline is on grade (see **Exhibit No. 3 and 4**). The overall width of the new incline would be approximately 52 feet, an increase of 6 feet over the existing roadway. To support the near vertical slope above the roadway, the project will include soil nails placed along the upper slope above the incline extending from the roadway to the top of the bluff, which varies from approximately 100 feet along the northern end of the incline to 32 feet at the southern end as the incline approaches the top of the bluff near Ocean Avenue, for a lateral distance of approximately 965 feet. The spacing of the nails will vary from 6 to 10 feet apart (see **Exhibit No. 5**). The existing concrete balustrades, which are an iconic architectural feature of the bridge, will be recreated on the new Incline.

The existing roadway is currently striped for one vehicular travel lane in the northbound (descending) direction, fanning out to left-turn and right-turn lanes at its intersection with SR-1. In the southbound (ascending) direction, the roadway is striped for two lanes from SR-1 to Ocean Avenue, fanning out to a left turn lane, a through lane, and a right-turn lane at its intersection with Ocean Avenue. Under the proposed restriping plan, striping for the northbound lane would remain the same. However, in the southbound direction, one lane would be provided instead of two. The lane would fan out to one left-turn lane, one through lane, and one right-turn lane at the intersection with Ocean Avenue. The space provided by restriping would be used for additional sidewalk width and designated bicycle lanes on the west side of the incline, adjacent to the southbound lane.

The north and south bound vehicle lanes will be 12 feet wide with 4 foot shoulders. The bicycle lanes will be 6 feet wide for the north bound lane and 5 feet wide for the south bound lane. The pedestrian sidewalk will be 5 feet wide with a 3.5 foot high cast concrete balustrade along the western edge of the incline (see **Exhibit No. 6**). The City will also include appropriate signage to inform the public of the public access route along the Incline.

The purpose of the proposed project is to correct deficiencies in the bridge and make it safe for vehicular, bicycle, and pedestrian use. The deteriorated condition of the bridge makes corrective action necessary. According to the latest bridge inspection report (March 2010), the bridge is currently rated as Structurally Deficient, with a sufficiency rating of 34.1 (According to California Department of Transportation Guidelines, a bridge with a rating below 50 is eligible for replacement). Furthermore, the bridge suffered earthquake damage in the Sylmar and Northridge earthquakes and is now in need of seismic upgrades. The integrity of the upper bluffs is also poor, causing landslide and erosion concerns for vehicles, cyclists, and pedestrians. Therefore, improvements related to the geologic integrity of the upper bluffs are planned as part of the proposed project, including the installation of stabilizing soil nails.

In addition to correcting structural deficiencies and providing seismic upgrades, another purpose of the project is to improve the safety of multi-modal uses of the structure. Automobiles, pedestrians, and bicyclists all currently use the Incline. Pedestrians and bicyclists currently share a 4.5-foot-wide sidewalk that runs along the western edge of the Incline, starting at Palisades Park at the top and continuing to the bottom. Cyclists currently ride in the same lane as vehicles, and the existing sidewalk is not wide enough to readily accommodate uphill and downhill pedestrians as they pass one another; therefore, cyclists often walk in the roadway with their bicycles, posing a safety hazard for both bicyclists and pedestrians. The proposed improvements for the replacement structure include barrier separation between vehicular lanes and bicycle lanes, as well as exclusive pedestrian space on the incline, to accommodate all users more safely.

Construction would last approximately 12 to 18 months, during which time the incline would be closed. The City will incorporate traffic mitigation measures to help redirect traffic to alternative routes during the temporary closure of the Incline. Pacific Coast Highway will remain open at all times during the construction period; however, occasional closure of a lane may occur for safety reasons.

B. VISUAL RESOURCES

Section 30251 of the Coastal Act requires that the scenic and visual qualities of this coastal area shall be protected. Section 30251 of the Coastal Act states, in part:

> *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 of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas...*

In addition, the Santa Monica LUP, certified with suggested modifications, has a number of policies to ensure that the visual resources of the Santa Monica coastal zone are protected. The policies are as follows:

Policy 35 states:

> *Palisades Park shall be preserved for public use by visitors and residents preserving scenic views to the Santa Monica Bay and accommodating existing uses.*

Policy 66 states in part that:

> *...Permitted development including public works of art shall be sited and designed to:*
>
> *a. protect views to and along the ocean and scenic coastal areas;*
> *b. minimize the alteration of natural landforms; and*
> *c. be visually compatible with the character of surrounding areas and restore and enhance visual quality in visually degraded areas.*

Policy 71 states:

> *The City shall develop standards to assure that new development along Adelaide Drive and all other scenic corridors and designed viewing areas, as identified in the Scenic and Visual Resources Map#13, is designed and sited to be visually compatible with the character of the surrounding area, restores and enhances visual quality in visually degraded areas, and protects public views to the coast and scenic coastal areas.*

Major scenic resources in the City of Santa Monica are identified in the City's Local Coastal Land Use Plan and the City's Scenic Corridor Element. Scenic coastal resources include the coastline, beach and bay, the Santa Monica Pier, Palisades bluff, and the Santa Monica Mountains. Palisades Park, which stretches 1.6 miles, from Colorado Avenue on the south to the city limits on the north and covers approximately 26 acres, was dedicated to the City of Santa Monica in 1892 and

designated as a city landmark in September 2007. In addition, the park was determined eligible for the National Register of Historic Places in 1994.

Pacific Coast Highway (Palisades Beach Road) and Ocean Avenue provide coastal views of the sandy beach, pier, the palisades, and ocean; however due to development in locations along these roads, public coastal views are intermittent. For example, along PCH (Palisades Beach Road), which is located north of the pier, existing development, including residential structures varying from two to three stories and 30 to 45 feet high, beach clubs, and beach concessions, effectively obstruct beach views from the highway. Public coastal views of the beach and ocean from the highway are only available in areas where there are public beach surface parking lots fronting the highway. In addition to the views across these open parking lots, and from the beach itself, Palisades bluff, which rise approximately 100 feet above the inland side of the highway, provides panoramic beach and ocean views over the existing development from the park above.

The incline is considered a character-defining feature of the park at a local and national level. Except for a small part of the uppermost portion of the incline where it begins at Ocean and California Avenues, the incline is not visible to most Palisades Park users because of the extremely steep slope of the bluff (see **Exhibit No. 7 and 8**). Most park users look north or south as they walk or run along the length of the park, with views of the city skyline on the east and views within the park. Views from the park's western edge include unobstructed views of SR-1, the beach beyond the row of residential development, and the ocean. Views of the incline from this vantage point are available when the viewer looks directly downward from the park's bluff edge.

For pedestrians and motorists traveling south on SR-1, toward the Incline, the viewshed includes the bluffs and the incline itself. For people on the beach, the viewshed looking east includes the row of residential buildings along SR-1, and partial views of the Incline and Palisades.

Rising approximately 75 to 100 feet above the existing grade of SR-1, with a nearly 80 percent grade, the bluffs create a dramatic geologic backdrop from the beach and SR-1 for motorists and beachgoers (see **Exhibit No. 9 and 10**). The City recognizes the scenic value of the bluffs and the project is designed to minimize erosion and protect the visual character of the bluffs**.** The existing bridge and visible support piles, and retaining wall that is located in the lower portion of the Incline will be removed and replaced. The majority of the new piles will be subsurface and will not be visible from the surrounding area; however, because of existing erosion there are areas where the some of the new piles will be visible, similar to the existing conditions.

Because the proposed project calls for replication in the same location, with design details that would essentially match the existing design elements, including the concrete balustrades, the project will be consistent with the existing design character. The only new element to the existing condition would be lighting for safety reasons and soil nails for geologic stability.

For nighttime safety reasons, the proposed project would include low-intensity LED lighting that would be incorporated into the incline's new, replicated concrete balustrading. The lighting would produce an illuminance of 0.75 foot-candles and would result in minor spillover/light emanation

effects upon east-facing views from SR-1. The minor light spillover/light emanation effects from the Incline would not be significant.

Soil nails are proposed on the upper bluffs directly above the Incline for geologic stability of the upper bluffs. The soil nail installation would involve 6 to 9 inch in diameter holes with metal rods drilled and grouted into the bluff (see **Exhibit No. 5**). The soil nails will cover an area approximately 965 feet along the Incline, varying in height from approximately 100 feet near the intersection of SR-1 and the Incline to 32 feet in the southern portion of the roadway. They would be inserted into the upper bluff slope and recessed approximately 9 inches into the bluff and then topped off with grout.

According to the EIR (California Incline Bridge Replacement Project, April 2012) and geotechnical report (Earth Mechanics, Inc., dated December 10, 2013), the soil nails are necessary to stabilize the upper slope above the Incline. Stability of the slope above the Incline is required by the California Transportation Department guidelines. There are other alternative measures for slope stability, such as grading the slope to reduce the gradient of the bluff or construction of a retaining wall; however, grading would create the appearance of an engineered slope and adversely impact the visual integrity of the natural bluffs, and would significantly reduce the public park area above the bluff. A retaining wall would have similar impacts. The use of soil nails would allow the near vertical bluffs to remain in their natural, historic appearance, with minor disturbance to the bluff. To minimize the visual impact of the soil nails, the City is proposing not to apply the concrete facing that is usually used to cover soil nails. The use of concrete facing, or shotcrete, would give the bluffs an unnatural appearance and detract from their natural, historic appearance, which the City is trying to preserve.

The soil nails on the upper bluffs will be visible by motorists, pedestrians, and recreationists along the Incline, PCH, and beach; however, the use of soil nails will protect the overall appearance of the bluff and minimize the alteration of the natural landform. Since bluff stability is required in order to construct the new bridge and roadway to meet State construction requirements, soil nails are the least damaging alternative. To ensure that the visual impact of the soil nails are minimized, **Special Condition No. 1** requires that the applicant use coloring for the nail installation to match the surrounding bluffs to help blend the nails and grout into the bluffs and maintain the coloring for the life of the project. Furthermore, because the nails and grout are much harder than the softer surrounding soils, as the bluffs erode the nail installations could eventually protrude beyond the bluff face creating an adverse visual impact. The EIR recommends that the City periodically trim back the soil nails to continue to be flush with the bluff face. Therefore, **Special Condition No. 1** requires maintenance of the coloring and trimming of the soil nails.

Furthermore, although the majority of the proposed piles will be below grade and will not be exposed, because of the erodibility of the bluffs it is possible that some of the piles will be exposed over time. **Special Condition No. 1** requires in the event any subsurface project features subsequently become exposed to public view from the public roadway or public beach below the site, the applicant shall submit plans to the Executive Director, for review and concurrence, that provide for visual and aesthetic treatment plans. The aesthetic treatment shall provide that exposed materials match the surrounding terrain or bridge structure to the extent feasible and minimize

visual impact of the exposed features. The applicant shall identify proposed materials, colors, monitoring, and maintenance plans, in conjunction with their submittal. The Executive Director shall determine whether the proposed work will require an amendment to this coastal development permit, a new coastal development permit, or whether no amendment or new permit is legally required.

To ensure that any future development as defined in PRC section 30106, including, but not limited to, a change in the density or intensity of use land, shall require an amendment to the permit **Special Condition No. 2** is required. Furthermore, to ensure that the project complies with the project as proposed, **Special Condition No. 2** requires that all development must occur in strict compliance with the proposal as set forth in the application, and any deviation from the approved plans must be submitted for review by the Executive Director to determine whether an amendment to this coastal development permit is necessary pursuant to the requirements of the Coastal Act and the California Code of Regulations. Therefore, as conditioned, the project is consistent with the City's LUP visual resource protection policies of the certified LUP and consistent with section 30251 of the Coastal Act.

C. GEOLOGY

Section 30253 of the Coastal Act states in part:

> *New development shall:*
>
> *(l) 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.*

The project site is located on the coastal bluffs of Santa Monica along the coastal margin of the Los Angeles Basin and the southern edge of the Santa Monica Mountains. According to the geotechnical report prepared by Earth Mechanics, Inc., dated December 10, 2013, the area straddles the boundary between the Peninsular Ranges and the Western Transverse Ranges geologic/ physiographic provinces. Part of the City lies on the southern slope of the mountains, part lies within the canyons that cut into the Santa Monica Mountains, and the rest lies on the Santa Monica Plain. The Santa Monica Plain is an alluvial fan terrace that emanates from the Santa Monica Mountains. This alluvial surface slopes gently to the south and extends to the City's southern boundary, which is along the northern margin of an east/west-trending ancient river valley, now occupied by Ballona Creek.

The geologic formation making up the bluffs at the Incline is composed predominantly of Pleistocene-age fan alluvium, consisting of corrugated beds of gravel, sand, silt, and clay. The alluvial layers are horizontally bedded. Material that has eroded from the bluffs, or has fallen or slid because of gravity, has formed a wedge of debris (talus) along the base of the slopes.

The Seismic Hazard Zone map for the Topanga quadrangle (California Geological Survey 1997)

indicates that the bluffs are susceptible to earthquake-induced landslides. The Seismic Safety Element for the City's general plan (1995) indicates that there were a total of 16 slides between 1930 and 1958 along the Palisades and there continues to be a significant potential for landslides and slumps.

According to the EIR, several studies have been conducted for the Santa Monica Palisades Bluffs by the City of Santa Monica (1958, 1988) and consultants (Moran et. al, 1958, 1959, Mark Group, 1989, Dames & Moore 1996) and the general conclusions of all of the studies are that the bluffs in the project vicinity are geologically very young and currently exist in an "oversteepened" condition; however, they are globally stable against a deep seated failure. The alluvial soils that comprise the bluffs consist of cemented soil particles that in the absence of moisture are capable of standing vertically for long periods of time and are expected to be globally stable under static and seismic conditions.

Within the project limits, the steepest portions of the bluffs exist along the upper bluff (above the roadway) and the peninsular soil columns of the lower bluff (below the roadway). These steeply inclined portions of the bluffs have been standing at their current configuration for over a century and have been subject to several strong earthquakes with little discernible damage. However, during periods of heavy rainfall and surface runoff, the "oversteepened" portions of the bluffs are susceptible to localized erosion and steeply inclined landslide type failures. Tension cracks that develop along the crest of the bluff have also been determined to contribute towards allowing moisture to penetrate the bluffs, further reducing stability during periods of heavy rainfall.

Several different concepts have been considered for the upper bluffs to improve their stability against the above described landslide type failures. However, one of the requirements of the City was that the visual appearance of the bluffs must be maintained as the Pacific Palisades Bluffs are considered a historical landmark for the City of Santa Monica. Soil nails without a structural face were determined to be the most desirable means to improve the surficial stability of the upper Bluffs without significantly altering their appearance and meeting Caltrans design and stability requirements.

One of the City's requirements for the project design was that the natural, historic appearance of the bluffs is to be preserved as part of the project. Therefore, the slope strengthening of the upper bluffs will consist of soil nails grouted into the bluff face without the use of a concrete facing. This will improve the global stability of the slope and preserve the appearance of the bluffs; however, it will not protect the bluff from erosion. The design intent is that the soil nails will be recessed behind the bluff face and the bluff face around the drilled hole will be cosmetically repaired to cover the head of the soil nails. As the bluffs erode over time, the ends of the soil nails will become exposed and will periodically be required to be trimmed, but will continue to provide bluff stability.

Furthermore, according to the geotechnical report, the use of cast-in-drilled-hole (CIDH) piles allows the bridge to remain stable in the event the peninsular soil columns below the roadway erode over the 75-year design life of the bridge. Though not designed to actively retain the bluff, the piles

are expected to strengthen the slopes due to pile pinning and soil arching. The new bridge is not expected to adversely affect the surficial stability of the slopes.

The geologic report concludes that the geologic and seismic hazards associated with the site could be mitigated by employing sound engineering practices in the design and construction as recommended in the geotechnical report. Adherence to the recommendations contained in the above-mentioned geotechnical investigations is necessary to ensure that the proposed project assures stability and structural integrity, and neither creates nor contributes significantly to erosion, geologic instability, or destruction of the site or surrounding area. Therefore, **Special Condition No. 3** requires that the applicant conform to the geotechnical recommendations in the above mentioned geotechnical investigation.

Although adherence to the geotechnical consultant's recommendations will minimize the risk of damage from erosion, the risk is not eliminated entirely. The site is a steep natural bluff, which is inherently hazardous. Given that the applicant has chosen to implement the project despite potential risks from bluff erosion and landslides, the applicant must assume the risks. Therefore, the Commission imposes **Special Condition No. 4** requiring the applicant to assume the risk of the development. In this way, the applicant is notified that the Commission is not liable for damage as a result of approving the permit for development. The condition also requires the applicant to indemnify the Commission in the event that third parties bring an action against the Commission as a result of the failure of the development to withstand the hazards. In addition, the condition ensures that future owners of the property will be informed of the risks and the Commission's immunity from liability. As conditioned, the Commission finds the proposed project is consistent with Section 30253 of the Coastal Act.

The Commission finds that only as conditioned as described above, can the proposed development be found consistent with Section 30253 of the Coastal Act which require that geologic stability be assured.

D. BIOLOGICAL RESOURCES

Section 30240 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 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.*

The study area is divided into several plant communities, which include coastal bluff scrub dominated by saltbush (*Atriplex lentiformis)*, coastal bluff scrub on the cliff walls, and coastal sage

scrub dominating the northern portion of the study area.

Coastal bluff scrub plant communities within the project area lie on seaward edges of ancient marine terraces, shaped by ocean waves and currents and uplifted from the ocean floor. The coastal bluffs are composed mainly of sedimentary rocks such as sandstones and shales, which are prone to erosion. According to the EIR California's coastal cliffs are inhospitable environments for many plant and animal species because the areas are windy and dry, with shallow, salty soils; therefore, only specialized communities of plants and animals have adapted to them over time. Coastal bluff scrub plant communities are dominated by low shrubs and prostrate herbaceous species on steep, exposed bluffs above the bay and ocean. Vegetative cover may be dense or sparse, depending on the particular soils and slope steepness.

Coastal bluff communities are located on the walls and base of the bluffs consisting of tree tobacco (*Nicotiana glauca*) and coyote brush (*Baccharis pilularis*) mainly along the walls of the bluff, and saltbush and laurel sumac (*Malosma laurina*) along the base. These plant communities are discontinuous because of the presence of the existing incline and fragmented by the built environment.

The cliff walls are mostly devoid of vegetation, but the coastal bluffs located at the base of the bridge are densely vegetated with saltbush and laurel sumac. Wildflowers, such as poppies and lupines, bloom in colorful profusion on the bluffs in spring, and introduced annual grasses produce a carpet of bright green after winter rains. The coastal bluff scrub plant communities dominate most of the study area and then continue north along SR-1, transitioning into coastal sage scrub. The study area also contains large amounts of litter, with minimal interior habitat where native flora can thrive.

The coastal bluff scrub/saltbush plant community encompasses the base of the California Inline. Although the project area is a long, linear site with minimal interior habitat and extensive edge, it does contain small amounts of coastal bluff scrub plant species. The dominant plant species at the base of the bluffs are saltbush, laurel sumac, and California bush sunflower (Encelia californica), with the following associated species in limited quantity: coyote brush, California buckwheat (Eriogonum fasciculatum), and intermixed nonnative plant species, including yellow star-thistle (Centaurea solstitialis), tree tobacco (Nicotiana glauca), and rip-gut grass (Bromus diandrus). This area also contains large amounts of litter, likely providing forage for nonnative rodent species. In addition, the plants contain a layer of what appears to be dust and/or soot, which may be inhibiting plant growth, increasing the level of disturbance, and lowering the condition of both the edge and the interior habitat.

The Coastal Sage Scrub community include California buckwheat, lemonade berry (*Rhus integrifolia*), laurel sumac, and toyon (*Heteromeles arbutifolia*). The bluffs contain a limited area of coastal sage scrub on the northernmost portion of the project site. The coastal sage scrub community of the study area is typical of coastal sage scrub and demonstrates moderate plant species richness. The shrub layer is dominated by toyon, deerweed (*Lotus scoparius*), and California buckwheat at

roughly 50 to 60 percent cover. Dominants within the herb layer are mostly nonnative species, including rip-gut brome, iceplant (*Carpobrotus edulis*), and Russian thistle (*Salsola tragus*).

The project area contains coastal bluff scrub intermixed with ruderal plant species that integrate with coastal sage scrub in the northern portion of the project limits. According to the EIR these plant communities are generally not well developed or intact given the amount of disturbance. The coastal bluff scrub plant community has low plant species richness.

The project area is a mosaic of representative bluff scrub plants intermixed with coastal sage scrub and nonnative species, with a relatively low percentage of native plant species in the vegetation cover (20 to 30 percent). In addition, use by wildlife is severely limited given the lack of quality habitat. To assess the value and function of each plant community, several factors were evaluated: 1) plant and animal species richness and composition, 2) connectivity with similar vegetation, and 3) use by special-status listed or non-listed species.

The project area lacks connectivity to adjacent natural habitats. According to the EIR, the closest parcel of natural habitat that appears able to support substantial populations of native wildlife is approximately 5 to 10 miles north of the project site, toward the Santa Monica Mountains. Wildlife cannot use the urbanized SR-1corridor to reach this area or the Santa Monica Mountains. In addition, the coastal bluff and coastal sage scrub plant communities have a less-than-reasonable probability of providing important value to native wildlife species because of the size of the area, conditions appear to reflect a high level of disturbance, and the area cannot function as an effective wildlife corridor or provide a connection among habitat patches. The coastal bluff and coastal sage scrub plant communities within the study area provide low value to wildlife given the lack of adjacency to other natural communities, low plant species richness and composition, and lack of wildlife use. The overall function of the coastal bluff and coastal sage scrub plant communities within the study area is low, providing no suitable habitat for special-status species.

The northern portion of the study area, which contains coastal sage scrub, has a very low percentage of vegetation cover that consists of coastal sage scrub-associated plant species (5 to 10 percent of the total vegetation cover within the study area), very low plant species diversity, and no potential for the existing plant communities to improve through succession given the erosion of the bluffs and the composition of the invasive, ruderal species present (e.g., tree tobacco and annual grasses). The coastal sage scrub plant community areas are highly disturbed, with large amounts of litter and integrated, ruderal plant species. Disturbance in these areas is extensive and consistent throughout. These areas provide no potentially suitable habitat for special-status plant species.

The coastal bluff scrub plant community contains minimal amounts of associated plant species. Furthermore, it is not a well-developed plant community with a high level of plant and animal species richness and composition. It is extensively dominated by an herbaceous layer of nonnative grasses. In addition, the coastal bluff scrub plant community does not provide important value to native wildlife species. Further, this plant community provides no important value to non-listed species and none to listed species.

Proposed construction activities would remove coastal bluff scrub vegetation at the base of the Incline and to the south where the contractor may need to access the bridge from below with heavy equipment. The proposed bridge reconstruction would remove approximately 0.23 acre of coastal bluff scrub vegetation. Although coastal bluff scrub plant communities are a depleted natural community statewide, the existing coastal bluff scrub proposed for removal has a low to very low value and function for the reasons stated above. The proposed project would not substantially affect a depleted natural community for the region as a whole given that similar higher quality plant communities are represented in the Santa Monica Mountains where adjacent to SR-1. Given the small amount of native vegetation to be removed, the low function and value of the coastal bluff scrub plant community to native species, the impacts that would occur as a result of the proposed project would not be significant.

While the proposed project would not result in substantial adverse impacts, measures would be implemented by the City to ensure that native vegetation removal would be minimized. Construction will incorporate the following measures as identified in the EIR:

1. Prior to any ground disturbance, the limits of construction-related activities shall be flagged to ensure that the smallest amount of native vegetation practicable is removed during construction activities. A qualified biologist/botanist shall be present during this process.

2. BMPs shall be implemented and enforced to reduce the possibility of a potential further spreading of nonnative plant species to the maximum extent practicable. These shall include ensuring that all equipment is properly cleaned prior to entering or leaving the survey area and ensuring that any construction or revegetation materials are weed free to the maximum extent practicable.

3. The City shall prepare a landscape plan prior to the start of construction. The landscape plan's plant palette shall consist of vegetation that is native to the Coastal Zone of Los Angeles County and use plant species that are associated with the existing plant communities (i.e., coastal bluff- and coastal sage scrub-associated scrub species), at densities similar to those of undisturbed examples of the communities, to ensure successful establishment. Removed native vegetation shall be mitigated through revegetation at a 1:1 ratio. The landscape plan shall include, at a minimum, details regarding the number of species to be planted and their location, maintenance measures during and after replanting, and the time frame for replanting.

Based on the degraded nature of the native vegetation, the proposed 1:1 revegetation of native vegetation is appropriate. However, the proposed revegetation requires replanting the disturbed areas with hydroseeding with temporary irrigation. Although hydroseeding can be an effective method to reestablish natives, a combination of hydroseeding and use of container plants will provide higher success and increase rooting and coverage to help minimize erosion due to lack of significant plant coverage and root growth. Therefore, **Special Condition No. 5** requires the

applicant, prior to issuance of the permit, to submit a landscape plan that includes a combination of container plants (minimum 1 gallon containers) and hydroseed.

Although the impact to the existing plant community will not be significant, there is potential foraging and nesting habitat for common transitory and generalist species (western scrub jay and house finch) within the project area. The proposed project would affect a limited amount of potential foraging and nesting habitat. Given the limited extent of habitat that would be affected (roughly 0.23 acre), impacts on the foraging and nesting habitat of these bird species would be minor. In addition, the existing coastal bluff scrub plant community is very limited in size. Furthermore, the trees proposed for removal are too young and small to provide nesting habitat for raptors. However, the proposed project has the potential to affect breeding habitat for generalist bird species such as eastern scrub jay and house finch. These species are relatively common breeders in coastal bluff and coastal sage scrub. They can be found nesting in mature vegetation within residential neighborhoods between February and August. Given the non-listed status of the species in Southern California and the limited number of individuals to be affected by the proposed project, impacts on the species is considered to be minor. Furthermore, because the amount of potentially suitable foraging and nesting habitat to be removed and/or degraded by the proposed project would be limited, the impact would be considered minor.

The proposed project will take approximately 12-18 months to complete and will run into the bird nesting season (February 15 until September 1). To mitigate any potential impacts to nesting birds the EIR requires monitoring to ensure that nesting of sensitive species is protected during construction, as listed below:

> *If construction activities cannot be scheduled to avoid the breeding bird season (February 15 until September 1), CDFG recommends that, beginning 30 days prior to the disturbance of suitable nesting habitat, the City arrange for weekly bird surveys to detect any protected native birds in the habitat to be removed or any other habitat within 300 feet of the construction work area (within 500 feet for raptors). A qualified biologist who has experience with nesting birds shall conduct the surveys. The surveys shall continue on a weekly basis, with the last survey conducted no more than 3 days prior to the initiation of clearance/construction work. If a protected native bird is found, the project proponent shall delay all clearance/construction disturbance activities within suitable nesting habitat or within 300 feet of nesting habitat (within 500 feet for raptor nesting habitat) until September 1 or continue surveys to locate any nests. If an active nest is located, clearing and construction within 300 feet of the nest (within 500 feet for raptor nests) shall be postponed until the nest is vacated and juveniles have fledged and there is no evidence of a second attempt at nesting. To avoid a nest, the limits of construction shall be established in the field with flagging and stakes or construction fencing. Construction personnel shall be instructed on the sensitivity of the area. If construction timing can be adjusted to occur September 1 through February 14, the above minimization and avoidance measures shall not be necessary.*

To ensure bird nesting monitoring is incorporated into the project, **Special Condition No. 6**, requires the applicant to implement a monitoring program during the nesting season. As conditioned, the proposed project will be consistent with Sections 30240 of the Coastal Act.

E. PUBLIC ACCESS AND RECREATION

Section 30210 of the Coastal Act states:

> *In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.*

Section 30211 of the Coastal Act states:

> *Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.*

One of the basic goals stated in the Coastal Act is to maximize public access and recreation along the coast. The public access and recreation policies of the Coastal Act require that maximum access and recreational opportunities be provided and that development shall not interfere with public access.

The California Incline is a unique and important transportation facility. It is one of only two roadways that provide a direct connection between SR-1 and Ocean Avenue, the other being Moomat Ahiko Way, which is .70 miles to the south. The Incline is particularly important to motorists who travel between Malibu and Santa Monica, or visit beaches to the north.

Aside from vehicular use, the Incline is also used by pedestrians and cyclists. Beachgoers use the Incline to travel to and from the beach year-round, particularly during the summer and on weekends. The Incline provides a direct connection between the pedestrian and bicycle paths along the beach and Ocean Avenue and Palisades Park. However, pedestrians and bicyclists currently share a 4.5-foot-wide sidewalk that runs along the western edge of the Incline, starting at Palisades Park at the top and continuing to the bottom. Cyclists currently ride in the same lane as vehicles, and the existing sidewalk is not wide enough to readily accommodate uphill and downhill pedestrians as they pass one another; therefore, cyclists often walk in the roadway with their bicycles, posing a safety hazard for both bicyclists and pedestrians. The proposed improvements for the replacement structure include barrier separation between vehicular lanes and bicycle lanes, as well as exclusive pedestrian space on the incline, to accommodate all users more safely. As proposed the Incline will improve multi-modal use of the Incline and improve access to the beach by providing safer travel lanes for bicyclists, pedestrians and motorists, by eliminating user conflicts.

The project when completed will maintain the one north bound lane but will reduce the south bound lanes from two to one to accommodate bicycle lanes and a pedestrian walkway. The reduction in the south bound lanes from two to one could affect traffic flow from SR-1 to Ocean Avenue. However, according to the EIR the SR-1/Incline intersection currently operates at Level of Service (LOS) E. After construction the LOS would be F. It is important to note that the left-turn volumes from SR-1onto the California Incline currently exceed capacity during all peak periods and for future conditions, the left-turn volumes for this movement would continue to exceed capacity with or without the proposed project. However, although vehicle traffic will show a decline in the future due to future development and continue growth in traffic volumes, the project will improve pedestrian and bicycle traffic. Therefore, the loss of the one south bound lane will not have a significant impact to traffic along SR-1.

During construction, which will require the complete temporary closure of the Incline during the 12-18 month construction period, there are projected significant temporary traffic impacts to key streets and intersections in the surrounding area, including Channel Road/Entrada Drive, Ocean Avenue via Moomat Ahiko Way and Lincoln Boulevard/4th Street. These projected impacts are due to shift in traffic patterns that would be created by traffic using alternate routes to travel north and south along SR-1. To mitigation the temporary impacts, the City will include measures such as:

- Restriping Moomat Ahiko Way to provide additional turn lanes from Ocean Avenue.
- Synchronizing traffic signals along Ocean Avenue to minimize traffic delays.
- Monitoring traffic conditions
- Implement stricter pedestrian controls at key intersections
- Install dynamic signage to advise of closure, time delays, and alternate routes.

The temporary impacts could have an adverse impact to public beach access, however, through the traffic management measures that will be incorporated into the project during the construction that will provide alternate routes to the beach parking areas along the City's north beach area, as well as alternate routes for traffic traveling south, the impact to beach access will not be significant. Furthermore, once the Incline is completed, the proposed project will improve public beach access by improving traffic flow on the Incline by separating bicyclists from vehicle traffic, and providing a wider pedestrian walkway.

In addition to the access provided by the Incline, the City provides pedestrian access routes from Palisades Park down to PCH and beach area via four pedestrian bridges. As part of the City's proposed plan, the City will install signage along the top of the bluff, near the intersection of the California Incline and Ocean Avenue, informing the public of public pedestrian and bicycle access along the Incline and beach access. Signage will also be included that directs the public to the other alternative access routes. As conditioned, the proposed development conforms with Sections 30210 and 30211 of the Coastal Act.

F. CONTROL OF POLLUTED RUNOFF

Section 30230 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 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.*

Replacement of the Incline would result in construction and demolition activities that have the potential to cause erosion, sedimentation, and the discharge of non-stormwater from the project site. Vegetation clearing and grading activities, for example, would result in exposed or stockpiled soils, which would be susceptible to peak stormwater runoff flows.

According to the EIR, the City will obtain a National Pollutant Discharge Elimination System (NPDES) permit, and will prepare and implement a statewide Stormwater Pollution Prevention Plan (SWPPP). The SWPPP will incorporate Best Management Practices (BMPs) that address source reduction and provide measures and controls to mitigate impacts of potential pollutant sources. Recommended BMPs include proper stockpiling and disposal of demolition debris; protection existing storm drain inlets, erosion and sediment controls.

The storage or placement of construction material, debris, or waste in a location where it could be carried into coastal waters, or any release of sewage, would result in an adverse effect on the marine environment. To reduce the potential for construction and post-construction related impacts on water quality, the Commission imposes **Special Conditions No. 7 and 8** requiring, but not limited to, the appropriate storage and handling of construction equipment and materials to minimize the potential of pollutants to enter coastal waters and for the use of on-going best management practices following construction; and requires monitoring and maintenance of the system. As conditioned, the Commission finds that the development conforms with Sections 30230 and 32031 of the Coastal Act.

G. CULTURAL RESOURCES

Section 30244 of the Coastal Act states:

Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.

The proposed site has been disturbed from past construction activities and paleontological sensitivity is considered moderate. According to archaeological records no identifiable historical, archaeological, and/or paleontological resources exist on the project site. However, although no known archaeological or paleontolgical resources have been discovered in the past, the proposed project does include further excavating of the site and the Commission has required applicants proposing large or deep grading activities to monitor all grading and construction activities within areas of potential archaeological or paleontolgical resources and has also required appropriate mitigation measures regarding avoidance, if feasible, monitoring, excavation, reporting and recovery and curation, where avoidance is not feasible. To ensure that the project is consistent with past Commission action, **Special Condition No. 9** is necessary to ensure consistency with the Coastal Act. As part of the condition, a monitoring plan shall be submitted and reviewed and approved by the Executive Director. The monitoring plan shall require that archaeological and Native American monitors be present during all grading operations, unless the applicant submits evidence that a more complete survey of cultural resources finds no cultural resources adjacent to, or within a one-half mile radius of the project site.

Once a site is determined to contain significant cultural resources, a Treatment Plan (Mitigation Plan) shall be prepared and reviewed by the appropriate Federal and State reviewing agencies (see Appendix 1, Cultural Resources Significance Testing Plan Procedures). The Treatment Plan will outline actions to be implemented to mitigate impacts to the cultural resources found at the site(s). To determine whether the Treatment Plan is consistent with the proposed permit or if an amendment to this permit is required, the applicant shall submit a copy of the Treatment Plan to the Commission. The Executive Director, after review of the Treatment Plan, shall determine if an amendment will be required. The Executive Director will require an amendment if there is significant additional excavation required or there is a significant change in area of disturbance or change in the type of excavation procedures.

In the event that human remains are found, the Los Angeles County Coroner's Office must be notified in compliance with state law, and they in turn will request the Native American Heritage Commission to determine the cultural affiliation.

The Commission finds, therefore, that as conditioned, the proposed project is consistent with Section 30244 of the Coastal Act.

H. LOCAL COASTAL PROGRAM

Section 30604(a) of the Coastal Act provides that the Commission shall issue a coastal development permit only if the project will not prejudice the ability of the local government

having jurisdiction to prepare a Local Coastal Program (LCP) that conforms with Chapter 3 policies of the Coastal Act:

> *(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 Coastal Program that is in conformity with the provisions of Chapter 3 (commencing with Section 30200). A denial of a coastal development permit on grounds it would prejudice the ability of the local government to prepare a Local Coastal Program that is in conformity with the provisions of Chapter 3 (commencing with Section 30200) shall be accompanied by a specific finding which sets forth the basis for such conclusion.*

In August 1992, the Commission certified, with suggested modifications, the land use plan portion of the City of Santa Monica's Local Coastal Program, excluding the area west of Ocean Avenue and Neilson Way (Beach Overlay District), and the Santa Monica Pier. On September 15, 1992, the City of Santa Monica accepted the LUP with suggested modifications.
The area within the Beach Overlay District was excluded from certification due to Proposition S discouraging visitor-serving uses along the beach, resulting in an adverse impact on coastal access and recreation. In deferring this area the Commission found that, although Proposition S and its limitations on development were a result of a voters initiative, the policies of the LUP were inadequate to achieve the basic Coastal Act goal of maximizing public access and recreation to the State beach and did not ensure that development would not interfere with the public's right of access to the sea.

Because the proposed project is consistent with the City's certified LUP, public beach access will be improved, potential biological impacts and visual resource impacts will be mitigated, the Commission finds it can approve the development as conditioned. As conditioned, the project will not adversely impact coastal resources or access. The Commission, therefore, finds that the proposed project, as conditioned will be consistent with the Chapter 3 policies of the Coastal Act and will not prejudice the ability of the City to prepare Land Use Plan policies for the Beach Overlay District (deferred area) and a Local Coastal Program implementation program consistent with the policies of Chapter 3 of the Coastal Act as required by Section 30604(a).

I. CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Section 13096 Title 14 of the California Code of Regulations requires Commission approval of a 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)(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.

As part of the EIR, a number of alternatives were considered but rejected as environmentally inferior to the selected project. Alternatives included an earth-retaining structure for support of the bridge, and soil nails along the upper and lower bluff; sidehill viaduct supported by footings and cast-in-drilled-hole (CIDH) piles; relocating the Incline to a new location; and a no-build option.

The earth-retaining alternative was eliminated as a viable option because of the proposed concrete facing and wall would result in substantial adverse visual impacts by changing and covering the natural bluffs.

The sidehill viaduct option would require a soil nail wall and concrete facing over the lower bluff to minimize erosion potential at the bridge footings. This alternative was eliminated because the footings along the east side of the bridge would be more susceptible to erosion and slope failure and would result in substantial adverse visual impacts.

Relocating the Incline was considered but eliminated because of the significant environmental impacts. Relocation would require extensive grading, vegetation removal, changes to the transportation network, and an overall change to undisturbed, or undeveloped, portions of the scenic bluffs.

The no-build option was eliminated since the Incline would have continued to deteriorate structurally posing a hazard to the public, and eventually require closure. Furthermore, multi-modal transportation improvements would not occur.

The proposed project, as conditioned, has been found consistent with the Chapter 3 policies of the Coastal Act. All adverse impacts have been minimized by the recommended conditions of approval and there are no feasible alternatives or additional feasible mitigation measures available which would substantially lessen any significant adverse impact that the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned, can be found consistent with the requirements of the Coastal Act to conform to CEQA.

Appendix 1

CULTURAL RESOURCES SIGNIFICANCE TESTING PLAN PROCEDURES

A. An applicant seeking to recommence construction following discovery of the cultural deposits shall submit a Significance Testing Plan for the review and approval of the Executive Director. The Significance Testing Plan shall identify the testing measures that will be undertaken to determine whether the cultural deposits are significant. The Significance Testing Plan shall be prepared by the project archaeologist(s), in consultation with the Native American monitor(s), and the Most Likely Descendent (MLD) when State Law mandates identification of a MLD. The Executive Director shall make a determination regarding the adequacy of the Significance Testing Plan within 10 working days of receipt. If the Executive Director does not make such a determination within the prescribed time, the plan shall be deemed approved and implementation may proceed.

1. If the Executive Director approves the Significance Testing Plan and determines that the Significance Testing Plan's recommended testing measures are de minimis in nature and scope, the significance testing may commence after the Executive Director informs the permittee of that determination.

2. If the Executive Director approves the Significance Testing Plan but determines that the changes therein are not de minimis, significance testing may not recommence until after an amendment to this permit is approved by the Commission.

3. Once the measures identified in the significance testing plan are undertaken, the permittee shall submit the results of the testing to the Executive Director for review and approval. The results shall be accompanied by the project archeologist's recommendation as to whether the findings are significant. The project archeologist's recommendation shall be made in consultation with the Native American monitors and the MLD when State Law mandates identification of a MLD. The Executive Director shall make the determination as to whether the deposits are significant based on the information available to the Executive Director. If the deposits are found to be significant, the permittee shall prepare and submit to the Executive Director a supplementary Archeological Plan in accordance with subsection C of this condition and all other relevant subsections. If the deposits are found to be not significant, then the permittee may recommence grading in accordance with any measures outlined in the significance testing program.

B. An applicant seeking to recommence construction following a determination by the Executive Director that the cultural deposits discovered are significant shall submit a supplementary Archaeological Plan for the review and approval of the Executive Director. The supplementary Archeological Plan shall be prepared by the project archaeologist(s), in consultation with the Native American monitor(s), the Most Likely Descendent (MLD) when State Law mandates identification of a MLD, as well as others identified in subsection C of this condition. The

supplementary Archeological Plan shall identify proposed investigation and mitigation measures. The range of investigation and mitigation measures considered shall not be constrained by the approved development plan. Mitigation measures considered may range from in-situ preservation to recovery and/or relocation. A good faith effort shall be made to avoid impacts to cultural resources through methods such as, but not limited to, project redesign, capping, and placing cultural resource areas in open space. In order to protect cultural resources, any further development may only be undertaken consistent with the provisions of the Supplementary Archaeological Plan.

1. If the Executive Director approves the Supplementary Archaeological Plan and determines that the Supplementary Archaeological Plan's recommended changes to the proposed development or mitigation measures are de minimis in nature and scope, construction may recommence after the Executive Director informs the permittee of that determination.

2. If the Executive Director approves the Supplementary Archaeological Plan but determines that the changes therein are not de minimis, construction may not recommence until after an amendment to this permit is approved by the Commission.

C. Prior to submittal to the Executive Director, all plans required to be submitted pursuant to this special condition, except the Significance Testing Plan, shall have received review and written comment by a peer review committee convened in accordance with current professional practice that shall include qualified archeologists and representatives of Native American groups with documented ancestral ties to the area. Names and qualifications of selected peer reviewers shall be submitted for review and approval by the Executive Director. The plans submitted to the Executive Director shall incorporate the recommendations of the peer review committee. Furthermore, upon completion of the peer review process, all plans shall be submitted to the California Office of Historic Preservation (OHP) and the NAHC for their review and an opportunity to comment. The plans submitted to the Executive Director shall incorporate the recommendations of the OHP and NAHC. If the OHP and/or NAHC do not respond within 30 days of their receipt of the plan, the requirement under this permit for that entities' review and comment shall expire, unless the Executive Director extends said deadline for good cause. All plans shall be submitted for the review and approval of the Executive Director.

Figure 1: Regional Vicinity Map

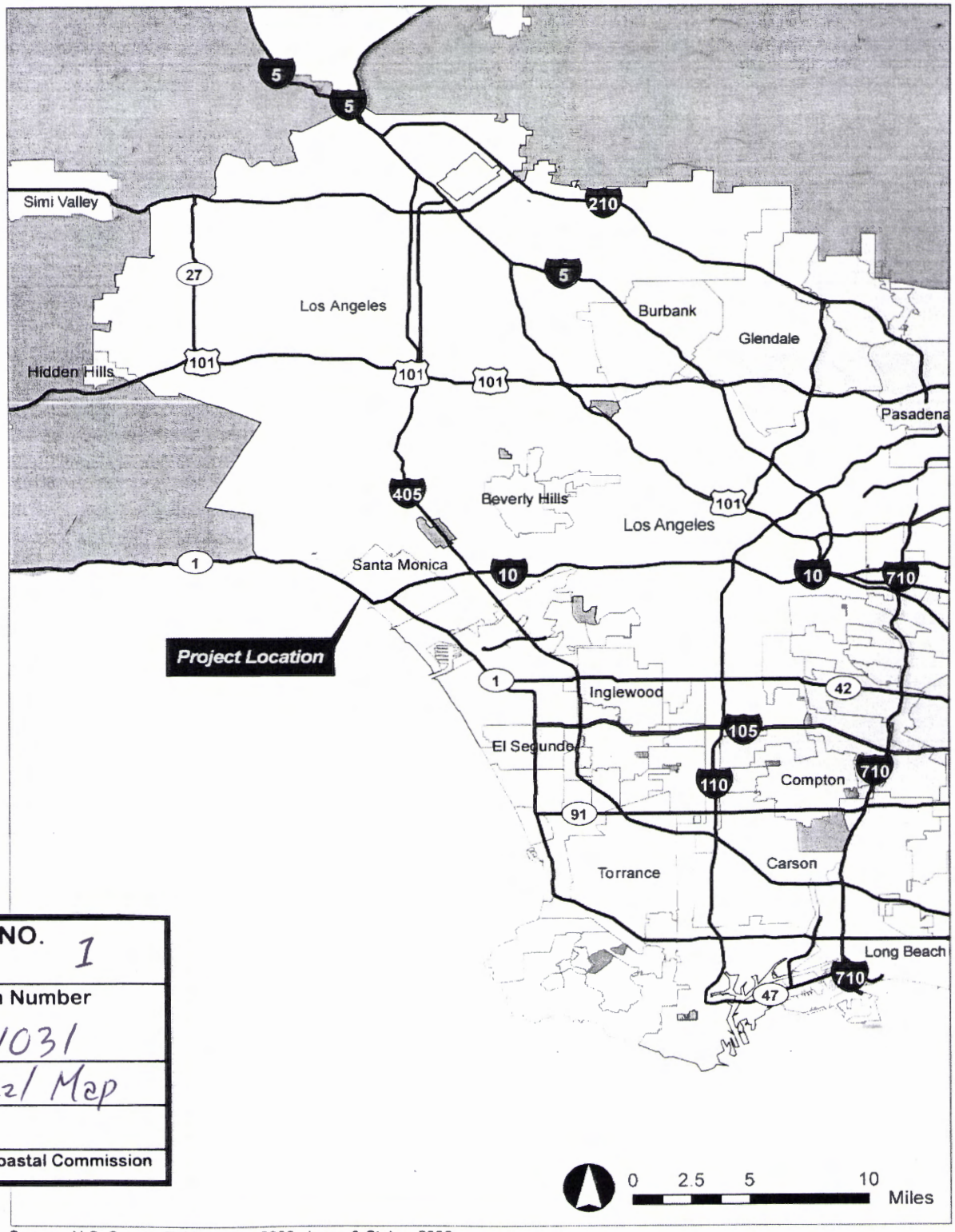


EXHIBIT NO. 1

Application Number

5-13-1031

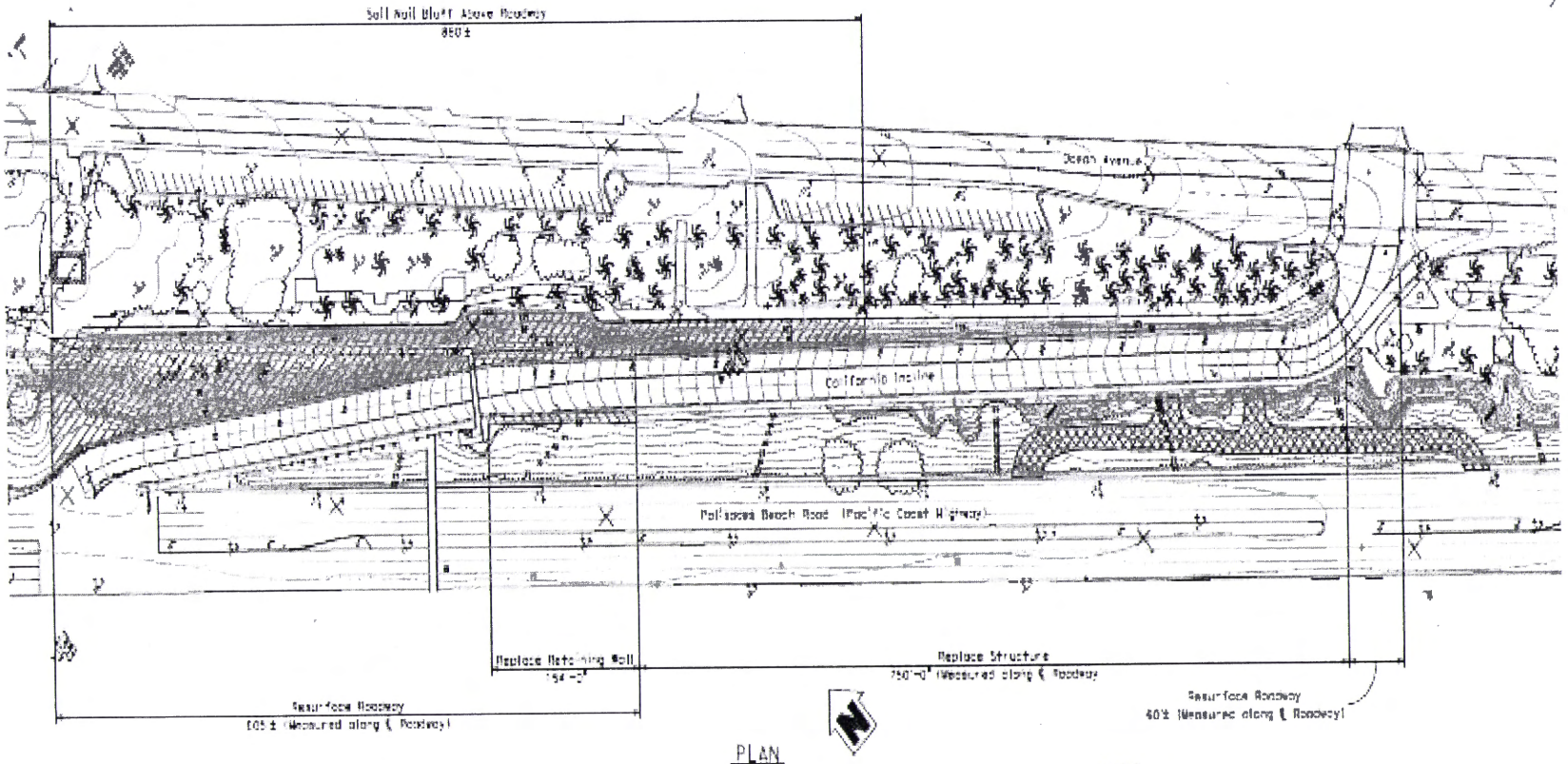
Regional Map

California Coastal Commission

Source: U.S. Census TIGER Data, 2000; Jones & Stokes 2006.

Figure 2: Project Location Map

EXHIBIT NO. 2
Application Number
5-13-1031
Location Map
California Coastal Commission



PLAN
1"=100'-0"

LEGEND

Temporary Construction Access Road

Soil Nailing of Bluff

Replace Retaining Wall

DESIGN PLANS

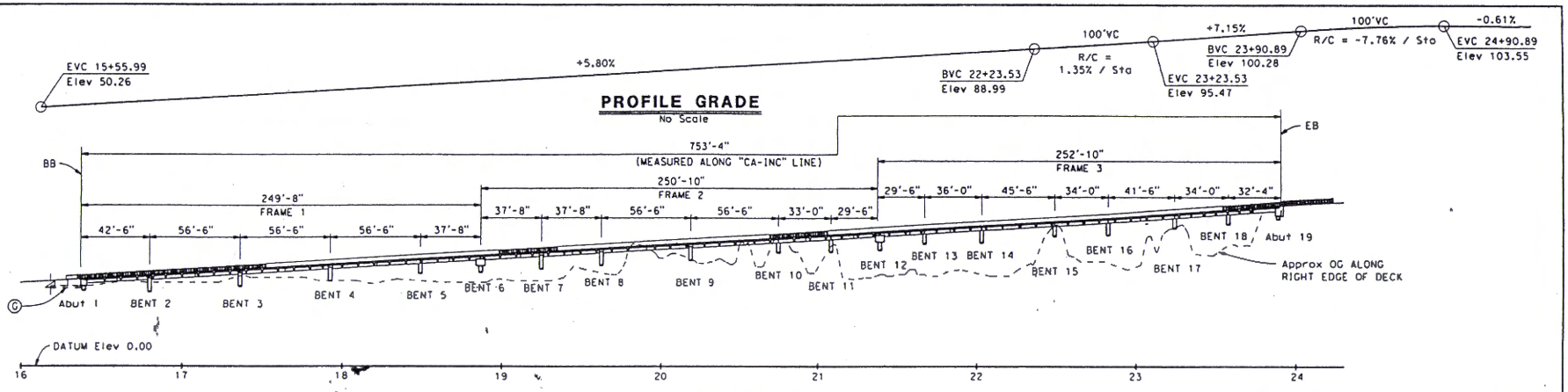
EXHIBIT NO. 3

Application Number

5-13-1031

Site Plan

California Coastal Commission



DEVELOPED ELEVATION

1"=30'

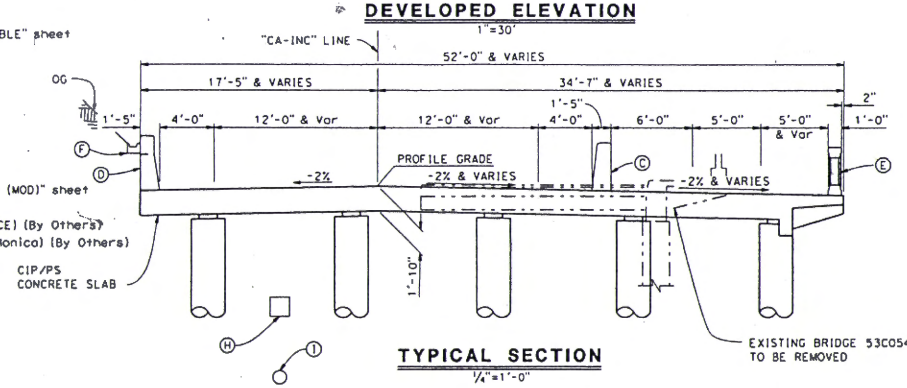
For "PILE DATA TABLE" see "PILE DATA TABLE" sheet

NOTES:

(A) Point "California Incline"
(B) Point "BRIDGE No. 53C0543"
(C) Concrete Barrier Type 742 (Mod)
(D) Concrete Barrier Type 732 (Mod)
(E) Concrete Barrier Type C411 (Mod)
(F) Gutter, See "CONCRETE BARRIER TYPE 732 (MOD)" sheet
(G) Retaining Wall "RW15", See "ROAD PLANS"
(H) Proposed 17"x17" Electrical conduits (SCE) (By Others)
(I) Proposed 12" Waterline (City of Santa Monica) (By Others)

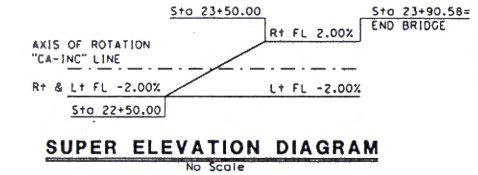
LEGEND:

— - — Indicates existing structure



TYPICAL SECTION

1/4"=1'-0"

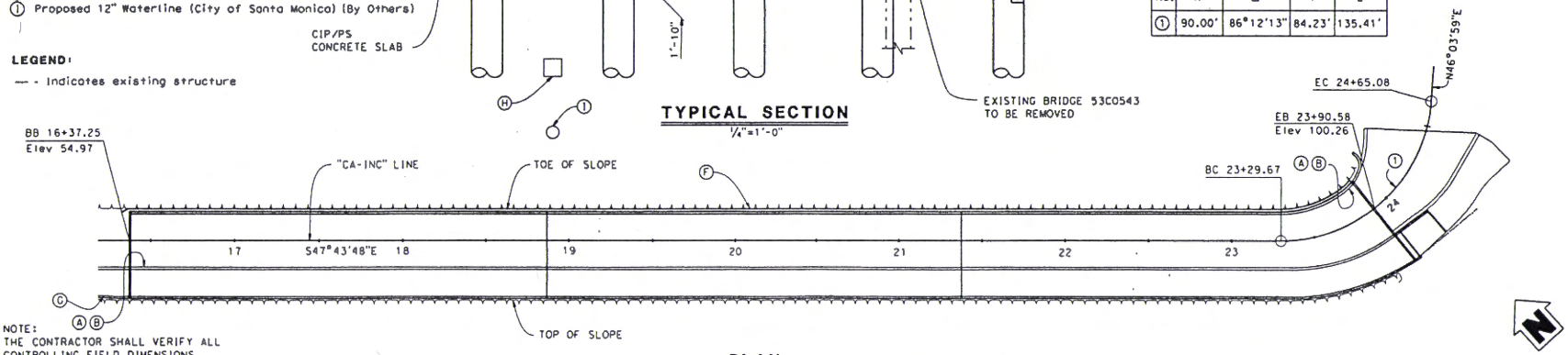


SUPER ELEVATION DIAGRAM

No Scale

CURVE DATA

No.	R	Δ	T	L
(1)	90.00'	86°12'13"	84.23'	135.41'



NOTE:
THE CONTRACTOR SHALL VERIFY ALL CONTROLLING FIELD DIMENSIONS BEFORE ORDERING OR FABRICATING ANY MATERIAL.

PLAN

1"=30'

NOTE: For "GENERAL NOTES" and "STANDARD PLANS" see "INDEX TO PLANS" sheet.
For "PILE DATA TABLE", see "PILE DATA TABLE" sheet.

City of Santa Monica
Department of Public Works
Santa Monica, CA 90401
FAX. (310)393-4425
engineering@smgov.net

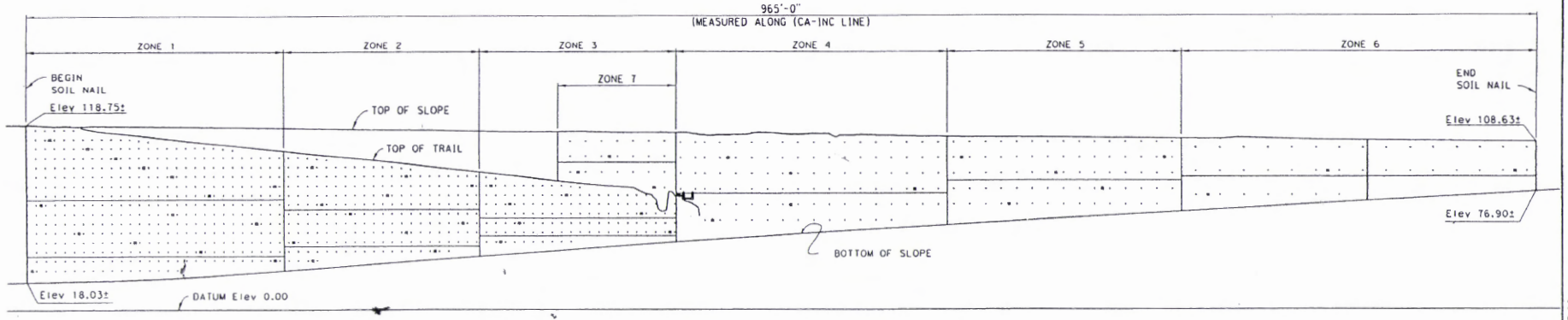
TYLIN INTERNATIONAL
Consultant

Peter B. Smith
No. C58172
Exp. 06/30/14
CIVIL
STATE OF CALIFORNIA

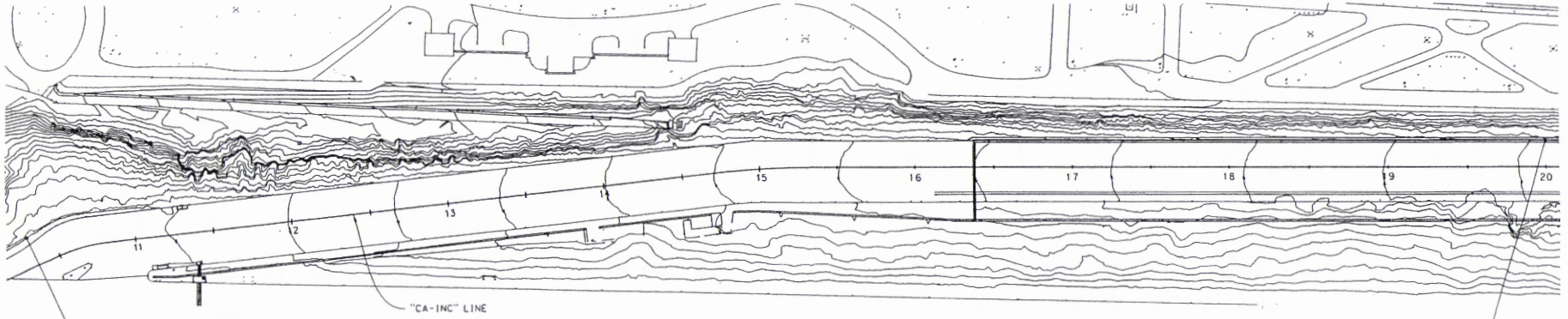
CALIFORNIA INCLINE BRIDGE REPLACEMENT
GENERAL PLAN

DESIGNED BY: PSmith
DRAWN BY: AT/DC
CHECKED BY: JLaHaye
CONSULTANT JOB/SHEET NO. 70781.30
DRAWING NO.
Sht 35 of 84 Shts

95% SUBMITTAL - NOT FOR CONSTRUCTION



ELEVATION
1"=30'



NOTE:
THE CONTRACTOR SHALL VERIFY ALL CONTROLLING FIELD DIMENSIONS BEFORE ORDERING OR FABRICATING ANY MATERIAL.

PLAN
1"=30'

NOTE: For "GENERAL NOTES", see "SOIL NAIL LAYOUT NO. 4" sheet.

95% SUBMITTAL - NOT FOR CONSTRUCTION

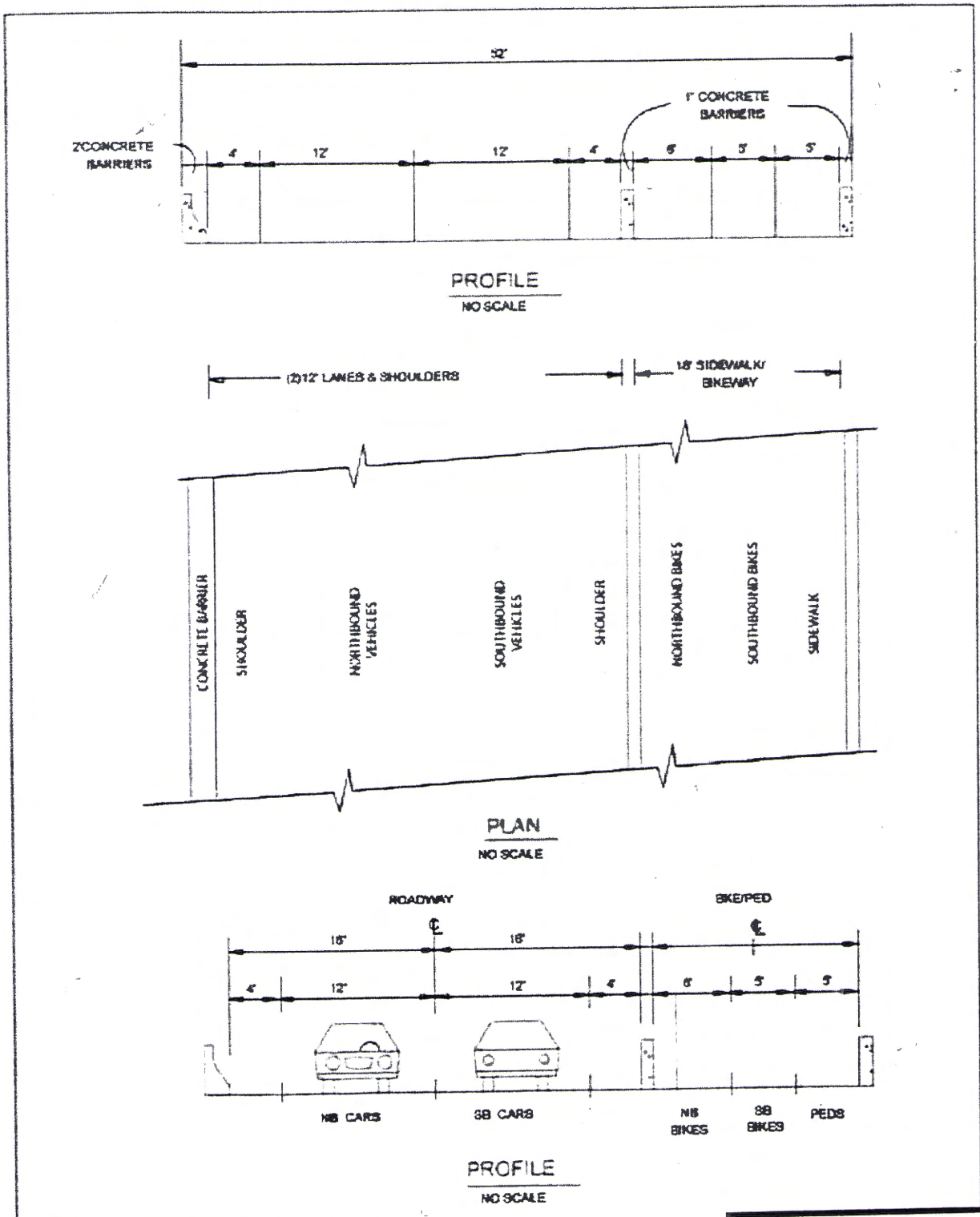
City of Santa Monica
Department of Public Works
1437 4th Street, Suite 300 Santa Monica, CA 90401
FAX (310)393-4425
tering@smgov.net

Earth Mechanics, Inc.
Geotechnical and Earthquake Engineering

CALIFORNIA INCLINE BRIDGE REPLACEMENT SOIL NAIL GENERAL PLAN

DESIGNED BY: PAT WILSON
DRAWN BY: AJ/DC
CHECKED BY: ERIC BROWN
CONSULTANT JOB/SHEET NO: 02-112
DRAWING NO: 74 OF 84 SHTS

Figure 1-7: Proposed Cross Section of New California Incline



Source: City of Santa Monica (2011), ICF International (2011)

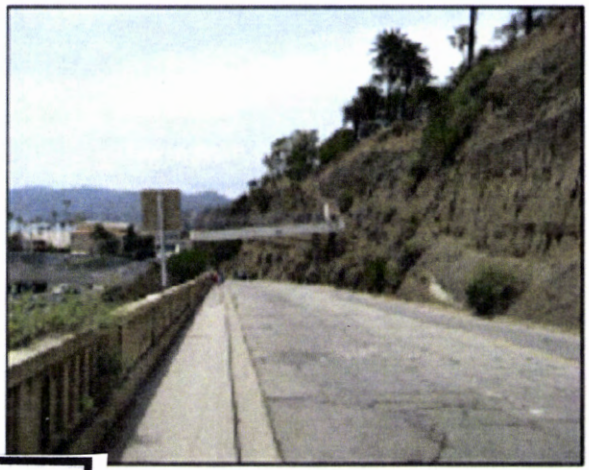
EXHIBIT NO. 6
Application Number
5-13-1031
Proposed Roadway Layout
California Coastal Commission

California Incline Looking North

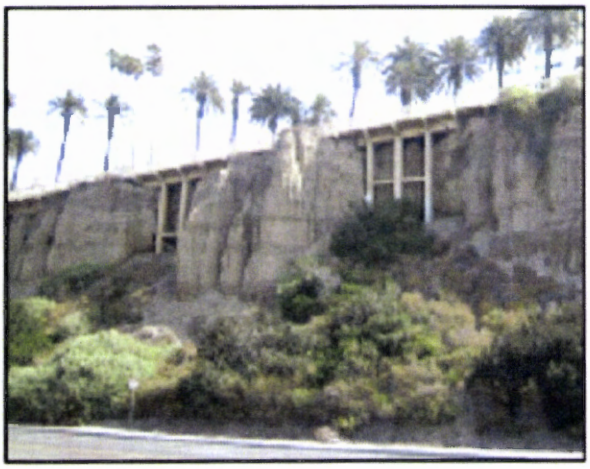
Erosion Gullies in Slope

Bluff Slope Looking South

Overhanging Slope at North End



Pedestrian Overcrossing



Eroded Terrace Deposits below CA Incline

EXHIBIT NO. 8

Application Number

5-13-1031

Photo of Northern Incline and Bluffs

California Coastal Commission

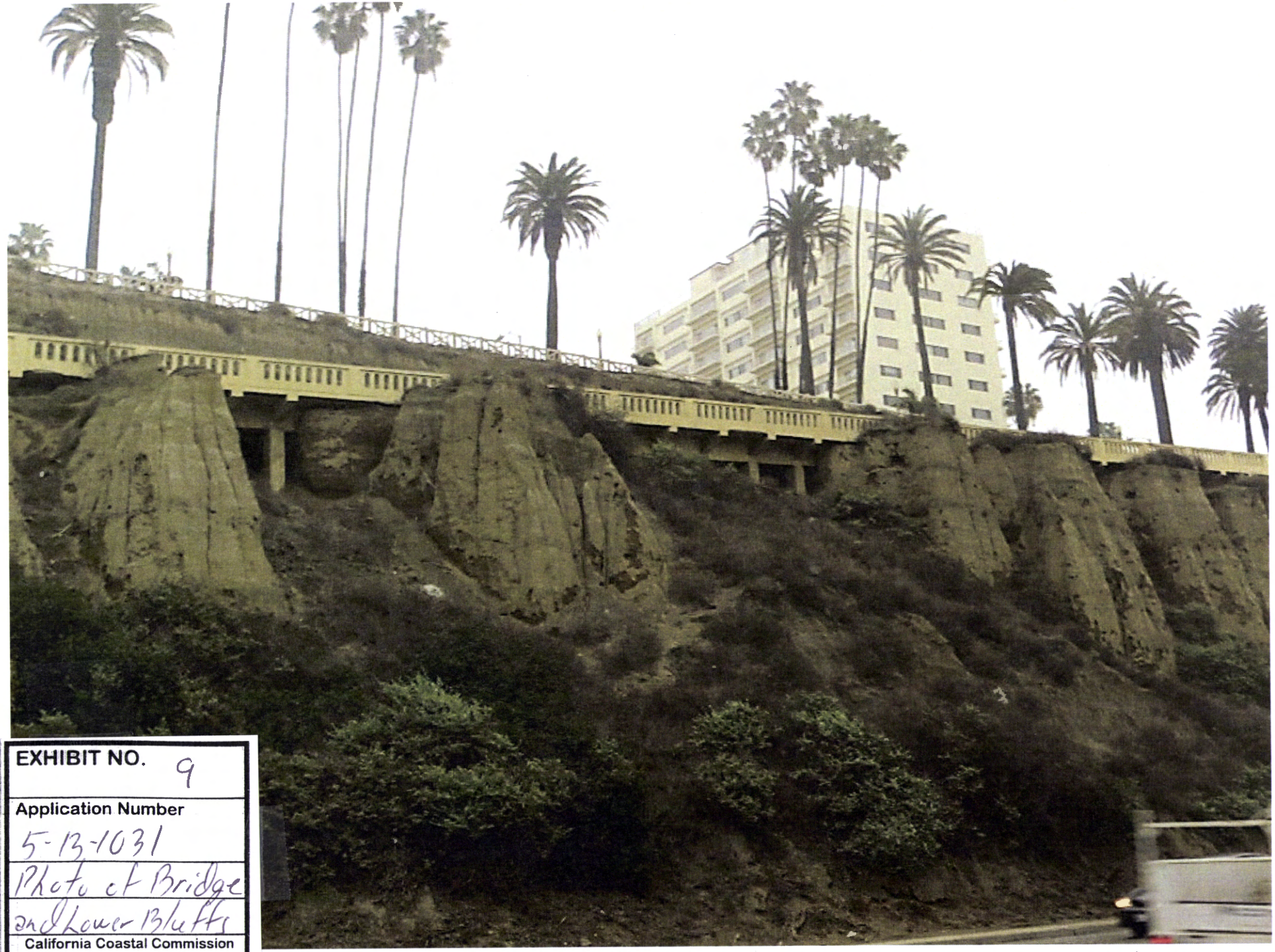


EXHIBIT NO. 9

Application Number

5-13-1031

Photo of Bridge and Lower Bluffs

California Coastal Commission

EXHIBIT NO. 10

Application Number

5-13-1031

Photo of Southern Incline Park

California Coastal Commission