

SANTA MONICA MOUNTAINS COMPREHENSIVE PLAN

Adopted February 1979

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Interior, August 1979**



**State of California
SANTA MONICA MOUNTAINS
COMPREHENSIVE PLANNING COMMISSION
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(213/620-2021)**

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INTRODUCTION

Through the heart of California's largest metropolitan area, the Santa Monica Mountains extend from Elysian Park overlooking Los Angeles City Hall to the Oxnard Plain. The Santa Monica Mountains are unique in California as the only unspoiled coastal range in the midst of a major metropolitan area with both coastal and mountain ecosystems.

While the range itself is a physically and ecologically integrated area of over 223,000 acres, a history of fragmented political jurisdictions led to piecemeal development and uncoordinated planning which threatened to ruin the area's natural open space and recreational value.

Some places in the western end of the range remain undeveloped and wild, home to mountain lions, bobcats, golden eagles, and hundreds of other species. In contrast to the rugged chaparral or oak-covered terrain, the streams deep in the canyon provide habitat for steelhead and other fish and support some of the last remaining streamside vegetation in the Los Angeles region. The eastern hills—largely covered by residential communities—have many untouched areas suitable for parks and open spaces.

As early as 1930, the Olmsted report recognized the irreplaceable value of the Santa Monica Mountains. By 1972, the Ventura-Los Angeles Mountains and Coastal Study Commission recommended establishing a continuing planning and permit-issuing agency to assure environmentally sound use. Four years later, the Legislature passed AB 163 by Assemblyman Howard Berman that would, in part, carry out the recommendation in the 1972 report. This bill created the Santa Monica Mountains Comprehensive Planning Commission and empowered it to prepare "a comprehensive and specific plan which is capable of implementation, for the conservation and development of (the mountains) consistent with the preservation of the resource."

The Planning Process

Organized in March 1977, the Commission first reviewed all relevant, prior planning studies and, most important, compiled the general plans of each jurisdiction within the Mountains into a "Composite Plan." In the case of the Los Angeles County Plan, invalidated by court action, the Commission used the findings of the Court and current County planning practice. The Composite Plan clearly identified the jurisdictional conflicts that led to the creation of the Commission.

Commission staff then prepared five alternative plans for the Santa Monica Mountains. The choices ranged from a continuation of the present system to outright federal acquisition of most of the Mountains. With the Composite Plan and the five alternatives, the Commission then sponsored a number of hearings throughout the region, from East Los Angeles to Thousand Oaks, to hear the citizens' ideas and suggestions.

At the same time, the Commission began working with a team from the University of California at Santa Cruz in writing the Land Capability Study

describing every major physical constraint on the land as well as the environmental resources that should be protected as land is developed. Armed with the findings of the Land Capability Study and the important contribution of the public, the Commission adopted a modified "Sketch Plan" and a set of Planning Objectives that called for protection of the public values of the Mountains and development based on the maxim that the "land should dictate the use."

After further public hearings, the Commission began adopting each Element of the Comprehensive Plan. In early June 1978, the entire Preliminary Comprehensive Plan, consisting of the land use, conservation, recreation, transportation, scenic parkways and corridors, and public services and facilities elements, was the subject of still more hearings. Once again, the draft was edited and revised and adopted as the Preliminary Comprehensive Plan in July 1978.

Commission staff and consultants (Williams-Kuebelbeck and Associates in association with Wallace, McHarg, Roberts, and Todd, Stanford Research Institute, and David L. Peterson) prepared an analysis of the costs and benefits of the Preliminary Plan and the Composite Plan. The findings of this study are the basis for the Economic Element, adopted as a part of the Final Comprehensive Plan in December 1978.

Following final adoption of the policy and economic elements of the plan, the Commission identified alternative implementation strategies and potential responsible implementation agencies in February 1979.

Federal Planning Requirements Under the National Parks and Recreation Act of 1978

In 1978, Congress created the Santa Monica Mountains National Recreation Area, in part implementing policies recommended in the Commission's Preliminary Report. The National Parks and Recreation Act of 1978 authorizes the appropriation of \$125 million for National Park Service land acquisition within the National Recreation Area, \$500,000 for National Park Service park development, and \$30 million in grants to the State of California for specific uses in the Santa Monica Mountains Zone. The Act called for several specific actions by the Santa Monica Mountains Comprehensive Planning Commission. It asked the Commission to make acquisition recommendations and to review the acquisition plan prepared by the National Park Service. For this reason, the Commission has worked closely with the National Park Service to identify areas for inclusion within the National Recreation Area.

Furthermore, Congress recognized the Santa Monica Mountains Comprehensive Planning Commission as the planning entity for the Santa Monica Mountains Zone and required that the Commission identify agencies responsible for implementing the Comprehensive Plan. Congress also required that the Comprehensive Plan include two additional elements beyond those included to meet state requirements: (1) a minimum fee and less than fee acquisition program of critical and strategic sites not to be acquired by the Federal Government; and (2) a recreational transportation plan for the National Recreation Area. These portions of the Plan were adopted in August 1979 and are included in the Comprehensive Plan in accordance with section 507(n) of the National Parks and Recreation Act of 1978.

Coastal Zone

The legislation establishing the Commission required it to coordinate planning for the coastal zone "to the fullest extent possible" with that for the Santa Monica Mountains, because the Legislature found the Mountains to be "a single ecosystem in which changes that affect one part may also affect all other parts." Accordingly, the Land Capability Study, the Comprehensive Plan, and the maps for the Plan all include recommendations and data on the mountainous portion of the Malibu Coastal Zone.

The Commission has made these recommendations in the firm belief that public policy should strive for uniform regulations and development standards where the topography and natural constraints are essentially the same in the Mountains as in the Coastal Zone. The Commission, however, has not made recommendations regarding land use for the immediate Coastal Corridor (generally south of the Rancho Topanga-Malibu Sequit boundary) since it is topographically different from the Mountains. The Commission felt that any detailed recommendations for this area would be redundant in view of the continuing coastal planning process. The Comprehensive Plan identifies the Coastal Corridor for statistical purposes only; it does not represent an attempt to redefine the Coastal Zone, nor does it purport to delineate the extent of coastal resources.

Plan Maps

As an aid to the reader, this Plan contains simplified black and white maps (See inside back cover). The official maps detailing Land Use, Parks and Open Spaces, Scenic Parkways and Corridors, Trails, and the Wildlife Network at a scale of 1:24,000 are available for public inspection at the State Building in Los Angeles. These large-scale maps should be consulted to determine the applicability of the Plan to specific areas.

CHAPTER I: LAND CAPABILITY

In response to Section 67480 of the Santa Monica Mountains Comprehensive Planning Act, the Commission made a "detailed study. . . of land capabilities" to supply data on the physical environment of the Santa Monica Mountains pertinent to planning and future development. The study defined constraints of the land, the capability of the land to support land uses, and the compatibility of the various constraints and land uses. The study is a planning tool; it should not replace specific evaluation of a parcel's development potential. This chapter contains a summary of the full study.

Information and data for the study were collected from various state, regional, and local agencies as well as private organizations and knowledgeable individuals. The data were evaluated for accuracy; in some cases, data were restructured to improve comparability and consistency. Field checks and limited amounts of original research were conducted where necessary. The study's detailed interpretative maps show hazards and resources which have an effect on the capability of the land to support various uses. Outside professionals and specialists in each field reviewed the maps and the text, as far as time permitted. These detailed maps were consolidated in a "Composite Constraint" map showing the combined effects of selected hazards and resources on land capability. The scale of these detailed maps (1:24000) prevents their inclusion here. Only a simplified version of the Composite Constraint Map has been included in this report (See inside back cover).

COMPATIBILITY MATRIX

Using a simple matrix to determine the compatibility of land uses with each area became the final task of the land capability study. The matrix includes the following land uses:

PRESERVATION: Access limited to guided tours or entrance by special permission. Objective is to preserve the area in a pristine state. An example is the Nature Conservancy's Cold Creek Canyon Preserve.

NATURAL RECREATION: Low-intensity recreational uses including hiking, equestrian activity, and wilderness camping. Little improvement to existing topography.

AGRICULTURE: Cattle or horse grazing, irrigated crops, and limited orchard use.

INTENSIVE RECREATION: Moderate- to high-intensity recreational uses including picnicking, golfing, destination camping (trailers, full facilities), service facilities (parking areas, restrooms, visitor centers, etc.), and improved and graded areas for sports activities. Private dude ranches or conference grounds fall into this category.

RESIDENTIAL: The various acreages represented are gross acres and are self-explanatory. Single-family dwellings would most generally fall into the 5-40 acre/unit and 1-5 acre/unit categories. Condominiums, townhouses, and multiple-family dwellings would be in the 1 or more units/acre category. Should cluster housing be considered, building 40 units in a clustered fashion in the 5-40 acres/unit designation would require 200-1,600 acres.

EMPLOYMENT CENTERS: Large-scale commercial development, industrial areas, large institutions such as Camarillo State Hospital, and schools would fall into this land use category.

The matrix also considers the following environmental variables:

GEOLOGY: Rockfall, landslides, surface fracture, tsunami, liquefaction

SLOPE: Less than 20%, 21%-33%, 34%-67%, greater than 67%

FIRE HAZARD: Extreme, high, and moderate

SOILS ERODABILITY: Very high, high, moderate, and slight

VEGETATION: Riparian and other woodlands, savannah, chaparral, sage, grasslands, and unusual plant communities

WILDLIFE: Habitat located within wildlife network

The matrix approach is valuable because it relates the nature of each constraint to the specific land use and the intensity of the specific land use to each constraint. With the help of the completed data base, each variable was carefully considered in relationship to each land use to determine their compatibility rating. To assist in this evaluation, several criteria were used:

HAZARDS:

1. Length of danger warning time.
2. Directness of danger.
3. Number of persons endangered.
4. Availability of rescue services.
5. Frequency of occurrence.
6. Availability of mitigation measures.
7. Impact of mitigation measures on resources.

RESOURCES:

1. Scarcity of resource in the Santa Monica Mountains.
2. Scarcity in the Los Angeles Region.
3. Disturbance and damage to immediate area.
4. Disturbance and damage to adjacent areas.
5. Availability of mitigating measures.
6. Impact of mitigating measures on resource.

Based on the results of this evaluation against the environmental data base, each cell of the matrix was assigned a compatibility rating of very high, high, moderate, low, or very low compatibility.

The matrix has been used in two ways:

1. To find compatible land uses for an area.
2. To find suitable land for a specific land use.

MAJOR FINDINGS OF LAND CAPABILITY

Ground Slope

Most of the Santa Monica Mountains is steep, rugged, and in many cases unbuildable. Over three quarters of the Santa Monica Mountains has slopes greater than 20%; over one third has slopes greater than 50%.

The predominance of steep slopes and rugged terrain is responsible for the high scenic beauty of the Mountains.

Development hazards tend to increase on steeper slopes.

The degree of slope contributes directly to many other constraints such as fire hazard, landslides, and soil erosion. These factors increase in severity with the steepness of the slope, although the severity of slope is rarely the only reason for development hazards.

Every 10% increase in slope doubles the speed at which a fire spreads.

With the extreme flammability of the chaparral, which covers most of the Mountains, the steep slopes create an ever-present fire danger.

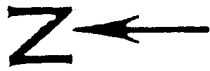
Steeper slopes generally have more highly erodible soils with much lower tolerance to disturbance than soils found on lesser slopes. Grading and removal of brush required for development on steep slopes have a severe impact on the natural resources of the Santa Monica Mountains.

Development on steep slopes requires extensive grading for access, building site preparation, and brush clearance to meet fire regulations. These practices increase erosion and leave unsightly scars on the landscape.

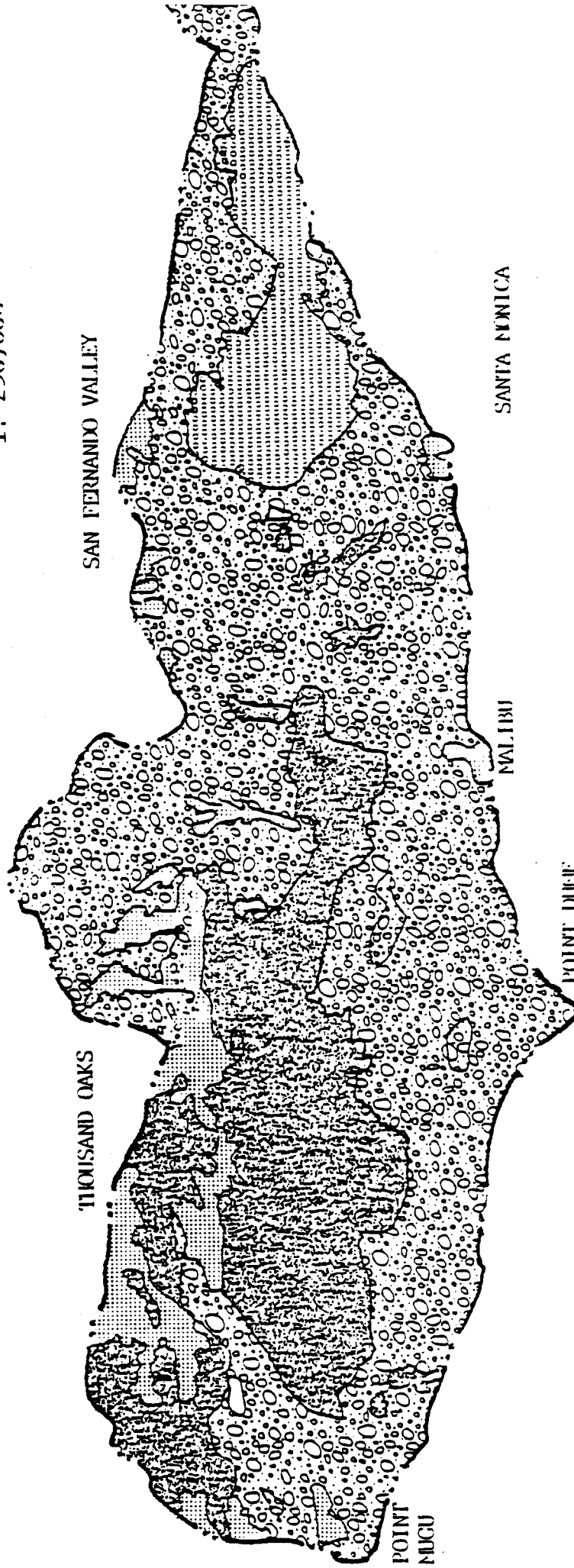
Geology

The Santa Monica Mountains are geologically young.

The Santa Monics Mountains have a ruggedly beautiful terrain that reflects its geological youthfulness. This scenic beauty, however, is accompanied by several geological hazards, stemming directly from their recent emergence.



GEOLOGIC MAP UNITS
1: 250,000



MAP UNIT #1

MAP UNITS #2, 3, 4, 6, 7, & 9

MAP UNIT #5

MAP UNIT #8

The Santa Monica Mountains are seismically active.

Earthquake epicenters are clustered in Point Mugu and on the southeastern boundary of the Mountains in the Los Angeles plain. On February 21, 1973, the Point Mugu area experienced an earthquake of 5.9 on the Richter Scale. Even though it occurred in a sparsely populated area, there was over \$1 million damage to the Oxnard area. Significant fault activity with potential surface fracture is evident along the Pacific Coast Highway. Earthquakes close to shore may create a tsunami hazard in the Oxnard Plain portion of the Santa Monica Mountains Zone as well as the Malibu Coastal strip. A tsunami is a tidal wave produced by a release of energy from an underwater earthquake.

Many areas in the Santa Monica Mountains have a low stability rating.

The map on the following page shows sedimentary rocks in Units Nos. 2, 3, 4, 6, 7, and 9, which have from very low to moderately low stability. When steeply inclined and heavily fractured, these clay-bearing marine sandstones and shales are particularly prone to landsliding.

Map Unit 8, though containing some of the steepest slopes found in the Mountains, is characterized by highly stable rock structure, metamorphics, and granites. However, where heavily fractured, this unit is prone to sliding.

The volcanic rocks in portions of the interior of the Santa Monica Mountains have moderately high stability; in the event of an earthquake, however, this area will suffer severe rockfalls.

Some mountain valleys are subject to moderate liquefaction.

Liquefaction is a process which transforms solid ground into a liquified state which cannot support structures. Map Unit No. 1 includes mountain valleys, such as Hidden Valley, and the western portion of the Ventura Freeway Corridor. The slopes are under 20%, but their sediments consist of poorly consolidated alluvium with a relatively high water table (from 25 to 50 feet below the surface). In the event of an earthquake, this saturated alluvium can undergo severe shaking and moderate liquefaction, thereby endangering structures.

Soil Erosion

Over 80% of the soils in the Santa Monica Mountains have high or very high erosion potential.

Very high is the maximum degree of erodability determined by the U.S. Department of Agriculture Soil Conservation Service.

Vegetation is extremely important in maintaining soil stability.

The presence of vegetation acts like a screen protecting the soils from direct exposure to rain. The root systems of chaparral and sage present in the Santa Monica Mountains are particularly effective in holding the highly erodible soils covering the steep slopes.

Removal of natural vegetation by grading and removal of brush leads to accelerated erosion.

When vegetation is removed, the protective qualities it provides for the soil are lost. The consequence is increased erosion.

Accelerated erosion damages the natural resources of the Santa Monica Mountains.

Increased erosion leads to the filling of water courses with sediment. This increased sediment damages water courses necessary for the survival of wildlife.

Accelerated erosion inflicts costly property damage on public services and increases flood hazard.

Damage from erosion to roads and other public services results in high clean-up costs to the taxpayer. By filling up water courses with sediment, the capacity of the channel is reduced, increasing the likelihood of flooding.

Mudslides regularly cause extensive damage to property where development has occurred.

The heavy rains of 1977-78 have again illustrated the tremendous potential for damage to private property in the Santa Monica Mountains. Over \$40 million in damage to public and personal property was reported in the City of Los Angeles alone. Regularly, lives are lost in mudslides. In 1969, 12 people were killed by mudslides in the Santa Monica Mountains.

To accommodate development in areas of high mudflow potential natural resources are frequently destroyed.

Development in areas of high mudslide potential requires extensive alteration of slopes to ensure adequate surface drainage. Grading and other improvements totally alter the natural topography, resulting in a loss of wildlife habitat, visual amenities, and causing increased erosion.

Flood Hazard

Most streams in the Santa Monica Mountains have natural channels with little flood control improvements.

The many natural stream channels in the Mountains and the riparian vegetation they support are important wildlife habitats and scenic and recreational resources.

Flooding is a common hazard in the Santa Monica Mountains.

Streams in the Santa Monica Mountains flood periodically during heavy rains. In 1977-78, flood damage was reported in Malibu Creek and Triunfo Creek. In 1969, Topanga Creek overflowed, causing serious damage to homes and the Topanga Canyon Road.

Development in a watershed increases the flood hazard.

When development occurs in a watershed, the ability of the soil to absorb the water decreases as the soil is covered by pavement, houses, etc., that are impervious to water. Development increases storm runoff, thereby increasing flood hazard.

Grading, removal of brush, and fire increase flood hazard because of greater deposit of debris.

Excess debris will increase the volume and velocity of stream flows so that floods will be more severe than if the watershed had not been disturbed.

Channeling streams in concrete beds, though an effective flood control measure, destroys the natural resources of the Santa Monica Mountains.

Concrete channels significantly alter the stream environment through the destruction of riparian plants and wildlife. Such channels destroy the recreational value of the natural stream.

Flood hazards can be minimized through controlling development in a watershed.

Keeping flood plains free of development and controlling the amount of impervious surface in a watershed can reduce flood hazard while protecting the natural resources of the stream environment.

Vegetation

Vegetation forms the basis of the food chain supporting the diverse wildlife in the Santa Monica Mountains. Chaparral and sage, the dominant plant communities in the Santa Monica Mountains, are significant natural resources.

Chaparral and sage cover over 61% of the total land in the Santa Monica Mountains. These two plant communities grow on steep slopes, holding the erodible soils in place. Having adapted to the lack of summer moisture, the chaparral is the basic food source in the Mountains. The value of chaparral is dependent upon periodic burning to maintain vigorous growth. Overly mature chaparral, in addition to being more of a fire danger, is not as valuable as either a habitat or a food source for wildlife.

VEGETATION BREAKDOWN BY PLANNING AREA (ACRES)

(3.4) indicates percent

<u>Planning Area</u>	<u>Urban</u>	<u>Agriculture</u>	<u>Chaparral</u>	<u>Sage</u>	<u>Woodland</u>	<u>Savannah</u>	<u>Grassland</u>	<u>Unusual</u>	<u>Barren</u>	<u>Total</u>
City of L.A. East of S.D. Freeway	11,762 (62.7)	0 (0.0)	6,370 (34.1)	28 (0.1)	177 (0.9)	0 (0.0)	363 (1.9)	0 (0.0)	57 (0.3)	18,761 (100)
City of L.A. West of S.D. Freeway(1)	14,832 (61.8)	49 (0.2)	7,608 (31.6)	110 (0.5)	907 (3.8)	100 (0.4)	256 (1.1)	74 (0.3)	72 (0.3)	24,008 (100)
Agoura/Siml Hills	2,820 (9.7)	129 (0.4)	13,032 (44.6)	7,005 (24.0)	292 (1.0)	1,944 (6.7)	3,860 (13.2)	95 (0.3)	40 (0.1)	29,217 (100)
Central Mountains(2)	5,162 (5.3)	6,810 (7.0)	57,802 (58.9)	14,435 (14.7)	6,580 (6.7)	1,730 (1.8)	3,386 (3.5)	1,042 (1.1)	1,000 (1.0)	97,947 (100)
Thousand Oaks	2,835 (20.5)	0 (0.0)	5,013 (36.2)	2,090 (15.1)	30 (0.2)	441 (3.2)	3,424 (24.8)	0 (0.0)	0 (0.0)	13,833 (100)
Coastal(3)	3,678 (22.8)	172 (1.1)	3,686 (22.7)	5,905 (36.6)	968 (6.0)	0 (0.0)	1,674 (10.4)	61 (0.4)	8 (0.0)	16,152 (100)
Total(4)	41,089 (20.6)	7,160 (3.6)	93,511 (46.7)	29,573 (14.8)	8,954 (4.5)	4,215 (2.1)	12,963 (6.5)	1,272 (0.6)	1,177 (0.6)	199,918 (100)

- (1) Excludes Topanga State Park
- (2) Excludes Point Mugu State Park, Malibu Creek State Park, and small portion of Topanga State Park
- (3) Excludes Leo Carrillo State Park
- (4) Excludes Point Mugu State Park, Leo Carrillo State Park, Malibu Creek State Park, and Topanga State Park

Riparian and oak woodlands make up a small percentage of the Santa Monica Mountains, yet support a wide range of wildlife.

Riparian woodland is a plant community found along stream bottoms where a year-round source of water exists. The woodland consists of an assortment of ferns and shrubs shaded by a variety of trees, including sycamores, live oaks, and willows. Live oak woodland is a plant community consisting of coast live oak, black walnut, and bay trees with a variety of ferns, herbs, and shrubs. These woodlands, which make up 4.5% of the Mountains, support plants and wildlife found nowhere else in the Mountains. Riparian woodlands are often the only source of water during the summer months for wildlife.

The Valley Oak savannah is a scarce but visually and ecologically significant plant community.

The Valley Oak savannah, which covers just over 2% of the Mountains, consists of grasslands dotted with Valley Oak trees. The Santa Monica Mountains are the southern limit of the Valley Oak, the largest oak in the United States. Their open and gently rolling character gives the savannah its scenic beauty. The oak savannah supports a wide range of birds and mammals. Its open nature provides a major feeding area for animals which prey on the small mammals found in the grasslands. The oak's acorn provide a rich source of food when other food sources are scarce.

Grasslands are scarce but biologically important in the interior of the Santa Monica Mountains, but do not represent critical habitat in the Agoura and Thousand Oaks area.

Grasslands support a population of rodents which are the food source of birds of prey in the Mountains. These large birds, such as the Prairie Falcon and Golden Eagle, need open areas for hunting. Grasslands make up only 3.5% of the land in the interior of the Mountains, but constitute 13% of Agoura and almost 25% of Thousand Oaks. In the Agoura and Thousand Oaks areas, Valley Oak savannahs serve the same ecological function as grasslands.

Certain unusual plant communities are found in the Santa Monica Mountains.

Unusual plant communities are those which are uncommon in the Santa Monica Mountains. These range from a single plant such as the Dogwood in La Sierra Canyon to the rare stand of alders in Tuna Canyon, and to woodland bogs which are remnants of the cooler and wetter Pleistocene age. Unusual plant communities cover just 0.6% of the Mountains.

Fire Hazard

Fire is a natural and ecologically important part of the Santa Monica Mountains.

Some species of chaparral, the primary vegetation of the Mountains, may require the intense heat of fire to reproduce. Other species sprout from root crowns exposed after a fire. Fire suppression over many years can impair reproduction of chaparral. When chaparral has not burned for a long time, it is of reduced

value to wildlife. Most of the ground vegetation has been eaten, leaving only a thick maze of dead branches that impairs the movement of larger animals. After a fire, the accumulated dead branches are cleared and chaparral again springs to life. The young vegetation creates a better habitat for wildlife.

Fire is inevitable in the Santa Monica Mountains.

Fires are inevitable in the Santa Monica Mountains because of the extreme flammability of both the living and dead brush and the extreme weather conditions that exist. Danger to life and property rises as the use of the Mountains increases. Between 1953 and 1970, 831 homes were destroyed in brush fires larger than 100 acres. The Bel Air fire of 1961 burned 6,000 acres and destroyed 481 homes. Roughly three-fourths of the Mountains have burned more than once in the past 50 years. In 1978, the Kanan-Malibu and Mandeville Canyon fires destroyed more than 200 homes, resulting in over \$50 million in damage.

Housing development in fire hazard areas creates a paradox: protecting houses will inevitably lead to larger, less controllable, more destructive fires. Present fire suppression techniques have led to an increased fire hazard in the Santa Monica Mountains.

Fire departments have been successful in suppressing the vast majority of fires in the Mountains. As a result, there is a massive buildup of highly flammable vegetation. This buildup increases the chances that fires will overwhelm initial control efforts and turn into major conflagration. Some evidence indicates that as chaparral increases in age from twenty to thirty years, the average size of a fire doubles.

Fuel management techniques are at present impractical.

Fuel management techniques, such as controlled burning, should be further investigated. Unresolved issues of fire control and liability, however, makes the present use of these techniques impractical.

Wildlife

The Santa Monica Mountains support a diverse and healthy wildlife population.

In spite of the already extensive development of the Santa Monica Mountains, there are large numbers of mammals, birds, reptiles, amphibians, insects, and fish. Species include mountain lion, golden eagle, steelhead, bobcat, racoon, and coyote. Malibu Creek is the southern limit for steelhead spawning.

Wildlife is a recreational resource in the Santa Monica Mountains.

Activities include bird watching, fishing, and some hunting. Wildlife is an integral part of the outdoor experience of the Mountains and is important for scientific research.

It is difficult to determine key wildlife habitats, but at least four basic elements must be present:

1. Breathing room: undisturbed areas where animals feed and separate themselves from other animals.
2. Basic food source: at its most basic level, certain plant communities.
3. Key land features: rock outcroppings for nesting sites, open areas for feeding, year-round streams, etc.
4. Flexibility: the ability to move to other areas to deal with the often rapid and harsh changes in the ecosystem of the Santa Monica Mountains.

To satisfy the basic elements required by wildlife, the concept of a wildlife network is appropriate.

The wildlife network is a 90,000 acre system of land corridors containing the key ingredients and key habitat areas for wildlife. The network is a minimum, ecological backbone necessary to support a diverse and healthy population of wildlife. The completed network represents a synthesis of areas considered important by local agencies and wildlife specialists consulted by the Commission.

Wildlife in the Santa Monica Mountains is not confined to the wildlife network and must be considered outside of the network's boundaries.

The wildlife network is not complete or exclusive, as animals live outside the boundaries superimposed on a map. For this reason, land outside the network has been evaluated as to its ecological importance to wildlife. The wildlife network takes this evaluation one step further; it includes significant ecological areas and the other basic elements required by wildlife.

Air Quality

The Santa Monica Mountains allow fresh air from the Pacific Ocean to enter the inland valleys of the Los Angeles Basin.

The Santa Monica Mountains lie between the Pacific Ocean and the heavily populated inland areas, including the San Fernando Valley, West Los Angeles, and the remainder of the basin. During the summer, clean sea breezes passing through the Mountains dilute the polluted air in the inland areas.

If major pollution sources are built in the Mountains, fresh air would be polluted before reaching inland areas, thereby decreasing the already poor air quality.

Should this happen, the relief from pollution that the Santa Monica Mountains provide for the heavily populated inland areas will be lost.

The vegetation of the Santa Monica Mountains does not significantly improve air quality.

Most of the land within the Mountains is chaparral. Chaparral is dormant during the summer months, the critical air quality period in Southern California. Some of the Mountain's vegetation produces oxygen during this time: the woodlands and savannahs. As these comprise but a small area, the vegetation of the Santa Monica Mountains is producing little fresh air during this period. For this reason, the vegetation of the Santa Monica Mountains can not claim to play a significant role in regional air quality.

The degree of cleansing action the Santa Monica Mountains have on the region is still undetermined.

The actual degree of cleansing action the Mountains provide can only be answered by a more detailed quantitative study.

CHAPTER II: THE COMPREHENSIVE PLAN

GUIDING PRINCIPLE: LET THE LAND DICTATE THE USE

The goal of the Comprehensive Plan is to accommodate land uses that will least damage the natural and manmade environment, given the constraints the land itself imposes. This principle will be set aside only if adhering to it will mean that the region will lose benefits of overriding importance.

Objectives

The Comprehensive Plan seeks to:

1. Emphasize the value of open space, conservation, and recreation compatible with the resources of the Santa Monica Mountains.
2. Protect the Santa Monica Mountains from further despoliation by establishing and implementing management programs to protect and preserve the scenic, natural, historic, cultural, and scientific resources.
3. Provide for public parks and facilities in the Santa Monica Mountains that offer a variety of recreational opportunities accessible to all income groups.
4. Provide a pattern of land use which balances conservation and development, prevents urban sprawl, retains a maximum amount of open space, avoids natural hazards, and allows the efficient and economic delivery of public services.
5. Give priority to natural resource protection when balancing development and conservation goals.
6. Improve air and water quality and prevent noise pollution.
7. Support and encourage private open space, conservation, and recreation as a supplement to public efforts.
8. Develop innovative public transportation alternatives within the framework of existing roadways for access to the Santa Monica Mountains in ways that will protect the environment, maintain air quality, efficiently deliver public services, and assure maximum access to the recreation areas for all the public.

Policies 1 through 62 in the following elements seek to carry out these objectives.

LAND USE ELEMENT

The Land Use Element emphasizes the preservation of the remaining natural resources in the Santa Monica Mountains for the enjoyment of present and future generations. It balances this emphasis by allowing development where the land is capable of supporting it and where urban services are available or can be extended easily. The extent of existing development and the ability of the land, air, and water as well as available public services to support the various land uses are prime factors that have influenced the Land Use Element.

1

Resource Protection

Development should be restricted in areas most suited for recreation or in areas needing special protection to retain and protect valuable and unique environmental resources.

This policy will ensure that private development is compatible with recreational or special features which need protection. Restrictions on private development could include low-density zoning (5-to-40 acres dwelling unit), special design regulations for building, set-back requirements, and the granting or selling of trail easements by developers or private landowners. In Significant Ecological Areas, special restrictions should be imposed on grading or alterations of the vegetation (See Conservation Element), and in general, uses should be compatible with the special ecological qualities of the area.

2

Development in Low-Constraint Areas

Housing and employment should be directed to areas which are near major transportation arteries and where the essential urban services are available or can be readily extended. Future development should be directed towards areas which are relatively free of natural constraints.

In the context of the Plan, areas relatively free of natural constraints are those which indicate zero or only one constraint on the "Composite Constraint Map" of the Land Capability Study (See Map. No. 2, back pocket).

3

Development Density

- A. Development densities in areas of low resource constraints should be provided to satisfy most of the foreseeable demand for development in the Santa Monica Mountains.
- B. In the high-resources constraint areas of the Santa Monica Mountains, development densities should be kept low (5-to-40 acres per dwelling unit) to maintain a rural land use pattern with a minimum of urban services and with open space for protection of the environment.

4

Slope Density and Hillside Management

A slope density formula and the development constraints matrix shall be uniformly applied in the "high constraints zone" which shall consist of all areas shown on the Land Use Map as lower than one unit per five acre density.

A slope density formula adopted by responsible implementing agencies should reflect the pattern of environmental constraints in the Santa Monica Mountains and provide a summary indicator of appropriate maximum density on any given parcel in high constraint areas. However, on specific sites where development density and ancillary structures (e.g., access, slope retention structures) allowed under this formula would conflict with other Plan policies, the local agency should take steps to (1) further reduce allowable density, or (2) develop additional project design and siting mitigation strategies.

The local agency should further lower densities, by the application of the development matrix when the slope/density formula or design and building placement modifications will not prevent the following adverse environmental impacts:

1. Filling or clearing of ponds, creeks or natural drainage channels.
2. Obstruction of or decrease in the quality of views from scenic roadways, trails, or parks.
3. Removal of vegetation unique to the Santa Monica Mountains.
4. Major landform alteration resulting in accelerated erosion, major habitat destruction, and viewshed impacts on scenic views from parks or publicly used recreation areas.
5. Creation of peak storm runoff at flood hazard level, adding to offsite erosion potential, thus requiring major drainage alterations.
6. Structure siting within a natural flood plain.
7. Precedent setting for similar density and design on parcels in the traffic corridor, thus leading to a cumulative local increase in traffic causing new bottlenecks on the existing major road network.
8. Major extension of urban services in rural areas.

The local agencies should apply a range of design and siting mitigation strategies as indicated:

1. Special design and other techniques as noted in Policy 13 should be incorporated into development within conservation areas.
2. Development should be sited and designed to avoid portions of parcels

which are extremely hazardous (e.g., geologically unstable, subject to flooding).

3. The allowable units, access and ancillary structures as defined by the slope density formula and above criteria should be located to minimize the grading of the site, specifically the amounts of earth movement and the depth of cut and fill.
4. Development should be concentrated on portions of the project site under 33% slope.
5. Buffer zones should be established where parcels are adjacent to park acquisition areas or contain conservation areas. The width of the buffer zone should vary, depending on the nature of the hazard or the resource that the parcel abuts.

5

Subdivision Standards

In order to protect the public health and safety and to protect unique environmental resources, new subdivisions and lot splits in the Santa Monica Mountains, along with existing substandard lots whether created legally or illegally, should be subject to the following minimum standards:

- A. Each lot shall have frontage and legal vehicular access on one of the following:
 1. A maintained public street;
 2. A maintained private street, provided the private street has a defined location of record and a level of improvement comparable to functionally similar public streets in the immediate vicinity; or,
 3. A private road easement, provided the easement has a defined location of record, a minimum width of 15 feet and a length of not more than 300 feet between the lot and maintained public or private street as defined in (1) and (2) above.
- B. Each lot shall have adequate water supply for domestic and firefighting purposes.
- C. Each lot shall have adequate provision for sewage disposal. Sewage disposal may be provided by sanitary services or by a private or communal septic system.

These standards are the basic requirements necessary to avoid the problems caused by many older subdivisions. Many of these standards have been applied by the South Coast Regional Commission.

6

Substandard Lots

- A. Local government should merge substandard lots to the extent possible under State Law.
- B. New state laws should be passed to lessen the damage done by recorded substandard subdivisions and lot splits.

One of the major obstacles to sound land use planning in the Santa Monica Mountains is the cumulative effect of recorded substandard subdivisions and minor land divisions. In this context, the term "substandard" includes inadequate access, water, sewage disposal, or other essential services, steep slopes which would require excessive grading for construction, or exposure to high risks such as landslides or flooding.

7

Efficient Land Use Pattern

- A. Pollution from motor vehicles should be reduced by a land use pattern which prevents urban sprawl, results in fewer vehicle trips and more efficient transit services, and institutes energy conservation.
- B. Deterioration of air quality in the immediate ecosystem of the Santa Monica Mountains should be prevented in order to reduce injury to vegetation and to permit full enjoyment of recreational opportunities.

In the suburban and rural areas of the Santa Monica Mountains, most air pollution comes from automobiles. Controlling this air pollution can be partly achieved by concentrating residential development near transportation arteries and by providing employment close to residential neighborhoods.

8

Sewer Extension

Sanitary sewers should not be extended into rural areas where large parcels can accommodate septic tanks.

Parcels must be large enough to accommodate septic systems. Lot size, however, is only one criterion in determining septic tank feasibility. Soil permeability and ground slope are also important. If there is no suitable soil on a lot for a septic system, the lot may be unbuildable unless soil is imported.

9

Effluent Discharge

Discharge from sanitary treatment plants and septic systems into streams and lakes should not be allowed.

The Santa Monica Mountains Comprehensive Planning Act requires the Commission to consider the cumulative effect of the "development of new sanitary facilities that would cause material pollution of streams, aquifers, or ocean waters" (Section 67840). Questions regarding the effect of sewage effluent on streams and lakes, including the possible hazards to public health, the growth of algae, and the outcome when the effluent is removed, all have yet to be resolved. Experiences in other parts of the state dictate caution in allowing discharge into streams and lakes in the Santa Monica Mountains.

10

Private Recreation

New zoning ordinances should be adopted to assure the compatibility of private recreational facilities with natural constraints and with other land uses in the Mountains.

Private recreational facilities are desirable land uses when they supplement public recreation and when they serve as an alternative to low-density residential use. Private operators can provide a variety of recreational facilities compatible with the natural setting and the general pattern of existing developments.

The Resort and Recreation Zone in Los Angeles County, however, allows a wide variety of recreational uses in the Santa Monica Mountains which may not be compatible with the natural constraints and other land uses. For instance, this zone allows dance pavillions, movie studios, and movie sets without a use permit. With a use permit airports, heliports, jails, and mobile home parks are allowed. These may be acceptable in urban areas, but they are questionable and potentially damaging, in the interior of the Mountains. Recreation zone ordinances in Ventura County are more restrictive and allow primarily outdoor, low-intensity recreational uses.

11

Preference for Recreational Land Uses

Residential density should be restricted where residential traffic and recreational traffic compete for limited road capacity.

In the interior of the Mountains many roads cannot handle both residential and recreational traffic. This policy reflects the Commission's goal of best serving the public interest by assuring recreational access for the region's population.

CONSERVATION ELEMENT

The Conservation Element deals with the planned management, preservation, and wise use of the natural resources in the Santa Monica Mountains.

Priority for Resource Protection

The natural resources of the Santa Monica Mountains should be protected. To the extent possible, all development should be compatible with this goal. Conflicts between development and natural resource values should be resolved by giving priority to protecting the resource unless benefits of overriding regional importance would otherwise be lost.

This policy attempts to strike a balance between conservation and development but recognizes that the Santa Monica Mountains are an irreplaceable resource.

Regulations on Development in Conservation Areas

A conservation area should be established in the western and central portions of the Mountains to include lands of the phase two acquisition program, buffer zones around existing parks, and Significant Ecological Areas. Within this area, open space, conservation, and recreational values should be protected by the following methods:

- A. Where appropriate, very low density residential zoning (5-to-40 acres per dwelling unit).
- B. Design review regulations for all public and private buildings, signs, and major grading projects.
- C. Dedication of trail easements as a condition of development approval.
- D. Scenic easement contracts or dedications where appropriate to encourage landowners to maintain private open space.
- E. Transfer of densities or clustering used even in very low density zones (5-to-40 acres per dwelling unit) to group residential structures away from the most sensitive resources so as to retain them in a natural state.
- F. Environmental impact reports for all projects in Significant Ecological Areas and for major projects in other parts of the Conservation Area.

14 Protection of Landforms

Natural landforms should be protected from excessive grading.

The bold ridges, deep canyons, and interior valleys with their supporting vegetation provide the basis for the natural beauty of the mountains. Almost three-quarters of the Mountains are steep slopes of more than 20% grade. Most recent developments, such as Palisades Highlands, have used massive cut-and-fill methods to level hillsides for houses, leaving ugly scars and exposed ground destroying the natural beauty and causing erosion. Contour grading, generally used before heavy-duty earthmoving equipment became available, does less damage, leaves the site and surrounding areas more natural-looking, and does not result in such heavy erosion. Because developers claim that only the destructive cut-and-fill methods will yield sufficient flat land for the number of units allowed, lower densities are proposed for the steep and remote portions of the mountains to reduce the damage from grading where development occurs.

15 Restrictions on Development in Fire Hazard Zones

Fire is an imminent hazard to development. In extreme and high fire hazard zones residential development should be restricted to 5-to-40 acres per dwelling unit, clustered and surrounded by natural areas planted with fire resistant vegetation.

This policy suggests planning and development techniques which should be used in conjunction with fire safety regulations to reduce the risk of fire damage in the Mountains. A low residential density would reduce the exposure of persons and homes to fire hazards. Clustering would allow the fire fighters to concentrate their efforts in a smaller area. In view of the potential cutbacks in fire fighting forces as a result of Proposition 13, a more efficient use of the remaining forces is an important consideration.

The 1978 Agoura and Sepulveda fires again proved that homes built with fire resistant materials have a good chance to survive very severe fires with little or no damage. Guidelines should include requirements for construction materials that retard fire, water storage and distribution systems, brush clearance, and construction of roads wide enough to allow evacuation of people and access to the fire by fire equipment. Finally, fire departments agree that effective protection requires that the houses be clustered, surrounded by greenbelts, and that clustering of houses helps their efforts to prevent structural damage in brush fires.

16 Disclosure of Geologic Hazards

Where new development is permitted in areas of geologic hazards, a disclosure of such hazards should be recorded with the claim of title of any property.

The average home buyer cannot determine the existence of most geologic hazards and their potential threat to life and property. Disclosure of these hazards, written in language understandable to lay persons and made part of the chain of title, would help to inform the purchaser of potential hazards. Title reports already include information on many types of restrictions and conditions relating to property. The procedures are well-established so that the geologic hazards report can be added without difficulty.

17

Protection for Special Plant Communities

Development should respect the unique characteristics of the basic types of habitat in the Santa Monica Mountains and should not significantly and unnecessarily alter the surrounding vegetation.

Specifically:

- A. Chaparral and sage habitats should not be altered where watersheds would be extensively damaged.
- B. The scarce woodland areas, because of their importance as wildlife habitat, should be protected from damaging development.
- C. The rapidly diminishing Valley Oak Savannahs should be protected by:
 1. A management program in areas used for grazing to replant and protect young oak trees; and,
 2. Sparing stands of oaks where development does occur and protecting them from overwatering.
- D. Unusual plant communities, unique to the Santa Monica Mountains, should not be lost through development.

Chaparral and sage, the dominant vegetation in the Santa Monica Mountains, grow on the steep, easily eroded slopes, holding them together and preventing massive erosion of watersheds and siltation of streams, lakes, and ponds.

Woodlands occur along stream bottoms, where a year-round source of water for the vegetation and wildlife can be found, or in open areas where live oaks can flourish along with black walnuts and bay trees. Both kinds of woodlands provide important food sources and, equally important, shade and shelter in an otherwise harsh environment. Approximately 3,540 acres of woodlands have been recommended for acquisition.

Though the range of the Valley Oak Savannah has been reduced, there are still some excellent examples in the Santa Monica Mountains zone. Grazing is a desirable use for these areas; however, only rarely does a young oak tree survive in heavily used pastures. Saplings should be surrounded by protective fencing until they reach sufficient size to survive.

Within developed areas, care should be taken through site design or provision of protective structures to keep the oaks from being overwatered. Sewage effluent spray fields should not be located in savannahs. Policy 17 will ensure that a major portion of the valley oaks, which give Agoura and Thousand Oaks their special character, can survive in spite of development.

Unusual plant communities range from a single plant such as the dogwood in La Sierra Canyon to a rare stand of alders in Tuna Canyon and woodland bogs of giant ferns, remnants of the cooler and wetter Pleistocene Ice Age. The Plan recommends that many of these areas be acquired.

18 Containing Storm Runoff

Development in the Agoura/Simi Hills subarea should not increase peak storm runoff. This requirement should also apply to other areas where it is found that the increased runoff from development would cause flooding or other damage downstream.

This policy places the responsibility for flood control at the source of the problem: the development itself. In the Agoura area, the increase in runoff through development will cause flood problems downstream in the major watercourses. Not only will private lands and improvements be endangered from more frequent and powerful floods, but the large public investment in Malibu Creek State Park and other facilities will be threatened.

There are several methods to achieve this policy, the choice of method depending on the individual project. These include careful site planning, backyard ponding, street design, and in some cases, retention basins. First priority should be given to those methods using sound engineering standards which will replenish groundwater tables. Backyard ponding and carefully designed retention basins meet this criterion.

19 Maintaining Natural Stream Channels

Every attempt should be made to maintain the natural quality of streams, and creek watercourses should not be replaced with concrete flood control channels.

Stream modifications are costly, both in dollars and in environmental damage. Irreplaceable riparian habitat is destroyed whenever a stream is converted to a concrete flood control channel or otherwise modified. Scientific and recreational values are lost. Retaining natural channels reduces peak runoff in downstream areas.

20 Minimizing Flood Hazards

Flood hazards should be minimized by:

- A. Limiting development in critical watersheds; and,
- B. Keeping development out of natural flood plains.

Development at suburban densities of many of the watersheds would increase stream runoff from 15% to more than 500%, requiring extensive flood control measures. By reducing densities, flooding and sedimentation will be minimized because the area covered by manmade impermeable surfaces will be relatively low.

21

Wildlife Network

- A minimum wildlife network should be established, consisting of:
- A. Significant Ecological Areas;
 - B. Buffer Zones for the Significant Ecological Areas; and,
 - C. Existing parks and other key habitats.

The Santa Monica Mountains support a diverse and healthy population of wildlife, including mountain lions, bobcats, coyotes, golden eagles, steelhead and a wide range of other species. The Land Capability Study identifies a minimum 90,000 acre wildlife network, the most significant portion of which is recommended for acquisition. Where development is allowed within the remaining network, densities should be very low.

22

Support of Agriculture

Agriculture should be supported as the primary land use in the Oxnard Plain, Hidden Valley, and Las Virgenes Valley.

Support of agriculture means maintaining very low residential densities. Las Virgenes Valley is designated for spray fields for the treated effluent from the Tapia Sewage Treatment Plant. Spray fields allow limited agricultural use, such as grazing and cultivation of alfalfa or other forage crops. Tax reduction incentives will encourage this desirable use and should be offered to landowners.

23

Chumash Center

A Chumash Cultural Center should be established in the Santa Monica Mountains.

The Santa Monica Mountains were once the homeland of the Chumash Indians. It would be most fitting to set aside land and funds for a cultural center—a focal point for the Chumash and their traditional ceremonies as well as an educational center for schools, universities, and individuals interested in the study of the Chumash heritage. The Danielson Ranch in Ventura County would be an appropriate site for such a center.

24 Protection of Cultural Resources

A system to protect the historical, archaeological, paleontological and geological resources in the Santa Monica Mountains should be initiated.

Thousands of historical, archaeological, paleontological and geological sites exist in the Mountains, many of which are endangered. The sites include historical homes and landmarks, rock paintings and burial grounds, ancient fossil remains, and unique irreplaceable geological formations. The presence of these resources does not necessarily preclude development or change in the area; rather, it requires great care during planning stages of any impacting action. In only a few cases will a resource be so significant as to foreclose development totally. The permit-issuing agencies should be provided with policies, regulations and confidential maps locating known resources. Builders and potential landowners should be informed that there may be restrictions and/or regulation of construction on a parcel containing such sites.

25 Educational Use of Mountains

The use of the Santa Monica Mountains as an educational resource should be expanded.

The Mountains are an outdoor laboratory for Southern California, serving educational uses from elementary school field trips to dissertation research. These uses should be encouraged and increased.

RECREATION ELEMENT

The Santa Monica Mountains are located in the heart of a metropolitan region of 10 million people in Los Angeles and Ventura Counties. In spite of some outstanding parks, the metropolitan region does not have enough parks and open spaces to provide recreational opportunities for all its residents. According to the Conservation and Open Space Plan of the Southern California Association of Governments (1977), the region needs to acquire 75,000 acres in Los Angeles County alone by the year 1997 to reach commonly accepted standards.

The combination of attractive, unspoiled scenery and proximity to population centers makes the Santa Monica Mountains a most desirable location for parks and open spaces offering a wide variety of recreational opportunities. Using data gathered by the State Department of Parks and Recreation, it becomes clear that the demand for recreation in the Santa Monica Mountains will grow dramatically.

The Santa Monica Mountains are most suitable for recreational activities such as camping, hiking, horseback riding, nature walks, and picnicking. The demand for these activities is already relatively high in the Santa Monica Mountains Area; most of the existing recreational facilities, as well as those future recreational facilities planned by the State of California within the Mountains, have been designed to serve this need.

The combined holdings of all public agencies in the Santa Monica Mountains comprise about 40,000 acres, of which about 34,000 acres are parks and open spaces available to the public. The remaining 6,000 acres are restricted public lands, such as sanitary landfill sites or reservoirs. These public ownerships form the foundation upon which a mountain-wide parks and open space system can be built.

EXISTING PARKS AND OPEN SPACE

State Parks	<u>Acreage</u>
Point Mugu	14,000+
Leo Carrillo State Beach	2,158
Malibu Creek	4,071
Topanga	8,708
Los Angeles City Parks	
Griffith Park and Griffith Recreation Center	4,000
Elysian Park	575
Small neighborhood parks	250
Los Angeles County Parks	
Charmlee	432
Tapia	110
City of Thousand Oaks	
Conejo Valley Parks and Recreation District	800
Rancho Simi Parks and Recreation District	<u>820</u>
	35,924

The State of California is the largest public landowner in the Mountains, with about 28,000 acres. An additional 2,500 acres are funded or under negotiation for acquisition. The bulk of the holdings are in the four major parks: Point Mugu State Park, Leo Carrillo State Beach, Malibu Creek State Park, and Topanga State Park. State beaches and other minor parks amount to less than 1,000 acres. At the present time, the State Parks—with the exception of Leo Carrillo State Beach—remain largely undeveloped, offering only a small portion of the facilities ultimately planned for construction. In the 1979 Budget Act, the legislature included \$8 million dollars for acquisition of an addition 2900 acres of the Commission's Phase I acquisition program.

In 1978 Congress created the Santa Monica Mountains National Recreation Area, with an authorization of \$155 million. The Preliminary Public Ownership map (May 1979) published by the National Park Service indicates some 70,000 acres of new acquisitions for the Santa Monica Mountains. Federal Land acquisition will begin in February, 1980.

Use of Existing Public Land

There are often opportunities to expand the system without the expenditure of public funds, although acquisition by purchase will probably be the most commonly used method. Public restricted lands are owned by government agencies for a specific use, such as reservoirs or sanitary landfills. Most of these sites are near existing development and adjacent to public parks and open spaces. Securing some public recreational use of these restricted sites could supplement the park system significantly. Agreements with the public agencies would have to be worked out.

The following table lists the major restricted public lands which should make significant additions to the public park and open-space system.

RESTRICTED PUBLIC LANDS

	<u>Acres</u>
Hollywood Reservoir	225
Upper and Lower Franklin Reservoir	485
Stone Canyon Reservoir	763
Encino Reservoir	1,073
Santa Ynez Reservoir	58
Main Mission Canyon	499
Sullivan/Rustic Canyons	1,900
Calabasas Landfill Site	<u>416</u>
	5,419

**Annual Demand for Outdoor Recreational Activities
in the Santa Monica Mountains Area
(In Thousands of Participation Days)**

	1970	1980	1990	%	%
Camping	2,244	2,927	3,870	47	15
Hiking	1,074	1,397	1,938	31	11
Swimming	14,187	18,552	24,541	46	14
Horseback riding	1,868	2,421	3,227	60	17
Bicycling	28,726	37,095	48,850	76	28
Playing outdoor sports or games	81,302	105,049	138,471	73	31
Nature walks	2,827	3,671	4,885	61	18
Picnicking	6,591	8,561	11,325	52	20
Walking for Pleasure	85,669	110,688	145,830	61	29

Source: Santa Monica Mountains and Seashore Plan by the California Department of Parks and Recreation, 1975.

**GRAND TOTAL INCREASES IN PARTICIPATION DAYS
(In Thousands of Days)**

	1970	1980	1990	Percent Increase 1970-1980	Percent Increase 1970-1990
Santa Monica Mts. Area	204,511	294,061	534,511	43.8%	161.4%
In Percent of Region	42.6%	47.9%	65.2%		
In Percent of Dist. 8	16.7%	18.5%	25.5%		
Ventura-Los Angeles Counties Region	480,429	621,794	820,518	29.4%	70.3%
State Park Planning District No. 8	1,224,900	1,587,300	2,095,400	29.6%	71.1%

Developer Donations

It has become common practice to negotiate for the dedication of lands for parks and open spaces during the approval process of large developments. The dedicated land is usually difficult to develop. Wherever such dedicated lands complement other public open spaces, they should be made part of the public open space system. Future dedications of this kind should be planned so that the system can be expanded and improved.

26 Support Private Recreation

Private recreational facilities should be supported as supplements to public recreation.

The State's plans for improvements in the Mountains' parks are generally designed to serve the self-supporting recreationist; most of the public facilities will be camp sites, picnic grounds, trails, and eventually a few hostels. Private recreation operators can, and already do, round out the recreational opportunities with day and overnight camps, where the camp owner provides meals and more extensive facilities, such as tennis courts, golf courses, swimming pools, and dude ranches. Private operators tend to be more flexible, meeting special needs of such groups as the poor, elderly, or handicapped, or those with special dietary needs or the desire for the privacy of a retreat.

Private recreational facilities also help to maintain considerable open space: the Boy Scouts Camp near Boñey Ridge, the Salvation Army Camp at Malibu Creek State Park, and religious camps in the western part of the Mountains are examples of private recreation compatible with public open space values. These should be encouraged and supported with Scenic Easement Contracts offered to the owners of private facilities to reduce the property tax on the open space portion. In return, the owner agrees to leave the open space undeveloped for a specified period. Contracts should also provide for public trail easements over private open space.

Private recreation can also be an alternate land use to residential development in the Mountains. Although it is too early to say how many acres of land may be devoted to recreation, its potential as an economically viable land use should be explored in greater detail.

TRANSPORTATION ELEMENT

Transportation planning in the Santa Monica Mountains has been a controversial topic for many years. During the 1950's and 1960's, the State constructed and expanded the regional system of freeways and arterial roads at a grand scale. In recent years, shortage of funds and opposition to new arterial roads and freeways has slowed the expansion of this system. Residents of the Mountains oppose new road projects because widened roads induce growth, disrupt cohesive communities, and cause environmental damage. They feel that these disadvantages outweigh the advantages of an expanded road system.

Residential traffic accounts for a relatively small portion of the traffic on the major roads and freeways. Particularly in the eastern part of the Mountains, regional through-traffic contributes the greatest volume and number of problems. The implications are clear: within the Mountains, land use planning, alone--no matter how restrictive--cannot solve transportation problems. Significant and long-lasting effects can be achieved only through a well-coordinated, regional effort. The Commission's plans and policies can contribute toward such a regional effort. Thus, the guiding principle for this Element has been to cast the Transportation Plan in the framework of providing safe transportation along existing roadways and incorporating improved public transportation.

27 Road Network

Land uses in the Santa Monica Mountains should be accommodated by the existing road network. While limited improvements on existing roads may be made to improve safety or to remedy a local bottleneck, the construction of new cross-mountain roads should not be permitted.

The cost of new roads and their maintenance, damage to the natural environment, and community opposition are the primary reasons why no new cross-mountain roads should be constructed. Budgets are strained at the state and local levels and inflation has seriously affected their ability to improve or even maintain the existing system at its present level.

The effects of this policy will be felt most keenly along the Ventura Freeway, Pacific Coast Highway, Topanga Canyon Boulevard, and Malibu Canyon Road, and on all the cross-mountain roads within the City of Los Angeles. In spite of the low densities proposed for the interior of the Mountains, congestion will increase on these roads as long as the population continues to grow, travel patterns remain the same, and people rely on their cars for transportation.

Added automobile trips can be reduced, but an increase cannot entirely be prevented along Pacific Coast Highway and the major cross-mountain roads, if the construction of housing in Los Angeles County is directed to the Ventura Freeway Corridor. Present trends show that most residents living near the Ventura Freeway will commute on the freeway rather than travel to the coast route.

Higher densities in the central portion of the Mountains than those proposed by the Commission would further increase traffic on all mountain roads. Depending upon where the densities are greatest and development occurs, Malibu Canyon Road and other major cross-mountain roads would have to absorb a substantial portion of the additional commuter traffic. The closer new units are to the coast, the higher the percentage of commuters choosing to use Pacific Coast Highway.

No agency now responsible for transportation within or adjacent to the Mountains considers the construction of new roads in the Mountains a high priority. The City of Los Angeles has no plans to construct or improve roads and although the Los Angeles County Master Plan of Highways shows rights-of-way for widening existing roads and constructing numerous new highways within the Mountains, their short-range plans include no projects in the Mountains. In Ventura County, only the widening of the Ventura Freeway to 6 lanes east of Conejo Summit is planned for the near future. As these agencies realize, major roads should not be constructed within the Mountains, even though west of the City of Los Angeles they could probably be located with minimal disruption to existing communities. New construction would require extensive grading thus significantly lowering the quality of the environment.

Beyond these considerations there remains the residents' constant opposition to new roads. At the urging of hillside residents, the City of Los Angeles adopted Community Plans which prohibit construction of new cross-mountain roads and past efforts to construct freeways were successfully stopped when residents of the Mountains and surrounding areas objected to state proposals.

28 Limiting Road Improvements

Improvement of other than cross-mountain roads, or construction of major new roads should be undertaken only if necessary to provide:

- A. Local access to new development where such developments are consistent with the Plan;
- B. Increased safety that minimally disrupts the environment; and,
- C. Access to regional recreational areas.

In areas that are undergoing new development, local road construction to serve that development may be necessary. Careful placement of these new roads will reduce environmental damage and result in an adequate local road network. The following projects would be consistent with this policy:

1. Widening the Ventura Freeway to 6 lanes from Moorpark Road to Conejo Summit.
2. Continuing the frontage road parallel to the Ventura Freeway from Westlake Village to Calabasas, between Liberty Canyon and Lost Hills and between Las Virgenes Road and the westerly extension of Calabasas Road.

3. Realigning Thousand Oaks Boulevard through Old Agoura between Kanan and Chesebro Roads to provide a second access to the Ventura Freeway. The improvement is designed to be a 2-lane road without street lights to fit into the existing rural character of Old Agoura.
4. Restriping of Pacific Coast Highway between Temescal Canyon and Topanga Canyon Boulevards to accommodate 3 lanes in both directions. Heavy recreational use mandates that the Coastal Commission reconsider its denial of a permit for that project.

Improvements to the existing road network will continue to be made in the interest of safety where a particularly hazardous situation exists or may develop or to give the public access to a recreational area. If improvements to the existing road network become necessary, they should have a high priority. While residential density can be shifted to other areas outside the Mountains in an effort to keep within the existing road capacity, recreational potential cannot be shifted.

29 Major Coastal Access Road

The option to widen Kanan-Dume Road to 4 lanes should remain available and Kanan Road overpass at the Ventura Freeway should be widened to 4 lanes plus left-turn lanes and bicycle lanes.

Kanan-Dume Road crosses the Mountains in a strategic location, serving an area where expansion of recreational opportunity is proposed. This major route can and should serve as an alternate to the other cross-mountain roads for visitors traveling to the western beaches from the San Fernando Valley. As weekend traffic becomes more congested along Topanga and Malibu Canyon Roads, Kanan-Dume Road should be designated the primary access route with signs directing beachgoers to use this route.

The need for widening the overpass results from recreational as well as residential traffic. As development proposed in this Plan is built, the problem will become further aggravated.

30 State Park Access

The option should be retained to develop a northern access to Malibu Creek State Park.

Increased recreational use of the Mountains and the beaches may make congestion along Las Virgenes and Malibu Canyon Roads unacceptable. Over 2,000 trips will be added each weekend day if State Parks and Recreation's proposals for the development come about. A quick, easy access into the State Park will then be needed.

31 Improved Access to Topanga State Park

Public access to Topanga State Park should be improved by:

- A. An entrance road to Trippet Ranch, bypassing Entrada Road.
- B. A northern access from the San Fernando Valley.

Although a new entrance road is part of the adopted plan for Topanga State Park, the Department of Parks and Recreation indicates that it may never be built. Planned facilities at Trippet Ranch would require better access than presently available via Entrada Road, a steep narrow residential street. Direct access from the San Fernando Valley would serve over one million residents living north of the Park. Through a combination of purchase or easement dedication, recreational support facilities should be developed at the southernmost point of Reseda Boulevard, allowing walk-in or equestrian use of Topanga State Park.

32 Pacific Coast Highway Congestion

Land uses in the Santa Monica Mountains should have the least possible effect on Pacific Coast Highway.

The Pacific Coast Highway poses a traffic problem that defies solution. Portions of the highway are extremely congested during midweek commuter rush hours and periods of peak beach use; it can take an hour to travel 6-8 miles. The most congested portion of the Highway lies between Topanga Canyon and Chatauqua Boulevards where the road is 2 lanes wide in each direction. There is neither the community support nor the money to widen the Pacific Coast Highway. This means that strict land use controls must be exercised to limit development along the coastal corridor and in the center portions of the Mountains; the closer new units are to the coast, the higher the percentage of commuters using the Pacific Coast Highway.

33 Recreational Transit

Improved bus transit to the Santa Monica Mountains should follow the short- and long-range recommendations specified in the Santa Monica Mountains National Recreation Area Recreation Transportation System Element, a component of the Comprehensive Plan.

Short range recommendations (1-5 years) call for:

1. The extension and increased frequency of RTD Route 175 along Pacific Coast Highway.
2. The extension of RTD Route 76 to Pacific Coast Highway to link up with Route 175.
3. The provision of service from the San Fernando Valley through Malibu Canyon to Zuma Beach.
4. The provision of weekday commuter service from the San Fernando Valley to the Los Angeles Basin along Coldwater Canyon Ave./Drive. This weekday service would serve the Cross-Mountain Park on weekends.

5. Further service extensions of existing routes as parks are developed and demand can be demonstrated.
6. Subscription and charter service from the more distant areas within the Los Angeles-Ventura Metropolitan region to provide access to recreation centers within the National Recreation Area.
7. RTD's proposed express route S434 to provide weekday and weekend service to Malibu from downtown Los Angeles.
8. The evaluation of other express routes for extended weekend service.
9. Planning and administrative functions of the transportation program for the NRA to be assumed by the Southern California Association of Governments (SCAG).
10. Continued transit service by the Southern California Rapid Transit District (SCRTD).
11. No road improvements for transit operations except necessary provisions for turn-outs to accommodate transit buses.
12. The National Park Service to actively pursue federal financial support through the Access to Parks legislation ("Chartahoochee" Bill) in order to support the operating costs of recommended short-range transit improvements.

Long range recommendations (5-20 years) call for:

1. Bus service along Laurel Canyon Boulevard to provide service to the Cross-Mountain Park and weekday commuters traveling between the San Fernando Valley and the Los Angeles Basin.
2. Bus service from the Thousand Oaks, Conejo Valley, Simi Valley, and Moorpark areas to Zuma Beach along Kanan-Dume Road.
3. Bus service from the San Fernando Valley to Topanga State Beach, Will Rogers State Beach, and Topanga State Park along Topanga Canyon Boulevard.
4. Bus service along Reseda Boulevard to Caballero Canyon.
5. Bus service extended to provide access to the Huntington-Hartford property.
6. Bus service between the communities of Ventura, Oxnard, Camarillo, Simi Valley, and Moorpark and the National Recreation Area.
7. Further study and implementation of additional routes as parks are developed and demand can be demonstrated.
8. Express service from target communities with the Los Angeles-Ventura County Metropolitan region to the National Recreation Area.

9. Shuttle service between recreation centers be a long-term, low priority addition to the overall recreation transportation system.
10. The integration of transportation access programs with CALTRANS through the Commuter Computer ride-sharing program.
11. The integration of planning and administrative functions for transportation access to the NRA into a centralized agency with regionwide responsibility for access to recreation areas.
12. The National Park Service to encourage the permanent commitment of funds for transit operations to and within the Santa Monica Mountains National Recreation Area.
13. The development of staging areas for the NRA as the General Management Plans are developed by the National Park Service.
14. The exploration of peripheral parking lot locations in conjunction with a parking control plan and the expansion of transit service.

SCENIC PARKWAYS AND CORRIDORS ELEMENT

Most highways and roads in the Santa Monica Mountains offer better than average scenic views. In recognition of this, the Scenic Highways Elements of the County of Los Angeles and the City of Los Angeles General Plans designate almost all major roads in the Santa Monica Mountains as scenic highways. The Scenic Highway designation, however, offers insufficient protection for the most important scenic routes and their views.

Scenic Parkways are roads and their rights-of-way which, by comparison with other roads in the Santa Monica Mountains, provide significant or exceptional opportunities for the enjoyment of natural or manmade views. Scenic Corridors are the visible area outside the scenic parkway's right-of-way which is a part of the view and which can realistically be subjected to protective land use controls.

Among the scenic parkways and corridors proposed in this element, Mulholland plays a predominant role. Mulholland Drive was conceived in 1913 as a great scenic road along the crest of the Santa Monica Mountains from Cahuenga Pass west. By the adoption of the Report of the Citizens' Advisory Committee on the Mulholland Scenic Parkway by the Los Angeles City Council in 1973, the official policy established a low-volume, slow-speed, two-lane scenic route, unique and beautiful skyline route in the midst of a metropolis. It calls for a ribbon-like park with hiking, bicycling and bridle trails, vista points, parks, and picnic areas.

In Los Angeles County, Mulholland passes through a largely undeveloped rural setting. The route often follows the valley floor which means that protection from visual blight must be extended to include ridgelines sometimes 2-to-3 miles distant. Within this corridor, special regulations are proposed to safeguard the scenic and environmental values. An ordinance to protect the corridor has been prepared by the Mulholland Scenic Corridor Citizens' Advisory Committee and is about to be considered by the Board of Supervisors.

The purpose of this element is not to duplicate the work of the Mulholland Committees or even to match the level of detail in their reports, but, rather, to integrate their work into a comprehensive system of parkways and corridors that will serve as the vital link between parks and recreational areas in the Mountains and adjacent seashore.

34

Scenic Parkways and Corridors

A system of scenic roadways, parkways, and corridors should be established which would form a comprehensive network linking recreation access routes, recreation destinations, and trails, with final designation, mapping and specific ordinances left with the implementing agency. The following classification system should be used.

I. High Speed Destination Highway

In order to provide maximum pleasurable access to major recreation destinations, high speed destination highways should be designated. These should offer existing scenic quality, such as the ocean, major ridgelines and pastoral panoramas; provide for mass transit capability; unimpeded traffic flow; safe under or over-passes; separate parallel bicycle trails with connections to the Santa Monica Mountains trails system. The Ventura Freeway between the Los Angeles City Limits and Las Virgenes Road and Pacific Coast Highway between Malibu Lagoon and Calleguas Creek should be included within this category, although it is impossible for Pacific Coast Highway to have an unimpeded traffic flow during peak recreational use.

II. Cross Mountain Scenic Roadways

Cross mountain scenic roadways should be roads of high scenic quality which provide medium speed access between high speed highways and recreation destinations and should have rapid transit and shuttle bus capabilities, parallel bicycle paths, safe pedestrian crossovers, rest areas and scenic turnouts. Scenic resources and viewsheds should be protected, and building design standards applied to roadside properties. Malibu Canyon and Las Virgenes Roads, Kanan-Dume Road and Topanga Canyon Boulevard should be included within this category.

III. Scenic Parkways

Scenic Parkway would provide for leisurely scenic driving as a recreation opportunity in itself within a ribbon park giving access to a multiplicity of recreation facilities such as picnic sites, campsites, sanitary facilities, peripheral parks, hostels, interpretive facilities, and horseback riding, bicycling and hiking trails connecting to the Santa Monica Mountains trails system. Building setbacks and design standards should be applied within a buffer zone and viewsheds should be protected. Mulholland Drive and Highway and Potrero Road from Westlake Boulevard to Calleguas Creek should be included within this category. The roads selected would offer significant scenic vistas of the natural landscape, the city panorama, or cultural landmarks.

IV. Scenic Intra-Mountain Roadways

Scenic roads within the Mountains which provide low speed residential and recreational access could in addition provide scenic turnouts, picnic sites and connections to the Santa Monica Mountains trails system, adding to the diversity of the recreational opportunity. Building design standards should be applied to roadside properties and near and middle distance scenic resources should be protected. Westlake Boulevard, from Mulholland Highway to Potrero Road, and Cornell Road, from Agoura Road to Mulholland Highway should be included within this category.

V. Neighborhood Scenic Roads

In order to preserve the rural integrity of smaller residential access roads, neighborhood scenic roads should be designated. Building design standards should be applied to roadside properties, and limited width and other rural design criteria should apply to these roads.

35 Extent of Scenic Corridors

A scenic corridor should be established on both sides of scenic parkways. The scenic corridor for Mulholland Drive should be the one recommended by the Citizens' Advisory Committee for the Mulholland Scenic Parkway and adopted by the City of Los Angeles. For Mulholland Highway, it should be as recommended by the Mulholland Scenic Corridor Citizens' Advisory Committee.

The scenic corridor for all other scenic parkways shall include the general view of the roads as shown on Map #5 in the back pocket.

The real justification for designating scenic parkways is the opportunity afforded to the motorist and others using the right-of-way (such as bicyclists) to enjoy the visual quality of the landscape. Scenic corridors, as mapped, define the management area within which special regulations for the protection of scenic quality will apply.

36 Scenic Corridor Protection

The agency charged with implementing the scenic corridor system should devise special regulations and design standards addressing the following issues:

- A. Buildings: location, height, bulk, setbacks, colors, and materials;
- B. Signs: location, height, area, illumination, amortization of billboards and other non-conforming signs, prohibition of off-site advertising, and removal of temporary signs;
- C. Grading: maximum amount and slope angle, erosion control, seeding and planting of exposed surface, and prohibition of excessive or unnecessary grading;
- D. Landscaping: encouraging use of native plants, maintenance of landscaping, and use of landscaping for screening;
- E. Utility lines: programs for placing existing and new lines which damage the visual character of the corridors under-ground; and,
- F. Outdoor storage: screening of storage from public view, prohibition of exposed storage, and time limit for temporary storage.

The Mulholland Scenic Corridor Citizens' Advisory Committee of Los Angeles County, in cooperation with the Department of Regional Planning, has issued a preliminary draft of proposed ordinance amendments (May 1978).

37**Scenic Parkway Standards**

Parkway design standards should be established as follows:

- A. The alignment, width, and construction of scenic parkways should lend themselves to safe, but leisurely driving;
- B. Rest areas and scenic turnouts should be provided where terrain and safety conditions permit;
- C. Separate trails for hiking, bicycling, and horseback riding should be provided near the scenic parkways with connections to trails leading to other areas in the Santa Monica Mountains.

This policy suggests criteria which should guide the design standards for public improvements of some highways, trails, and rest areas. The Citizens' Advisory Committees in the County of Los Angeles and the City of Los Angeles have already developed design standards which reflect these criteria. In the City, implementation of the standards has begun and the first rest areas and trails have been designed. Locations for rest areas and scenic turnouts have been selected along the entire length of Mulholland Highway. The Commission endorses these design standards and recommends their early implementation.

The same design standards should apply to the other scenic parkways recommended in this Element. Selection of rest areas and scenic turnouts should be done for the other scenic highways by the agency charged with implementing the Santa Monica Mountains Scenic Corridors System.

38**Scenic Highways Implementation**

An agency should be specifically charged with implementing regionwide the scenic parkway and corridors proposed in this plan.

There are several options for such an implementing agency:

- A. Implementing agencies carrying out this comprehensive plan could plan scenic parkways and corridors. An advisory committee for parkways and corridors would probably be established by the agency.
- B. A regional Scenic Highway and Corridor Commission could be appointed by the local governments. This Commission would have permit authority over all development applications within any scenic corridor and power to adopt regulations.
- C. A scenic corridor coordinator would be designated in the planning departments of each of the four jurisdictions. The coordinator's responsibilities should include supervising staff work on all development applications within the jurisdiction.
- D. A mountain-wide scenic highways and corridor advisory committee could be appointed by the County of Los Angeles, the City of Los Angeles, the County of Ventura, and the City of Thousand Oaks. This committee would be consulted on all planning issued relating to the scenic corridors, including zone changes and general plan amendments. Local ordinances should be amended to formally include this committee in development approval procedures.

TRAILS ELEMENT

Hiking, horseback riding and bicycling are popular recreational pursuits in the Santa Monica Mountains. The cost of accommodating these pursuits is minimal, both to the visitor and to the land managing agency.

As an alternative to the automobile, a trail and bikeway system can bring the public into the parks and connect the mountain parks with the beaches. Some of the most interesting areas in the mountains, too steep or too fragile for development or roads, can be visited via trail, thus offering recreational opportunity with little impact on the resource.

39 A Coordinated System of Trails

All local and regional jurisdictions in the Santa Monica Mountains should adopt a coordinated system of continuous trails.

This is the first step toward building a trails system. Coordination among the jurisdictions is essential to assure that the trails are continuous and connect major parks, beaches and communities without regard to political boundaries.

40 Capital Improvements and Trail Easements

Capital improvements projects in the Mountains should include trail easements.

Where a local or regional plan specifies trails, any capital improvement project such as roads, flood control channels, major utility lines and fire roads should provide easements for trails. When capital projects are developed, it is usually easy to integrate trails into the initial project design, at little or no cost. To assure this early coordination, local and regional trails master plans should be made available to all agencies involved in capital projects.

41 Trail Corridor Protection

Each jurisdiction should immediately begin to protect trail corridors.

Four methods of acquiring trail easements should be utilized:

1. **Regulation.** Dedication of trail rights should be required as condition for development. The Coastal Commission Guideline for preserving trail access should be applied: "Where trail routes established by customary use of hikers, equestrians, or bicycle riders cross properties proposed for developments, the dedication of trail right-of-way should be required as a condition of approval."
2. **Incentive.** Negotiated density bonus; contracts for lower taxes in exchange for allowing public trail rights.
3. **Donation.** Gifts; acquisition of tax delinquent properties.
4. **Purchase.** Fee, or less-than-fee.

Trails are proposed over private lands surrounding existing and future parks to connect residential communities with the parks and with each other. In the approval of development projects trail easements should be guaranteed as a condition of approval: trail easement dedications can be credited against the recreation contributions required by the Quimby Act.

42 Expansion of Trail System

Opportunities to expand the extent and use of the trail system, should be explored and implemented.

The trails system should be expanded by contracts with owners or private open space lands such as the Boy Scout Camps, the Salvation Army, churches, Nature Conservancy, and others. The proposed trails system map indicates connector trails to areas beyond the Santa Monica Mountains: a route to the Santa Susanna Mountains via the Simi Hills and a link from Griffith Park to Elysian Park are examples.

Certain beaches could be opened to equestrian trail use during low-use seasons (fall, winter, and spring).

43 Citizens Participation

Citizens groups should participate in the planning, development and maintenance of trails.

Park users, particularly children, derive valuable recreational benefits from helping with their parks and trails. Volunteer participation in the building and maintenance of trails may be cost effective; materials and equipment are the primary costs. Agency budgets should ensure funds for citizens participation in all phases--planning, construction, and upkeep.

Objectives for Trails Functions and Design

The following functions were considered as objectives when laying out the Trail System Map for the Trails Element. These same functions should be considered when adding bicycle trails and local connecting trails to the system.

A. Trails should function to:

1. Connect residential areas to recreational amenities and link those amenities to each other--mountain parks to beaches, county parks to state parks, etc.
2. Accommodate a variety of recreation needs--hiking, jogging and competition foot races, leisure equestrian use and endurance rides, bird watching, picnicking and sight seeing.
3. In addition, accommodate educational and cultural needs and preserve and highlight historic features.

4. Provide a diversity of emotional and sensual experiences, adventure, and opportunity for the visitor to experience the sights, sounds, smells of the mountains. Afford opportunities for handicapped, elderly, and the very young.

B. Design criteria should assure that:

1. Trails will be buffered from adjacent development:
 - a. Major Feeder Trails should include a 100 yard or more corridor, where possible, in effect, making the trail a linear park.
 - b. Secondary Trails and neighborhood trails should have easements of at least 20 feet.
2. Trails will be unobtrusive and compatible with the natural terrain.
3. The park user should have a wilderness experience where possible.
4. Trail routing on easements across private lands should be flexible enough to mutually benefit the land owner and the public.

C. A system of bikeways should:

1. Link populated areas to the Mountains Park, to public and private recreation and open space areas, and to beaches.
2. Serve as recreation and transportation.
3. Link schools to communities.
4. Accommodate all levels of cyclists.
5. Connect with existing and future bike trails in other areas.

D. Bikeways design criteria should assure that:

1. Bike paths are separated from automobile and pedestrian traffic and are 8-12 feet wide.
2. Bike lanes are designated by a stripe on existing and future roads. (Bike lanes are 8 feet maximum width or as narrow as 4 feet where width is restricted such as under a bridge.)
3. Bike routes are paved, on a wide shoulder, with signs alerting the auto traffic to the cyclists. Shoulders must be clean, smooth, and as wide as possible.

PUBLIC SERVICES AND FACILITIES ELEMENT

Sanitary Landfills

The study of sanitary landfills in the Santa Monica Mountains leads to two basic conclusions: (1) The economic, environmental, and recreational resources of the Santa Monica Mountains will suffer if existing landfill operations continue and if new operations are started; and (2) The regional economy and air quality will suffer if existing sanitary landfill operations in the Santa Monica Mountains close prior to having reached capacity and if no alternatives are instituted. Should all landfilling activities cease in the Santa Monica Mountains, the impacts on Los Angeles County would be far-reaching.

44 Prohibition of New Landfills

No new sanitary landfill sites should be planned or operated in the Santa Monica Mountains. Sites currently designated for future sanitary landfills, but currently not in use, should be incorporated into the regional open space network. (These sites are Main Mission Canyon, Rustic Canyon, and Sullivan Canyon.)

The recreational and environmental resources of the Santa Monica Mountains would be diminished if new sanitary landfill sites were put into operation. Not only would the natural setting of the sites change completely, but the heavy truck traffic would cause disturbance, noise, and dust. Main Mission Canyon, although partly filled, is so close to residential neighborhoods that the potential of serious disturbance is very great. Rustic and Sullivan Canyons are still undisturbed, natural areas. Owing to their proximity to population centers, to Topanga State Park, and to Mulholland Scenic Parkway, they would make ideal additions to the open space network. These canyons are owned by the Los Angeles County Sanitation District and would have to be purchased or otherwise secured as public open space.

45 Continued Use of Landfills

Existing sanitary landfills at Calabasas and Canyon No. 8 should be allowed to continue, subject to local permit conditions but not expanded beyond the permitted capacity.

Closing existing landfill sites would cause a shortage of sites in the next few decades because other sites would fill sooner than expected. Any alternative programs need time for planning and will probably not become fully effective during the life of the two existing sites. In addition, Calabasas is a site for toxic materials (Class 1 site), of which only three exist in the region.

46 Alternate Methods for Solid Waste Disposal

Alternatives to sanitary landfills should be implemented. Mandatory source separation and energy recovery should be required in areas served by the Los Angeles County Sanitation Districts.

Source separation, one of many alternatives, is the best short-run solution to landfills. New technology is not required and programs in other parts of the County indicate that source separation can be successful. Pilot programs for other alternatives, such as resource recovery, should be implemented to test their feasibility.

Sewage Disposal and Treatment

47 Sewage Capacity Expansion

Improvements to raise treatment capacity should be made only to accommodate the increased population in the areas recommended for development in the Land Use Element. In no case should the expansion exceed the capacity necessary to serve the projected population and businesses as determined by the Land Use Element.

The Land Use Element indicates significant growth in certain parts of the Mountains. To accommodate this growth, the capacity of certain facilities will undoubtedly need expansion. These facilities include schools, water and sewage services, etc. Special service districts should not play the lead role in determining future land uses, as can happen when capacities are intentionally over- and under-designed. This policy ensures that the general purpose governments implementing this Plan will control future growth.

48 Use of Reclaimed Water

Every attempt should be made to use the reclaimed water from sewage treatment facilities for domestic and agricultural purposes, including but not limited to dual-water systems, irrigation of greenbelts and parks, and farming. Public health regulations should be reexamined for the purpose of permitting the use of reclaimed water for these purposes.

Water is a scarce resource in Southern California. As the reclaimed water from sewage treatment plants represents a source of water which already exists, its reuse will reduce the dependence on imported water from Northern California and conserve water and energy in general. Use of reclaimed water may represent a substantial savings to the consumer.

49 Acquisition of Spray Fields

Sanitary districts should acquire and secure the necessary lands for spray fields to dispose of the reclaimed water which cannot be used for dual-water systems, irrigation, and farming.

While every attempt should be made to use reclaimed water, it is probable that reclaimed water will still need to be disposed of in a manner other than through creek discharge. The excess water may come from developments which cannot reasonably be expected to install dual-water systems. This excess will have to be disposed of on spray fields.

50 Review of Regulations to Allow Alternate Disposal Methods

Public health regulations should be reexamined for the purpose of allowing alternative sewage disposal methods.

Alternate sewage disposal methods may save energy, water, and treatment plant capacity. They may also provide a solution where septic systems do not work. Current public health regulations may not allow the use of alternate methods. They should be reexamined to permit their use, subject to reasonable health standards.

ECONOMIC ELEMENT

Implementation of the Santa Monica Mountains Comprehensive Plan will have a number of economic and financial consequences and impacts. Based on findings from the Williams-Kuebelbeck and Associates study prepared for the Commission in November, 1978, and from other Commission studies, the Economic Element identifies and deals with these issues.

The Williams-Kuebelbeck and Associates study, Economic Evaluation of Alternative General Plans for the Santa Monica Mountains, evaluated two basic Plan alternatives:

1. The Composite Plan, which is a compendium of existing General Plans and planning policies in the Santa Monica Mountains now enforced by the City of Los Angeles, the County of Los Angeles, the City of Thousand Oaks and the County of Ventura.
2. The Santa Monica Mountains Comprehensive Plan, which was evaluated with Phase I park acquisitions (4,500 acres) and with Phase I and II park acquisitions (37,000 acres).

Primary emphasis in this study was directed to a comparative analysis which identifies the major differences in the potential economic impacts generated by the alternative plans. The key findings of the study are presented in the following table which lists the major costs and benefits of the Santa Monica Mountains Comprehensive Plan compared to the Composite Plan. These cost and benefit differences were calculated for the years 1980 through 2029.

The cost/benefit table included in this Element reflects the Commission's revisions to the Consultant's Economic Study to show a more accurate discounting of public revenue loss and lower park acquisition costs which will result from the Federal government's policy to not purchase already developed property.

The significant conclusion drawn from the cost/benefit table is that the **benefits are expected to exceed the costs** for both the low intensity and high intensity recreation development plans.

Findings

1. Benefits of Comprehensive Plan implementation flow to a variety of audiences—local, regional, state and national.
2. The Comprehensive Plan provides economic benefits which are at least equal to the cost of preserving and conserving the Santa Monica Mountains resource.

Summary

COMPARISON OF BENEFITS AND COSTS
SANTA MONICA MOUNTAINS COMPREHENSIVE PLAN

Net Present Values
Expressed in Millions of 1978 Dollars *

<u>Benefits</u>	<u>High Intensity Recreation</u>	<u>Low Intensity Recreation</u>
Recreation User	\$ 88.8 - \$118.3	\$ 80.6 - \$106.6
Capital Facility Savings	6.9	6.9
Transportation Savings	16.9	15.1
Fire Exposure Reduction	<u>25.9</u>	<u>25.9</u>
Total	\$138.5 - \$168.0	\$128.5 - \$154.5
 <u>Costs</u>		
Open Space Acquisition:		
Phase I	\$24.1	\$24.1
Phase II	55.6	55.6
Open Space Development	6.5	4.6
Open Space Operations/Maintenance	21.8	19.3
Property Tax Losses	5.8	5.8
Net Reductions in Land Value	<u>16.0</u>	<u>16.0</u>
Total	\$129.8	\$125.4

Source: Williams-Kuebelbeck and Associates, Inc., amended by the Santa Monica Mountains Comprehensive Planning Commission. This Summary Table differs from a similar table in the final WK&A Economic report (November 22, 1978), in that the estimated cost for Open Space Acquisition was amended by correcting the Assessor's market data by a factor of 2.25.

*Discounting reflects the fact that a dollar received or spent today is worth more than a dollar received or spent in the future. The purpose of discounting is to express the future costs and benefits in the current value of the dollar. Costs and benefits were calculated for 1980-2029.

3. The Comprehensive Plan provides significant economic benefits which are not easily measured with reliable precision by present economic methods. Achieving these benefits (such as scenic view preservation) are widely recognized to be desirable objects of public policy.
4. The Comprehensive Plan yields greater economic benefits from resource preservation than does the Composite Plan.
5. Proposition 13 limits the amount of property tax revenue that will be available to local jurisdictions. Competition for use of these funds to implement the plan will increase.
6. Available evidence shows that since passage of Proposition 13, development, particularly in the Mountains, will not generate enough property tax revenue to cover the costs of municipal services previously financed by the property tax.
7. The value of the Mountains resource to property owners and users will increase with the passage of time, as alternative recreation areas outside the Mountains are converted to non-recreation uses, as access to other recreation areas becomes more costly, as population increases in Southern California and as programs for park acquisition and recreation facilities are implemented.
8. Certain public agencies may experience minor reductions in property tax income because of acquisition of property called for in the Comprehensive Plan.
9. Employment in the Mountains area will be greater under the Comprehensive Plan than under the Composite Plan because of additional recreation related jobs. The reduction in housing development called for under the Comprehensive Plan would result in a transfer of construction jobs to other parts of the metropolitan region.
10. The number of additional housing units provided in the Mountains will differ insignificantly under both plans until 1990. Thereafter the buildout of the Composite Plan will yield more housing units than the Comprehensive Plan.

Additional Housing Units

	<u>By 1990</u>	<u>At Build-Out</u>
Composite Plan	25,924	63,075
Santa Monica Mountains Comprehensive Plan	20,193	38,131

11. Under either plan, housing in the Mountains will be priced higher than the regional average. This is the result of the higher development costs (due to engineering, grading and construction practices required to safely cope with hillside terrain), high demand for choice mountain lots and limited land supply.

12. Use of the Mountains for housing rather than open space would not significantly increase the supply of middle and lower income housing. High demand by upper income households and high development costs would remain, even if land supply constraints were removed.
13. Housing opportunities for moderate income families exist in certain parts of the Mountains--specifically, in those sections of the Mountains adjacent to developed flatland areas. Reduction of overall densities in order to preserve the Mountains resources does not presume a reduction of the availability of housing opportunities for moderate income families.
14. Changes in land values will depend on location; lands near public parks as well as most development parcels will probably increase in value. Remote land without services and good access may lose some of its speculative value. Where the Comprehensive Plan proposes density reductions, land with good access, especially if located in the path of development, may be reduced in real value.
15. Land value changes resulting from plan implementation are insignificant as a percentage of the total Mountains area property value, although individual properties may be significantly affected.
16. The Commission has the power to make reasonable land use recommendations consistent with the rights of property owners. The Comprehensive Plan is not intended to alter the rights of property owners under the Constitution of California or of the United States.

51 Implementation Financing

Financing of plan implementation should distribute costs as closely as possible in proportion to benefits received.

It would be inequitable for today's local residents to pay for the entire cost of a resource of demonstrated value to future generations, and to the State and the United States population. Likewise persons benefiting from government services provided to development in the region should pay their fair share. Costs of plan implementation should be equitably shared between potential local, state, and national beneficiaries of the resource, and between present and future users.

52 Rapid Land Acquisition

Wherever possible, land acquisition should be accelerated.

Delay in land purchase will lead to increased acquisition costs. The limited availability of close-in land of high amenity value in southern California and the increased demand from both United States and international buyers, escalate asking prices and values in the Santa Monica Mountains.

Early land acquisitions would also reduce the waiting time and uncertainty to private land owners whose land will eventually be acquired.

53

Accessibility

Access to and use of the recreation resources should be made available to all segments of the public.

Certain population groups, the elderly, the handicapped, the poor and the young, are at a disadvantage in getting access to and using recreation areas. A number of methods should be considered to improve their opportunities, including transit between the Mountains and population centers and advance reservation systems as used in other state and national parks.

54

Operations and Maintenance

Plan financing should include adequate provision for ongoing operation and maintenance costs.

Particularly in the case of a sensitive natural resource such as the Mountains, operation and maintenance funds are required to achieve the most public benefit. Maintenance and enforcement, to ensure that environmental features are not degraded, and that hazards are minimized, are important parts of the resource preservation effort. An adequate preservation program should provide for replenishment of the resource values after partial depletion by recreation use.

55

Moderate Income Housing

Moderate-income housing should be provided in low-constraint areas, near employment centers.

Government has the responsibility to compensate for the private market by providing low- and moderate-income housing, and, where this can be done, government should use every possible means to assure that a reasonable supply of this housing is available where it is most needed. In implementing this policy the following methods can be used:

1. Provide state and federal housing subsidies;
2. Grant density bonuses or other incentives to developers in return for providing moderate-income housing;
3. Require the construction of some moderate-income housing units in larger projects (10% to 15% of the total number of units are usually required in this type of ordinance);
4. Relax some development standards which are amenities rather than necessities;
5. Waive some fees;
6. Make government land available to developers who contract to provide medium-price housing; and,
7. Encourage rehabilitation of deteriorating structures.

In high-constraint areas, there should be no reduction of environmental standards. To the extent that encouragement of moderate-income housing depends on the relaxation of standards (such as ornamental landscaping) or increased density, these measures should only be considered where the provision of this housing will not harm the natural resources of the Mountains.

Although the need for providing moderate-income housing is recognized, the most effective way to fulfill this need on a regional basis may not involve the Santa Monica Mountains. Land prices and land development costs in the Mountains are relatively high compared to many other areas of the greater Los Angeles metropolitan areas. Public transportation is limited and there are few jobs for low- and moderate-income persons. These conditions create a generally unfavorable condition for the private market to provide low- and moderate-income housing.

56 Compensation

Plan should be implemented with sensitivity and concern for property owners whose development potential has been reduced.

The Constitution of both the United States and the State of California protect property owners against the taking of their property without just compensation. Property owners do not have a right to prior systems of planning and zoning. Pre-existing use, not expectations as to future uses, are protected by the law. If public policy requires changes in potential land use and densities, land values may also change as a consequence.

The public sector should attempt to mitigate these value changes to the degree possible with regulations and limited funds, but does not have the responsibility to compensate to the full extent of prior expectations.

57 Bond Repayment

Plan implementing agencies should study whether local governments ability to meet bond repayment schedules is negatively affected by Plan actions.

Acquisition programs may negatively impact some jurisdictions more than others, as previously taxable property is removed from the rolls. This will be more a factor with smaller units of government, most noticeably special districts.

58 Alternative Revenue Sources

Financing of the plan should include a broad range of revenue sources, including but not limited to taxes on property.

Proposition 13 limits local government ability to finance open space and recreation through the property tax. However, user charges and other mechanisms are available under state law. They should be used, in effective combination, to distribute costs of implementation across all classes of benefited users.

IMPLEMENTATION ELEMENT

Alternatives

Both state and federal law require that the Commission identify the agencies that should be responsible for implementing the Comprehensive Plan. In arriving at an implementation strategy, the Commission considered an array of options:

Alternative One: Local Development Approval; Santa Monica Mountains Conservancy Commission. Total local and existing state agency implementation of the regulatory aspects of the Plan with a Santa Monica Mountains Conservancy Commission, modeled after the Coastal Conservancy. Such a conservancy would use partial acquisition strategies for plan implementation where federal or state park acquisition is inappropriate and local regulatory powers infeasible or impractical.

Alternative Two: Local Development Approval; Santa Monica Mountains Conservancy Commission; Limited Monitoring and Reporting Function. Total local and existing state agency implementation of the regulatory aspects of the Plan, as in Alternative One, a Conservancy Commission, and limited local government plan implementation monitoring. This would take the form of review and comment on major projects and monitoring of local plan changes to ensure compatibility with the objectives of the National Parks and Recreation Act.

Alternative Three: Local Initial Development Approval; Appellate Review by a Santa Monica Mountains Agency combined with Conservancy Functions. Local government and existing State agencies would have primary regulatory responsibility, but a new agency would have power to hear and determine appeals from local decisions in certain cases. Conservancy functions would be merged with this new agency although care would have to be taken to separate land purchase from regulatory activities.

Alternative Four: Development Approval by New Santa Monica Mountains Agency; Separate Conservancy Commission. Regulatory aspects of the Plan would be administered by a new permit agency, similar to the Coastal Commissions, with a conservancy function delegated to a new agency or to the existing Coastal Conservancy.

Preferred Alternative

After much discussion and consideration the Commission selected Alternative Two, but specified that the Conservancy should have oversight and monitoring functions to call to the Legislature's attention local government failure to implement the Plan.

59

Santa Monica Mountains Conservancy

A Santa Monica Mountains Conservancy should be established to:

- A. Acquire options or less-than-fee interests in lands designated by the plan as desirable parklands;
- B. Acquire agricultural land by fee or less-than-fee in order to continue agricultural land uses in the Santa Monica Mountains;
- C. Award grants to local agencies to restore areas of the Santa Monica Mountains which, because of scattered ownership, poor layout, inadequate open space, or incompatible land uses, are damaged; and,
- D. Acquire by fee or less-than-fee important scenic areas to existing or proposed public parks in the Santa Monica Mountains.
- E. Overview and monitor to call to the Legislature's attention any local government failure to implement the Plan.

The existing State Coastal Conservancy provided a partial model for this policy. The State Coastal Conservancy could work in cooperation with an independent Santa Monica Mountains Conservancy in planning for acquiring parks and in assembling lots in small-lot subdivisions. The Commission recommends a minimum funding of \$10 million.

60

State Park Acquisition Program

The State of California should immediately acquire lands already authorized by the California Legislature and additional areas to:

- A. Fill out existing state parks and protect critical watersheds and important views.
- B. Acquire additional state park units meeting the demand for intensive, as well as natural recreation.
- C. Acquire, as part of the State's Urban Parks Program, significant scenic, recreational, and natural open spaces with good access, close to population centers.

These immediate state acquisitions, referred to as Phase I acquisitions, include purchasing the most urgent and desirable additions to the existing park system and establishing new parks where none exist. These acquisitions were selected to achieve a reasonable geographical balance between the eastern and western parts of the Mountains and to provide new opportunities for intensive recreation and for resource conservation. Because of the high demand for recreation close to the urban core, this policy places priority on land close to population centers. Chapter IV describes in detail all Phase I acquisitions.

61**Less Than Fee Acquisition**

A less than fee acquisition program should be implemented by the Santa Monica Mountains Conservancy, the Coastal Conservancy and the National Park Service in accordance with the Less Than Fee Acquisition Program described in Chapter IV.

62**National Recreation Area Funding**

Congress should fully fund the Santa Monica Mountains National Recreation Area according to the five year authorization schedule in Public Law 95-625, The National Parks and Recreation Act of 1978.

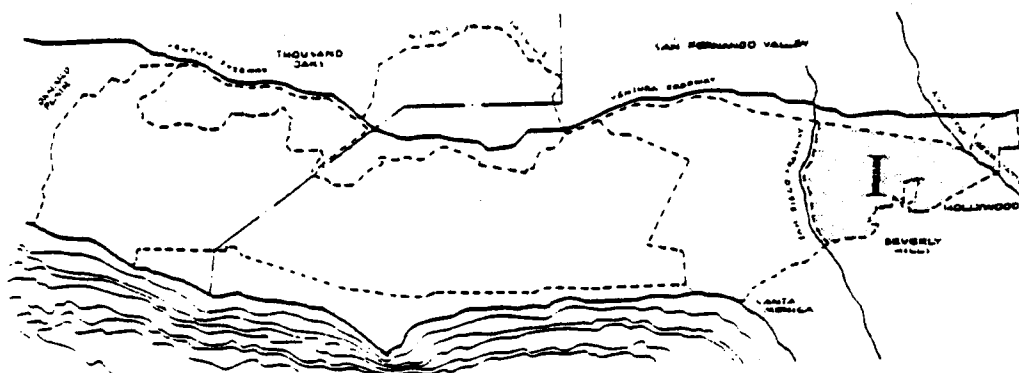
Inflation in the real estate market in the Los Angeles metropolitan area is among the highest in the country. Between 1973 and 1978, the annualized inflation rate for homeownership (Consumer Price Index) was 23% higher in the Los Angeles area than the U.S. average for metropolitan areas.

CHAPTER III: SPECIFIC AREA RECOMMENDATIONS

The Santa Monica Mountains have been divided into six planning areas for more detailed recommendations. These areas are: (1) City of Los Angeles East of San Diego Freeway; (2) City of Los Angeles West of San Diego Freeway; (3) The Agoura Vicinity and Simi Hills; (4) The Interior of the Mountains in Los Angeles and Ventura Counties; (5) The City of Thousand Oaks; and, (6) the Coastal Corridor. As discussed in the Introduction, no specific land use recommendations have been prepared for the Coastal Corridor.

Subarea I: City of Los Angeles East of San Diego Freeway

Population:	1977 Estimate	60,319
	1990 Santa Monica Mts. Plan Estimate	61,469



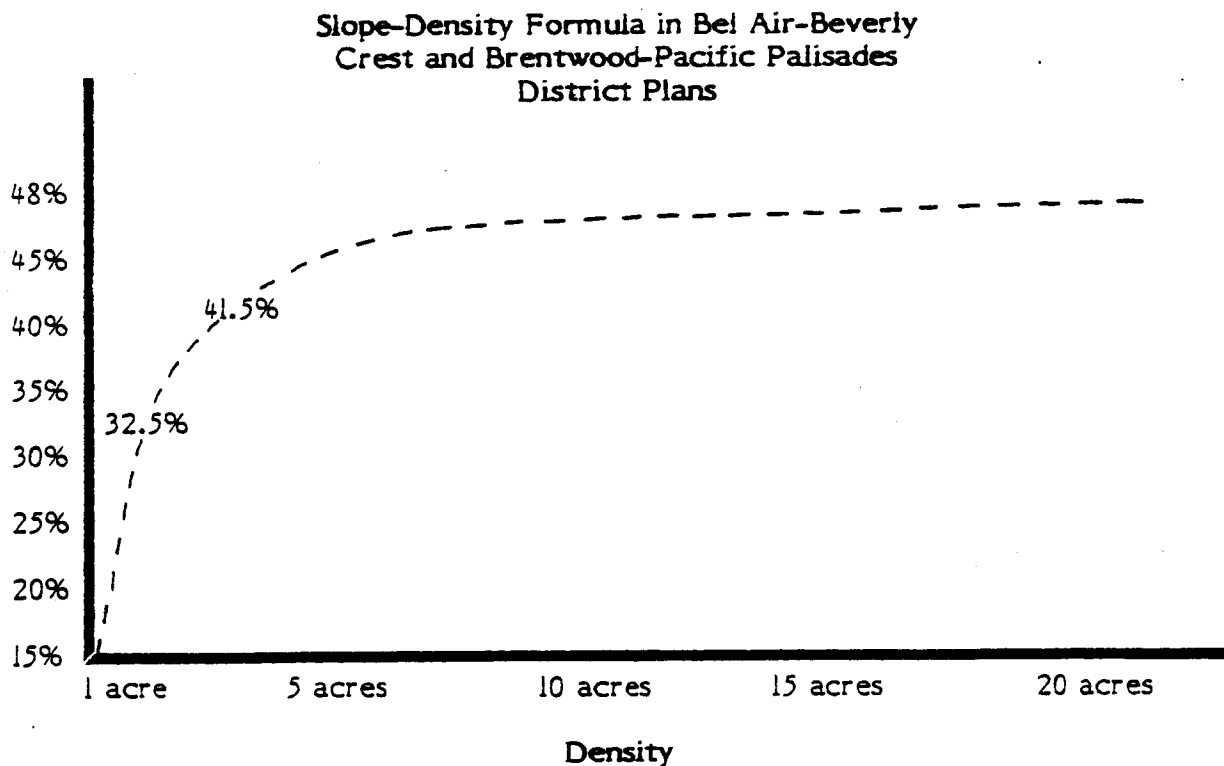
This predominantly residential subarea includes the City's District Plan for Beverly Crest-Bel Air and portions of the District Plans of Sherman Oaks-Studio City and Hollywood. The Commission's major planning objectives in this subarea are to establish substantial public parks with adequate access (discussed in the Recreation Section) and to maintain the quality of the current low-density residential areas. In line with the latter goal, grading ordinances should be adopted to protect the land from excessive grading and removal of brush.

Densities in the Beverly Crest-Bel Air District Plan are subject to a slope-density formula in areas designated as "minimum density." Approximately 3,580 acres of residential land are designated as minimum density (1-to-2 acres per dwelling unit); this acreage amounts to about 37% of the entire residential land in the District Plan. The minimum density areas are found mainly between the San Diego Freeway and Stone Canyon Reservoir and between Beverly Glen Boulevard and the Franklin Reservoirs. Under this formula, the density will be reduced on slopes of 15% or over. The lowest density will be reached at 48% slope when 20 acres are required per dwelling unit.

Subarea I: Recommendations

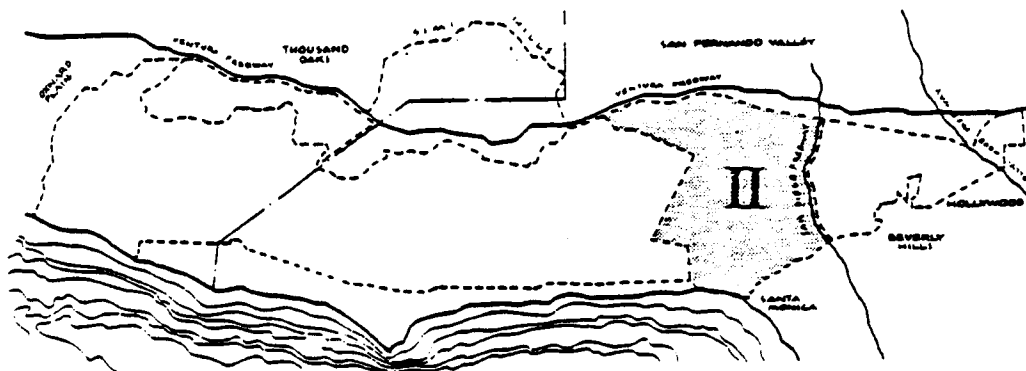
1. Grading ordinances should be adopted to protect the land from excessive grading and removal of brush.
2. The "Beverly Crest-Bel Air" formula should be applied to all land designated "minimum density" in the City District Plans and the Franklin Canyon Zoned District within the Santa Monica Mountains.

A slope density formula will reduce the need for extensive grading by decreasing density as the slope increases. Lower densities allow the clustering of development on flatter, more accessible land not requiring excessive grading and may result in shorter and narrower roads. Reducing the number of public buildings and services required by high density development will indirectly lower the need to grade.



Subarea II: City of Los Angeles, West of San Diego Freeway

Population:	1977 Estimate	69,827
	1990 Santa Monica Mts. Plan Estimate	76,787



Like Subarea I, the principal planning objectives for Subarea II are to protect the residential quality of the area and preserve the natural resources.

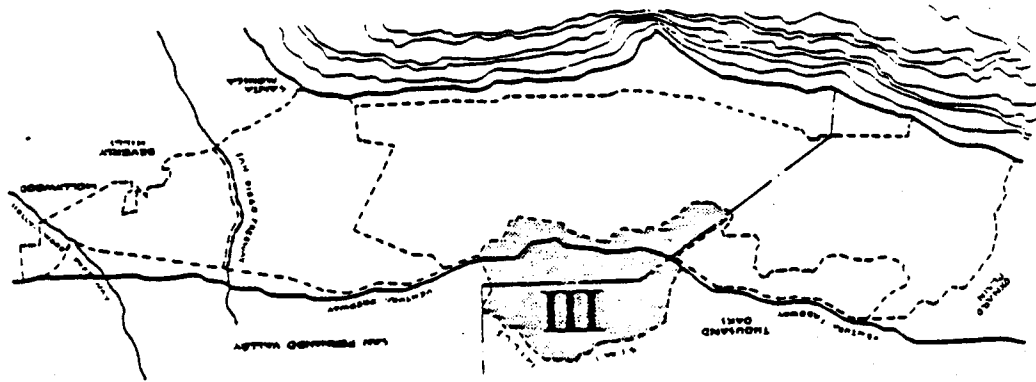
Approximately half of Subarea II is already in public ownership, including Topanga State Park, Rustic and Sullivan Canyons, and the Mission Canyon landfill site. About half of the private land remains undeveloped. Existing densities range from 2 acres per dwelling unit in the interior canyons and ridges to about 7 dwelling units per acre in the flatter, more accessible areas in Tarzana-Encino.

Subarea II: Recommendations

1. Grading ordinances should be adopted to protect the land from excessive grading and removal of brush.
2. The "Beverly Crest-Bel Air" formula should be adopted and applied to the entire subarea where the District Plan designation of "minimum density" applies. The formula is presently not applied in the District Plans of Canoga Park-Winnetka-Woodland Hills and Encino-Tarzana. The areas in the Brentwood-Pacific Palisades District Plan presently exempted from the formula should be reclassified to "minimum density" and become subject to the formula.

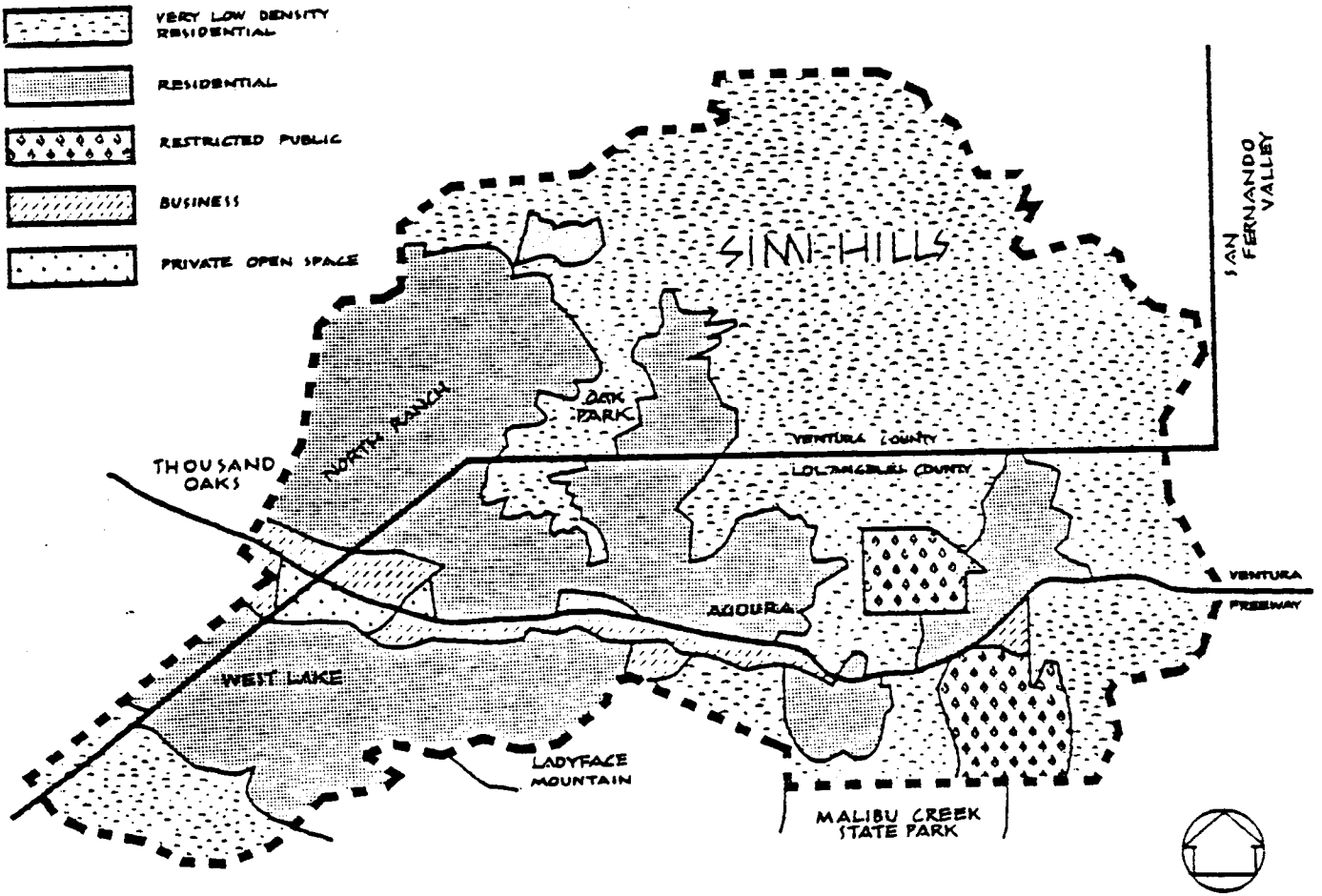
Subarea III: The Agoura Vicinity and Simi Hills

Population:	1977 Estimate	18,356
	1990 Santa Monica Mts. Plan Estimate	34,716



This subarea includes the Agoura and Westlake vicinity in Los Angeles County, the Simi Hills portion of Ventura County, and a section of the North Ranch in the City of Thousand Oaks. A major objective in the planning area is to allow existing and future residential, commercial, and industrial tracts to become a harmonious community while each retains a distinct identity and is defined by natural areas separating them from one another where the steeper slopes dictate. Also, greenbelts should separate the Agoura area from adjacent, large urban concentrations. The area has already attracted a number of "clean industries"; this trend should be supported and encouraged. The Commission proposes that commercial development be allowed in a total of approximately 897 acres. Large regional shopping centers already exist in San Fernando Valley and in the City of Thousand Oaks. Therefore, the shopping facilities recommended for the Agoura area will be primarily for local or neighborhood needs.

The Ventura Freeway serves as the major transportation artery. Several roads exit from the freeway and run north and south. There is no complete network of east-west roads connecting the various neighborhoods nor is it anticipated that a well developed system will ever be physically or economically feasible. Most public services are available or can be extended, with the possible exception of sanitary sewage treatment. Schools are presently filled to capacity. A new school district was recently created to serve the existing and future population in the Oak Park area of Ventura County.



SUBAREA III : THE AGOURA VICINITY AND SIMI HILLS

The area is relatively free of natural constraints. Much of this land is on relatively flat slopes (less than 20%) along the Freeway, Kanan Road, Chesebro Road, in the Westlake area, and along Las Virgenes Road. These favorable conditions have already attracted several large developments, such as Westlake, Lake Lindero, and Oak Park. There are, however, several areas with serious constraints within the subarea, generally on steep high ground. These should be kept at rural densities, so that they provide greenbelt separations between the residential neighborhoods. Examples are the hills between Liberty Canyon and Las Virgenes Road and the hills between Oak Park and upper Lindero Canyon.

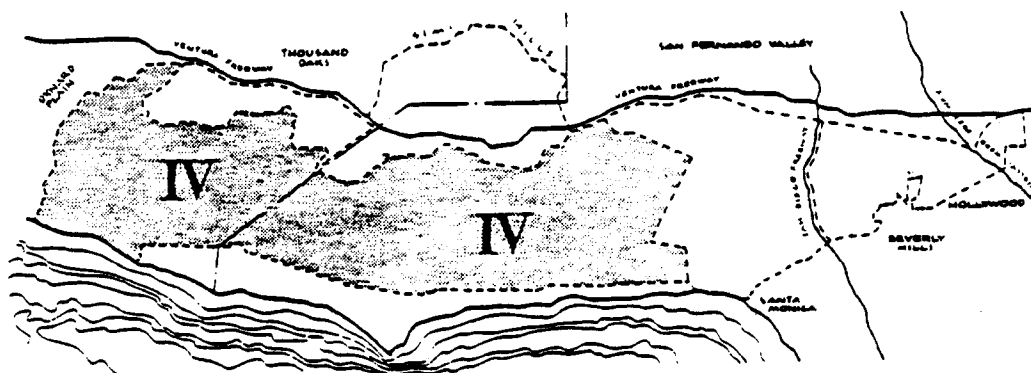
Presently Agoura is cluttered with a variety of large signs and billboards along both sides of the Ventura Freeway. The resulting visual blight lowers the residential and commercial quality of the area. This becomes apparent when the Agoura area is compared with Thousand Oaks and Westlake where signs and billboards are under much stricter control. Subarea III recommendations will allow a strong community with several, distinct neighborhoods divided by greenbelts or low-density rural sections. The feeling of overcrowding and total development would be avoided and the sense of community strengthened.

Subarea III: Recommendations

1. Central Agoura should have planned growth for a community with a strong sense of identity and with opportunities to live and work in the same area.
2. Residential neighborhoods should be developed with densities ranging from 1-to-5 dwelling units per acre in the flat portions, and in selected locations, townhouses and apartment densities should be allowed.
3. On the edge of the relatively dense residential areas, lower densities should be required (1-to-5 acres per dwelling unit) because two constraints are prevalent. Developments should be clustered away from serious hazards.
4. Residential densities should be further reduced in the more remote sections, generally in the canyons and on the ridges proposed as greenbelts for the Agoura-Simi Hills community.
5. Better standards for sign control and procedures to phase out billboards should be adopted for this area.

Subarea IV: The Interior of the Mountains in Los Angeles and Ventura Counties

Population:	1977 Estimate	18,614
	1990 Santa Monica Mts. Plan Estimate	25,614



This is the largest and least developed subarea, the heart of the Mountains, reaching from the westerly boundary of Topanga State Park to the Oxnard Plain. It is bounded on the north by the Agoura-Simi Hills subarea and Thousand Oaks and on the south by the Coastal Corridor. The planning options are still open because development is concentrated in a few, relatively small places. Therefore, the Commission's recommendations can and will have a more far-reaching effect on the future of the Mountains than in the other subareas. The natural resources and scenic beauty can and should be preserved. If California fails to take this opportunity, the loss of the natural openness of the Mountains will be sorely felt by future generations. Conservation, open space, compatible recreation, and rural densities are, therefore, the major land uses recommended for the interior Mountains.

In some existing small communities development should be allowed by in-filling at the ~~prevailing~~ density, provided that the road network and urban services have the necessary capacity. The feasibility of expanding existing commercial services or establishing new commercial areas should also be investigated. In principle, commercial services to fulfill the residents' daily needs are to be encouraged.

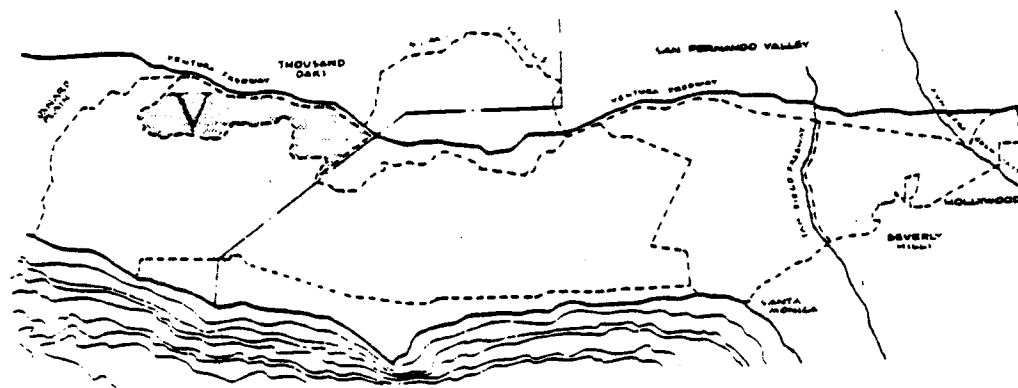
In the more remote portions of this subarea, clustering should be the preferred development pattern. However, in Ventura County, the Commission finds that due to the existing base level of low-density zoning (10-40 acres per unit), the lack of adequate water and road service, and the need for large building sites for septic systems, clustering is not appropriate for this area. In the remainder of this subarea where services exist, cluster development is appropriate. Clustering will reduce hazardous grading for access roads, allow wildlife to move freely in the recommended wildlife network, and at the same time preserve the rural character of the land.

Subarea IV: Recommendations

1. Retain existing private open space. For example, the Commission recommends that an agreement can be made with the Salvation Army Camp and the Boy Scouts Camp east of Point Mugu State Park to give the public the right of first refusal if the property is sold. The agreement should also provide for trail easements through these properties and stipulate that no development take place.
2. Detailed plans for the existing communities within the interior of the Mountains (Calabasas, Topanga, Monte Nido, Malibu Lake, and Sherwood Lake) should be prepared in cooperation with neighborhood groups.
3. Most private land in this subarea should be devoted to low-residential use (from 5-to-40 acres per dwelling unit). In areas where slopes are generally less than 33% and the constraints are less severe, 5-to-20 acres per dwelling unit are recommended.
4. Media Creek Valley should be used for grazing and other agricultural uses, combined with low-density residential development. The feasibility of bringing treated water from the Tapia Plant to this valley for irrigation should be investigated.

Subarea V: The City of Thousand Oaks

Population:	1977 Estimate	23,275
	1990 Santa Monica Mts. Plan Estimate	53,470



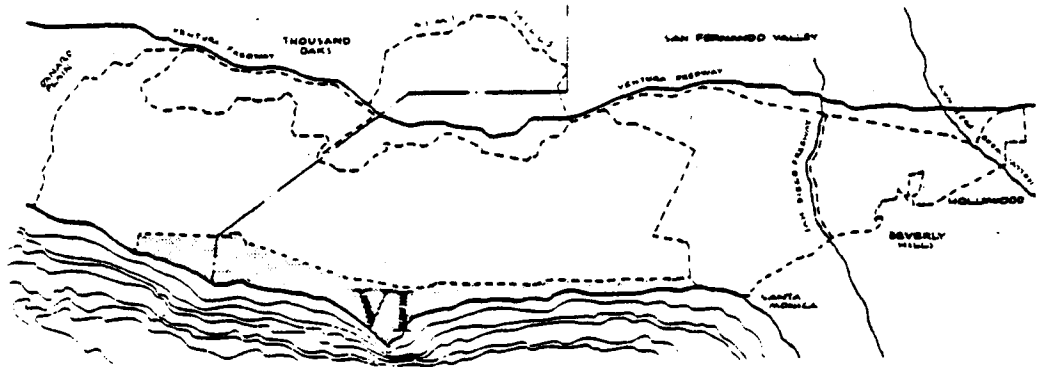
Newbury Park and the western section of Westlake Village fall within the Commission's planning zone. Both these areas are included in the General Plan for the City of Thousand Oaks.

Subarea V: Recommendations

1. Commercial and industrial uses are recommended south of the Ventura Freeway as indicated in the Thousand Oaks General Plan.
2. Residential densities ranging from 1-to-5 units per acre are recommended for most of the area.
3. Very low densities are recommended for the Danielson Ranch and portions of the Broome and Dos Vientos Ranches.
4. Along the ridge towards Hidden Valley, open spaces and the low-density residential development are recommended.

Subarea VI: Coastal Corridor

Population:	1977 Estimate	15,685
	1990 Santa Monica Mts. Plan Estimate	22,500



This subarea covers the entire coastline from Topanga State Park to Calleguas Creek in Ventura County. No specific land use recommendations have been prepared for the Coastal Corridor, but Local Coastal Programs should be reviewed for their impact on the remaining portion of the Santa Monica Mountains. The 1990 population estimate was derived from the proposed Los Angeles County Plan and adopted Ventura County Plan.

CHAPTER IV: LAND ACQUISITION: FULL FEE AND LESS THAN FEE

FULL FEE ACQUISITION PROGRAM

The following park acquisition proposals result from detailed study by the Commission and its staff, extensive comment from the Citizens' Advisory Committee, data compiled through past studies of the Santa Monica Mountains, as well as public testimony in a series of hearings held in Malibu, Thousand Oaks, Agoura, Calabasas, Studio City, Downtown Los Angeles, and West Los Angeles. The summary tables in this report derive from computerized information assembled by the Commission staff from the Los Angeles County and Ventura County Assessors' Offices.

The acquisitions in the Commission's total program have been broken into two phases: the first recommended for immediate state acquisition and the second as part of a National Recreation Area.

Phase One acquisitions were selected to:

1. Fill out existing state parks in the Santa Monica Mountains so as to ensure protection of park watersheds, important scenic views, and areas necessary for the ecological integrity of the parks.
2. Acquire additional state park land suitable for intensive as well as natural recreation so as to better meet regional recreation demand.
3. Acquire significant scenic, recreational, and natural open spaces with good access and in proximity to population centers as part of the State's Urban Parks Program.

A factor weighing heavily in the decision to recommend an area for immediate acquisition was the impending development of the parcel. In no case, however, is purchase proposed as a substitute for land use regulation. The objectives of the first phase program cannot be obtained by anything less than full fee public ownership.

Phase Two recommendations were selected to provide for the purchase of a large portion of the Santa Monica Mountains for landscape and scenic area preservation, maintenance of Significant Ecological Areas, and natural recreation with compatible recreational support facilities.

Funding and Acquisition Costs

The Commission's recommended acquisitions in Cahuenga Peak, Runyan Canyon, the Cross-Mountain Park, North Benedict Canyon, and Caballero Canyon were all funded in AB 1054 (Berman) subject to federal reimbursement.

The areas within the coastal zone recommended for First Phase acquisition (the Backbone Trail, Malibu Creek State Park Viewshed Additions and Stunt Ranch) have been funded from the Nejedly-Hart State, Urban, and Coastal Park Bond Act Program as provided in the 1979-80 budget.

The remaining First Phase acquisitions—Saddle Rock Ranch and Potrero Valley—are not currently pending before the Legislature, but should be embodied in separate legislation. Although the Saddle Rock Ranch does not appear to be in immediate threat from development, it is prime park land and should be added to the state park system in the near future. Potrero Valley, on the other hand, may be subdivided and developed unless urgency legislation is passed to purchase the area for public use and enjoyment.

Phase Two acquisitions should be purchased by the federal government as part of the Santa Monica Mountains National Recreation Area.

The staff's estimates of acquisition costs derive from County Assessors' market value corrected by a factor of 2.25 to reflect recent sales of comparable parcels. 1978 dollars are used.

SUMMARY TABLE OF ACQUISITIONS
BY JURISDICTION AND FUNDING LEVEL

Source: County Assessment Parcel Data File

	<u>Acreage</u>	<u>Staff Estimate of Acquisition Cost</u>
Ventura County		
Phase One	320	4,470,479
Phase Two	10,932	22,745,429
Subtotal:		
Ventura County	11,252	27,215,908
 Los Angeles County Unincorporated Area		
Phase One	3,621	8,345,994
Phase Two	25,615	72,421,692
Subtotal:		
Los Angeles County Unincorporated Area	29,236	80,767,686
 City of Los Angeles		
Phase One	1,392	16,764,312
Phase Two	89	693,486
Subtotal:		
City of Los Angeles	1,481	17,607,798
 Phase One Total	 5,333	 29,580,785
Phase Two Total	36,636	95,860,607
 <u>Grant Total</u>	 41,969	 125,441,392

Source: Market value data comes from Assessors' Offices of Ventura and Los Angeles Counties. Staff estimates use the total market value from the Assessors' Offices, multiplied by a correction factor of 2.25 to reflect actual sales and experience of comparable parcels. These are 1978 estimates and reflect a further increase of between 7 and 18 percent over 1977 values to account for inflation.

SUMMARY TABLE: THE COMMISSION'S PHASE ONE ACQUISITION PROGRAM

FUNDED:					Appropriation	
Area	Acreage					
Backbone Trail, Malibu Viewsheds in Coastal Zone, Stunt Ranch ₁	2,922			\$ 5,567,000		
Malibu Creek State Park Mulholland Viewshed	260			1,100,000		
Cross Mountain Park, Runyan Canyon, Caballero Canyon, North Benedict Canyon, Cahuenga Peak ₂	<u>1,238</u>			<u>14,750,000</u>		
Subtotal: Funded	4,420			\$ 21,417,000		
UNFUNDED:						
	Parcels	Acreage	Market Land Value	Market Value of Improvements	Total Market Value	Staff Estimate of Acquisition Cost (1978) ⁴
Malibu Viewsheds	1	40	29,000	0	29,000	\$ 69,817
Temescal Area	2	154	655,764	123,100	778,864	1,609,177
Saddle Rock Ranch	9	399	524,100	108,800	632,900	4,470,479
Potrero Valley	<u>2</u>	<u>320</u>	<u>1,774,000</u>	<u>0</u>	<u>1,774,000</u>	<u>2,014,312</u>
Subtotal: Unfunded	14	913	2,982,864	231,900	3,214,764	8,163,785
Total Phase One Acquisition Program: <u>5,333</u>						\$ <u>29,580,785</u>

1. Precise parcels within this acquisition are on file with the State Department of Parks and Recreation.
2. Precise parcels within this acquisition are on file with the State Department of Parks and Recreation and the City of Los Angeles.
3. Funding subject to federal reimbursement, as provided in AB 1054 (1979).
4. Based on 1977 Market Value Data from County Assessor's Office multiplied by a correction factor of 2.25 and then increased 7 to 18 percent for inflation.

SUMMARY TABLE OF ACQUISITIONS BY ACQUISITION UNIT

Source: County Assessment Parcel Data File

	Parcels	Acreage	Market Land Value	Market Value of Improvements	Total Market Value	Staff Estimate of Acquisition Cost
Phase Two:						
Fryman Canyon	4	89	261,200	0	261,200	693,486
Tuna Canyon	52	912	1,355,400	147,800	1,503,200	3,924,087
Saddle Peak Area	192	2,394	4,148,408	102,800	4,251,208	11,106,590
Solstice Canyon	100	2,688	3,766,200	538,600	4,304,800	10,928,950
Malibu Canyon	292	6,925	6,410,900	62,700	7,033,600	17,879,241
Cheeseboro-Palo Comado Canyons	21	4,341	2,769,040	2,500	2,771,540	6,899,228
Zuma-Trancas Area	288	8,660	6,833,200	69,400	6,902,600	16,848,695
Pt. Mugu-Leo Carrillo Area	482	10,627	9,696,016	1,530,920	11,226,936	27,580,330
Subtotal: Phase Two	1,431	36,636	35,240,364	3,014,720	38,225,084	95,860,607

Source: Market value data comes from the Assessors' Offices of Ventura and Los Angeles Counties. Staff estimates use the total market value from the Assessors' Offices, multiplied by a correction factor of 2.25 to reflect recent actual sales and experience of comparable parcels. These are 1978 estimates which reflect a further increase of between 7 and 18 percent over 1977 values to account for inflation.

**PHASE ONE ACQUISITIONS
PROPOSED FOR IMMEDIATE STATE PURCHASE**

CAHUENGA PEAK

Acreage: 311 acres

Area with slopes less than 20%: 10 acres

Description: Rolling grasslands and prominent rock outcroppings, many with views of Lake Hollywood. These parcels would extend Griffith Park west to connect the Mulholland Scenic Parkway and open the eastern Mountains to the many persons served by the Hollywood Freeway. The addition would complement the adjacent 105 acres recently authorized for park purchase by the City of Los Angeles Park and Recreation Commission. The Cahuenga Peak acquisition as detailed herein is specifically intended to include that parcel as shown on map #4 and commonly known as the "Sayre property" and "Gibson Property."

Major use: Trail corridor from Mulholland Drive to Griffith Park, landscape and scenic protection.

Ecological significance: Area houses chaparral and grassland habitats.

Relationship to other park units: Directly west of Griffith Park and north of Lake Hollywood and surrounding public lands.

Access: Hollywood Freeway, Barham Boulevard, Mulholland Drive, trails from Griffith Park.

Recommended by: Griffith Park Citizens' Advisory Committee, Friends of the Santa Monica Mountains, Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission.

RUNYAN CANYON

Acreage: 132 acres

Area with slopes less than 20%: 17 acres

Description: This area is sometimes referred to as the Huntington-Hartford Estate, and all references to the Huntington-Hartford Estate in prior Commission documents should be understood to refer to Runyan Canyon. Runyan Canyon reaches from Mulholland Drive to Franklin Avenue in Hollywood, an area of high-density apartments. The small amount of flat land can be used very

economically because its proximity to population centers and transit lines reduces the need for extensive parking areas. Portions of the estate are well landscaped, including some walkways which would make the area readily useable, particularly for the many elderly residents in the neighborhoods. The estate borders on Wattles Garden Park; thus, the properties could be combined to form a larger park unit. Most of the estate is formed by narrow canyons and ridge lines, which are excellent for hiking and horseback riding. The higher elevations offer magnificent views of Hollywood and downtown Los Angeles.

Major use: Intensive recreation and landscape preservation. An arboretum could be established to house the many exotic trees and plants that exist there.

Ecological significance: Undisturbed canyon contains chaparral and associated wildlife.

Relationship to other park units: Fronts a small portion of the Mulholland Scenic Parkway and, in part, borders Wattles Gardens Park.

Access: Mulholland Drive and Fuller Avenue.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Los Angeles City Department of Parks and Recreation, Citizens' Advisory Committee on the Mulholland Scenic Parkway.

CROSS-MOUNTAIN PARK

Acreage: 484 acres total
 120 acres in Doheny Ranch
 232 acres in Beverly Summit Property
 132 acres in Wilacre Estate

Area with less than 20% slope: 120 acres total
 10 acres in Doheny Ranch
 100 acres in Beverly Summit Property
 10 acres in Wilacre Estate

Description: The Cross-Mountain Park links three Phase One acquisitions with existing public lands to form a park of over 1,000 acres accessible to major, high-density residential areas in the heart of the metropolitan region. Arrangements must be made with the Department of Water and Power to permit recreational use of the reservoir sites. The lower reservoir is not used for water storage at the present time and the Department is currently studying potential public uses of the area.

The combined parcels offer an amazing variety of vegetation, land forms, and views. There is level land for intensive recreation on the Beverly Summit property, on the lower portion of the Wilacre Estate at Fryman Canyon Road, on the Doheny Ranch, and in Coldwater Canyon Park. Reasonably level paved roads on the lower reservoir site are good bicycle routes; along the valley bottom on the reservoir sites and on the Doheny Ranch, large trees offer shade for hikers.

The former Doheny Ranch has a flat canyon bottom with pleasant riparian vegetation. It has potential for a variety of recreational opportunities. Because the Ranch lies between the reservoir sites, the type of use will be constrained to that compatible with protection of the reservoir.

The Wilacre Estate, north of Mulholland Drive, and west of Laurel Canyon Boulevard, has a variety of vegetation and land forms; most of the site is relatively steep, usable primarily for hiking and horseback riding. This site would form the northerly entrance to the Cross-Mountain Park.

About 100 acres of the Beverly Summit property have been partly graded in the past in preparation for a proposed development, providing flat land for a variety of intensive recreational facilities. Access can be provided directly from Mulholland Drive.

The type of recreation on the Upper and Lower Franklin Canyon Reservoir sites must be compatible with their primary use for potable water storage. These strategically located sites, however, are an important link in the Cross-Mountain Park.

Coldwater Canyon Park, which includes the former fire station at Mulholland Drive and Coldwater Canyon, would connect Upper Franklin Reservoir and the Wilacre Estate. In addition, there is a large parking area and an environmental education center operated by the California Conservation Project.

Major use: Much of the Beverly Summit property has been graded and can support most forms of recreation with little environmental impact. Wilacre Estate and Doheny Ranch will be used for some active recreation, but their primary use will be landscape preservation and natural recreation.

Ecological significance: The Wilacre Estate contains a woodland of excellent quality on the north slopes, including walnut trees, as well as chaparral. The Doheny Ranch has riparian vegetation and grassland areas. Both are wildlife habitat areas.

Relationship to other park units: The three units of the Cross-Mountain Park, when combined with existing public ownerships, Coldwater Canyon Park and the two reservoir sites in Franklin Canyon, would form a continuous park from Laurel Canyon Boulevard to Beverly Hills, spanning the Santa Monica Mountains from north to south.

Access: Laurel Canyon Boulevard, Coldwater Canyon Road, Franklin Canyon Road, Mulholland Drive.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Bureau of Outdoor Recreation, Office of Councilman Joel Wachs, Los Angeles Department of Parks and Recreation, Citizens' Advisory Committee to the Mulholland Scenic Parkway.

NORTH BENEDICT CANYON

Acreage: 177 acres

Area with slopes less than 20%: 7 acres

Description: North Benedict Canyon has an unusual concentration of vertebrate marine fossils from seas that once covered the area some 38 million years ago. The canyon offers significant educational opportunities. Mostly very steep, there is some level ground for a walk-in picnic site near the access from Mulholland Drive. The canyon has been listed by the Citizens' Advisory Committee on the Mulholland Scenic Parkway as a potential vista point with trail connections to the San Fernando Valley.

Major use: Landscape preservation and paleontological park. This area is unique as there is an abundance of fossils in the sedimentary rock layers. This is one of the best sites in the Santa Monica Mountains for fossil collecting.

Ecological significance: A canyon with chaparral and some riparian vegetation, this is one of the last remaining undisturbed canyons for wildlife in the eastern portion of the Santa Monica Mountains.

Relationship to other park units: Fronts the Mulholland Scenic Parkway.

Access: Mulholland Drive and Hollyline Avenue.

Recommended by: Office of Councilman Joel Wachs, Citizens' Advisory Committee on Mulholland Scenic Parkway, Los Angeles City Environmental Quality Board, and the Federation of Hillside and Canyon Associations.

CABALLERO CANYON

Acreage: 134 acres

Area with slopes less than 20%: 45 acres

Description: Caballero Canyon is recommended as an ideal northern gateway to Topanga State Park, accessible to the heavily populated San Fernando Valley via Reseda Boulevard which continues into the canyon as a dirt road connecting with Mulholland Drive. The lower portion of the Canyon has level land suitable for camping and other intensive recreation activities as well as trail head parking and an equestrian center.

Major use: Staging grounds for Topanga State Park and surrounding areas owned by the Los Angeles County Sanitation District, including Rustic and Sullivan Canyons as well as the Encino Reservoir watershed. The lower portion of Caballero Canyon has room for parking and active recreational facilities.

Ecological significance: This area was declared a Significant Ecological Area by the Los Angeles County Department of Regional Planning and is in the wildlife network. It consists primarily of chaparral, with some riparian vegetation along canyon bottoms.

Relationship to other park units: Adjacent to Topanga State Park and partly in the Mulholland Scenic Corridor.

Access: Freeway interchange less than 3 miles north of canyon entrance via Reseda Boulevard.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Los Angeles City Department of Parks and Recreation, Bureau of Outdoor Recreation, Citizens' Advisory Committee on the Mulholland Scenic Parkway, Tarzana Homeowners' Association.

TEMESCAL AREA

Acreage: 154 acres

Area with slopes less than 20%: 30 acres

Description: This consists of two separate areas. The first area is a portion of the Presbyterian Conference Grounds north of Sunset Boulevard in Pacific Palisades, along Temescal Creek. The second area is the ridgeline between Santa Ynez Canyon and Temescal Canyon. The Conference Ground property is highly useable for intensive recreation. This property could be purchased and leased back to the Presbyterian Synod for continued private recreational use, with adequate access for the public, sensitive to the resources of the canyon, through the property. The ridge acquisition has an existing fire road that is currently a widely used trail linking directly into Topanga State Park.

Major use: View protection from Topanga State Park, and trail access to Topanga State Park; recreational uses in the Conference Grounds area.

Ecological Significance: Most of the acquisition is within a Significant Ecological Area as designated by the Los Angeles County Department of Regional Planning and is in the wildlife network.

Relationship to other park units: Conference grounds are directly south of Topanga State Park and ridge acquisition is directly west of Topanga State Park.

Recommended by: Citizens' Advisory Committee to the Santa Monica Comprehensive Planning Commission, Office of Councilman Marvin Braude, Pacific Palisades Homeowners Association, Friends of the Santa Monica Mountains.

STUNT RANCH

Acreage: 416 acres

Area with slopes less than 20%: 30 acres

Major use: Trailhead, outdoor education, landscape and ecological preservation. Portion of area is in the Mulholland Scenic Corridor.

Ecological Significance: Mapped as as Significant Ecological Area by the Los Angeles County Department of Regional Planning, and included in the wildlife network. Contains excellent grasslands, riparian, and oak woodlands with unusual species. Cold Creek is a year-round stream.

Relationship to other park units: South of Calabasas Peak acquisition, north of Backbone Trail and the Nature Conservancy Cold Creek Canyon Preserve.

Access: Mulholland Highway, Stunt Road.

Recommended by: Nature Conservancy

BACKBONE TRAIL RIGHT-OF-WAY FROM SADDLE PEAK TO MALIBU CREEK STATE PARK

Acreage: 768 acres

Area with slopes less than 20%: 18 acres

Description: The Backbone Trail right-of-way from Topanga Boulevard to Saddle Peak is already funded for acquisition and several parcels have been acquired. The proposed acquisition traverses rugged, north slope woodlands with cross canyon views of the scenic backdrop of Malibu Creek State Park and the picturesque community of Monte Nido. Part of the trail passes through a lush riparian woodland south of Piuma Road. Direct access from Piuma and Stunt Roads opens the possibility of shorter, less strenuous hikes through scenic areas. A hostel is planned for Saddle Peak.

Major use: Trail, scenic, landscape, and ecological preservation.

Ecological significance: The right-of-way contains some vital woodlands and chaparral. The site is close to many key ecological areas. Portions have been mapped as part of a Significant Ecological Area by the Los Angeles County Department of Regional Planning and are in the wildlife network. Wildlife includes mountain lions.

Relationship to other park units: Completes the backbone trail right-of-way from Malibu Creek State Park to Topanga State Park. Connects the Malibu Creek State Park area and the Saddle Peak Area.

Access: Piuma Road, Malibu Canyon Road, Cold Canyon Road, Stunt Road.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Bureau of Outdoor Recreation.

MALIBU CREEK STATE PARK SCENIC ADDITIONS

Acreage: 1,782 acres

Area with slopes less than 20%: 40 acres

Description: These additions, along the southern and western boundary of Malibu Creek State Park, are the minimum necessary to protect the most important scenic areas and watersheds of the Park. The southern ridge route of the Backbone Trail would be included in these purchases, significantly rounding out the Malibu Creek State Park. The Park would increase from 4,071 acres to about 6,034 acres. This acquisition would give public access to the ridgetop from Corral Canyon Road, enabling the public to enjoy outstanding views of coastal and interior areas, including Malibu Creek State Park.

Major use: Landscape, scenic, and ecological preservation. The Backbone Trail passes through this area.

Ecological significance: This is rugged, undisturbed land, with portions declared a Significant Ecological Area by Los Angeles County Department of Regional Planning. It is part of the wildlife network. The primary vegetation is chaparral and wildlife includes mountain lions. This area is essential to protect fragile riparian areas inside the park which contain rare and uncommon plants, including some of the largest ferns in the United States.

Relationship to other park units: Critical scenic areas and watersheds of Malibu Creek State Park.

Access: Corral Canyon Road and trails from Malibu Creek State Park and Backbone Trails.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Bureau of Outdoor Recreation, California Department of Parks and Recreation.

SADDLE ROCK RANCH

Acreage: 399 acres

Area with slopes less than 20%: 60 acres

Description: The Saddle Rock Ranch contains a variety of land forms useable for many recreational opportunities. There is sufficient level land for intensive recreation, with rugged mountains as a backdrop. Existing buildings, including barns and a residence, may become the core for a day camp or an equestrian center. Hiking and riding trails can extend into the steeper parts of the ranch.

Major use: Intensive recreation, existing facilities for camp or hostel. Landscape and scenic preservation.

Ecological significance: It contains substantial mountain grasslands which are habitat for birds of prey.

Relationship to other park units: Directly north of the Zuma-Trancas Canyon, a proposed Phase Two acquisition. The Ranch is in Mulholland Scenic Corridor.

Access: Mulholland Highway, Westlake Boulevard, Kanan-Dume Road.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Citizens' Advisory Committee to the Mulholland Scenic Corridor, Bureau of Outdoor Recreation, Ventura-Los Angeles Mountains and Coastal Study Commission.

POTRERO VALLEY

Acreage: 320 acres

Acreage with slopes less than 20%: 100 acres

Description: Gentle rolling hills provide the opportunity for many forms of recreation. The acquisition contains three archeological sites, thus is appropriate for the site of a Chumash Cultural Center. It provides a scenic route to the back country of Point Mugu State Park, as well as planned facilities in the Park for the fast-growing urban areas of Thousand Oaks and the Oxnard Plain.

Ecological significance: The area contains grasslands and chaparral, with associated wildlife. Portions of the acquisition are in the Sycamore Canyon watershed which drains into Point Mugu State Park.

Relationship to other park units: Directly north of Point Mugu State Park.

Access: Potrero Road, Reino Road, trail access from Point Mugu State Park.

Recommended by: Chumash Indians, Homeowners' Association, City of Thousand Oaks, Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission.

**PHASE TWO ACQUISITIONS
PROPOSED FOR PURCHASE AS PART OF
FEDERAL OR EXPANDED STATE PROGRAM**

FRYMAN CANYON

Acreage: 89 acres

Area with slopes less than 20%: 2 acres

Description: Fryman Canyon is a small canyon in the eastern portion of the Santa Monica Mountains east of Coldwater Canyon Park. The base of the canyon contains a level area suitable for a trailhead. A fire road crisscrosses the canyon almost to Mulholland Drive. A large portion of the canyon is visible from Mulholland Drive.

Major use: Landscape and ecological preservation and scenic protection.

Ecological significance: This is a steep, chaparral-covered canyon with year-round stream and riparian woodlands.

Relationship to other park units: Directly south of Wilacre Estate in Cross-Mountain Park, part of the Mulholland Scenic Parkway.

Access: Fryman Canyon Road, fire road crisscrosses canyon almost to Mulholland Drive.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Citizens' Advisory Committee on the Mulholland Scenic Parkway, Office of Councilman Joel Wachs.

SADDLE PEAK AREA

Acreage: 2,394 acres

Area with slopes less than 20%: 10 acres

Description: The Saddle Peak area consists of three separate subareas. The first surrounds Saddle Peak, one of the highest points in the Mountains. It is characterized by steep, rocky ridges with sweeping views of the coastal slopes and the Cold Creek drainage. The second subarea surrounds Calabasas Peak, a northward projection of the Saddle Peak ridge, which rises abruptly from Cold

Creek. A fire road climbs to the summit of Calabasas Peak from Stunt Road. The third subarea is the steep, largely inaccessible, terrain south of Hondo Canyon.

Major use: Scenic, landscape, and ecological preservation. Portion of area is in Mulholland Scenic Corridor. The Backbone Trail passes through this area.

Ecological significance: Cold Creek has been declared a Significant Ecological Area by the Los Angeles County Department of Regional Planning. Cold Creek and Dark Canyon are part of the wildlife network. Cold Creek contains year-round stream and unique riparian woodland and Calabasas Peak contains a golden eagle nesting site.

Relationship to other park units: Directly east of Malibu Creek State Park. Linked to Topanga State Park by the Backbone Trail.

Access: Mulholland Highway, Stunt Road, Cold Canyon Road, Piuma Road.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Citizens' Advisory Committee to the Mulholland Scenic Corridor.

TUNA CANYON AREA

Acreage: 912 acres

Area with slopes less than 20%: 5 acres

Description: Tuna Canyon is a steeply rising coastal canyon which begins just west of Topanga Canyon. The lower portions near Pacific Coast Highway have steep and rugged walls. Tuna Canyon Road twists from Pacific Coast Highway to the community of Fernwood.

Major use: Landscape and ecological preservation.

Ecological significance: Tuna Canyon has been declared a Significant Ecological Area by the Los Angeles County Department of Regional Planning. It is part of the wildlife network and contains unusual riparian woodlands.

Relationship to other park units: Directly west of Topanga State Park and directly north of Pacific Ocean.

Access: Pacific Coast Highway, Topanga Canyon Boulevard, Tuna Canyon Road.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Bureau of Outdoor Recreation.

MALIBU CREEK STATE PARK AREA

Acreage: 6,925 acres

Area with slopes less than 20%: 90 acres

Description: The Malibu Creek State Park Area actually consists of three separate subareas: the first is the lower portion of Malibu Canyon, including Malibu watergap. Though most of this canyon consists of rock-strewn, steep canyon walls, the scenic backdrop of Malibu Canyon Road, there are several acres of flat land at the southern end of the Canyon, approximately three-quarters of a mile north of Pacific Coast Highway. The second subarea consists of the lands surrounding Castro Peak, one of the highest peaks in the Mountains. This area is characterized by steep terrain covered by heavy chaparral, interspersed with spectacular rock outcroppings. It also includes some lands directly south of Mulholland Highway, which are the level flood plains of Triunfo Creek. The third subarea consists of rolling hillsides directly north of Malibu Creek State Park. These hills include watershed areas of the park with lovely examples of Valley Oak Savannah.

Major use: Landscape, ecological, and scenic preservation. Malibu Canyon will serve as a trail link to Malibu Lagoon State Park from Malibu Creek State Park. Areas suitable for intensive recreation lie south of Mulholland and west of Malibu Lake.

Ecological significance: Malibu Canyon has been declared a Significant Ecological Area by the Los Angeles County Department of Regional Planning and is part of the wildlife network. Malibu Canyon contains an excellent riparian woodland and has year-round streams which support trout and steelhead. Wildlife includes mountain lions.

Relationship to other park units: Just north of Malibu Lagoon State Park. East of Solstice Canyon area. Directly west of Saddle Peak area. Surrounds Malibu Creek State Park.

Access: Mulholland Drive, Malibu Canyon Road, Las Virgenes Road.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, and Bureau of Outdoor Recreation.

SOLSTICE CANYON AREA

Acreage: 2,688 acres

Area with slopes less than 20%: 40 acres

Description: Solstice Canyon is one of the few remaining coastal canyons almost free of development. A private road leaves Corral Canyon Road just north of Pacific Coast Highway and provides access to the lower portions of the canyon. The canyon includes the rugged slopes of Castro Peak, yet also includes open meadows and shaded woodlands.

Major use: Landscape and ecological preservation, camping and support facilities in lower canyon, beach-related recreation at coast.

Ecological significance: Most of this area is in the wildlife network. The Solstice Canyon watershed contains excellent and unusual riparian woodlands and has a year-round stream. Golden eagles nest in the canyon and mountain lions are found in the area. Primary vegetation is chaparral and sage.

Relationship to other park units: The Pacific Ocean and public beach are directly to the south. Malibu Creek State Park is directly north and Zuma-Trancas area is directly west.

Access: Pacific Coast Highway, Corral Canyon Road, Solstice Canyon Road.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission.

CHEESEBORO AND PALO COMADO CANYON AREA

Acreage: 4,341 acres

Area with slopes less than 20%: 380 acres

Description: The Chesebro and Palo Comado Canyon area is one of the only acquisitions north of the Ventura Freeway. This large area contains one of the best examples of Valley Oak Savannahs in the Santa Monica Mountains. It is directly north of the community of Old Agoura. Palo Comado and Chesebro Canyons include a portion of the Simi Hills, a rugged, boulder-strewn area. The area includes the southern face of Simi Peak, the highest point in the Simi Hills.

Major use: Intensive recreation at lower portion of canyons; primary use in the upper portion is landscape and ecological preservation.

Ecological significance: The southern portion of the canyons has been declared a Significant Ecological Area by the Los Angeles County Department of Regional Planning. The entire area is part of the wildlife network. It is one of the last remaining Valley Oak Savannahs in the Mountains. Mountain lions live here.

Access: Chesebro Road, Ventura Freeway.

Recommended by: Commission staff.

ZUMA-TRANCAS CANYON AREA

Acreage: 8,660 acres

Area with slopes less than 20%: 430 acres

Description: This area consists of a large portion of Zuma and Trancas Canyons, two of the least disturbed canyons in the Mountains. These canyons have steep walls covered with dense chaparral and wooded areas in the canyon bottoms. A substantial portion of flat land, dotted with Live Oak is included at the southern end of Zuma Canyon. The graded areas surrounding Trancas Lake and the Church of Perfect Liberty property provide useable flat land surrounded by rugged ridges.

Major use: Primary use will be ecological preservation. These are two sites suitable for intensive recreation: the Church of Perfect Liberty property and the flat land below Zuma Canyon.

Ecological significance: Zuma Canyon and La Sierra Canyon have been declared Significant Ecological Areas by the Los Angeles County Department of Regional Planning and are part of the wildlife network. Upper part of Trancas Canyon is also in the wildlife network. Trancas, Zuma, and La Sierra Canyons contain riparian vegetation. All are excellent wildlife habitats, including mountain lion range.

Relationship to other park units: Directly east of large park units around Point Mugu and Leo Carrillo State Parks. Directly south of Saddle Rock Ranch acquisition. Directly west of large park units in the central Mountains. The northern portion is in the Mulholland Scenic Corridor.

Access: Pacific Coast Highway from the south, Mulholland Highway, Encinal Canyon Road, and Westlake Boulevard from the west and north. Mulholland Highway and Kanan-Dume road from the east.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Bureau of Outdoor Recreation, Citizens' Advisory Committee on Mulholland Scenic Corridor, Western Foundation of Vertebrate Zoology.

POINT MUGU-LEO CARRILLO STATE PARK AREAS

Acreage: 10,627 acres

Area with slopes less than 20%: 420 acres

Description: This area consists of two separate areas. The first contains a sweeping portion of the western Mountains, including highly useable flat land in Hidden Valley and surrounding Lake Sherwood (including the picnic grounds), the rugged watershed of the Arroyo-Sequit, Triunfo Peak (one of the highest in the Mountains), and Carlisle Canyon. Within this large area are excellent examples of Valley Oak Savannah in Hidden Valley, the sheer wall of Boney Ridge south of Hidden Valley, and the heavily wooded areas of Carlisle Canyon and the Arroyo-Sequit. The second area consists of lands directly south and east of Point Mugu State Park, including watershed areas of the Park and portions of Little Sycamore Canyon. Some of the most spectacular views in the western Mountains are found in this area.

Major use: Scenic, landscape, and ecological preservation. Intensive recreation in Hidden Valley, Lake Sherwood Picnic grounds, and Carlisle Canyon. The Backbone Trail passes through here.

Ecological significance: Most of the area is in the wildlife network. The Arroyo-Sequit watershed supports steelhead and mountain lions with its excellent riparian habitat and year-round stream. Golden eagles live in this area.

Relationship to other park units: Directly west of Zuma-Trancas Canyon area and large park units in central portion of mountains. Directly north of Leo Carrillo State Park and east of Point Mugu State Park. The Mulholland Scenic Corridor covers a portion of this area.

Access: Potrero Road, Hidden Valley Road, Little Sycamore Road, Westlake Boulevard, Carlisle Road, Mulholland Highway, trails.

Recommended by: Citizens' Advisory Committee to the Santa Monica Mountains Comprehensive Planning Commission, Bureau of Outdoor Recreation, Citizens' Advisory Committee on the Mulholland Scenic Corridor.

LESS THAN FEE ACQUISITION PROGRAM

Introduction and Background

Section 507 (n)(2)(B) of the National Parks and Recreation Act of 1978 requests the Santa Monica Mountains Comprehensive Planning Commission to prepare a comprehensive plan including "a specific minimum land acquisition program which shall include but not be limited to, fee and less than fee acquisition of strategic and critical sites not to be acquired by the Federal Government for public recreational and other related uses . . ."

The Commission's full fee acquisition program is described in the prior section of this chapter. This section will identify other critical or strategic sites within the Santa Monica Mountains Zone where "less than fee" acquisition strategies could be applied. In addition to identifying these sites, this section will address several related issues:

- The Definition of Less than Fee Acquisition
- The Goals of a Less than Fee Program in the Santa Monica Mountains Zone
- Methods of Less than Fee Acquisition
- Costs and Benefits of a Less than Fee Program
- The Relationship between Less than Fee Acquisition and Regulation

The Definition of Less than Fee Acquisition

A less than fee acquisition is one involving a transaction of a portion of the rights of land ownership. Land ownership includes a whole "bundle of rights," including mineral rights, water and air rights, rights to control access on the property, and rights to current structures or current uses of the property. A full fee owner also has rights to the value from any additional development or division of the property that could be expected to be allowed by responsible regulatory agencies. The basis for a less than fee acquisition program is that this bundle of rights can be separated, with the private landowner retaining rights that are both productive and compatible with the public interest. The purchase of a less than fee interest by government provides the landowner an incentive for using his land in a manner consistent with public goals such as those stated below. In almost every instance, less than fee acquisition must be a voluntary transaction with a willing seller, otherwise condemnation costs, jury awards, and the costs of monitoring for possible violations may equal or exceed the costs of full fee acquisition. Although it may never be used, the agency making the purchase must have eminent domain authority in order for certain reinvestment tax advantages to accrue to the landowner. Condemnation is neither the preferred nor the expected method of less than fee acquisition in the Santa Monica Mountains.

The Goals of a Less than Fee Program in the Santa Monica Mountains Zone

This approach is very pertinent to the protection of National Recreation Area lands in the Santa Monica Mountains. As has been amply demonstrated, different parts of the Mountains ecosystems are highly interrelated; changes in one area may have serious consequences for habitat protection and recreational values in another. Lands that do not form a key National Recreation Area (NRA) resource in themselves may affect the viability of those areas at the core of the resource. Therefore, it becomes necessary to ensure that a compatible level of use exists on lands related to existing and proposed park acquisitions. A less than fee program can complement the use of regulatory measures to attain this goal. There are several specific instances where such an approach will be useful in the Santa Monica Mountains National Recreation Area.

First, a less than fee interest can be purchased to reduce the buildout density in areas affecting park acquisitions. This strategy is useful in areas where current land use is compatible with the NRA (e.g., a horse ranch, agricultural use, or low density residential development), and higher density buildout would destroy scenic values or park viewsheds, impede traffic access, or adversely affect habitat, particularly water quality, resulting in downstream pollution within recreational areas.

Second, a less than fee interest can be purchased to acquire the right to enter a property to provide access to an existing or proposed trail or park acquisition. This purchase would involve appropriate setback of any proposed development and payment for broad public access through the property.

Third, a less than fee interest can be purchased to preserve scenic areas adjacent to entry points to the NRA, to avoid impacts on park viewsheds where active recreational use is not required. Scenic or habitat protection easements can be purchased to transfer density out of a viewshed or a significant habitat to areas where conflicts with the Santa Monica Mountains NRA would be minimized.

In summary, a less than fee acquisition program can be used to reduce densities, provide access, protect views and protect habitat. As discussed below, this approach is designed to minimize cost to the public and to maximize retention of rights by the private owner, where direct public use is not required.

Methods of Less than Fee Acquisition

Four basic methods can be applied in this type of program. First, the public agency can purchase those rights which are vital to the public interest. The parcel can then be deed restricted and the remaining interests vest with the private owner. Purchase price would equal market value of the property minus the value of the rights remaining with the private owner.

Second, the public agency can purchase the full fee value of the property, put deed restrictions on the use of the property and resell to another owner. The advantage of this method is a more accurate estimate of the value of the purchased rights than through initial purchase of less than fee interest. The disadvantage is that the initial funding required by the public agency is higher. In addition, this method is only workable where the original owner is willing to sell all rights and does not wish to retain any ownership rights.

Third, the public agency would purchase a property in full fee and lease back the rights to current use of the property. In this case, the public would retain all rights to the property and lease use of the property in its current state to either the former owner or someone else.

Fourth, the public agency could purchase a property at full fee and lease back limited development rights to the former owner or someone else. This method would apply to a property that was suitable for less than fee acquisition and (1) has relatively high development value and little or no economic value in its current use; and, (2) could be developed at an intensity below that which could be attained through regulation without conflicting with the NRA.

Costs and Benefits of a Less than Fee Acquisition Program

As can be seen, the cost of a less than fee purchase will vary greatly according to: (1) the value of the right that is being purchased (development rights, access easement, scenic or habitat protection easement); (2) the value of the rights remaining to the private owner; and, (3) the method used to purchase rights. It will also vary depending on the specifics of the property involved and the nature of the negotiation process with landowners.

The extreme case, where a less than fee purchase would closely approach fee value is that where the development value is high, there is little or no economic value to current use of the property, and all future development rights are purchased. Prior studies indicate that in this case a less than fee purchase price would be approximately 80-90 percent of full market value of a property.

Clearly, the magnitude of funds to be made available for less than fee purchases would not be adequate if costs were consistently between 80 and 90 percent of full fee. Therefore, this extreme kind of purchase would only be made in the most critical instances. The less than fee program should emphasize properties with valuable current uses. Examples are properties in intensive agricultural production (as opposed to grazing), working horse ranches, private recreational facilities or low density, high value residential developments. Less than fee acquisition of these types of properties should be considerably less than 80-90 percent of full fee value.

Secondly, where current value is low and property is critical, the public agency can purchase only a part of the development rights. By leaving some development value to the property owner, the less than fee purchase price is also brought significantly below fee.

There are other aspects of cost, aside from the initial transaction, which make the less than fee approach beneficial. If a property is purchased in fee, the government must assume operations and maintenance costs (e.g., brush clearance) and liability insurance costs. In addition, the property in full public ownership is taken off the property tax rolls, thus not contributing economic income to local government. Depending upon the type of less than fee purchase the private owner usually keeps responsibility for maintenance and pays property taxes on the rights retained. Thus, this factor must also be added into the comparison of less than fee and full fee purchase of land.

The Relationship between Less than Fee Acquisition and Regulation

The most difficult policy question concerns the line where regulation stops and less than fee acquisition begins. Less than fee acquisition would be employed in situations where the desired use was of a lower intensity than surrounding uses or lower intensity than the capability of the land. Regulation would be used to deal with development at the land capability and at surrounding land use levels.

GUIDELINES FOR IDENTIFYING CRITICAL AND STRATEGIC SITES FOR THE STATE LESS THAN FEE ACQUISITION PROGRAM

The most basic guideline for identifying these areas is to consider only those areas not to be purchased by the Federal Government or State Parks agencies. Although for legal purposes according to National Parks and Recreation Act section 507(n) state grant monies can be used anywhere the Federal government will not acquire the land, for purposes of this report it will be assumed that Federal government will eventually acquire the area detailed on the public ownership map as finally published by the Secretary of the Interior on January 1, 1980, the preliminary copy of which was released May 9, 1979. Therefore, the State Grant Program will be assumed operative outside the "Public Ownership Area" designated on the preliminary map. Also excluded from the less than fee program are the Commission's Phase One acquisitions.

A second major area of exclusion would be those areas where use of local regulatory powers could implement policies of the Santa Monica Mountains Comprehensive Plan and provide adequate protection of resource quality and physical access to the National Recreation Area.

In addition to these two major exclusion criteria, several other criteria provide the basis for inclusion of critical sites.

Basis for Area Inclusion

The Federal Legislation states that only "strategic and critical sites not to be acquired for public recreation and other uses" be included in this less than fee acquisition program. With this base, sites included in this program are merited if reasonable private development would have one of the following impacts on the National Recreation Area.

A. Park Buffer Areas

(1) Viewshed of Public Recreation Areas

Intrusion into a critical viewshed from a public recreation area, including trails. An example would be extensive grading visible from a major recreation center as a result of development at an intensity too great to be compatible with the recreational site.

(2) Viewshed of National Recreation Area Entry

Intrusion into the viewshed of a major road gateway area into the National Recreation Area, or the viewshed of an entrance area into a component area of the National Recreation Area. An example would be where full development of a small lot subdivision within the viewshed of one of these two areas would result in visual impacts incompatible with the use of the National Recreation Area as a natural area (see Santa Monica Mountains Comprehensive Planning Commission, et al., Cumulative Impacts of Small Lot Subdivision Development in the Santa Monica Mountains Coastal Zone, January 1979).

(3) Watershed Impacts

Impacts in a watershed area that would diminish the natural and recreational values of a downstream portion of the National Recreation Area. The buildout of small lot subdivisions, for example, could severely impact water quality and the useability of downstream recreation areas in key areas in the National Recreation Area, e.g., Topanga and Malibu Creeks (see Santa Monica Mountains Comprehensive Planning Commission, et al., Cumulative Impacts of Small Lot Subdivision Development in the Santa Monica Mountains Coastal Zone, January 1979).

(4) Habitat Impacts

Damage habitat outside the National Recreation Area that would directly diminish habitat areas within the National Recreation Area. The buildout of many small lot subdivisions, for example, would destroy riparian vegetation and decrease water quality, both important components of the overall ecosystem of the National Recreation Area (see Santa Monica Mountains Comprehensive Planning Commission, et al., Cumulative Impacts of Small Lot Subdivision Development in the Santa Monica Mountains Coastal Zone, January 1979).

B. Intensify or Change a Compatible Use

Intensify or change an existing private land use in the National Recreation Area to a point where that land use would no longer be compatible with the recreation or resource protection in the National Recreation Area. An example would be the development of prime agricultural lands, development that would destroy the important low intensity buffer zone the agricultural land provided, along with the visual impact of the conversion of agriculture into developed land.

C. Recreational Use Areas Where Full Acquisition is Unnecessary

Most direct recreational uses will require outright acquisition of the property and this is generally the policy followed by the Comprehensive Plan. In a few instances, notably in securing trail corridors, the purchase of easements may be sufficient where surrounding development is compatible with trail use. Even for trails it is sometimes necessary to acquire in full fee to protect viewsheds where development options do not exist.

Priorities of Individual Projects

Within the following projects, the following system of priorities should be followed to fund projects as monies become available.

- (1) First priority should go to areas adjacent to or with key relationship to existing or proposed units of the National Recreation Area or State Park system.
- (2) Second priority should go to areas where private development will create traffic impacts that will interfere with public access to the National Recreation Area.
- (3) Third priority should go to areas where private development would have watershed impacts where quantitative data shows these impacts will have an adverse affect on downstream recreation areas.

The following sites are not listed in any priority order. Delineation of specific project priorities should be based on further project planning and the establishment of project regulations by the Santa Monica Mountains Conservancy following the three priorities listed above.

AREAS IN THE LESS THAN FEE ACQUISITION PROGRAM

The following general areas are the tentative critical and strategic sites to be included in the program. These areas meet the guidelines set forth above. This listing is tentative as the National Park Service public ownership may change until a final map is approved by the Secretary of the Interior on January 1, 1980. Areas presently included in the National Park Service public ownership designation but deleted on the final acquisition map should be evaluated for inclusion in the state's critical and strategic site program subject to the above described guidelines. After the description of the resources of each general area, the guidelines responsible for its inclusion is referenced.

Description of Areas

The Oxnard Plain and Ridge from Point Mugu Naval Air Station to the Ventura Freeway: This area was included to protect the important rural western edge of the Santa Monica Mountains from development in the Oxnard-Camarillo area. Several important scenic roads servicing the National Recreation Area begin their route into the interior of the Mountains by traversing this area, including the Ventura Freeway, Potrero Road, Pacific Coast Highway, and Las Posas Road which connects these routes. The area is now in major institutional use (Camarillo State Hospital) and in agricultural uses. Agricultural areas are presently under 10 year Williamson Act contracts, however, such contracts are now lagging and development is encroaching rapidly from the Ventura Freeway corridor. This area was included because it met the following criteria: Viewshed of National Recreation Area entry and intensify or change a compatible use (see pages 93 and 94).

Potrero Valley: Potrero Road, which is a scenic entry to the National Recreation Area from the Oxnard Plain, passes through this valley set against the prominent Boney Ridge portion of Point Mugu State Park. A major development is now pending on a critical portion of this valley. This area was included as a Viewshed of National Recreation Area Entry.

Hidden Valley: Hidden Valley is a highly scenic, unusual area where existing land uses (horse ranches) are compatible with the National Recreation Area, making it a high priority for inclusion in a less than fee acquisition program. This area was included because of the following criteria: Viewshed of National Recreation Area entry and intensify or change a compatible use.

Lobo-Carlisle Canyons and Ladyface Mountain: This area, highly visible from the important high speed roads serving the National Recreation Area, the Ventura Freeway and Kanan-Dume Road, provides a dramatic entry into the interior Mountains. Much of the existing land use is ranches, which are compatible with the National Recreation Area. Other areas could support future compatible private uses. This Commission has suggested the inclusion of portions of this area within the public ownership designation on the National Recreation Area public ownership map. If not included, these areas should be included within the State less than fee program. This area was included based on the following criteria: Viewshed of National Recreation Area entry and intensify or change a compatible use.

Cornell Valley Significant Ecological Area: This area, classified as a Significant Ecological Area, was included to prevent watershed and habitat impacts. In addition, this area is immediately accessible from the Ventura Freeway and visible from Kanan-Dume Road, both major gateways to the NRA.

Solstice-Corral Canyon Watersheds: These areas included to complete the watersheds of Solstice and Corral Canyons, to prevent watershed, habitat, and intrusion into a viewshed of a public recreation area impacts.

Ventura Freeway east of Las Virgenes Road: This area provides an open space corridor between the densely populated San Fernando Valley and the rapidly growing Agoura area, its oak-dotted hillsides providing a dramatic break and entry into the National Recreation Area. Favorable property ownership boundaries make scenic easement acquisition to maintain the corridor in its present use as cattle grazing an appropriate measure. This area was included based on the following criteria: Viewshed of National Recreation Area entry and intensify or change a compatible use.

Calabasas Landfill Buffer: Buffer areas surrounding the Calabasas Landfill will ensure that landfill operations do not unduly impact adjacent proposed use in Palo Comado Canyon and existing recreation uses. This is especially important as this landfill site is favorably located for a high intensity recreational tie-in between the Las Virgenes Valley and the Simi Hills. This area was included as a viewshed of Public Recreation Area and as an area where existing compatible uses will be intensified to the point of interfering with the National Recreation Area.

Cold Creek: This important scenic and ecological area has potential areas where less than fee acquisition and other similar strategies could preserve critical areas. This Commission has suggested the inclusion of portions of this area within the public ownership designation on the National Recreation Area public ownership map. If not included, this area should be included within the State less than fee program to prevent watershed and habitat impacts.

Malibu Canyon Viewsheds: This area, part of the viewshed of Pacific Coast Highway and the watershed of Malibu Canyon, was included to prevent watershed, habitat, and viewshed impacts.

Topanga Canyon: Like Cold Creek, there are potentially areas within the upper canyon where less than fee acquisition could ensure compatible private development. Topanga Canyon is one of the main mountain to beach entry points, and is an area adjacent to an existing state park. Little or no federal acquisition is proposed for this canyon, making it a high priority for state action. This area was included to prevent the following impacts: Viewshed of public recreation area, viewshed of National Recreation Area entry, and watershed and habitat impacts.

Redrock Canyon: This private recreation area was included to ensure future land use compatible with the unique geological formations of Redrock Canyon preventing viewshed impacts.

Mulholland Scenic Parkway: The importance of the Mulholland Scenic Parkway to the Santa Monica Mountains has been well documented. This parkway in the City of Los Angeles provides both an entry into the National Recreation Areas, as well as linking the parks proposed in the City of Los Angeles. Less than fee acquisition can be used to purchase portions of properties for view sites and other needed facilities. This area was included to protect a National Recreation Area entry.

Corbin-Caballero Canyons: Much of this area is currently being considered by the Los Angeles City Council for development. This important access point to the National Recreation Area should be preserved whether by donation or partial acquisition. This area was included to prevent the following impacts: Viewshed of public recreation area and viewshed of National Recreation entry.

Sepulveda Canyon Viewshed: A large portion of the western canyon and almost the entire eastern canyon are undisturbed. The steep ridges provide an important visual buffer between the heavily developed Los Angeles area and the San Fernando Valley. In addition, a fire road on the eastern ridge provides limited trail use with some good views of the city and mountain area. This area was included to protect the viewshed of a public recreation area.

Viewsheds of Cross-Mountain Park: This area completes the viewshed and watershed of the Doheny Ranch portion of the Cross-Mountain Park. This will prevent watershed, habitat, and viewshed from a public recreation area impacts.

Griffith Park Area: This area, the upland portion of Forest Lawn Cemetery, forms a scenic backdrop for the Ventura Freeway and Griffith Park. Its ownership as an unused part of the cemetery make less than fee acquisition appropriate, to prevent the following impacts: Viewshed of National Recreation Area entry and intensify or change a compatible private use.

Major Trail Corridors: Some of the major trail corridors identified by the Commission may require less than fee acquisition. For instance, the Summit to Summit Trail connecting the Backbone Trail to the San Fernando Valley may require a wider easement than can be secured through regulation. These corridors are included to secure recreational use where full fee acquisition is unnecessary.

Small Lot Subdivisions: Special strategies will be used to mitigate the impact of small lot subdivisions. The small lot problem is illustrated in a recent study of small lot subdivisions in the Los Angeles County portion of the Santa Monica Mountains, prepared by this Commission for the California Coastal Commission (see Santa Monica Mountains Comprehensive Planning Commission, et al, op. cit.). This study examines the cumulative impacts of total buildout of the approximately 7,000 lots under one acre in size in the unincorporated Los Angeles County area of the Santa Monica Mountains. Such a buildout would result in a number of adverse impacts, among them extreme traffic congestion on major recreational access roads, preventing reasonable access to the National Recreation Area. It may seriously affect water quality since the area is now served only by septic tank waster disposal systems and there are substantial limits to the ability of the area to absorb that much additional sewage disposal. Further, many of these subdivisions are positioned such that seepage into local creeks is possible, with resulting pollution of downstream creeks proposed as major areas for recreational use. These areas have been included to prevent the following impacts: Viewshed of Public Recreation Area, Viewshed of National Recreation Area Entry, Watershed Impacts, and Habitat Impacts.

A proposed strategy for the Mitigation of these problems is discussed in the "Santa Monica Mountains Conservancy Program," published by the Commission in June 1979.

APPENDIX A

RESOLUTIONS OF INTENT TO IMPLEMENT THE COMPREHENSIVE PLAN

City of Thousand Oaks

County of Ventura

City of Los Angeles

County of Los Angeles

CITY OF THOUSAND OAKS

RESOLUTION NO. 79-158

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF THOUSAND OAKS INDICATING ITS INTENT TO IMPLEMENT THE SANTA MONICA MOUNTAINS COMPREHENSIVE PLAN USING ITS EXISTING REGULATORY POWERS AND ENDORSING AN INDEPENDENT SANTA MONICA MOUNTAINS CONSERVANCY

WHEREAS, the Santa Monica Mountains Comprehensive Planning Commission has adopted a Comprehensive Plan for the Santa Monica Mountains area, a part of which falls within the City of Thousand Oaks and its Planning Area; and

WHEREAS, said Commission has requested the City Council of the City of Thousand Oaks to indicate its intent to implement the Santa Monica Mountains Plan using its existing regulatory powers and to endorse an independent Santa Monica Mountains Conservancy to assist local agencies where regulation is not practicable and federal/state park acquisition is not appropriate; and

WHEREAS, the City has reviewed the actions necessary to implement said Plan and the desirability of an independent Santa Monica Mountains Conservancy.

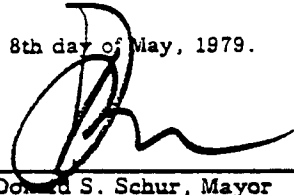
NOW, THEREFORE BE IT RESOLVED that the City Council of the City of Thousand Oaks hereby expresses its intent to implement the Santa Monica Mountains Comprehensive Plan by the following means:

1. Initiation of an amendment to the Circulation Element of the Thousand Oaks General Plan to delete the Moorpark Road/Westlake Boulevard connection, which amendment is hereby initiated;
2. Request of the Santa Monica Mountains Commission assistance in dealing with existing small lot subdivisions within and adjacent to the City of Thousand Oaks, specifically through the joint study agreed to with the Commission, and through actions of any future Santa Monica Mountains Conservancy, which request is hereby made; and-

- 3. Expression of intent to consider the density recommendations of the Santa Monica Mountains Plan for the Potrero Valley in conjunction with the pending Danielson Ranch and Dos Vientos Ranch Specific Plans.


BE IT FURTHER RESOLVED that the City Council endorses the legislation to create an independent Santa Monica Mountains Conservancy.

PASSED AND ADOPTED this 8th day of May, 1979.



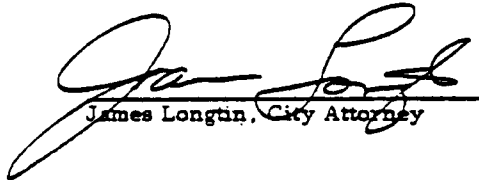
Donald S. Schur, Mayor
City of Thousand Oaks, California

ATTEST:



Velma S. Quinn, City Clerk
City of Thousand Oaks, California

APPROVED AS TO FORM:



James Longtin, City Attorney

APPROVED AS TO ADMINISTRATION:



Grant R. Brimhall, City Manager

COUNTY OF VENTURA

BOARD OF SUPERVISORS, COUNTY OF VENTURA, STATE OF CALIFORNIA

TUESDAY, JULY 24, 1979, AT 10:00 A.M.

VENTURA COUNTY BOARD OF SUPERVISORS

RESOLUTION NO. 222

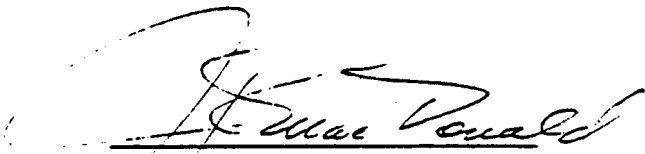
IMPLEMENTATION OF THE SANTA MONICA MOUNTAINS COMPREHENSIVE PLAN

WHEREAS, the Board of Supervisors has considered all oral and written testimony in this matter, and attached reports and addendums and amendments thereto; and

NOW THEREFORE IT IS RESOLVED, that the Board of Supervisors hereby agrees to implement the Santa Monica Mountains Comprehensive Plan using any regulatory powers now in effect and regularly in use by the County; and

FURTHER, the Board of Supervisors recognizes that inconsistencies between the Plan and the County's General Plan will be resolved between the County and the Santa Monica Mountains Commission according to the implementation program outlined in the Board of Supervisors transmittal dated July 24, 1979.

Upon motion of Supervisor Jones , seconded by Supervisor Eaton , duly carried, the foregoing Resolution is approved on this 24th day of July, 1979.



Chairman, Board of Supervisors

ATTEST:

ROBERT L. HAMM,
Clerk of the Board
Ex-officio, Clerk of the
Board of Supervisors



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Planning
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Item 45 -
7/24/79 sw

By A. Staley Weese
Deputy Clerk

JW:IP90g

RESOLUTION

WHEREAS PL 95-625, the National Parks and Recreation Act of 1978, established the Santa Monica Mountains National Recreation Area and required the review of and approval by the Secretary of the Interior of a comprehensive plan for the Santa Monica Mountains; and

WHEREAS the State has enacted AB 3663 (in anticipation of now authorized Federal reimbursement) which calls for the acquisition of 11 parcels of land for park development; and

WHEREAS six of the 11 parcels lie within the City of Los Angeles, and comprise 1,108 acres; and

WHEREAS the acquisition of the six designated parcels is not only consistent with, but implements the City's General Plan; and

WHEREAS the Santa Monica Mountains Comprehensive Planning Commission has identified the Sepulveda Canyon Viewshed as a less-than-fee acquisition, and

WHEREAS PL 95-625 requires, prior to release of grant monies to reimburse the State for purchase of the designated acquisitions, evidence that the local units of government identified in the Plan as responsible for implementing its provisions have indicated their intention to use such authority to implement the Plan; and

WHEREAS the Santa Monica Mountains Commission's adopted implementation strategy identifies the City of Los Angeles as the local agency responsible for implementing the Mountain Plan policies within its jurisdiction; and

WHEREAS the Santa Monica Mountains Comprehensive Plan is generally consistent with the City's General Plan, with respect to adopted policies, objectives, and programs; and

WHEREAS implementation of the Mountain Plan's policies is an on-going effort in the City with the exception of policies relating to the use of the slope density formula; and

WHEREAS the implementation of the Mountain Commission's Plan will facilitate the coordinated development of the entire Santa Monica Mountains without any additional financial obligation to the City of Los Angeles;

NOW THEREFORE, BE IT RESOLVED that the City of Los Angeles indicates its intent to undertake to implement amendments to the General Plan and ordinances to incorporate all adopted policies of the Santa Monica Mountains Comprehensive Plan as approved by the Secretary of Interior, provided that it is understood that concurrence in the Mountain Plan by the City of Los Angeles is not intended to inhibit the City from implementing specific aspects of the Brentwood-Pacific Palisades District Plan which may be inconsistent with the Mountain Plan. In accordance with the Los Angeles City Charter, implementation of this Resolution shall be taken only pursuant to duly enacted ordinances or to adopted General or Community Plans. The City of Los Angeles reserves the right to seek compensation for any additional programs which may be established by other agencies to specifically implement the Mountain Commission's Plan.

I HEREBY certify that the foregoing Resolution was adopted by the Council of the City of Los Angeles at its meeting held

AUG 29 1979

BEVERLY L. LANTON, City Clerk
[Signature]
Deputy

Resolution introduced before the Board of Supervisors by Supervisors Baxter Ward and Yvonne Burke at its regular meeting Tuesday, October 2, 1979:

WHEREAS, the State Santa Monica Mountains Comprehensive Planning Commission has adopted and sent to the Governor and Legislature a plan for the Conservation and Development of the Santa Monica Mountains; and

WHEREAS, the National Parks and Recreation Act of 1978 (16 U.S.C. Sec. 460KK) - Section 507, establishes the Santa Monica Mountains National Recreation Area and requires approval by the Secretary of the Interior of a Comprehensive Plan for the Santa Monica Mountains Zone; and

WHEREAS, the federal legislation requires assurances from state and local governments that they intend to implement the Comprehensive Plan prior to the release of federal grant funds to state and local governments; and

WHEREAS, the Santa Monica Mountains Comprehensive Plan was developed in consultation with the County's Malibu/Santa Monica Mountains Area Planning Program, and these are generally similar in policy; and

WHEREAS, the County of Los Angeles is the agency with responsibility and authority for that portion of the Santa Monica Mountain Zone within its jurisdiction;

THEREFORE, BE IT RESOLVED THAT the County of Los Angeles, in response to the requirements of the National Parks and Recreation Act of 1978, intends to fulfill its responsibilities by:

1. Adoption of a Malibu/Santa Monica Mountains Area Plan as part of the County General Plan;
2. Development of ordinances and regulatory devices designed to regulate the use of land in accordance with the Malibu/Santa Monica Mountains Area Plan;
3. Review and process all development applications consistent with the County's General Plan (1970 Environmental Development Guide) in the interim period prior to adoption of the Malibu/Santa Monica Mountains Area Plan and/or the new County-wide General Plan.
4. Development of, participation in, and coordination with the funded projects of the State Santa Monica Mountains Conservancy Agency in the unincorporated areas as set forth in proposed state legislation (AB 1512); and
5. Attempt to resolve any significant inconsistencies in these plans through the amendment of either the Area Plan or the Comprehensive Plan as provided in current state legislation (AB 1512).

The foregoing resolution was, on the second day of October, 1979, adopted by the Board of Supervisors of the County of Los Angeles, and ex-officio the governing body of all other special assessment and taxing districts for which said Board so acts.



James S. Mize
James S. Mize
Executive Officer-Clerk of the
Board of Supervisors of the
County of Los Angeles

APPENDIX B

SANTA MONICA MOUNTAINS COMPREHENSIVE PLANNING ACT

TITLE 7.75 SANTA MONICA MOUNTAINS COMPRE-
HENSIVE PLANNING COMMISSION [NEW]

Chapter	Section
1. General Provisions	67450
2. Definitions	67460
3. Santa Monica Mountains Comprehensive Planning Commission	67470
4. Powers and Duties of the Commission	67480
5. Final Report and Termination of Existence of the Commission	67485

Title 7.75 was added by Stats.1976, c. 1327, p. 5932, § 1.

CHAPTER 1. GENERAL PROVISIONS

- Sec.
- 67450. Legislative findings and declarations: preservation and protection of zone.
 - 67451. Legislative findings and declarations; fragmented planning of development projects.
 - 67452. Legislative findings and declarations: regional approach to zone; study; conservation and development plan.
 - 67453. Citation of title.

Chapter 1 was added by Stats.1976, c. 1327, p. 5932, § 1.

Repeal

Title 7.75 is repealed on August 31, 1979, see § 67488.

§ 67450. Legislative findings and declarations; preservation and protection of zone

The Legislature hereby finds and declares that the Santa Monica Mountains Zone, as defined in Section 67464, is a unique and valuable economic, environmental, agricultural, scientific, educational, and recreational resource which should be held in trust for present and future generations; that as the last large undeveloped area contiguous to the shoreline within the greater Los Angeles metropolitan region, comprised of Los Angeles and Ventura Counties, it provides essential relief from

§ 67450

GOVERNMENT CODE

the urban environment; and that it exists as a single ecosystem in which changes that affect one part may also affect all other parts; and that the preservation and protection of this resource is in the public interest.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

Section 2 of Stats.1976, c. 1327, p. 5931, provides:

"If any provision of this act or the application thereof to any person or circumstances is held invalid, such invalidity shall not affect other provisions or

applications of the act which can be given effect without the invalid provision or application, and to this end the provisions of this act are severable."

Library References

Health and Environment ⇨25.5.

§ 67451. Legislative findings and declarations; fragmented planning of development projects

The Legislature further finds and declares that planning for the zone is fragmented and there are ineffective means of determining and resolving conflicting interjurisdictional values, or of evaluating individual projects within the zone as to their effect on the entire region; that in the absence of a governmental mechanism to perform such evaluations, piecemeal development projects occurring within the zone may result in the irreplaceable loss of open space and recreational resources, in the physical and biological deterioration of air, land and water systems within the zone, and may adversely affect regional life-support systems, including fish and wildlife, therefore being harmful to the needs of the present and future population of the region.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67452. Legislative findings and declarations; regional approach to zone; study; conservation and development plan

The Legislature further finds and declares that in order to protect the public interest in the zone, a regional approach may be necessary, to be carried out by the Santa Monica Mountains Comprehensive Planning Commission created by this title and comprised of representatives of the state government, cities and counties in the region, and the general public; that this approach, treating the zone as a unit, should begin with a detailed study of all the characteristics of the zone which are specified in the final report of the Ventura-Los Angeles Mountain and Coastal Study Commission, and should give consideration to the master plans of cities and counties of jurisdiction within the zone; and that the study should lead to the preparation of a comprehensive and specific plan, which is capable of implementation, for the conservation and development of the zone, consistent with the preservation of the resource as set forth in Section 67450.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67453. Citation of title

This title shall be known and may be cited as the Santa Monica Mountains Comprehensive Planning Act.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

CHAPTER 2. DEFINITIONS

Sec.

67460. Construction of title.

67461. Commission.

67462. Region.

67463. Zone.

Chapter 2 was added by Stats.1976, c. 1327, p. 5932, § 1.

Repeal

Title 7.75 is repealed on August 31, 1979, see § 67488.

§ 67460. Construction of title

Unless the context otherwise requires, the definitions set forth in this chapter govern the construction of this title.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

GOVERNMENT CODE

§ 67463

§ 67461. Commission

"Commission" means the Santa Monica Mountains Comprehensive Planning Commission.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67462. Region

"Region" means the greater Los Angeles metropolitan region, comprised of Los Angeles and Ventura Counties.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67463. Zone

(a) "Zone" means the Santa Monica Mountains Zone, which includes that part of the land and water area of the greater Los Angeles metropolitan region, seaward to the outermost limit of the state's jurisdiction, landward by the shortest possible line to the mouth of Calleguas Creek, thence following Calleguas Creek northward to its intersection with the corporate boundary of Camarillo, thence following the southern boundary of the City of Camarillo eastward until it intersects the Ventura Freeway, thence following the Ventura Freeway eastward to a point of intersection with the western boundary of the Malibu Creek Watershed. The northern boundary continues thence along the boundary of the Watershed to its intersection again with the Ventura Freeway on the east; thence eastward along this freeway to its intersection with the corporate boundary of the City of Los Angeles, thence continuing on a line drawn one-quarter of a mile south of the Ventura Freeway to its intersection with Ventura Boulevard and continuing on a line one-quarter mile south from Ventura Boulevard eastward to its intersection with Sepulveda Boulevard; thence continuing eastward along Valley Vista Boulevard to its intersection with Dixie Canyon Avenue and from this point continuing eastward on a line one-quarter mile south of Ventura Boulevard to its intersection with a linear projection of Lankershim Boulevard and there northeasterly on this projection and continuing on Lankershim Boulevard to its intersection with Cahuenga Boulevard, thence east along Cahuenga Boulevard to its intersection with a linear projection of Barham Boulevard, and thence northeasterly along such projection and continuing upon Barham Boulevard to its intersection with the Los Angeles River, and eastward along the south bank of the Los Angeles River to its intersection with the boundary of Griffith Park, thence following the Griffith Park boundary southward and westward to its westernmost southern boundary point, thence following a direct line drawn southwest to the intersection of Sunset Boulevard with the corporate boundary of the City of Los Angeles near the intersection of Sunset Boulevard and Mar-mount Lane, thence continuing westward following the Los Angeles corporate boundary to its intersection with the boundary of the City of Beverly Hills, thence following the northern boundary of the City of Beverly Hills until it returns to Sunset Boulevard, thence following Sunset Boulevard westward to its point of intersection with the Pacific Coast Highway (Route 1), thence seaward on this line to the outermost limit of the state's jurisdiction and also including the area commonly known as Elysian Park.

(b) "Zone" does not include any area located in the coastal zone as defined in Section 30103 of the Public Resources Code and shall not be subject to the provisions of this division.

This subdivision shall become operative only if Senate Bill No. 1277 of the 1975-76 Regular Session of the Legislature (Stats.1976, c. 1330) is enacted.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67470

GOVERNMENT CODE

CHAPTER 3. SANTA MONICA MOUNTAINS COMPREHENSIVE PLANNING COMMISSION

- Sec.
- 67470. Creation; membership.
- 67470.5 Term of office.
- 67471. Compensation; reimbursement for expenses.
- 67472. Meetings; hearings; open to public; notice; place; conditions to action.
- 67473. First meeting; time and place; time for election, selection or appointment of members.
- 67474. Chairman and vice chairman.
- 67475. Vacancies.
- 67476. Headquarters.

Chapter 3 was added by Stats.1976, c. 1327, p. 5932, § 1.

Repeal

Title 7.75 is repealed on August 31, 1979, see § 67488.

§ 67470. Creation; membership

The Santa Monica Mountains Comprehensive Planning Commission is hereby created. The commission shall consist of the following 14 members:

- (a) The Director of the Office of Planning and Research, or his or her designee.
 - (b) One member of the Board of Supervisors of Los Angeles County, elected by such board of supervisors.
 - (c) One member of the Board of Supervisors of Ventura County, elected by such board of supervisors.
 - (d) One duly authorized representative of the Mayor of the City of Los Angeles, and one member of the Los Angeles City Council who represents an area which falls in whole or in part within the zone, such member to be appointed by the president of the city council.
 - (e) One elected representative from the City of Thousand Oaks, elected by the city council.
 - (f) Eight members of the public, who shall be residents of the region. Each public member shall be a person who, as a result of his or her experience and attainments, is exceptionally well qualified to analyze and interpret environmental trends and information, to appraise resource uses in light of the policies set forth in this title, and to be responsive to the scientific, social, aesthetic, recreational, cultural, and economic needs of the state. Four of such members, and the executive director, shall be appointed by the Governor, two by the Committee on Rules of the Senate, and two by the Speaker of the Assembly.
- (Added by Stats.1976, c. 1327, p. 5932, § 1.)

Library References
Health and Environment ←
C.J.S. Health §§ 4, 7.

§ 67470.5 Term of office

The members of the commission shall serve at the pleasure of their respective appointing or electing powers.
(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67471. Compensation; reimbursement for expenses

The members shall serve without compensation, but each of the members shall be reimbursed for his necessary expenses incurred in the performance of his duties.
(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67472. Meetings; hearings; open to public; notice; place; conditions to action

(a) The commission shall hold at least two meetings a month and may meet in subcommittee with authority to conduct hearings within special areas of interest. The public shall be given reasonable prior notice of the time and place of commission meetings and hearings, and all such meetings and hearings shall be open to the public.

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§ 67480

(b) All meetings and hearings of the commission shall be held at a place reasonably convenient to its members and the public in a meeting room that affords adequate space for its members, its staff, the news media, and the public that may reasonably be expected to attend.

(c) Commission actions are subject to the following conditions:

(1) No action may be taken except at a regularly scheduled meeting.

(2) No action may be taken unless a quorum, consisting of eight members, is present at the meeting.

(3) All actions require the affirmative vote of eight members.

(Added by Stats.1978, c. 1327, p. 5932, § 1.)

§ 67473. **First meeting; time and place; time for election, selection or appointment of members**

The time and place of the first meeting of the commission shall be prescribed by the Governor, but in no event, shall it be scheduled for a date later than 30 days after the effective date of this title. All members of the commission shall be elected, selected, or appointed not later than 15 days after the effective date of this title.

(Added by Stats.1978, c. 1327, p. 5932, § 1.)

§ 67474 **Chairman and vice chairman**

The commission shall select from among its members a chairman and a vice chairman.

(Added by Stats.1978, c. 1327, p. 5932, § 1.)

§ 67475. **Vacancies**

All vacancies in the commission membership shall be filled in the same manner in which original appointments were made.

(Added by Stats.1978, c. 1327, p. 5932, § 1.)

§ 67476. **Headquarters**

The headquarters of the commission shall be in the City of Los Angeles.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

CHAPTER 4. POWERS AND DUTIES OF THE COMMISSION

Sec.

67480. Study of zone characteristics; preparation of comprehensive conservation and development plan; elements of regional plan.

67481. Cooperation with local and areawide agencies; provision and use of existing data; transmission of official transcript of hearings; coordination of planning with coastal zone.

67481.5 Study of measures to implement recommendations; grants [New].

67482. Gifts, donations, bequests or grants of funds; contracts for professional services; necessary powers; sue and be sued.

67483. Employment of staff.

67484. Citizens advisory committee; appointment; time.

Chapter 4 was added by Stats.1976, c. 1327, p. 5932, § 1.

Repeal

Title 7.75 is repealed on August 31, 1979, see § 67488.

§ 67480. **Study of zone characteristics; preparation of comprehensive conservation and development plan; elements of regional plan**

The commission shall make a detailed study of all the characteristics of the zone which are specified in the final report of the Ventura-Los Angeles Mountain and Coastal Study Commission, including but not limited to a study of land capabilities and the private and public short- and long-term costs and benefits which would accrue to a representative sampling of probable and possible development or changes in the density or intensity of use of the land within the zone. The above considera-

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tions shall include an examination of the relationship of the zone to the region. Upon the basis of such studies, the commission shall prepare a comprehensive and specific plan, which is capable of implementation, for the conservation and development of the zone. The regional plan shall include the following correlated elements, and in developing these elements the commission shall consider the cumulative impact of the problems of air pollutants, surface runoff, flooding, erosion, siltation or landsliding, or development of new sanitary facilities that would cause material pollution of streams, aquifers, or ocean waters:

- (a) A land use plan for the integrated arrangement and general location and extent of, and the criteria and standards for, the uses of land and other natural resources.
- (b) A transportation plan which includes provision for public access, especially to recreation and scenic areas.
- (c) A conservation plan for the preservation, development, utilization, and management of the scenic and other natural resources within the zone.
- (d) A recreation plan for the development, utilization, and management of the recreational resources of the zone.
- (e) A public services and facilities plan for the general location, scale, and provision of public services and facilities, which, by the nature of their function, size, extent, and other characteristics, are necessary or appropriate for inclusion in the regional plan.
- (f) An economic element which reflects the cost-benefit analysis provided for in this section.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

Library References:
Health and Environment 6.
C.J.S. Health § 9 et seq.

§ 67481. Cooperation with local and areawide agencies; provision and use of existing data; transmission of official transcript of hearings; coordination of planning with coastal zone

(a) In making its study and developing its comprehensive plan, the commission shall cooperate to the fullest extent possible with all affected local and areawide agencies, which agencies shall provide to the commission any available existing data, including plans, which shall assist the commission in carrying out its responsibilities pursuant to this title. In order to avoid duplication of work, the commission shall make use of available data. The commission shall transmit an official transcript of its hearings on any issue it deems to be of major regional importance to the overall federally recognized regional planning agency of jurisdiction.

(b) In preparing its comprehensive plan, the commission shall, to the fullest extent possible, coordinate its planning for the zone with the planning of the coastal zone under the provisions of Division 20 (commencing with Section 30000) of the Public Resources Code.

This subdivision shall become operative only if Senate Bill No. 1277 of the 1975-76 Regular Session of the Legislature [Stats.1976, c. 1330] is enacted.
(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67481.5 Study of measures to implement recommendations; grants

The commission may:

- (a) Request studies by cities and counties, within the zone, of the measures which would be necessary to implement the recommendations contained in the commission's comprehensive plan contained in its preliminary report.
- (b) Upon application by cities and counties, within the zone, make grants for such studies. In evaluating and acting upon these applications, the commission shall consider the costs entailed in performing such studies.

(Added by Stats.1978, c. 230, p. —, § 1, urgency, eff. June 16, 1978.)

Library References:
Counties 7.
Municipal Corporations 41.
C.J.S. Counties § 14.
C.J.S. Municipal Corporations §§ 83, 84.

Underline indicates changes or additions by amendment

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§ 67482. Gifts, donations, bequests or grants of funds; contracts for professional services; necessary powers; sue and be sued

The commission may:

(a) Accept any gifts, donations, or bequests from individuals or organizations, or accept grants of funds from private or public agencies.

(b) Contract for professional services required by the commission or for the performance of work and services which in its opinion cannot satisfactorily be performed by its officers and employees or by other federal, state, or local governmental agencies.

(c) Do any and all other things necessary to carry out the purposes of this title.

(d) Sue and be sued.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67483. Employment of staff

The executive director shall, subject to approval of the commission, employ such staff as may be necessary to carry out the functions of the commission.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67484. Citizens advisory committee; appointment; time

Within six months from the date of the first meeting of the commission, the chairman of the commission, in collaboration with and with the concurrence of the commission, shall appoint a citizens' advisory committee to assist and advise the commission in carrying out its functions.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

CHAPTER 5. FINAL REPORT AND TERMINATION OF EXISTENCE OF THE COMMISSION

Sec.

67485. Preliminary report; filing; time.

67486. Preliminary report; contents.

67486.5 Final report; filing; contents [New].

67487. Transmission of comprehensive plan.

67488. Duration of title.

Chapter 5 was added by Stats.1976, c. 1327, p. 5932, § 1.

Repeal

Title 7.75 is repealed on August 31, 1979, see § 67488.

§ 67485. Preliminary report; filing; time

The commission shall file a * * * preliminary report with the Governor and the Legislature not later than July 1, 1978.

(Added by Stats.1976, c. 1327, p. 5932, § 1. Amended by Stats.1978, c. 230, p. —, § 2, urgency, eff. June 16, 1978.)

Library References

Health and Environment § 6.
C.J.S. Health § 9 et seq.

§ 67486. Preliminary report; contents

The * * * preliminary report shall contain all of the following:

(a) The results of the detailed study made by the commission.

(b) The comprehensive plan developed by the commission for the conservation and development of the zone.

(c) * * * The commission's estimate of the approximate amount of money that will be necessary to maintain and carry out the comprehensive plan, including, but not limited to, the commission's estimate of the approximate amount of money that will be necessary to purchase real property which the commission may rec-

Asterisks * * * indicate deletions by amendment

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ommend to be purchased for public use, and an indication of the possible sources of money for such purposes. * * *

(Added by Stats.1976, c. 1327, p. 5932, § 1. Amended by Stats.1978, c. 230, p. —, § 3, urgency, eff. June 16, 1978.)

§ 67486.5 Final report; filing; contents

The commission shall file a final report with the Governor and the Legislature not later than January 2, 1979. The final report shall contain all of the following:

(a) The results of the investigations conducted by local governments, pursuant to Section 67481.5, on the implementation of the comprehensive plan.

(b) The commission's recommendation of the appropriate agency or agencies to maintain and carry out the comprehensive plan.

(c) The commission's estimate of the approximate amount of money that will be necessary to maintain and carry out the comprehensive plan, including, but not limited to, the commission's estimate of the approximate amount of money that will be necessary to purchase real property which the commission may recommend to be purchased for public use, and an indication of the possible sources of money for such purposes.

(d) Such other information and recommendations as the commission deems desirable, including any changes to the comprehensive plan as contained in the preliminary report that the commission deems appropriate. The commission may also make amendments to the plan subsequent to filing its final report.

(Added by Stats.1978, c. 230, p. —, § 4, urgency, eff. June 16, 1978.)

§ 67487. Transmission of comprehensive plan

Upon adoption of its comprehensive plan, the commission shall transmit the plan to the Governor, the Legislature, the Office of Planning and Research, the City of Los Angeles, the County of Los Angeles, the County of Ventura, the Southern California Association of Governments, the City of Thousand Oaks, the Secretary of the Resources Agency, and to any public agency as the commission shall deem appropriate.

(Added by Stats.1976, c. 1327, p. 5932, § 1.)

§ 67488. Duration of title

This title shall remain in effect only until * * * August 31, 1979, and as of that date is repealed.

(Added by Stats.1976, c. 1327, p. 5932, § 1. Amended by Stats.1978, c. 230, p. —, § 5, urgency, eff. June 16, 1978.)

1978 Amendment. Substituted "August 31, 1979" for "January 1, 1979".

Underline indicates changes or additions by amendment

APPENDIX C

SANTA MONICA MOUNTAINS CONSERVANCY ACT

Division 23

SANTA MONICA MOUNTAINS CONSERVANCY [NEW]

Chapter	Section
1. General Provisions	33000
2. Definitions	33100
3. Establishment and Functions of the Santa Monica Mountains Conservancy	33200

Division 23 was added by Stats.1979, c. 1087, p. —, § 1.

Repeal

Division 23 is repealed on January 1, 1984, under the provisions of § 33216.

CHAPTER 1. GENERAL PROVISIONS

- Sec.
- 33000. Citation of division.
- 33001. Legislative finding and declaration: Santa Monica Mountains Zone.
- 33002. Legislative finding and declaration: prior planning for the zone.
- 33003. Legislative finding, declaration and intent: coastal zone portion of Santa Monica Mountains Zone.
- 33004. Legislative finding and declaration: comprehensive plan.
- 33005. Federal grant funds.
- 33006. Legislative intent: National Parks and Recreation Act of 1978.
- 33007. Voluntary incentives for participation in programs.
- 33008. Legislative finding and declaration: necessity for enactment of division: police power.
- 33009. Implementation of plan as condition for funding.
- 33010. References deemed to mean conservancy.

Chapter 1 was added by Stats.1979, c. 1087, p. —, § 1.

Repeal

Chapter 1 is repealed on Jan. 1, 1984, under the provisions of § 33216.

§ 33000. Citation of division

This division shall be known as and may be cited as the Santa Monica Mountains Conservancy Act.

(Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33001. Legislative finding and declaration; Santa Monica Mountains Zone

The Legislature hereby finds and declares that the Santa Monica Mountains Zone, as defined in Section 33104, is a unique and valuable economic, environmental, agricultural, scientific, educational, and recreational resource which should be held in trust for present and future generations; that as the last large undeveloped

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area contiguous to the shoreline within the greater Los Angeles metropolitan region, comprised of Los Angeles and Ventura Counties, it provides essential relief from the urban environment; and that it exists as a single ecosystem in which changes that affect one part may also affect all other parts; and that the preservation and protection of this resource is in the public interest.

(Added by Stats.1979, c. 1087, p. —, § 1.)

Library References

Health and Environment § 25.5(3).
C.J.S. Health and Environment §§ 91 et seq., 106 et seq., 129 et seq.

§ 33002. Legislative finding and declaration; prior planning for the zone

The Legislature further finds and declares that prior to the preparation of the plan by the Santa Monica Mountains Comprehensive Planning Commission, planning for the zone was fragmented and there were ineffective means of determining and resolving conflicting interjurisdictional values, or of evaluating individual projects within the zone as to their effect on the entire region; that in the absence of a governmental mechanism to perform such evaluations, piecemeal development projects were occurring within the zone which resulted in the irreplaceable loss of open space and recreational resources, in the physical and biological deterioration of air, land, and water systems within the zone, and adversely affected regional life-support systems, including fish and wildlife, therefore being harmful to the needs of the present and future population of the region.

(Added by Stats.1979, c. 1087, p. —, § 1.)

Library References

Health and Environment § 25.5(3).
C.J.S. Health and Environment §§ 91 et seq., 106 et seq., 129 et seq.

§ 33003. Legislative finding, declaration and intent; coastal zone portion of Santa Monica Mountains Zone

The Legislature further finds and declares that the coastal zone portion of the Santa Monica Mountains Zone has been evaluated as part of the California Coastal Zone Conservation Plan, and because of the unique, important, and threatened nature of the coastal-related resources within the coastal zone, the Legislature determined that the special coastal resources planning and management program established pursuant to the California Coastal Act of 1976 (Division 20 (commencing with Section 3000)) should apply within the coastal zone and that the local coastal program required by such act should be completed in a timely and effective manner by local governments and certified by the California Coastal Commission. It is the intent of the Legislature to facilitate early completion of local coastal programs for the coastal zone portion of the Santa Monica Mountains Zone and that accordingly the jurisdiction of the Santa Monica Mountains Conservancy should be extended to include, at the time of certification, those portions of the coastal zone for which a local coastal program has been certified.

(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33004. Legislative finding and declaration; comprehensive plan

The Legislature further finds and declares that the Santa Monica Mountains Comprehensive Planning Commission, composed of representatives of the state government, cities, and counties in the region, and the general public, has adopted a comprehensive plan for the conservation and development of the zone, consistent with the preservation of the resource as set forth in Section 33001.

(Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33005. Federal grant funds

Federal grant funds shall be used to accomplish the purposes of this division to the maximum extent possible.

(Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33006. Legislative intent; National Parks and Recreation Act of 1978

It is further declared to be the intent of the Legislature that, in making grants for park, recreation, or conservation purposes from funds received pursuant to Sec-

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tion 507(n) of the National Parks and Recreation Act of 1978 (16 U.S.C. Sec. 460kk(n)), the conservancy shall primarily operate outside the public ownership area of the Santa Monica Mountains National Recreation Area as identified by the Secretary of the Interior pursuant to Section 507(d)(2) of the National Parks and Recreation Act of 1978 (16 U.S.C. Sec. 460kk(d)(2)). (Added by Stats.1979, c. 1087, p. —, § 1.)

16 U.S.C.A. § 460kk.

§ 33007. Voluntary incentives for participation in programs

In accomplishing the objectives of this division, private landowners, local governments, and all other public agencies shall be encouraged to participate in the programs authorized by this division by voluntary incentives. (Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33008. Legislative finding and declaration; necessity for enactment of division; police power

The Legislature finds and declares that there are existing problems of substandard lots, incompatible land uses, conflicts with recreational use, and inadequate resource protection which, in some cases, cannot be addressed in a feasible manner by local government exercise of the police power or federal land acquisition as part of the Santa Monica Mountains National Recreation Area, and that it is necessary to enact the provisions of this division as a complement to the full exercise of the police power by local governments and the acquisition of lands by the federal government for the Santa Monica Mountains National Recreation Area. Nothing in this division shall supersede or limit a local government's exercise of the police power derived from any other provision of existing law or any law hereafter enacted. (Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33009. Implementation of plan as condition for funding

In order to avoid the continuing problems identified in Section 33008, each local government's implementation of the plan shall be a necessary condition of that local government receiving any money pursuant to this division. (Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33010. References deemed to mean conservancy

For purposes of compliance with federal law, the references to the Santa Monica Mountains Comprehensive Planning Commission shall be deemed to mean the conservancy. (Added by Stats.1979, c. 1087, p. —, § 1.)

CHAPTER 2. DEFINITIONS

- Sec. 33100. Interpretation of division. 33101. Coastal zone. 33102. Conservancy. 33103. Fund. 33104. Plan. 33105. Zone.

Chapter 2 was added by Stats.1979, c. 1087, p. —, § 1.

Repeal

Chapter 2 is repealed on January 1, 1983, under the provisions of § 33216.

§ 33100. Interpretation of division

Unless the context requires otherwise, the definitions set forth in this chapter shall govern the interpretation of this division. (Added by Stats.1979, c. 1087, p. —, § 1.)

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§ 33101. Coastal zone

"Coastal zone" means that area described in Section 30103.
(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33102. Conservancy

"Conservancy" means the Santa Monica Mountains Conservancy.
(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33103. Fund

"Fund" means the Santa Monica Mountains Conservancy Fund.
(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33104. Plan

"Plan" means the plan approved by the Secretary of the Interior pursuant to Section 507(n) of the National Parks and Recreation Act of 1978 (16 U.S.C. 460kk(n))¹.
(Added by Stats.1979, c. 1087, p. —, § 1.)

¹ 16 U.S.C.A. § 460kk.

§ 33105. Zone

"Zone" means the Santa Monica Mountains Zone, which includes that part of the land area of the greater Los Angeles metropolitan region, landward of the Pacific Coast Highway (State Highway Route 1) bounded by Calleguas Creek, thence following Calleguas Creek northward to its intersection with the corporate boundary of Camarillo, thence following the southern boundary of the City of Camarillo eastward until it intersects the Ventura Freeway (State Highway Route 101), thence following the Ventura Freeway eastward to a point of intersection with the western boundary of the Malibu Creek Watershed. The northern boundary continues thence along the boundary of the Watershed to its intersection again with the Ventura Freeway on the east; thence eastward along this freeway to its intersection with the corporate boundary of the City of Los Angeles, thence continuing on a line drawn one-quarter of a mile south of the Ventura Freeway to its intersection with Ventura Boulevard and continuing on a line one-quarter mile south from Ventura Boulevard eastward to its intersection with Sepulveda Boulevard; thence continuing eastward along Valley Vista Boulevard to its intersection with Dixie Canyon Avenue and from this point continuing eastward on a line one-quarter mile south of Ventura Boulevard to its intersection with a linear projection of Lankershim Boulevard and thence northeasterly on this projection and continuing on Lankershim Boulevard to its intersection with Cahuenga Boulevard, thence east along Cahuenga Boulevard to its intersection with a linear projection of Barham Boulevard, and hence northeasterly along such projection and continuing upon Barham Boulevard to its intersection with the Los Angeles River, and eastward along the south bank of the Los Angeles River to its intersection with the boundary of Griffith Park, thence following the Griffith Park boundary southward and westward to its westernmost southern boundary point, thence following a direct line drawn southwest to the intersection of Sunset Boulevard with the corporate boundary of the City of Los Angeles near the intersection of Sunset Boulevard and Marmount Lane, thence continuing westward following the Los Angeles corporate boundary to its intersection with the boundary of the City of Beverly Hills, thence following the northern boundary of the City of Beverly Hills until it returns to Sunset Boulevard, thence following Sunset Boulevard westward to its point of intersection with the Pacific Coast Highway (State Highway Route 1).
(Added by Stats.1979, c. 1087, p. —, § 1.)

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CHAPTER 3. ESTABLISHMENT AND FUNCTIONS OF THE SANTA MONICA MOUNTAINS CONSERVANCY

- Sec.
- 33200. Establishment; members; chairman; vice chairman; quorum; compensation.
- 33201. Authority to carry out projects; review and approval.
- 33202. Application for grants; deposit of proceeds.
- 33203. Acquisition, lease and transfers of real property; eminent domain; use of moneys received by the state.
- 33204. Award of grants; interest-free loans; acquisitions.
- 33205. Maximum time for holding acquired lands; right to acquire for park, recreation or resource preservation purposes; acquisition price; disposal of lands; deposit of funds received by state.
- 33206. Lease of lands; disposition of revenue; payments to counties, revenue districts and taxing agencies.
- 33207. Areas offered for open-space dedication or trail easement; lands offered for sale because of tax delinquency; dedications; rights in excess lands; reacquisition of property.
- 33208. Annual report.
- 33209. Project plans.
- 33210. Amendment of project plan; approval; hearings; findings.
- 33211. Powers of conservancy.
- 33212. Executive director; staff.
- 33213. Advisory committee; members; chairman and vice chairman; compensation; duties; quorum.
- 33214. Community development and housing.
- 33215. Conservancy fund; federal grant account.
- 33216. Duration of division.

Chapter 3 was added by Stats.1979, c. 1087, p. —, § 1.

Repeal

Chapter 3 is repealed on Jan. 1, 1984, under the provisions of § 33216.

§ 33200. Establishment; members; chairman; vice chairman; quorum; compensation

(a) The Santa Monica Mountains Conservancy is hereby established. The conservancy shall be composed of five voting members and one nonvoting member. The voting members shall be as follows: (1) the Secretary of the Resources Agency, (2) a member appointed by the State Coastal Conservancy who is either a member or an employee of the State Coastal Conservancy, (3) three public members who shall be residents of either the County of Los Angeles or the County of Ventura, one of whom shall be appointed by the Governor, one of whom shall be appointed by the Senate Rules Committee, and one of whom shall be appointed by the Speaker of the Assembly. The seat of a public member shall be deemed vacant if the member changes his or her residence to a county other than Los Angeles or Ventura County. The nonvoting member shall be appointed by the California Coastal Commission and shall be either a member of the commission or an employee of the commission.

On the 10th working day after certification pursuant to Chapter 6 (commencing with Section 30500) of Division 20 of any local coastal program, or any portion thereof, for any portion of the zone; the voting member appointed by the State Coastal Conservancy shall become a nonvoting member and the nonvoting member appointed by the California Coastal Commission shall become a voting member.

(b) The Secretary of the Resources Agency shall serve as chairman of the conservancy. The vice chairman of the conservancy shall be selected by the voting members of the conservancy. A majority of the total authorized membership of the conservancy shall constitute a quorum for the transaction of any business under this division.

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(c) The public members of the conservancy, and the members appointed by the State Coastal Conservancy and the California Coastal Commission if such members are also public members of their agency, shall be compensated for attendance at regular meetings of the conservancy at the rate of one hundred dollars (\$100) per day, and shall be reimbursed for the actual and necessary expenses, including travel expenses, incurred in the performance of their duties.

(d) Except for the three public members, the members may designate a person to serve on the conservancy in their absence.

(Added by Stats.1970, c. 1087, p. —, § 1.)

Library References

Health and Environment §25.5(3).
C.J.S. Health and Environment §§ 91 et seq., 106 et seq., 129 et seq.

§ 33201. Authority to carry out projects; review and approval

(a) The conservancy may carry out the provisions of this division within the zone except that, with respect to the coastal zone within the zone, the conservancy may only carry out projects pursuant to the provisions of this section.

(b) Prior to the certification of a local coastal program, the conservancy may undertake any appropriate project within the coastal zone pursuant to the provisions of this division if the project also involves land areas landward of the coastal zone but within the zone.

(c) Prior to the certification of a local coastal program, the conservancy may undertake, complete, or otherwise carry out any project entirely within the coastal zone where the State Coastal Conservancy has initiated a project and enters into an agreement with the conservancy for the completion of such project.

(d) After certification of a local coastal program for any area within the coastal zone which is within the zone, the conservancy shall have jurisdiction for carrying out any projects authorized by this division, and the State Coastal Conservancy's jurisdiction for areas certified in the local coastal program shall be limited to those areas seaward of the Pacific Coast Highway (State Highway Route 1), except that the State Coastal Conservancy may complete any project commenced prior to certification of the local coastal program or it may enter into any agreement with the conservancy for project completion as provided in subdivision (c).

(e) Any project undertaken within the coastal zone by the conservancy pursuant to this division shall be subject to the same California Coastal Commission review and approval requirements that are applicable to State Coastal Conservancy projects specified in Division 21 (commencing with Section 31000).

(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33202. Application for grants; deposit of proceeds

The conservancy may apply for grants from any source to be used for the purposes of this division, and shall apply for all grants authorized pursuant to Section 507 of the National Parks and Recreation Act of 1978 (16 U.S.C. 460kk)¹. The proceeds of such grants shall be deposited in the separate federal grant account in the fund.

(Added by Stats.1979, c. 1087, p. —, § 1.)

¹ 16 U.S.C.A. § 460kk.

§ 33203. Acquisition, lease and transfer of real property; eminent domain; use of moneys received by the state

The conservancy may acquire, pursuant to the Property Acquisition Law (Part 11 (commencing with Section 15850) of Division 3 of Title 2 of the Government Code), real property or any interests therein, including development rights and easements for all the purposes specified in this division. For purposes of this section, the State Public Works Board may use the power of eminent domain. Notwithstanding other provisions of law, the Director of General Services, when so requested by the conservancy and when the conservancy finds it necessary to meet the provisions of this division, may lease, rent, sell, transfer, or exchange any land or interests therein acquired pursuant to this division. Any moneys received by the state, upon dis-

position of lands acquired pursuant to this division, shall be deposited in the fund and shall be available for the purposes of this division.

The Department of General Services and the conservancy shall jointly develop and implement appropriate procedures to insure that land acquisitions, options to purchase, land disposals, and other property transactions under this division are carried out efficiently, equitably, and with proper notice to the public.

The conservancy may coordinate with the Department of Parks and Recreation any acquisition with park and recreation development potential and may contract with the Department of Parks and Recreation as necessary in order to do so.

(Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33204. Award of grants; interest-free loans; acquisitions

The conservancy may, in accordance with the priorities of the plan, do the following:

(a) Award grants or make interest-free loans to cities, counties, and recreation and park districts for the purpose of restoring areas which, because of scattered ownerships, poor lot layout, inadequate lot size, inadequate park and open space, incompatible land uses, or other conditions, are adversely affecting the Santa Monica Mountains environment or are impeding orderly development. Any funds over and above eligible project costs which remain after completion of a restoration under this subdivision shall be transmitted by the city, county, or recreation and park district, as the case may be, to the state and deposited in the fund and shall be available for expenditure, when appropriated by the Legislature, for the purposes of funding the programs specified in this division.

(b) Undertake, or award grants or make interest-free loans to any state agency, city, county, or recreation and park district for the purposes of undertaking, the acquisition of critically needed buffer zones to ensure that the character and intensity of development surrounding lands acquired by the federal government as part of the Santa Monica Mountains National Recreation Area is generally compatible with, and does not adversely impact, the recreational and natural resource values of the national recreation area. In the acquisition of interests pursuant to this subdivision, the conservancy shall place principal reliance on acquisition of development rights and other less than fee interests.

(c) Award grants to state agencies, cities, counties, and park and recreation districts for the purpose of acquiring sites identified as necessary for park, recreation, or conservation purposes and for development of essential related public facilities.

(d) Acquire, or award grants or make interest-free loans to other state agencies, cities, counties, and recreation and park districts for the purpose of acquiring, sites identified as necessary for park, recreation, or conservation purposes, when a state or local agency is unable, due to limited financial resources or other circumstances of a temporary nature, to acquire the site. Priority shall be given under this subdivision to sites under immediate development pressure. Fee title and options to purchase may be acquired and the land may be held for subsequent conveyance to the appropriate public agency if the conservancy finds that the site would otherwise be lost to public use. Repayment of any loans or other reimbursements to the conservancy for projects funded from the federal grant account of the fund under this subdivision shall be deposited in the account and may be used for the purposes of this division when authorized by the Secretary of the Interior.

(e) Award grants to cities, counties, or state agencies for the purpose of enhancing of resources which, because of improper location of improvements, or incompatible land uses, have suffered loss of natural and scenic values. Grants under this subdivision shall be utilized for the assembly of parcels of land to improve resource management, for relocation of improperly located or designated improvements, and for other corrective measures which will enhance the natural and scenic character. Grants under this subdivision may not be utilized as a method of acquisition of public park, wildlife, or natural areas, except as such uses may be incidental.

(f) The conservancy may act pursuant to subdivisions (a) and (b) of this section only if it finds that the local regulatory provisions do not adequately accomplish the objectives of such subdivisions.

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The conservancy may act pursuant to subdivisions (a), (c), and (e) of this section only if the project is not a more intense land use than is consistent with the local area and general plans of the city or county having jurisdiction over the affected land. The conservancy may undertake a project itself or award a grant or make a loan pursuant to subdivision (b) only if it notifies the governing body of the city or county in whose jurisdiction the project is located and the governing body has not, by a four-fifths vote, disapproved the project. If the governing body does not disapprove a project within 45 days after receiving notice of the project proposal from the conservancy, the project shall be deemed approved by the governing body. (Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33205. Maximum time for holding acquired lands; right to acquire for park, recreation or resource preservation purposes; acquisition price; disposal of lands; deposit of funds received by state

The conservancy shall not hold lands acquired in accordance with subdivision (d) of Section 33204 more than 10 years from the time of acquisition. A city, county, recreation and park district, the National Park Service, or a state agency shall have the right to acquire the land any time during such period for park, recreation, or resource preservation purposes. The acquisition price to local or state agencies shall be based upon the cost of acquisition under this division, plus administrative and management costs in reserving the land. Lands acquired under subdivision (d) of Section 33204 shall not be disposed of pursuant to the provisions of Section 11011.1 of the Government Code.

If, at the expiration of such 10-year period, no state or local agency is willing or able to acquire the lands, the conservancy shall request the Real Estate Services Division of the Department of General Services to dispose of such lands at fair market value subject to such restrictions as are consistent with this division.

Any funds received by the state upon disposition of lands acquired in accordance with subdivision (a) or (d) of Section 33204 shall be deposited in the fund and shall be available for the purposes of this division. Any funds received by the state under this section upon disposition of lands acquired with funds granted pursuant to Section 507(n) of the National Parks and Recreation Act of 1978 (16 U.S.C. Sec. 460kk(n))¹ shall be deposited in the federal grant account in the fund and shall be available for the purposes of this division when authorized by the Secretary of the Interior.

(Added by Stats.1979, c. 1087, p. —, § 1.)

¹ 16 U.S.C.A. § 460kk.

§ 33206. Lease of lands; disposition of revenue; payments to counties, revenue districts and taxing agencies

The conservancy may lease lands acquired in accordance and for purposes consistent with this division. Revenue from leases of land acquired with funds granted pursuant to Section 507(n) of the National Parks and Recreation Act of 1978 (16 U.S.C. Sec. 460kk(n))¹ shall be deposited in the federal grant account in the fund and shall be available for the purposes of this division when authorized by the Secretary of the Interior. When leases are made to private individuals or private non-profit tax-exempt organizations of lands acquired pursuant to subdivision (d) of Section 33204, the conservancy shall annually, upon appropriation of such amounts by the Legislature, transfer 24 percent of the gross income of such leases to the county in which such lands are situated.

The county shall distribute any payment received by it pursuant to this section to itself, to each revenue district for which the county assesses and collects real property taxes or assessments, and to every other taxing agency within the county in which the property is situated. The amount distributable to the county and each such revenue district or other taxing agency shall be proportionate to the ratio which the amount of the taxes and assessments of each on similar real property similarly situated within that part of the county embracing the smallest in the area of the revenue districts or other taxing agencies other than the county, levied for the fiscal year next preceding, bears to the combined amount of the taxes and assessments of all such districts and agencies, including the county, on such property

levied for that year. The county auditor shall determine and certify the amount distributable to the board of supervisors, which shall thereupon order the making of the distribution.

Any money distributed pursuant to this section to any county, revenue district, or other taxing agency shall be deposited to the credit of the same fund as any taxes or assessments on any taxable similar real property similarly situated.

Where a county receives a payment pursuant to this section in an amount of twenty-five dollars (\$25) or less in respect to any parcel of leased property, all of such payment shall be distributed to the county for deposit in the county general fund.

(Added by Stats.1979, c. 1087, p. —, § 1.)

16 U.S.C.A. § 460kk.

§ 33207. Areas offered for open-space dedication or trail easement; lands offered for sale because of tax delinquency; dedications; rights in excess lands; reacquisition of property

(a) Areas offered for open-space dedication or trail easement by any person, and lands offered for sale because of tax delinquency, shall not be lost to public use if they are necessary to meet any of the provisions of this division. The conservancy shall serve as a repository for these lands and interest in land and for this purpose may accept dedication of fee title, easements, development rights, or other interests.

(b) The conservancy shall have the first right of refusal on any property within the zone presently owned by a public agency and scheduled for disposal as excess lands, except where such lands are designated for acquisition as a park or recreation area by a federal, state, or local agency. The conservancy shall have the right to acquire such lands at the disposing agency's purchase price plus any administrative and management costs incurred by the disposing agency. The disposing agency shall have the right of first refusal to reacquire property which was acquired by the conservancy pursuant to this division at the price paid by the conservancy before any administrative costs incurred by the conservancy when the land is not to be used for the purposes of this division and is to be sold by the Real Estate Services Division of the Department of General Services.

(Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33208. Annual report

The conservancy shall annually, beginning on January 1, 1981, transmit to the Governor and Legislature a two-part report as follows:

(a) The first part of the report shall include:

(1) A listing of and justification for the projects proposed to be undertaken pursuant to Section 33204, a statement of the condition of the fund, and a certification by the conservancy that each of the projects proposed to be funded are consistent with the plan.

(2) A priority listing of the projects which shall be developed after public hearings and findings and with local government coordination.

(3) A listing of the amount of money necessary, if any, to retire bonded indebtedness for water and sewer and other utilities already incurred by property owners which, if left outstanding, would contribute to further development of the zone in a manner inconsistent with the plan. Upon appropriation by the Legislature, the conservancy may make grants from the fund to retire such indebtedness from any moneys specifically granted by the Secretary of the Interior for this purpose.

(b) The second part of the report shall include:

(1) A schedule of projects undertaken by the conservancy and a schedule of grants and loans made by the conservancy.

(2) The program of Section 33204 under which project, grant, or loan was carried out and the manner and extent to which it achieved the goals of the project, grant, or loan, and the goals of this division, and the actual cost thereof, including an accounting.

(3) A schedule of grants awarded to the conservancy and the disposition of the funds granted.

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(4) The disposition of the funds appropriated to the conservancy in the fiscal year preceding the year in which the report is made.

(5) A review of local and state government actions taken to implement the plan.

(6) An identification of additional funding, legislation, or other resources required which would more effectively enable the conservancy or local governments to carry out the purposes of this division.

(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33209. Project plans

Every project submitted for funding pursuant to Section 33208 shall have an adopted project plan developed by, or in coordination with, the applicable local government or other state agency. The conservancy shall by regulation specify the content of project plans. Maximum public participation shall be afforded in the development of project plans, including public hearings and findings.

(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33210. Amendment of project plan; approval; hearings; findings

Upon the request of a city, county, or recreation and park district within the zone, or to meet a requirement of federal law in order to receive grant funds, the conservancy may, after public hearings and findings, and consistent with this division, amend the plan and submit it to the Secretary of the Interior for approval. Such findings shall provide that the amendments to the plan will not adversely affect the health, safety, or welfare of persons residing in the zone or of persons using the facilities located within the zone.

(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33211. Powers of conservancy

The conservancy may:

(a) Accept any gifts, donations, or bequests from individuals or organizations, or accept grants of funds from private or public agencies.

(b) Contract for professional services required by the conservancy or for the performance of work and services which in its opinion cannot satisfactorily be performed by its officers and employees or by other federal, state, or local governmental agencies.

(c) Do any and all other things necessary to carry out the purposes of this division.

(d) Sue and be sued.

(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33212. Executive director; staff

The executive director of the conservancy shall be appointed by the Governor. The executive director shall, subject to approval of the conservancy, employ such staff as may be necessary to carry out the functions of the conservancy.

(Added by Stats.1970, c. 1087, p. —, § 1.)

§ 33213. Advisory committee; members; chairman and vice chairman; compensation; duties; quorum

(a) The Santa Monica Mountains Conservancy Advisory Committee is hereby created. The advisory committee shall consist of 12 members, as follows:

(1) Four representatives of local governments from jurisdictions including the Santa Monica Mountains, one of whom shall be appointed by the mayor of the City of Los Angeles, one of whom shall be appointed by the board of supervisors of the County of Los Angeles, one of whom shall be appointed by the city council of the City of Thousand Oaks, and one of whom shall be appointed by the board of supervisors of the County of Ventura.

(2) Six public members, two of whom shall be appointed by the Governor, two of whom shall be appointed by the Senate Rules Committee, and two of whom shall be appointed by the Speaker of the Assembly.

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(3) The Chairman of the Santa Monica Mountains National Recreation Area Advisory Commission selected by the National Recreation Area Advisory Commission.

(4) One representative of recreation and park districts within the zone, to be selected by such districts.

(b) The advisory committee shall select from among its members a chairman and a vice chairman.

(c) The members of the advisory committee shall serve without compensation, but shall be reimbursed for necessary expenses incurred in the performance of duties.

(d) The advisory committee shall have the following duties:

(1) Propose and review projects for conservancy action and report to the conservancy regarding the conformity of the projects with the plan.

(2) Review proposed amendments to the plan.

(3) Provide opportunities for public participation.

(e) A majority of the total authorized membership of the advisory committee shall constitute a quorum for the transaction of any business of the advisory committee.

(f) The appointments to the advisory committee shall be made within 30 days of the first meeting of the conservancy.

(Added by Stats.1979, c. 1087, p. —, § 1.)

Library References

Health and Environment — 25.5(9).

C.J.S. Health and Environment §§ 65, 66,
103, 107, 140 et seq.

§ 33214. Community development and housing

The conservancy and any city, county, or recreation and park district, in undertaking any project pursuant to subdivision (n) of Section 33204, shall be subject to the provisions of Division 24 (commencing with Section 33000) of the Health and Safety Code.

(Added by Stats.1979, c. 1087, p. —, § 1.)

§ 33215. Conservancy fund; federal grant account

The Santa Monica Mountains Conservancy Fund is hereby established. A separate federal grant account shall be established within the fund. Grants received pursuant to Section 507(n) of the National Parks and Recreation Act of 1978 (16 U.S.C. 460kk(n))¹ shall be deposited in the separate federal grant account.

(Added by Stats.1979, c. 1087, p. —, § 1.)

¹ 16 U.S.C.A. § 460kk.

§ 33216. Duration of division

This division shall remain in effect only until January 1, 1984, and as of such date is repealed, unless a later enacted statute, which is chaptered before January 1, 1984, deletes or extends such date.

(Added by Stats.1979, c. 1087, p. —, § 1.)

MINORITY REPORT NUMBER 1

SANTA MONICA MOUNTAINS COMPREHENSIVE PLAN
MINORITY REPORT

The intent of the California Legislature was that the Santa Monica Mountains Comprehensive Plan would provide preservation and protection of the Santa Monica Mountains. In its present form, the plan does not fulfill the mandate of the Santa Monica Mountains Comprehensive Planning Act. This "minority report" is submitted in an effort to salvage and strengthen the plan to achieve its original mandate.

In the Act, the California Legislature declared:

...the Santa Monica Mountains zone...is a unique and valuable economic, environmental, agricultural, scientific, educational and recreational resource which should be held in trust for present and future generations;...

...it exists as a single ecosystem in which changes that affect one part may also affect all other parts; and that the preservation and protection of this resource is in the public interest. (Sec. 67450)

When it came to final implementation of plan policies, the "public interest" was subordinated to political expedience. The "preservation and protection" of the resource gave way to the preservation of existing local land-use decision-making and the protection of political turfs.

It is appropriate to mention commission and staff redirection of time, effort and funding towards the adoption of the Santa Monica Mountains National Recreation Act of 1978. Commendable as it may have been, that shift in focus was not required nor funded by the legislation which established the Santa Monica Mountains Comprehensive Planning Commission. A substantial amount of commission time was diverted to the federal act, time which was needed to prepare a "comprehensive plan for the preservation and protection of the Santa Monica Mountains".

The commission was also required to include in their study:

...the private and public short- and long-term costs and benefits which would accrue to a representative sampling of probable and possible development or changes in the density or intensity of use of the land within the zone. (Sec. 67480)

The completion of this requirement would have provided a genuine service to local governments and citizens. Unfortunately, the study was misdirected in scope away from a comparison of the costs of hillside vs. flatland development, and yielded little practical information.

more

The Santa Monica Mountains Comprehensive Planning Commission was required to:

...prepare a comprehensive and specific plan, which is capable of implementation, for the conservation and development of the zone. (Sec. 67480)

The plan is deficient in its capability for implementation. The legislature found:

...that planning for the zone is fragmented and there are ineffective means of determining and resolving conflicting interjurisdictional values, or of evaluating individual projects within the zone as to their effect on the entire region;...(Sec. 67451)

It is incomprehensible that implementation of plan policies is now left to the same local governments whose lack of comprehensive, coordinated planning for the region moved the legislature to act to preserve and protect the mountains in the first place.

When the commission voted on implementation, the successor agency was intended to have oversight and monitoring responsibility to call the legislature's attention to local government's failure to implement the plan. That provision was removed from the legislation. Without that oversight and monitoring function, there is little incentive for local government to implement the plan.

The Act declared:

....piecemeal development projects occurring within the zone may result in the irreplaceable loss of open space and recreational resources, in the physical and biological deterioration of air, land and water systems, including fish and wildlife, therefore being harmful to the needs of the present and future population of the region. (Sec. 67451)

More than six months after the last local government within the zone adopted a resolution of intent to implement the plan, development within the zone is still being approved with no recognition of the Santa Monica Mountains Comprehensive Plan and its policies.

Therefore, in order that the Santa Monica Mountains Comprehensive Plan provide the preservation and protection of the resource for which it was

intended, two positive steps must be taken:

1. The Santa Monica Mountains Comprehensive Plan Performance Standards, as prepared by the Santa Monica Mountains Comprehensive Plan Citizens' Advisory Committee, must be adopted. This will give guidance to local governments as to the procedures required to implement the policies of the plan.
2. The State Legislature should formally adopt the Santa Monica Mountains Comprehensive Plan with the addition of the attached performance standards. This will indicate to local government that the state supports the preservation and protection of the Santa Monica Mountains in order to protect the public interest in the zone.

Signed:



Kathleen Gordon, Vice-Chairperson



Nita Rosenfeld, Commissioner

April 15, 1980

Attachment: The Santa Monica Mountains Comprehensive Plan Performance Standards

SANTA MONICA MOUNTAINS COMPREHENSIVE PLAN
PERFORMANCE STANDARDS
PREPARED BY THE CITIZENS ADVISORY COMMITTEE

*Amended and revised
as adopted at CAC
meeting 8/15/79*

- I. DEVELOPMENT REVIEW PROCEDURES
 1. Architectural and Site Plan Review
 2. Submission of Development Plan
 3. Application Requirements
 4. Resolution of Conflicts

- II. NATURAL HAZARDS
 1. Geology
 2. Restoration

- III. HABITAT AND WATER QUALITY PROTECTION
 1. Sensitive Habitat Areas
 2. Buffer Areas
 3. Riparian Areas - Setbacks
 4. Runoff
 5. Water Quality
 6. Wildlife
 7. Trees and Endemic Vegetation

- IV. HILLSIDE MANAGEMENT STANDARDS
 1. Intent
 2. Slope Density
 3. Scope
 4. Grading
 5. Siting
 6. Building Design Standards
 7. Roads/Driveways
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- V. VIEW PROTECTION
 1. Public Views
 2. Natural Landforms
 3. Compatibility of Development

- VI. PUBLIC SERVICES
 1. Roads
 2. Utilities

- VII. CULTURAL RESOURCES

- VIII. TRAILS
 1. Establishment/Protection
 2. Design Standards
 3. New Trails
 4. Monitoring and Marking

SANTA MONICA MOUNTAINS COMPREHENSIVE PLAN PERFORMANCE STANDARDS

These performance standards were developed by reviewing existing performance standards in other jurisdictions for relevance and applicability to the Santa Monica Mountains Plan and specific conditions and problems of resource protection within the Zone. Of particular relevance were the newly adopted Coastal Interim guidelines for the Malibu/Santa Monica Mountains area, developed by Coastal Commission staff after extensive work and public hearings, the City of Thousand Oaks Hillside Ordinance which acts to protect the Santa Monica Mountains landform within the Thousand Oaks jurisdiction, proposals for ordinance amendments to protect the Mulholland Scenic Corridor District, and the landmark Performance Standards for Sensitive Lands: A practical guide for administrators, published by the American Society of Planning Officials.

Policy numbers at the end of each performance standard refer to plan policies implemented through that standard.

These performance standards are intended to protect and enhance the valuable natural resources of the Santa Monica Mountains; to avoid destructive and dangerous development actions in hazardous areas; and to implement the policies of the Plan dealing with natural hazards, habitat and water quality protection, hillside management, view protection, public services, trails and cultural resources.

I. DEVELOPMENT REVIEW PROCEDURES

1. ARCHITECTURAL AND SITE PLAN REVIEW

No grading or building permit shall be issued, nor tentative tract map approved, for any parcel of land subject to the requirements and limitations of these performance standards, until the relevant planning agencies have approved a development plan submitted for their approval.

2. SUBMISSION OF DEVELOPMENT PLAN

Prior to submitting development plans, the applicant may meet with planning and engineering agency members to discuss and review the general purposes and objectives of these performance standards in relation to development concepts proposed by the applicant.

3. APPLICATION REQUIREMENTS

- a) All applications for grading or building permits shall include development plans consisting of the following:
 - i) proposed site plans and conceptual house elevations
 - ii) proposed grading plans
 - iii) cross-sections and profiles thereof
- b) All applications for tentative tract map approval shall

- include development plans consisting of the following.
- i) conceptual site plans and conceptual house elevations
 - ii) conceptual landscape plans
- c) All applications for all projects shall include the following additional material:
- data and maps describing existing vegetation, topography, trails and scenic views, soils, geologic, seismic, and drainage conditions, public service facilities and historic and archeological sites at the proposed site.

4. RESOLUTION OF CONFLICTS

Where application of the performance standards would result in conflicting requirements, such conflicts shall be resolved by the responsible plan-implementing agencies.

II. NATURAL HAZARDS

1. GEOLOGY

No development should be permitted on landslides or rockfalls, identified either on the U.S. Geological Survey preliminary maps for Topanga, Malibu Beach and Point Dume quadrangles or in a written report by a registered geologist, unless:

- a) A geology report has been prepared for the proposed development specifically discussing the issue of slope stability on a site specific and regional basis;
- b) The applicant funds an independent review of the report by the State Division of Mines and Geology, and;
- c) The geologic report and the review agree that the proposed site is stable and the development is assured of stability and structural integrity, and will 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.

(New policy following Policy #16.)

2. RESTORATION

New development should restore the topography or resource work of the parcel if extensive slope compaction or reconsolidation work is necessary prior to construction of a dwelling.

III. HABITAT AND WATER QUALITY PROTECTION (see matrix)

1. SENSITIVE HABITAT AREAS

- 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. (Policies 1 and 17.)
- b) No land division should be allowed within such areas.

III. PROTECTION OF HABITAT WATER QUALITY AND SENSITIVE AREAS

	EIR required within 1/2 mile	100 foot buffer zone	No building	20 to 40 acres per DU	No roads or parking areas within 100 feet	No removal of plant life	No grading or brushing within 100 feet	No debris basin within 100 feet	Trails only	Restricted to Primitive camping & trails
Lands adjacent to streams and ponds	✓	✓		✓	✓	✓	✓	✓	✓	
Riparian woodlands	✓	✓	✓		✓	✓	✓	✓	✓	
Endangered wildlife habitats	✓	✓		✓	✓	✓	✓	✓	✓	
Endangered wildlife breeding grounds	✓	✓	✓		✓	✓	✓	✓		
Unusual plant colonies	✓	✓	✓		✓	✓	✓	✓	✓	
Unusual rock outcropping	✓		✓				✓	✓		
Ridges			✓				✓			✓
Deep Canyons	✓			✓		✓	✓	✓		✓
Marshland	✓		✓			✓	✓	✓	✓	

- c) Environmentally sensitive habitats shall include but not be limited to all SEA's identified in the Santa Monica Mountains Zone.
- d) 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.
- e) Low intensity visitor-serving educational, commercial, or recreational facilities (e.g., parks, camps) should be encouraged to locate outside of but in the vicinity of sensitive habitat areas.

2. BUFFER AREAS

- a) In those areas identified as buffer areas to sensitive habitat areas, residential development of low intensity may be permitted (generally not more than 1 unit per 20 acres unless all habitat impacts are mitigated.) Such development should incorporate measures to mitigate potential adverse impacts. These measures may include but not be limited to:
 - i) submittal of a landscaping plan composed primarily of endemic vegetation designed to integrate the development with the surrounding environment and to minimize the vegetation to be altered or removed;
 - ii) development of a storm water management plan which shall ensure that natural landform and drainage is maintained.

(Policies 1 and 17.)
- b) Density in buffer areas should conform to Los Angeles City area plan densities or Santa Monica Mountains Comprehensive Plan densities, which ever is more restrictive.

3. RIPARIAN AREAS- setbacks

- a) All developments other than walkways should be set back at least 100' from any stream or drainage course.
- b) Stream crossings should be minimized by combining driveway access for nearby residences; driveways should not be located within riparian areas except as necessary to cross streams for access. (Policy 17.)
- c) A stream or drainage course is a waterway defined by a solid or dashed blue line on the U.S. Geological Survey quadrangle maps, scale 1:24,000.
- d) Septic systems should comply with Health Department setbacks of the local government jurisdictions (generally 50' for leach fields and 100' for seepage pits).

4. RUNOFF

- a) A hydrology report by a qualified registered engineering professional, experienced and knowledgeable in the science of hydrology shall be submitted and approved before grading for new construction takes place. Such a report shall specify that:
 - i) the maximum rate of discharge shall be at the level that existed before development in order to maintain ground water recharge and prevent erosion and siltation;
 - ii) flood control channels shall not replace natural stream beds.
- b) The report shall also contain specific recommendations to manage storm runoff so as to meet the above objectives.
(Policies 18, 19, 20.)

5. WATER QUALITY

- a) Permitted development should meet water quality standards established by the Los Angeles Regional Water Quality Control Board.
 - b) Wastewater should be treated to protect present and future beneficial uses, and, where feasible, to restore past beneficial uses to the receiving waters. Discharge from sanitary treatment plants and septic systems into streams and lakes should not be permitted.
 - c) Highest priority should be given to precluding, improving or eliminating discharges that adversely affect any of the following:
 - i) wetlands, estuaries, streams, and other biologically sensitive areas
 - ii) areas important for water recreation uses.
- (Policies 18, 19, 20.)

6. WILDLIFE

- a) Important endangered breeding grounds shall be identified.
 - b) A buffer zone shall be established surrounding endangered habitats.
 - c) There shall be no grading or clearing within 100' of endangered habitats
 - d) Recreation shall be restricted to trails within endangered habitats.
- (Policy 21.)

7. TREES AND ENDEMIC VEGETATION

- a) Native trees and endemic vegetation form an integral part of the unique character of the Santa Monica Mountains. In addition they help prevent erosion and slides and

tend to preserve the natural pattern of ground water drainage and aquifers recharge, and are well adapted to the seasonal patterns of rainfall and droughts of the area. (Policies 1 and 17.)

- b) Existing specimens and stands of heritage trees including but not limited to oaks and sycamores, and other plant materials of outstanding historic, scenic or ecological value shall be preserved.
- c) Permits shall be required for the removal of significant existing native trees as specified in b) above. The application shall be accompanied by a written statement indicating the reasons for removal or relocation of trees and a general description of the trees to be relocated or removed.
- d) The conditions which will adversely affect the life of trees shall be avoided, including but not limited to
 - i) increase or decrease in natural water quality and quantity (e.g., by careful siting of drainage controls, debris basins, septic tanks)
 - ii) compaction of soil above roots by machinery or storage of materials
 - iii) change of natural grade, either higher or lower above roots
 - iv) paving with impervious material within such proximity as to be harmful to the root system
- e) Removal of natural vegetation should be minimized by siting development on land with less natural cover.

IV. HILLSIDE MANAGEMENT STANDARDS

1. INTENT

The natural terrain of the Santa Monica Mountains provides a unique and integral part of the Los Angeles environment. Due to their physical importance to the region, development of the hillside areas will definitely affect the visual and environmental character of the mountains. The primary objective regarding mountains development is to preserve the natural terrain, quality environment, and aesthetic character of the mountains while allowing some safe residential development compatible with the natural terrain. To implement this objective, special development standards are required.

2. SLOPE DENSITY

- a) Slope density regulations as stated herein, are established to directly correlate the intensity of development to the steepness of the terrain in order to maintain the essential natural characteristics such as landform, vegetation, wildlife, SEA scenic qualities and open space, and reduce problems such as erosion, sedimentation and land instability. (New Policy.)

- b) Average Slope Measurement- for the purposes of this section, the average slope of a parcel to be subdivided shall be determined according to the formula:

$$S = \frac{.00229}{A} IL, \text{ where}$$

"S" is the average slope in percent, "I" is the contour interval in feet, "L" is the combined length of contour lines in scale feet within the parcel, and "A" is the area in acres of the parcel to be subdivided.

- c) Slope density shall be used in conjunction with other performance standards in order to establish the number of dwelling units compatible with steepness of slope (which is one of the constraints, though other constraints may also exist on specific parcels and should also be taken into account). It is recommended that the attached illustrated¹ curve be used for slope density formula.

3. SCOPE

It is further the intent of the Santa Monica Mountains Plan:

- a) To use to the fullest, current practices of good civic design, architecture, landscape architecture, civil engineering, and hillside land planning to preserve, enhance and promote the existing and future natural appearance and resources of hillside areas.
- b) To encourage in hillsides alternate approaches to conventional flat land development practices.
- c) To encourage the planning, design, and development of home sites that provide maximum safety from fire hazards, exposure to geological and geotechnic hazards, drainage, erosion, siltation, and materials of construction; and provide the best use of natural terrain.
- d) To require the retention of significant natural landforms, vegetation, riparian areas, historical and archeological sites, and SEA's.
- e) To provide a safe means of ingress-egress for vehicular and pedestrian traffic to and within hillside areas, with minimum disturbance to the natural terrain.
- f) To encourage single-family house designs that fit the landform rather than adjusting the landform to fit the house.

(Policies 13, 14, 15, 16, 17, 18, 19, 20.)

¹ Determined by the Coalition for Los Angeles County Planning in the Public Interest and adopted by the CAC as minimum standards for resource protection in the Santa Monica Mountains terrain.

4. GRADING

It is the intention of this section to:¹

- i) encourage only minimal grading which relates to the natural contour of the land, and which will round off, in a natural manner, sharp angles at the top and ends of cut and fill slopes, and which does not result in a "staircase" or "padding" effect;
 - ii) require the retention of trees and other vegetation which stabilize steep hillsides, retain moisture, prevent erosion, and enhance the natural scenic beauty, and, where necessary, require additional landscaping to enhance the scenic and safety qualities of the hillsides;
 - iii) encourage a variety of building types and design, when appropriate, to materially reduce grading and disturbance of the natural character of the area;
 - iv) require immediate planting wherever appropriate to maintain necessary cut and fill slopes, to stabilize them by plant roots, and to conceal the raw soil from view;
 - v) require the retention of natural landmarks and prominent natural features which enhance the character of a specific area, for example, the natural skyline.
- a) Grading control: land with twenty-five (25%)² percent or greater slope should not be graded except at the specific discretion of the planning agency and only where it can be shown that a minimum amount of development is in the spirit of, and not incompatible with, the purposes and policies set forth in this article.
- b)³In order to keep all graded areas and cuts and fills to a minimum, to eliminate unsightly grading, and to preserve the natural appearance and beauty of the property as far as possible, as well as to serve the other specified purposes of this article, specific requirements shall be placed on the size of the areas to be graded or to be used for building and on the size, height, and angles of cut slopes and fill slopes and the shape thereof. In appropriate cases, retaining walls may be specified.

¹ City of Thousand Oaks, Thousand Oaks Municipal Code, Article 31 (Hillside Ordinance)

² Ibid.

³ City of Thousand Oaks

<i>Average Percent Slope of Site</i>	<i>Minimum Percent of Site to Remain in Natural State (No Cut or Fill) or Be Developed Solely For Recreational Purposes</i>
0.0 — 14.9%	32.5%
15.0 — 17.4%	40.0%
17.5 — 19.9%	47.5%
20.0 — 22.4%	55.0%
22.5 — 24.9%	62.5%
25.0 — 27.4%	70.0%
27.5 — 29.9%	77.5%
30.0 — 32.4%	85.0%
32.5 — 34.9%	92.5%
35.0 and above %	100.0%

- c) i) maximum grading permitted on each lot shall be limited to 1000 cubic yards.¹
- ii) all graded slopes are to be contoured and blended to harmonize with natural slopes.
- iii) maximum vertical height of cuts, exposed or retained by walls, from toe to top, should not exceed 8'0".² This figure is based on the estimated height of a normal exterior sidewall and will maintain cuts in scale with the surrounding terrain.
- iv) maximum vertical height of fills, exposed or retained by walls, from toe to top, should not exceed 10'0".³ The extra height allowed for fills would provide flexibility in areas where slopes are steeper on the downhill side of a building site.
- v) the maximum steepness of exposed cuts and fills shall not exceed 2:1.⁴
- d) Building sites shall not be pregraded or vegetation cleared until specific house site plans and elevations have been approved for the individual site.
(Policies 14, 15, 17.)

5. SITING

- a) Future hillside development, where it occurs, will be located in the most suitable and least environmentally sensitive areas, and will be designed in terms of scale and intensity in a manner compatible with the natural resource values and general character of the surrounding environment, preserving non-urban hillside amenities as a regional asset.

¹ California Coastal Commission, Los Angeles County/Malibu Santa Monica Mountains Interpretive Guidelines adopted June 21, 1979

² Ibid.

³ Ibid.

⁴ Ibid.

- b) All slopes over 50% shall not be developed. All residential development proposals are subject to specific site plan provisions of the Hillside Management/Performance Review Procedure.
- c) Plan implementing agencies shall seek input from park planning agencies to identify significant landmark features such as natural rock outcroppings, prominent trees and other areas of special natural beauty to be preserved.
- d) Housing is to be designed to fit the natural landform in a manner that does not require extensive grading, through split-level house designs and other similar techniques.
- e) Where development is adjacent to parks and major trails and viewsheds, lot size and placement of buildings shall be such that clearance of flammable vegetative cover (to conform with fire regulations) shall take place only within the boundaries of the lot under development.

(Policies 14, 15, 17, 46.)

6. BUILDING DESIGN STANDARDS

- a) Building design and architectural features shall be compatible with the specific parcel to be developed and with the purposes and policies set forth in this article.
- b) Within scenic viewshed areas, residential development shall blend in with the natural landform of the area in terms of height, bulk, color, and landscaping, and where relevant shall be consistent with community character.
- c) Utilize natural appearing materials rather than standard concrete and blacktop.
- d) Wherever possible, pervious materials shall be used for paving and roadways.

(Policies 14, 15, 18, 46.)

7. ROADS/DRIVEWAYS

- a) Hillside street standards should reflect a rural, rather than urban, character. Street alignments, where possible, should be parallel to contours in valleys. Where a location between a valley and ridge is unavoidable, directional pavements should be split, with the principal of grading being half cut and half fill versus all fill or all cut. The detailed design characteristics for each type of street shall be very carefully considered within the framework of requiring absolute minimum geometric standards. Hillside streets shall be no steeper than 12%

grade and up to 15% for short distances.¹

- b) Bicycle, hiking, and equestrian trails should be integrated into the overall circulation plan for any project in this zone.
- c) Street lighting in hillside areas should be of low profile design, unobtrusive, and designed to enhance a rural character.
- d) Parking should be provided off the street.²
(Policies 4, 31.)

8. LANDSCAPING

- a) Landscaping shall protect the natural topography and character of drainage courses, riparian vegetation, rock outcroppings and existing oak or other native trees.
- b) Landscaping shall consist of plants and trees that are compatible with the natural vegetation.
- c) New plant materials should be selected to effectively screen or soften the visual impact of new development, and landscaping shall be provided to screen any existing unsightly uses, including all outdoor storage areas, parking lots and service areas.
- d) Restore denuded areas through the use of native plants and visually compatible fire-resistant soil-holding plant material. Trees, shrubs, and ground covers shall completely cover exposed graded areas. All cut and fill slopes shall be planted with adequate plant materials to protect against erosion as soon as possible after grading. Planting shall be designed to blend the slope with the surrounding terrain.
- e) Native and visually compatible fire-resistant, soil-holding plant materials shall be used on graded and brushed areas. Those plants which require least amounts of water while still retaining their fire resistant qualities should be given priority.
- f) In developing a site, the developer shall plant and maintain all slopes until the natural cover is stabilized.

(Policies 14, 15, 16, 17, 18, 46.)

V. VIEW PROTECTION

1. PUBLIC VIEWS

- a) Development should be sited and designed to protect public views to and along the coast and mountains.

¹ California Coastal Commission

² Partially from City of Thousand Oaks Hillside Ordinance.

- b) Development on sloped terrain should be set below road grade to protect scenic viewsheds from public roadways and major trails.
- c) Development should not be sited on ridgelines or hill-tops where alternative sites in the parcel are available, and should never be sited on the crest of major ridgelines.
- d) The suitability of the location, type, separation, height and schematic design of buildings and landscaping in relation to the site and surrounding area, particularly the appearance of the proposed development from parks and scenic highways, should be considered.

(Policy 46.)

2. NATURAL LANDFORMS

- a) New development should be sited and designed to minimize the alteration of natural landforms and vegetation, and to be visually compatible with the character of surrounding areas.
- b) Development should be sited to avoid the filling or clearing of ponds, creeks, or drainage courses.
- c) Outstanding natural physical features, such as the highest crest of a hill, natural rock outcroppings, major tree belts, etc., should be preserved.
- d) Site planning, grading, landscaping, and construction techniques which preserve, enhance the visual character of hillside landforms are encouraged.

(Policies 14, 46.)

3. COMPATIBILITY OF DEVELOPMENT

- a) The scale of new development should be commensurate to the size and location of the lot and should protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreation purposes (i.e., Topanga). Special communities and neighborhoods include the following:
 - i) areas characterized by a particular cultural, historical, or architectural heritage and continuity that is distinctive in the mountains.
 - ii) areas presently recognized as important visitor destination centers
 - iii) areas with small scale and limited traffic providing opportunities for pedestrian and bicycle access for visitors to the mountains
 - iv) areas having a physical scale consistent with or complementary to land forms or having a particular physical coherence that adds to the visual attrac-

tiveness of the mountains.

- v) areas that provide a diversity of coastal housing opportunities, particularly for low and moderate income persons and the elderly.¹

(Policies 12, 46.)

VI. PUBLIC SERVICES

1. ROADS (see also section IV.7)

- a) Roads should reflect a rural character and should be kept as narrow as feasible.

(Policies 4, 31.)

- b) Where drainage problems require, rolled berms should be constructed in preference to curbs and gutters; curb and gutter construction is to be minimized in other portions of the mountains.²

2. UTILITIES

In order to maintain the natural character and to remove possible fire hazard all power and telephone lines shall be undergrounded in scenic corridors and viewsheds.

(Policies 16, 46.)

VII. CULTURAL RESOURCES

Archeology/Paleontology: Development proposed on historic, recognized or potential archaeological or paleontological sites should be surveyed by a professional archaeologist/paleontologist and should incorporate reasonable mitigation measures, as recommended by the archaeologist/paleontologist, or the Office of Historic Preservation, in order to protect those resources. Call the Office of Historic Preservation (916-445-8006) if evidence of an archaeological or paleontological site is discovered. In most cases, immediate advice as to mitigation measures can be offered.

VIII. TRAILS

Overall objective: to protect, enhance and guarantee a comprehensive trails system for hikers, equestrians and bicyclists that transects the governmental jurisdictions within the Santa Monica Mountains by protecting existing trails with easements; insuring the quality of the trail/park system with design standards; providing measures for expanding the trail system; and providing a trail marking and monitoring system. The following rules must be followed when and where possible, keeping in mind

¹ California Coastal Commission

² City of Los Angeles, Mulholland Scenic Corridor Study.

that public access is the first priority in developing a trails system.

1. ESTABLISHMENT/PROTECTION

- a) Each jurisdiction shall coordinate its implementation of the Santa Monica Mountains Trails Element with Trail plans immediately adjacent to the Zone.
- b) All permit jurisdictions in the Santa Monica Mountains shall create a Trail/Park Zone overlay for the Santa Monica Mountains, whereby criteria for protecting the rights and quality of the trails and parks are applied.
- c) Each jurisdiction shall establish an acquisition program for trails, if one does not already exist, and develop mechanisms and procedures for acquiring and accepting trail easements.
- d) Trails not shown on the plans, but established by public use, demonstrate a public need and the plan implementing agency may also require their dedication as a condition for permit.

2. DESIGN STANDARDS

To promote and protect scenic, rural quality of parks and trails, the following standards shall be applied:

- a) All development allowed within viewshed or hearing range of major trails, nature preserves and parks shall be carried out in a manner that will not degrade the quality of the trail/park experience, i.e., excessive grading, clearing, cutting trees, filling canyons, cutting ridges, altering streams, continual loud noises.
- b) Brushing on properties visible from a park or major trail shall not exceed fire department or insurance standards. (Maximum 1 acre/unit and replant clearance in excess of 30 feet with fire resistant native plants or trees.)
- c) Cut slopes visible from a park or major trail shall be planted with fire resistant native plants or visually compatible fire-resistant plant materials.
- d) Streams within the viewsheds of a park or major trail must be left in a natural state.
- e)
 - i) New structures shall not cause brushing along the sides of public trails or within parks.
 - ii) Minimum set backs shall be 150 feet¹ from parks, major trails and secondary trails, where possible, to provide a buffer between development and the trail as well as preclude brushing around the trails.
- f)
 - i) Fencing, walls, and trees shall not be such that they

¹ Developed through discussions with National Trails Council, California State Department of Parks and Recreation, and Adirondacks Parks Agency.

hide the natural viewshed from major trails and parks. However, screening may be required to hide an urban tract in the Mountains.

- ii) Where fencing is used adjacent to any trail or park it must be of natural materials, or rustic in nature. For reasons of safety, barbed wire must not be used within 20 feet¹ of any trail. Concrete block walls are not allowed unless they are needed for retaining walls, in which case they must be set back at least 10 feet from the edge of the trail easement or park boundary and screened with native plants.
- g) Private facilities that serve trail and park visitors must be designed in rural character.
- h) All trail easements should be 20 feet² minimum for safety, except where this is not physically possible.

3. NEW TRAILS

New development shall be required to provide public trails for hikers and equestrians to link with the existing comprehensive trail system in the Santa Monica Mountains and to provide a bicycle trail system to link with existing bike-ways.

4. MONITORING AND MARKING

- a) i) Local jurisdictions shall provide monitoring systems for the major trails, check for hazards, degradation. Alternate trails should be created if traffic becomes too heavy on any one trail.
- ii) Local jurisdictions shall provide trail markers showing destination and mileage.
- b) To gain maximum benefit for the most people, trails shall be multi-use as much as possible (equestrian and hiking). Handicapped trails should be reserved for use of handicapped only.

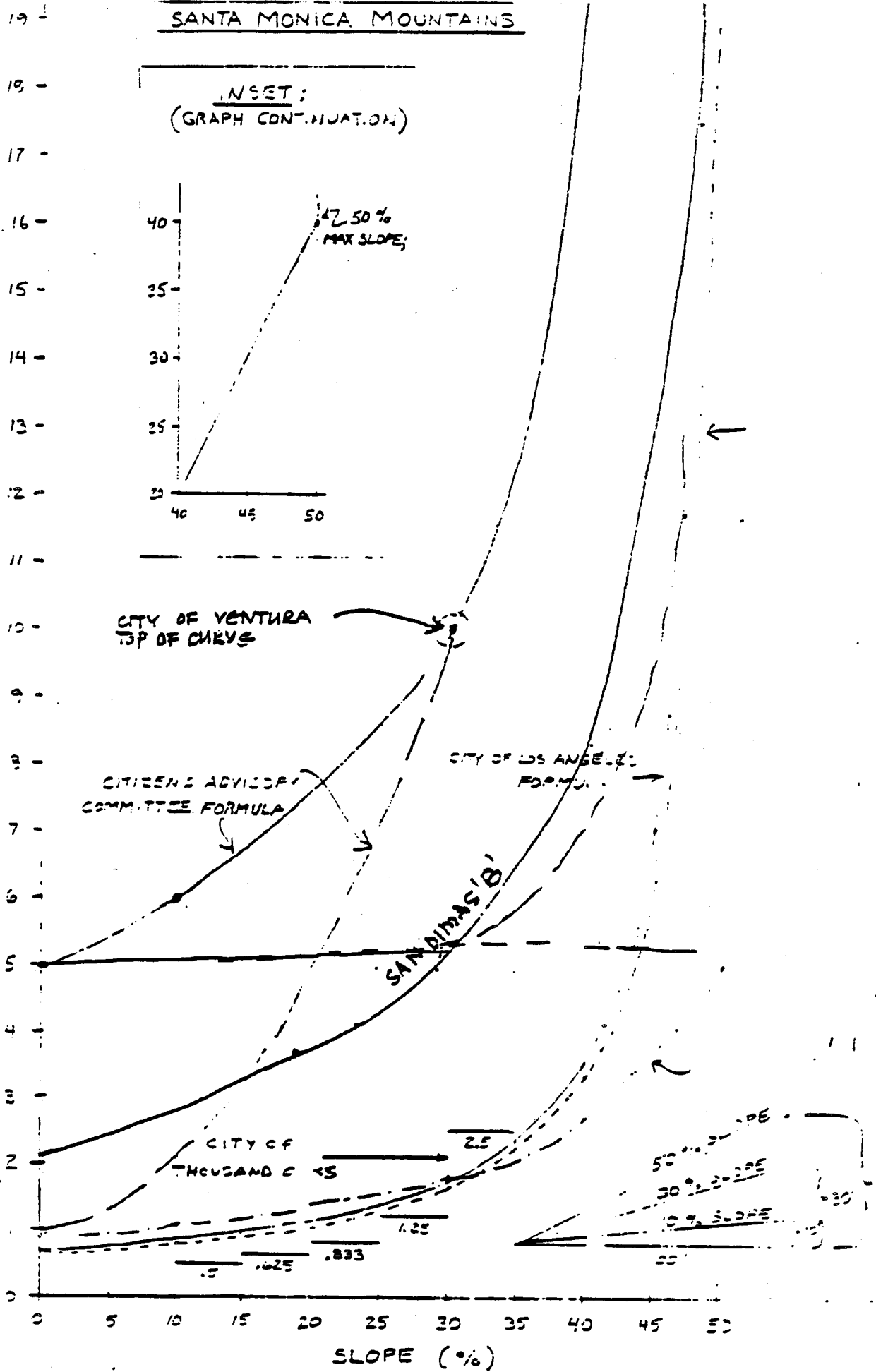
¹ Developed through analysis of existing trails in the Santa Monica Mountains Zone.

² Ibid.

The City of Ventura limits construction to one unit per 30 acres above 30% slopes

NOTE: The City of Thousand Oaks limits construction to one unit per owner for slopes above 35%. The City of Glendora requires 5 acre lots for slopes above 50%.

MINIMUM GROSS ACRES PER DWELLING UNIT



CAC RECOMMENDED SLOPE DENSITY CURVE

RESOURCE WORKS

Charles Thurow, Willian Toner and Duncan Erley, Performance Controls for Sensitive Lands: A Practical Guide for Local Administrators, U.S. Environmental Protection Agency, Washington, D.C., 1975.

William Spangle and Associates, Slope/Density Study, Phase II, City of San Dimas, September 1977.

California Coastal Commission, Los Angeles County Interpretive Guidelines, 1978.

California Coastal Commission, Los Angeles County/Malibu Santa Monica Mountains Interpretive Guidelines, adopted June 21, 1979.

California Coastal Act of 1976.

City of Thousand Oaks, Thousand Oaks Municipal Code, Article 3i, (Hillside Ordinance)

County of Los Angeles, Mulholland Scenic Corridor Citizens Advisory Committee, Scenic Corridor District, Proposed Amendment to the Supplemental District Ordinance, September 1977 (DRAFT).

MINORITY REPORT NUMBER 2

A MINORITY REPORT ON THE
SANTA MONICA MOUNTAINS
COMPREHENSIVE PLANNING
COMMISSION'S PLAN

by Commissioner June Glenn

INTRODUCTION

The Santa Monica Mountains are not a wilderness. There were 191,698 people living in 70,300 houses in the Santa Monica Mountains in 1977 (according to a study by Williams-Kuebelbeck made for the Commission). And there are more today.

In the central half of the Zone, which is Los Angeles County, there are 26,000 parcels of land according to a study made for the Coastal and Mountain Commissions. Only 8000 are developed which leaves 19,000 parcels open. Many are less than 5 acres with over 4000 that are less than an acre. If we doubled the County figure to approximate the total area, we would have 38,000 parcels of open land plus 70,000 homes or 108,000 property owners to be dealt with if the basic use of the mountains were to be changed.

Most of the owners of the smaller open parcels want to see the mountains remain rural. They feel, as I do, that the mountains will be better protected by having homeowners live there in rural fashion than by turning the area into a large park that would be difficult to police and supervise.

Many of us feel that the intrusion of park visitors who know little of the fragile nature of the chaparral (native brush) or its highly flammable nature in the summer and fall will cause much additional damage. Long-time residents tell of calling the sheriff when they see visitors with a camp fire within view of their homes. With more homes, they point out, there would be an even greater chance to stop fire and vandals. While the fire danger poses an added risk to homes, we would like to see that risk eliminated by additional building and safety regulations for construction of fireproof homes or for additional safety standards such as roof sprinklers, safety glass, boxed eaves and non-combustible roofs.

Those of us who loved the mountains enough to buy a parcel of land for a home there keep asking, "How much recreational hiking land is necessary in Los Angeles and Ventura Counties?" The fact is that 34% of the land in Los Angeles County is government owned. Most of that is National Forest land of 670,000 acres which is less than a 30-minute drive from Los Angeles City Hall. Ventura County has an even greater percentage of National Forest land most of which is suitable for hiking and camping.

Is a lot more hiking and park land needed here? We don't think so except for some relatively small parcels east of the San Diego Freeway where the greatest population is. The entire City and County area has a serious housing crisis. As one young man said at a recent National Park hearing, "I need a home for my wife and baby far more than I need another park."

The Commission chose to ignore my motion that they honor the building rights of existing lots and parcels. Their Plan puts most into a sub-standard category because of the newly zoned large parcel requirements. A 20 or 40-acre parcel is not considered affordable by most of us. Those who have less land can ill-afford to buy more land in order to meet the new zoned minimums. Most of us consider 1 to 5 acres a reasonable rural zoning with some 10-acre minimums in the roughest land.

The Commission Plan with its harsh and unduly restrictive downzonings is regarded by most owners of open land as an attempt to create a park through zoning. We call it the "Instant Zone-A-Park Plan" and the "Instant Bankruptcy" plan.

I asked the Commission to pass a Reasonable Use Policy: "If, after the adoption of these policies and regulations by the California State Legislature, a property owner is left with no reasonable use or no profitable use for his property, the State shall pay the owner just compensation." The motion failed, which means that the owner must go to Court to fight for the just compensation that is only fair to give him without a Court battle.

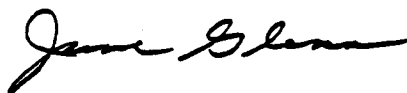
The probability of law suits under the Plan is high. Every parcel with no reasonable use or drastically downzoned is a potential court case. This Plan will be very expensive to the general public and all the costs can't be estimated. But it will be the small landowner, who finds his property is unusable through one restriction or another who will pay the most of all for the Plan. If he has too little money to fight in Court, he may have to give up every last dollar he has scrimped to save and invest in his property. That is unfair and cruel.

If the general public will benefit from this Plan, the general public should pay all costs. Despite my obvious sympathy for the small landowner, I have tried to estimate costs in a fair and impartial manner befitting my profession of statistical analyst.

I voted against the adoption of this Plan.

The California State Legislature did not adopt this Plan.

I urge any and all government representatives not to adopt this Plan.



June Glenn, Commissioner

C O N T E N T S

PART I - GENERAL POLICIES

Page	1	Summary of Objections to the Santa Monica Mountains Plan.
	3	Map showing Land Use.
	4	Substantiation and explanation of statements in Summary.

PART II - ANALYSIS OF ECONOMIC STUDY

13	Conclusions on Economic Study.
15	Comparison of Benefits and Costs
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OBJECTIONS TO THE SANTA MONICA MOUNTAINS PLAN
SUMMARY

The State Plan for the Santa Monica Mountains created by the Santa Monica Mountains Comprehensive Planning Commission is not a feasible one. Its flaws are so significant as to render the Plan almost totally unusable.

The major flaws are:

1 RECREATIONAL USE WILL BE IMPAIRED.

Only a small percentage of people will be able to use the existing or new parks in the zone due to a lack of adequate roads. The Commission chose to prohibit any new cross-mountain or lateral roads and to prevent the widening of existing roads except for trivial changes. Because existing roads are near, at or over capacity now at peak hours, they cannot handle much additional recreational traffic. Busses will only tie up traffic further on these narrow winding roads. So the parks will serve only an elite few.

2. COSTS WILL BE AT LEAST \$500 MILLION MORE THAN BENEFITS.

See the Conclusions in the Economic Analysis, page E-1. Substantiation is given in the rest of the Economic Analysis section.

3. THE HOUSING SHORTAGE WILL BE INTENSIFIED.

58,422 fewer homes can be built. Most of the rest of the zoning shown for development will be prevented by many "Catch-22" type regulations.

4. THE QUALITY OF LIFE IN THE ZONE WILL BE DIMINISHED FOR MANY. Housing in higher densities for apartments and condos will be put in the Ventura Freeway corridor. Noise, air pollution and less healthful living will result. This is hardly a worthwhile tradeoff for the young people who wanted to build their own home themselves because they can't afford a home any other way, nor is it acceptable for the middle-income family that wants a few acres to keep a horse. Since the Santa Monica Mountains are almost the last close-in area where one can enjoy rural living, a great deal of pleasant living will be lost forever to many thousands by this Plan.

5. MOST PARCELS IN THE MTNS WILL BE LEFT WITH NO REASONABLE USE AND NO COMPENSATION.

The Plan downzones most of the remaining open property to such an extent that most existing parcels will be substandard in size. Even 20 and 30-acre parcels will be substandard in 40-acre zones, while 1-acre parcels will be substandard in 5-acre zones. The Commission voted down the statement that "If a landowner is left with no reasonable use for his land, the State will pay him just compensation." No effort was made to estimate the extent of the costs of such compensation. The poorer landowners who can't afford to go to Court will be hurt the most.

6. LESS-THAN-FEE ACQUISITIONS

In general, Less-Than-Fee acquisitions can be expected to be a wind-fall to the wealthy and a loss or detriment to the poorer land owners since most would probably not receive replacement value. Willing sellers of scenic or trail use easements in the Santa Monica Mountains would probably be scarce.

7. OTHER TRANSPORTATION PROBLEMS

Mulholland. In the interior of the mountains, many roads cannot handle both residential and recreational traffic. With preference given to recreational traffic and with Mulholland (the only east-west road in the mountains) kept as only 2 lanes, tens of thousands of landowners will not have access to their property. Another east-west road is needed or Mulholland should be widened.

Westside. Additional traffic in the heavily congested Westside area has not been addressed along with the problems of Emergency Traffic.

8. EARTHQUAKE HAZARDS ARE INCREASED

Crowding people in high density living along the Ventura Freeway is unsafe in the earthquake hazard counties of Los Angeles and Ventura. In these counties it would be far safer to spread people out. Actually the Santa Monica Mountains are safer than many other sections of Los Angeles and Ventura County. Earthquake insurance can be obtained in the mountains, but not everywhere else in these counties according to local insurance companies.

9. WASTE DISPOSAL COSTS WILL SKYROCKET.

If no new sanitary landfill sites can be operated, most Los Angeles City and County waste will have to be trucked to distant sites or expensively processed.

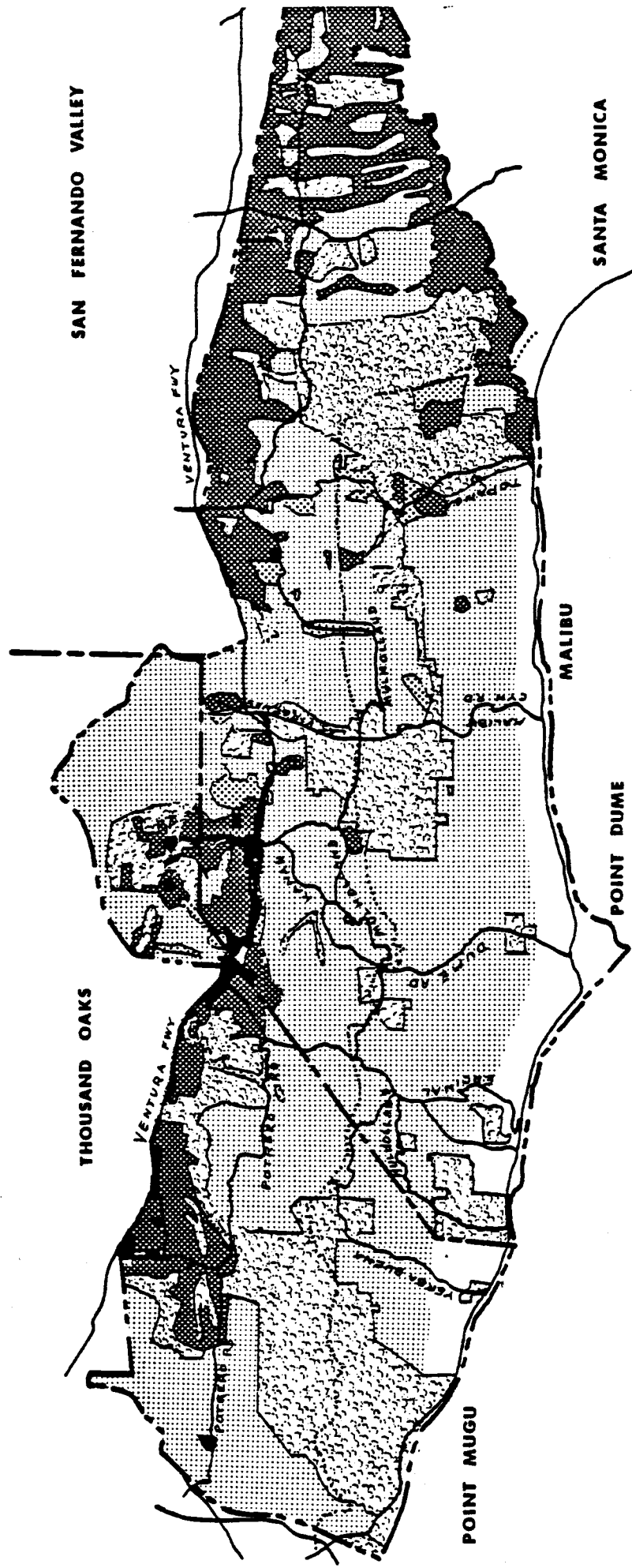
If the Water District has to pump reclaimed water throughout the area or expand to tertiary treatment, homeowners and business in the Las Virgenes Water District will have expensive bills.

10. EXCLUSIONARY ZONING AND LIMITED ACCESS WILL KEEP THE AREA FOR THE ELITE ONLY.

No provisions have been made for mobile homes. Very little zoning is under 5 acres. The harsh and unduly restrictive zoning of 20 to 40 acres for one home is a zoning that only a wealthy few can afford.






If this Plan is adopted, the Santa Monica Mountains will be enjoyed by people who already live there, a small number of people wealthy enough to build and an elite group of hikers and equestrians.

11. COMPENSATION IS INADEQUATE.



MAP No. 2 LAND USE



-  EXISTING PARKS, FUNDED AND PHASE ONE ACQUISITIONS, PRIVATE OPEN SPACE
-  > 1 UNIT PER ACRE RESIDENTIAL
-  1-5 ACRES PER UNIT RESIDENTIAL
-  5-40 ACRES PER UNIT RESIDENTIAL
-  EMPLOYMENT CENTERS

Special Note: The category of 5 to 40 acres/unit as shown here should be labeled 20 to 40 acres/unit. 5 acres/unit is contained in the shaded area of 1 to 5 acres/unit. No 10 acres/unit zoning was adopted.

RECREATIONAL USE IMPAIRED

The use of recreational areas in the Santa Monica Mountains Zone by the general public will remain impaired due to a lack of access and a lack of parking and facilities. It will tend to serve only an elite group.

In the 33-mile stretch west of the San Diego Freeway, there are only 4 cross-mountain roads. All are only 2-lanes and only one of those is a high speed road (Kanan-Dume). A Staff study made early in the life of the Commission indicated that most of the mountain roads are near, at, or over their design usage at peak hours.

The Commission has failed to solve the current access problems or make adequate provisions for the future. This is shown by:

Policy 27, page 38

Road Network

Land uses in the Santa Monica Mountains should be accommodated by the existing road network. While limited improvements on existing roads may be made to improve safety or to remedy a local bottleneck, the construction of new cross-mountain roads should not be permitted.

The Commission's proposed solution is:

1. Improvement of some local roads in Las Virgenes and some re-striping of Pacific Coast Hwy. (List follows policy 28)
2. An option to widen Kanan-Dume. (Policy 29)
3. An option to develop a northern access to Malibu Creek St. Park. (Policy 30)
4. Improved access to Topanga State Park by a new entrance road from Topanga Canyon Blvd. and a northern access from the San Fernando Valley. (Policy 31)
5. Improved bus transit to the Mountains in 1 to 5 years on Pacific Coast Hwy, Coldwater Canyon and by charter from the inner city and other metropolitan areas. (List on page 41)
6. Improved bus transit in 5 to 20 years. (List on page 42)

To accomplish 5 and 6, the RTD would be required to buy special buses that could negotiate the mountain roads in order to reach parks other than Malibu Creek State Park.

The above proposals fail to provide adequate access from the greater portion of the Los Angeles Basin and also fail to provide adequate roads in an east-west direction. Mulholland should be widened, or better still, an additional east-west highway should be planned. If it were between Mulholland and the ocean, spectacular ocean views could be seen.

THE LACK OF ACCESS, LACK OF PARKING AND FACILITIES, AND THE ALMOST TOTAL EMPHASIS ON PASSIVE RECREATION SUCH AS HIKING WILL MEAN THAT EARLY-BIRD HIKERS AND LOCAL RESIDENTS WILL COMPRISE THE MAJOR USERS OF THE PARK AND RECREATION AREAS.

DEVELOPMENT WILL BE ALMOST IMPOSSIBLE IN THE MTNS
AND THE HOUSING SHORTAGE WILL BE INTENSIFIED

58,422 fewer houses can be built due to the Plan as explained on page 1 of the Economic Analysis. Much of the remaining development shown for the hillside and mountain areas will be prevented by the many "Catch-22" type regulations in the Plan. Here are only some of them:

SLOPE DENSITY AND HILLSIDE MANAGEMENT POLICY

POLICY 4: A slope density formula and the development constraints
Page 22 matrix shall be uniformly applied in the "high constraints zone" which shall consist of all areas shown on the Land Use Map as lower than one unit per five acre density.

The slope density formula ^{should reflect} reflects the pattern of environmental constraints in the Santa Monica Mountains and provides a summary indicator of appropriate maximum density on any given parcel in high constraint areas. However, where development density and ancillary structures (e.g., access, slope retention structures) allowed under this formula would conflict with other Plan policies, the local agency should take steps to (1) further reduce allowable density, or (2) develop additional project design and siting mitigation strategies.

The local agency should further lower densities, by the application of the development constraints matrix when the slope/density formula or design and building placement modifications will not prevent the following adverse environmental impacts:

1. Filling or clearing of ponds, creeks or natural drainage channels.
(policy 19)
- 2. Obstruction of or decrease in the quality of views from scenic roadways, trails, or parks.
(policies 14, 36)
- 3. Removal of vegetation unique to the Santa Monica Mountains.
(policy 17)
- 4. Major landform alteration resulting in accelerated erosion, major habitat destruction, and viewshed impacts on scenic views from parks or publicly used recreation areas.
(policies 14, 15, 12, 21, 36)
- 5. Creation of peak storm runoff at flood hazard level, adding to offsite erosion potential, thus requiring major drainage alterations.
(policies 18, 19, 20)
6. Structure siting within a natural flood plain.
(policy 20)
- 7. Precedent setting for similar density and design on parcels in the traffic corridor, thus leading to a cumulative local increase in traffic causing new bottlenecks on the existing major road network.
(policies 28, 32)
- 8. Major extension of urban services in rural areas.
(policies 2, 7)

DEVELOPMENT ALMOST IMPOSSIBLE (continued)

Pol 18, page 29

Containing Storm Runoff

Development in the Agoura/Simi Hills subarea should not increase peak storm runoff. This should apply to other areas where it is found that the increased runoff from development would cause flooding or other damage downstream.

Policy 5, page 23

Subdivision Standards

In order to protect public health and safety and to protect unique environmental resources, new subdivisions and lot splits in the Santa Monica Mountains, along with existing substandard lots whether created legally or illegally, should be subject to the following minimum standards for development:

- A. Each lot shall have frontage and legal vehicular access on one of the following:
 1. A maintained public street;
 2. A maintained private street, provided the private street has a defined location of record and a level of improvement comparable to functionally similar public streets in the immediate vicinity; or,
 3. A private road easement, provided the easement has a defined location of record, a minimum width of 15 feet and a length of not more than 300 feet between the lot and maintained public or private street as defined in (1) and (2) above.

Policy 13, page 26

Regulations on Development in Conservation Areas

A conservation area should be established in the western and central portions of the Mountains to include lands of the phase two acquisition program, buffer zones around existing parks, and Significant Ecological Areas. Within this area, open space, conservation, and recreational values should be protected by the following methods:

- A. Where appropriate, very low density residential zoning (5-to-40 acres per dwelling unit).
- B. Design review regulations for all public and private buildings, signs, and major grading projects.
- C. Dedication of trail easements as a condition of development approval.
- D. Scenic easement contracts as a tax incentive to encourage landowners to maintain private open space.
- E. Transfer of densities or clustering used even in very low density zones (5-to-40 acres per dwelling unit) to group residential structures away from the most sensitive resources so as to retain them in a natural state.
- F. Environmental impact reports for all projects in

THE QUALITY OF LIFE WILL BE DIMINISHED

The quality of life will be diminished for the majority of people living in the Zone west of Topanga Blvd. Map no. 2 on Page S-3 shows that most development will be crowded along the Ventura Freeway. This will give a congested urban feeling to existing communities that are now enjoying the benefits of leap-frog development: a sense of community identification and belonging. The Plan claims that will not be impaired but with apartment house density zoning and almost all other development in the Freeway corridor, that isn't possible.

More importantly, New people moving into this crowded area will add to smog levels and be living in an unhealthful place. All the people who hoped to build on their own lot in a rural setting will be pushed into an urban area instead. The middle income family who wanted to have a house on 2 or 3 acres and the poorer family who wanted to build a house with their own hands to save money will be the losers. The Santa Monica Mountains are the last close-in rural area and should be retained as such. If people were spread out throughout the mountains, a more pleasant and healthful life would result.

Policing costs are much lower in the mountain communities than in urban areas.

From the Plan

In the context of the Plan, "areas relatively free of natural constraints" are those which indicate no or only one constraint on the "Composite Constraint Map" of the Land Capability Study. Because the compatibility of land uses varies according to different constraints, their nature was examined in order to determine the best possible match between land uses and constraints.

Development in Low-Constraint Areas

Pol. 2, page 21

Housing and employment should be directed to areas which are near major transportation arteries and where the essential urban services are available or can be readily extended. Future development should be directed towards areas which are relatively free of natural constraints.

Development Density

Pol. 3, page 21

A. Development densities in the low-constraint areas should be provided to satisfy most of the foreseeable demand for development in the Santa Monica Mountains.

Moderate Income Housing

Pol. 55, page 56

Moderate-income housing should be provided in low-constraint areas, near employment centers.

OTHER TRANSPORTATION PROBLEMS

Mulholland Hwy. The Plan adopts the Citizens' Advisory Committee reports for both L. A. City and County for a scenic parkway and corridor. (Pol. 45, page 49 as amended 2/9/79) It calls for "leisurely scenic driving as a recreation opportunity in itself within a ribbon park giving access to a multiplicity of recreation facilities such as picnic sites, campsites, hostels, trails, etc."

Mulholland is the only east-west road in the mountains proper and is one of only 3 highways west out of L. A. County. Pacific Coast Hwy suffers slides and partial or total closing each rainy season. The Ventura Freeway has no parallel or frontage roads between Liberty Canyon (Agoura) and Calabasas--a distance of 8 miles. A single accident on the Ventura Freeway could put all east or westbound traffic on the slow-speed 2-lane Mulholland or force it much farther north through the Santa Susanna Pass, if Pacific Coast Hwy is closed or clogged with beach goers. Clearly another east-west highway is needed, preferably well above Pacific Coast Highway with many views of the ocean. It could duplicate some of the Big Sur grandeur and still move a lot of traffic.

ACCESS DENIED TO PROPERTY OWNERS

Tens of thousands of property owners will be denied access to their property due to the 2-lane limits and the following policy.

Policy 11 **Preference for Recreational Traffic**

page 25

Residential density should be restricted where residential traffic and recreational traffic compete for limited road capacity.

In the interior of the Mountains many roads cannot handle both residential and recreational traffic. This policy reflects the Commission's goal of best serving the public interest by assuring recreational access for the region's population.

Santa Monica & Malibu. The minority report on the Recreation Transportation System Element in Appendix objects that more traffic will be invited into a heavily congested Westside area as an entry to additional parkland. During peak periods and on weekends the entry roads--Pacific Coast Hwy and adjacent Santa Monica Streets--are unable to handle additional traffic as they have already reached saturation levels.

Emergency Traffic. No consideration has been given to the increasing emergency traffic, such as fire equipment, ambulances, police vehicles, etc., which must travel through saturation traffic. (Appendix)

WASTE DISPOSAL COSTS WILL SKYROCKET

If the following policies become law, Los Angeles City and County will soon be faced with very high costs to haul solid wastes out to the desert, far out to sea, or recycle most of it. The Sanitation District opposes these policies.

Policy 44, pg 49 **Prohibition of New Landfills**

No new sanitary landfill sites should be planned or operated in the Santa Monica Mountains. Sites currently designated for future sanitary landfills, but currently not in use, should be incorporated into the regional open space network. (These sites are Main Mission Canyon, Rustic Canyon, and Sullivan Canyon.)

Policy 46, pg 49 **Alternate Methods for Solid Waste Disposal**

Alternatives to sanitary landfills should be implemented. Mandatory source separation and energy recovery should be required in areas served by the Los Angeles County Sanitation Districts.

If the following policies become law, the Las Virgenes Water District first and later the L. A. Sewer District and the Triunfo Sewer District will have to collect more fees from the homeowners living there in order to install dual water systems and purchase spray fields.

Policy 48, pg 50 **Use of Reclaimed Water**
Every attempt should be made to use the reclaimed water from sewage treatment facilities for domestic and agricultural purposes, including but not limited to dual-water systems, irrigation of greenbelts and parks, and farming. Public health regulations should be reexamined for the purpose of permitting the use of reclaimed water for these purposes.

Policy 49, pg 50 **Acquisition of Spray Fields**
Sanitary districts should acquire and secure the necessary lands for spray fields to dispose of the reclaimed water which cannot be used for dual-water systems, irrigation, and farming.

SCENIC CORRIDORS

The extent of the Scenic Highway Corridors on Map 5 is extreme--up to 3 miles in some places.

Policy 35 adopts the plans for Mulholland as a scenic road that were formulated by the Los Angeles City and County Advisory Committees. Both these groups have adopted unduly harsh and restrictive policies .

An example of such policies as shown in "Mulholland Scenic Corridor Design Plan and Program, May 1978" by the L.A. County Mulholland Scenic Corridor Citizens Advisory Committee and the L.A. County Department of Regional Planning are:

1. "Buildings visible from the roadway shall be set back a minimum of 150 feet from the centerline of the roadway unless such provision would deem an existing lot an unbuildable lot." (Page 14)
2. "Properties abutting the roadway shall have a side yard setback minimum of 25 feet". (Page 15)
3. "Buildings shall not be constructed so as to obscure view from the roadway of scenic features or ridgelines, or protrude above ridgelines." (Page 15)
4. "Development shall contain additional runoff, created by structures, on-site." (Page 18)
5. "Grading shall not be executed closer than 200 lateral feet, or nearest ridgeline, from watercourses (whichever is less). . ." (Page 20)
6. "New landscaping that significantly interrupts the view of scenic features shall be prohibited." (Page 13)
7. Mulholland Highway shall be limited to 2 lanes except for turnouts, passing lanes, or turn pockets at major intersections are needed (Page 19)

No compensation is mentioned in this Plan. Property with a 360-degree view or other magnificent view where building would obscure a distant ridgeline momentarily for someone riding along Mulholland would be greatly reduced in desirability and value if the building had to be sited somewhere that the view was very limited or non-existent.

Mulholland Highway in the County area was put through a succession of valleys along much of the way. Often the most buildable land of a parcel is either near the road or on the ridgeline. The taking of scenic easements next to the road and on the ridge could leave many parcels with a steep and perhaps unbuildable portion inbetween. The purchase of scenic easements must include the reduction in value due to all these restrictions. They must not be taken merely as a condition of development.

The cost of such easements in their full impact on value cannot be readily estimated. A special study would have to be made. Costs can be expected to be very high for the area because Mulholland has all the utilities available on it for much of its length, making it unique in the mountains as the most readily developable area.

LESS THAN FEE ACQUISITIONS (Policy 61)

The process of acquiring scenic easements or trail use easements has been promoted as a way to have a park while allowing people to live there at the same time public expenditures are minimized for park acquisitions. Proponents feel that the number of willing sellers will be increased under such a plan. Are they correct?

The people enjoying a rural or wealthy-estate lifestyle while living on the larger parcels of land will probably be pleased to receive money for a scenic easement, especially if they always intended to leave the easement land as is. Poorer property owners who own the smaller parcels or a lot in an old subdivision will probably need the use of the entire parcel and therefore would be unwilling sellers of such easements.

On a piece of property that was purchased for a marvelous view, the acquisition of a ridgeline or viewshed area could leave the property with a greatly diminished use and value. Ridgeline easement owners would be very reluctant to sell unless the price was high enough to cover the major value of the property.

In cases where an easement was required along the road plus an easement of a viewshed or ridgeline, the cost would be close to the total value of the property especially where the only land left for use was hidden in a narrow valley out of sight of the road.

Since the costs of building would increase with larger setbacks from the road and since many parcels would diminish greatly in value with the various easements, the costs of such easements would be greater than the average cost per acre.

In general, Less-Than-Fee acquisitions can be expected to be a windfall to the wealthy and a loss or detriment to the poorer land owners, since most would probably not receive replacement value. Willing sellers in the Santa Monica Mountains would probably be scarce.

COMPENSATION

The discussion following the Compensation Policy 56 should be altered. It is correct where it says that the public sector does not have the responsibility to compensate to the full extent of prior expectations if those expectations covered the hope of a future increase in allowed zoned density. Such expectations might be quite reasonable in the light of the urban growth at the time of purchase, but they are not generally regarded as compensable.

On the other hand, the public should pay for changes in land values made for their benefit based on the pre-existing zoning. Consider the fact that the land owner has been forced by government to pay taxes each year based on that zoning (which is referred to as the highest and best use of the land). An owner of open land worth \$100,000 pays just as much in taxes as an owner of a home worth \$100,000. (The homeowner may have some minor increases for a special street lighting district or the like, but almost all the listings on the tax bill will be identical.)

Through its taxing system, the government forces the land owner to make an additional investment in his property each year or the government confiscates it. The only reason the property owner is willing to pay tax money to the school district, the road district, the flood control district, etc. is the conviction that some day the property can be used in accordance with such zoning.

Many land owners have paid even more money in taxes through the years than they paid initially for the land. They feel that they have a vested interest in the zoning they've been paying on and rightly so. If they had been buying stock, a body of law would protect them from a sudden artificial manipulation to reduce the market value of their stock. But in the case of land, recently government planning bodies have undertaken extreme artificial manipulation of land value in the name of a public benefit. If they did the same thing to stock, they would all now be in jail. But the California courts have failed to see the similarities and have failed to demand adequate payment for some affected land owners.

This is morally wrong. It is unfair for any government body to ask a few individuals to pay a disproportionate amount for a public benefit. All property owners should be paid for a diminution in value due to the adoption of new land use limitations.

ANALYSIS OF ECONOMIC STUDY

CONCLUSIONS

The "Comparison of Benefits and Costs" prepared by Williams-Kuebelbeck and amended by the Santa Monica Mtns Comprehensive Planning Commission and Staff understates the losses that will be due to its Plan. The loss will be at least \$500 million and will be borne mostly by the current owners of open land.

The calculations of the more accurate loss figures were done by the Construction Industry Research Board and J. Glenn. See attachments.

One basic difference is that the Williams-Kuebelbeck analysis grossly understated the reduction in housing units to be caused by the Plan.

Their economic study was supposed to compare existing county and city plans with the Commission Plan. Instead, the consultants elected to put a development constraint screen over the existing zoning and therefore used less dwelling units as a starting point.

The W-K figures for housing units at build-out:

Composite Plans	63,075
Commission Plan	38,131
Reduction in housing	24,944

But they revealed that the plans without the "development constraint screen" would be:

Composite Plans	96,553	(Pg II-2 of 11/30/78)
Commission Plan	38,131	
Reduction in housing	58,422	

Even the last figure is too low because Williams-Kuebelbeck used the Judge Thomas agreement of 1 unit per 5 acres for much of L. A. County zoning while the tax assessor uses the underlying zoning of 1 unit per acre for most of the same land on the basis that the Thomas decision is a temporary one and can be mitigated in some cases.

Williams-Kuebelbeck defend their screen by saying that most parcels have only one building site and cannot use the Thomas lu/5ac zoning, whereas knowledgeable real estate people and land experts say that a use of 1 unit per 5 acres would be a conservative estimate. Therefore we have used it as the basis of our figures. Williams-Kuebelbeck did not consult real estate brokers or independent fee appraisers in the area according to R. A. Eigenbrodt, M.A.I. (Letter in appendix.)

The housing figures cause distortions in Net Reduction in Land Value, and Property Tax Losses.

According to the attached Analysis by the Construction Industry Research Board, the Open Space Acquisition figures are too low while the Fire Exposure Reduction benefits and Recreation User benefits are too high.

Waste Disposal costs were omitted because the Commission insisted that user fees would pay for them. They should have been included.

Trails, scenic easements next to Mulholland, along ridgelines, around park boundaries, and lot consolidation costs have not been estimated due to a lack of information on the extent of such purchases. The costs can be expected to be sizable.

THE \$30 MILLION DOLLARS THE STATE MAY GET FROM THE FEDERAL GOVERNMENT CANNOT BEGIN TO PAY FOR STATE COSTS UNDER THE TERMS OF THIS PLAN.

THE VALUE OF TENS OF THOUSANDS OF LOTS AND PARCELS THAT WILL BE SUBSTANDARD AND THEREFORE WITH NO REASONABLE USE HAS YET TO BE ESTIMATED.

SUMMARY - COMPARISON OF BENEFITS & COSTS
High Intensity Recreation
Santa Monica Mountains Comprehensive Plan 1980 - 2029

Net Present Values in Millions of 1978 Dollars (Discounted)

<u>Benefits</u>	<u>Williams - Kuebelbeck</u>	<u>Commission Staff</u>	<u>CIRB & Glenn *</u>
Recreation User	\$ 95.4 - \$127.0	\$ 88.8 - 118.3	\$ 48.5 - 64.6
Capital Facility Savings	6.9	6.9	6.9
Transportation Savings	18.0	16.9	16.9
Fire Exposure Reduction	25.9	25.9	3.1
Total	146.2 - 177.8	138.5 - 168.0	75.4 - 91.5
<u>Costs</u>			
Open Space Acq: Phase I	30.8	24.1	37.0
Phase II	71.3	55.6	85.2
Open Space Development	6.5	6.5	6.5
Open Space Oper/Maint	21.8	21.8	21.8
Property Tax Losses	5.8	5.8	86.0
Net Reduc. in Land Value	16.0	16.0	308.6
Waste Disposal Increases	0	0	71.6
Trails, Easements, Consol.	0	0	?
Added Police Costs	0	0	3.0
Total	152.2	129.8	?
Total	152.2	129.8	619.7

* Construction Industry Research Board and J. Glenn

The use of Staff or W-K estimates by Glenn does not signify agreement but rather the lack of an estimating study for that item.

SUMMARY - COMPARISON OF BENEFITS & COSTS
Low Intensity Recreation
Santa Monica Mountains Comprehensive Plan 1980 - 2029

Net Present Values in Millions of 1978 Dollars (Discounted)

<u>Benefits</u>	<u>Williams- Kuebelbeck</u>	<u>Commission Staff</u>	<u>CIRB & Glenn *</u>
Recreation User	\$ 81.2 - 100.9	\$ 80.6 - 106.6	\$ 48.0 - 63.4
Capital Facility Savings	6.9	6.9	6.9
Transportation Savings	15.3	15.1	15.1
Fire Exposure Reduction	25.9	25.9	3.1
Total	129.3 - 149.0	128.5 - 154.5	73.1 - 88.5
<u>Costs</u>			
Open Space Acq: Phase I	30.8	24.1	37.0
Phase II	71.3	55.6	85.2
Open Space Development	4.6	4.6	4.6
Open Space Oper/Maint.	19.3	19.3	19.3
Property Tax Losses	5.8	5.8	86.0
Net Reduc. in Land Value	16.0	16.0	308.6
Waste Disposal Increases	0	0	71.6
Trails, Easements, Consol.	0	0	?
Water Bond Retirements	0	0	3.0
Added Police Costs	0	0	?
Total	147.8	125.4	?
Total	147.8	125.4	615.3

* Construction Industry Research Board & J. Glenn The use of Staff or W-K estimates by Glenn does not signify agreement but rather the lack of an estimating study for that item.

C I R B

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PRELIMINARY DRAFT

AN ANALYSIS OF THE COST AND BENEFITS
OF THE SANTA MONICA MOUNTAINS COMMISSION PLAN

Prepared By
Construction Industry Research Board
Ben Bartolotto, Director

April 6, 1979

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INTRODUCTION AND SUMMARY OF FINDINGS

This report was prepared by the Construction Industry Research Board (CIRB) in response to requests from the Building Industry Association of Southern California and Advocates for Balanced California Development. The CIRB is an industry-sponsored research organization funded entirely by annual grants from the Construction Industry Advancement Fund of Southern California and the Fund for Construction Industry Advancement.

The purpose of this report is to provide input to decision makers regarding the economic evaluation of alternative plans for the Santa Monica Mountains Planning Area. Specifically, this report reviews and analyzes the cost-benefit analysis prepared by Santa Monica Mountains Commission staff and the Commission's consultant. This cost-benefit analysis was prepared for the "Commission Plan" alternative which includes highly restrictive land use proposals and calls for the acquisition of more than 40,000 acres of open space to occur in two phases.

An alternative to the Commission Plan is the Composite Plan which is a compendium of local general plans and planning policies prepared by the City of Los Angeles, the County of Los Angeles, the City of Thousand Oaks and the County of Ventura.

The CIRB reviewed only three of the nine elements quantified in the cost-benefit analysis. These three elements include recreation user benefits, fire exposure reduction benefits and open space acquisition costs. The CIRB analysis relied largely on the economic report prepared by the Commission's consultant, as well as supporting documents, worksheets and memoranda. In addition, a sample of 80 land sales in the areas of the proposed open space acquisitions was compiled and used to evaluate acquisition cost estimates.

Summary of Major Findings

The Santa Monica Mountains staff/consultant cost-benefit analysis indicated that the benefits of the Commission Plan's open space and land use proposals

outweighed their costs. Specifically, the economic analysis prepared for the Commission concludes "...the benefits are expected to exceed the costs in both the low intensity and high intensity recreation development plans."

However, the analysis of the Construction Industry Research Board contained in the following pages suggests that the costs of the Commission Plan will substantially outweigh the benefits. As a result of this conclusion, it would appear prudent to at least carefully scrutinize the restrictive provisions of the Commission Plan and especially to reconsider the feasibility of the open space acquisition program which is an integral part of the plan and its provisions.

The specific findings of the CIRB analysis are briefly summarized following. The reader is referred to the main body of this report for backup data, assumptions and analysis.

1. Recreation User Benefits (see pages 4 and 5)

Recreation user benefits represent 62 to 70 percent of the benefits quantified in the cost-benefit analysis. The CIRB analysis indicates that the consultant's report overstates these benefits by 40 percent for the low intensity recreation alternative and by 45 percent for the high intensity recreation alternative.

	Recreation User Benefits (in millions of discounted 1978 dollars)	
	High Intensity Recreation	Low Intensity Recreation
Consultant's Estimate	\$88.8 - \$118.3	\$80.6 - \$106.6
CIRB Estimate	\$48.5 - \$ 64.6	\$48.0 - \$ 63.4

2. Fire Exposure Reduction Benefits (see pages 6 through 8)

The Commission consultant's report claims that substantial reductions in fire losses will result from reduced residential development under the Commission Plan. Over a 50-year period, the Commission Plan would reduce residential development in the planning area by about 500 units per year below that which would be produced under the Composite Plan.

The CIRB analysis, however, suggests that the identified benefits are substantially overstated. The consultant has estimated these benefits to be \$25.9 million, whereas the CIRB analysis suggests \$3.1 million or 12 percent of the consultant's estimate.

3. Open Space Acquisition Costs (see pages 9 through 12, plus Appendix)
The CIRB analysis suggests that the Commission staff has understated open space acquisition costs by 53 percent. This raises serious questions as to the viability of the acquisition program and the open space plan.

	<u>Open Space Acquisition Costs - 1978 Dollars</u> <u>(Phases I and II)</u>		
	<u>Commission Staff</u>	<u>CIRB Estimate</u>	<u>% Increase</u>
Current Value	\$109.6 million	\$168.1 million	53%
Discounted Future Dollars	\$ 79.7 million	\$122.1 million	53%

4. Cost-Benefit Analysis--Conclusion (see pages 13 and 14)
The Commission staff and consultant's cost-benefit analysis concluded that benefits outweighed costs, thereby substantially justifying the Commission Plan. However, the CIRB analysis indicates costs will exceed benefits by between \$79 million and \$97 million (stated in discounted future dollars). Stated differently, costs will exceed benefits by between 88 and 130 percent (depending upon recreation intensity assumptions).

RECREATION USER BENEFITS

Depending upon the alternatives and assumptions selected, between 62 and 70 percent of the benefits identified in the consultant's cost-benefit analysis (see Table 4, page 14) are attributed to the value of recreation user benefits. These estimates of user benefits in large part are used to justify the open space acquisition program and the Commission Plan's restrictive land use policies.

The consultant's report describes use day attendance for 1976-1977 at the three existing state parks in the study area: Topanga State Park, Malibu Creek State Park and Point Mugu State Park. These three parks, taken together, averaged 27 users per acre per year during the 1976-1977 season. The most developed park of the three, Point Mugu, averaged 46 users per acre per year (and approximately 47 when individuals and campers turned away during peak season are included). Each of these parks is at least as accessible as the proposed Santa Monica Mountains park, yet the consultant's report contains an implicit average usage per acre per year of from 79 (low intensity, Phases I and II) to 86 (high intensity, Phases I and II)--a usage intensity three times higher than the average of the three existing parks and almost twice as high as that of the most developed and most visited.

The consultant provides little evidence to justify the predicted high levels of usage of the proposed park. Since significant decisions related to open space acquisition and land use policies are being based on these estimates, these estimates must be reanalyzed. In the interim, the Construction Industry Research Board suggests that user estimates equal to no more than the average season usage at the most developed park, Point Mugu, be used for the cost-benefit analysis (that is, 47 users per acre per year). On this basis the benefit estimates shown in the cost-benefit table should be reduced by 40 percent for the low intensity recreation alternative and by 45 percent for the high intensity recreation alternative.

Recreation User Benefits
(in millions of discounted 1978 dollars)

	<u>High Intensity Recreation</u>	<u>Low Intensity Recreation</u>
Consultant's Estimate	\$88.8 - \$118.3	\$80.6 - \$106.6
CIRB Estimate (assumes average usage of Point Mugu State Park)	\$48.5 - \$ 64.6	\$48.0 - \$ 63.4

FIRE EXPOSURE REDUCTION

The consultant's report claims that a significant benefit derived from the Commission Plan lies in the reduction in the number of units subject to exposure from destruction by fire. Over a 50-year period, the Commission Plan would reduce residential development in the Santa Monica Mountains by about 500 dwelling units per year below that which would have been produced under the Composite Plan. The cost-benefit table (page 14) indicates that the discounted present value of this benefit is \$25.9 million.

However, a review of the consultant's report and other referenced material indicates that benefits from reduced fire exposure may total only \$3.1 million (discounted present value), or only 12% of the \$25.9 million reported by the consultant.

The consultant's estimates of the benefits from fire exposure reduction are based upon burn rates of 1 in 500 for planning areas I, II and IV and 1 in 1,000 for planning areas III and V. These burn rates are much too high as they assume future new housing will have roof types and brush clearance identical to the existing pattern in the Santa Monica Mountains.

Stanford Research Institute (SRI) in its 1973 study identified probability factors related to fire losses and the distribution of houses in the Santa Monica Mountains by type of roof and brush clearance.¹ The consultant references the SRI study in his analysis. The following two tables are from the SRI study. Table 1 identifies the probability of a given home's being destroyed when exposed to wildfire, depending upon the brush clearance and whether the roof is approved or unapproved. Table 2 identifies the present distribution of houses in the Santa Monica Mountains by roof type and brush clearance.

¹ Stanford Research Institute, Preliminary Report--Decision Analysis of Fire Protection Strategy for the Santa Monica Mountains: Initial Assessment June 1973, Reprinted October 1973.

TABLE I
 PROBABILITY THAT A HOUSE OF GIVEN ROOF TYPE
 AND BRUSH CLEARANCE WILL BE DESTROYED WHEN
 EXPOSED TO WILDFIRE

<u>Brush Clearance (Feet)</u>	<u>Approved Roofs</u>	<u>Unapproved Roofs</u>
0-30	0.243	0.495
30-60	0.054	0.286
60-100	0.016	0.144
More than 100	0.007	0.148

TABLE II
 PRESENT DISTRIBUTION OF HOUSES IN THE SANTA MONICA
 MOUNTAINS BY ROOF TYPE AND BRUSH CLEARANCE

<u>Brush Clearance (Feet)</u>	<u>Approved Roofs</u>	<u>Unapproved Roofs</u>	<u>Total</u>
0-30	0.035	0.004	0.039
30-60	0.072	0.014	0.086
60-100	0.090	0.026	0.116
More than 100	<u>0.536</u>	<u>0.223</u>	<u>0.759</u>
	0.733	0.267	1.000

Source: SRI Report, pages 43 and 46.

Using the data in Tables 1 and 2 the expected burn rate for the present mix of houses when exposed to wildfire is 0.060 (6%).¹ This 6 percent burn rate, of course, is conditional on exposure--that is, on a fire going through the

¹ The calculation is as follows:

$$\begin{aligned}
 & (0.243)(0.035) + (0.054)(0.072) \\
 & + (0.016)(0.090) + (0.007)(0.536) \\
 & + (0.495)(0.004) + (0.286)(0.014) \\
 & + (0.144)(0.026) + (0.148)(0.223) \\
 & = 0.060 \text{ (6\% given fire exposure)}
 \end{aligned}$$

area. To determine the burn rate given the uncertainty of a wildfire the SRI study assumes a 30-year cycle of time between major fires in a particular housing area. Therefore, the probability that the area will be exposed to fire in a given year is 1/30 or 0.033. Hence, the average burn rate for the present mix of houses is as follows:

$$\text{Burn Rate} = 0.060 \times 0.033 = 0.002 \text{ (or 1 in 500)}$$

As stated above, the consultant assumed a burn rate of 1 in 500 for areas I, II and IV and 1 in 1000 for areas III and V. The problem with these assumptions is that future new housing will not conform to the characteristics of existing housing for fire-risk purposes. All future new housing can be assumed to have approved roofs and 100-foot brush clearance areas will be required. As a result, burn rates for new housing will not be 1 in 500 or 1 in 1000 but 1 in 5000 (or 0.0002).

The calculation is as follows:

- a) The probability that a house with an approved roof and with 100 foot brush clearance will be destroyed when exposed to wildfire = 0.007 (from Table 1).
- b) The probability of fire exposure = 0.033.
- c) Therefore, burn rate = $0.007 \times 0.033 = 0.0002$ (or 1 in 5000)

The average burn rate used by the consultant is 0.0017 (about 1 in 600) when weighted by the reduction in the number of proposed dwelling units in the five planning areas.¹ Therefore, assuming that future housing will have approved roofs and required brush clearance, then actual benefits from reduced fire suppression are only 12 percent of those estimated by the consultant, \$3.1 million rather than the \$25.9 million reported.

Calculation:

$$\frac{0.0002}{0.0017} = 0.12 \text{ (12\%)}$$

$$0.12 \times \$25.9 \text{ million} = \underline{\$3.1 \text{ million}}$$

¹ 73.2% of units are in areas I, II and V with a burn rate of 0.002; 26.8% are in III and IV with a burn rate of 0.001.

OPEN SPACE ACQUISITION

The integrity of the open space component and the land use proposals of the Commission Plan is conditional upon the viability of the proposed acquisition program. Yet this acquisition program and the estimated acquisition costs do not appear to be documented to the degree necessary to justify the substantial planning decisions and economic impacts implicit in the Plan.

While the Commission's consultant prepared estimates of acquisition costs, the consultant's estimates were discarded in favor of lower Commission staff estimates. In part, the staff's acquisition cost estimates are lower than the consultant's because of the removal of many improved properties from the acquisition list.¹ The major difference between the staff and consultant's estimates, however, is due to differences in methodology.

Stated in current dollars, estimates of open space acquisition costs have varied as follows:

	<u>Current Values</u>
July staff estimate	\$120 million
November consultant estimate (Williams-Kuebelbeck and Associates)	\$142 million
December staff estimate	\$110 million

It is the December staff estimate which is used in the cost-benefit table (page 14), stated in net present value (discounted dollars). This latest estimate is delineated between Phases I and II for current and discounted future dollars as follows:

¹ Removal of improved properties from the acquisition is consistent with recent Commission policy.

	<u>Current Value</u>	<u>Discounted Future Dollars¹</u>
Phase I	\$ 26.1 million	\$24.1 million
Phase II	<u>83.5 million</u>	<u>55.6 million</u>
	\$109.6 million	\$79.7 million

The Construction Industry Research Board (CIRB), in an effort to evaluate the staff's cost estimate and its 2.25 correction factor, compiled a sample of 80 sales of unimproved land in the area of the proposed acquisitions. The CIRB sample is appended to this report beginning on page 15. The sample was obtained from recent appraisal company reports for these areas as well as from direct research in Los Angeles County Assessor's and Recorder's records.

While the CIRB sample contains sales as far back as 1975, the relevant sales are those in fiscal year 1977-78, which is the period corresponding to the staff estimates. Table 3, following, summarizes the sample sales information contained in the Appendix.

Substantial increases in average sales price per acre are exhibited for each period from 1975-76 to 1979. This is to be expected; however, it is uncertain how much of this increase is due to general appreciation of values in the area and how much should be attributed to the characteristics of the particular sample. It should be noted, however, that staff estimates of land acquisition (July estimate) indicate on average cost per acre of \$2,901.² Only in the 1975-76 CIRB sample sales data do prices approximate this estimate (\$2,754 per acre in 1975-76); by 1978 prices per acre are above \$6,000 and a small sample of fiscal 1978-79 sales indicates prices averaging \$14,800/acre.

¹ Discounting reflects the fact that a dollar received or spent today is worth more than a dollar received or spent in the future. The purpose of discounting is to express the future costs and benefits in the current value of the dollar. Costs and benefits were calculated for 1980-2029.

² Page 23, "Summary Table of Acquisitions by Acquisition Unit," Preliminary Report, Santa Monica Mountains Comprehensive Planning Commission-Santa Monica Mountains Comprehensive Plan, State of California, July 1978.

The correction factors shown in Table 3 are based upon 1977-78 assessor's values compared with sales prices regardless of year of sale. Therefore, the correction factors shown for periods other than 1977-78 are not as meaningful for purposes of evaluating the staff's 2.25 factor.

TABLE III
SUMMARY OF ANALYSIS OF LAND SALES
SANTA MONICA MOUNTAINS PLANNING AREAS
LOS ANGELES COUNTY

Sample Size (Parcels)	Date of Sales	Acres	1977-78 Assessor's Market Value	Actual Sales Price	Correction Factor ¹	Average Sales Price Per Acre
		(1)	(2)	(3)	(4)	(5)
22	1975, 1976	1,927.5	\$3,194,400	\$ 5,307,800	1.66	\$ 2,753.72
42	1977	2,001.5	4,143,440	10,868,350	2.62	5,430.10
13	1978	1,707.1	3,456,600	10,412,000	3.01	6,099.23
23	Fiscal 1978	2,321.3	4,070,740	14,057,500	3.45	6,055.87
8	Fiscal 1979 (thru 1/79)	845.8	3,677,060	12,553,000	3.41	14,841.57

Source: Obtained from appraisal reports, L.A. County Assessor's and Recorder's assessment and sales data.

Since the staff estimate is apparently based upon 1977-78 information (presumably the 2.25 factor reported in the July 1978 preliminary plan was based upon information available prior to July 1978), the 1977-78 sample data shown in Table 3 are the most useful for comparison purposes.

This 1977-78 sample of sales contains 2,321.3 acres which sold for more than \$14 million. This is a significant sample representing the equivalent of about 6 percent of the 40,000 acres to be acquired and 13 percent of the estimated purchase price.

¹ Correction factor calculated by dividing sales price by 1977-78 assessor's market value.

While this sample is probably not sufficiently representative for evaluation of purchase price per acre it is valid for use in evaluating the 2.25 correction factor. And what this comparison indicates is that the staff estimate may be understated by 53 percent. (The CIRB sample indicates an average correction factor for 1977-78 sales of 3.45; this is 53 percent higher than the staff's 2.25 factor.)

The Construction Industry Research Board suggests that the staff's 2.25 correction factor is too low and therefore its estimate of acquisition costs is also too low. A comparison of Commission staff and CIRB estimates of acquisition costs is as follows:

	Open Space Acquisition Costs - 1978 Dollars (Phases I and II)	
	<u>Commission Staff (with 2.25 factor)</u>	<u>CIRB Sample (with 3.45 factor)</u>
Current value	\$109.6 million	\$168.1 million
Discounted future dollars	\$ 79.7 million	\$122.2 million

To the extent that the Commission staff estimate is low, the open space program may not be viable. Acquisition costs represent more than 60 percent of the costs identified in the consultant's cost-benefit analysis (see Table 4, page 14). Substantial error here, coupled with errors on the benefits side (discussed previously) raise serious questions as to the validity of the cost-benefit analysis.

The Commission's economic report found that the sum of quantifiable benefits exceeds costs and that this factor strongly favored the open space plan of the Commission. Conversely, it would seem that an unfavorable cost-benefit analysis should create doubt as to the viability of the open space plan, including the acquisition program and the associated land use proposals.

CONCLUSION

In this report the Construction Industry Research Board has partially reviewed the cost-benefit analysis prepared for the Commission Plan. This review focused on the three most significant quantifiable factors in the analysis: recreation user benefits, fire exposure reduction benefits and open space acquisition costs.

In the previous sections substantial differences were identified between the Commission staff/consultant's cost-benefit estimates and those prepared by the CIRB. Table 4, following, shows the Commission's cost-benefit analysis and the changes suggested by the CIRB analysis.

The original cost-benefit table indicated that benefits would exceed costs, thereby substantially justifying the Commission Plan's Open Space and land use proposals. However, the CIRB analysis indicates that costs will exceed benefits by between \$79 and \$97 million (stated in discounted 1978 dollars). Stated differently, costs will exceed benefits by between 88 and 130 percent.

The significance of the conclusions of this report is that serious questions are raised first with regard to the cost-benefit analysis and ultimately with regard to the open space acquisition and land use control provisions of the Commission Plan.

The Commission Plan with Phase I and II open space acquisitions and the "development constraint screen" would ultimately permit only 38,131 new residential units to be constructed in the planning area. This compares to 96,553 new units without the development constraint screen under the Composite Plan.

Because of the tremendous reduction in future new housing required by the Commission Plan, and the enormous land acquisition program costs, it is imperative that adoption of such a plan be based on well-considered comparisons of costs and benefits.

TABLE IV

SUMMARY

COMPARISON OF BENEFITS AND COSTS

SANTA MONICA MOUNTAINS COMPREHENSIVE PLAN
As amended by the Constr. Ind. Res. Bd.

Net Present Values

Expressed in Millions of 1978 Dollars*

	<u>High Intensity Recreation</u>	<u>Low Intensity Recreation</u>
<u>Benefits</u>	\$ 48.5 - \$44.6	\$ 48.0 - \$ 63.4
Recreation User	\$ 88.8 \$118.3	\$ 88.6 \$106.6
Capital Facility Savings	6.9	6.9
Transportation Savings	16.9	15.1
Fire Exposure Reduction	25.9 3.1	25.9 3.1
Total	\$138.5 \$168.0 \$ 75.4 - \$91.5	\$128.5 \$154.5 \$73.1 - \$88.5
<u>Costs</u>		
Open Space Acquisition:		
Phase I	\$24.7 \$37.0	\$24.7 \$37.0
Phase II	55.6 85.2	55.6 85.2
Open Space Development	6.5	4.6
Open Space Operations/Maintenance	21.8	19.3
Property Tax Losses	5.8	5.8
Net Reductions in Land Value	<u>16.0</u>	<u>16.0</u>
Total	\$129.8 \$172.3	\$125.4 \$167.9
Excess of costs over benefits	\$96.9 - \$80.8	\$94.8 - \$79.4

Source: Williams-Kuebelbeck and Associates, Inc.
and Commission staff

*Discounting reflects the fact that a dollar received or spent today is worth more than a dollar received or spent in the future. The purpose of discounting is to express the future costs and benefits in the current value of the dollar. Costs and benefits were calculated for 1980-2029.

APPENDIX
SAMPLE OF LAND SALES

In order to evaluate the open space acquisition cost estimates prepared by the consultant and Santa Monica Mountains Commission staff, the Construction Industry Research Board (CIRB) compiled a sample of 80 land sales which occurred over the period 1975-1979 in the general area of the proposed acquisitions.

The sources of these sales data were appraisal reports prepared by appraisal companies, as well as recent sales information obtained from records of the Los Angeles County Assessor's office. Sales in proximity to acquisition areas were located using assessor's map books. Actual sales prices were obtained from recorded deeds.

Every recent sale which could be located in the limited time available for this analysis was used. The sample of sales excluded any properties with improvements, consistent with the Commission's policy not to acquire improved properties.

This sample was compiled to evaluate the accuracy of the Santa Monica Mountains Commission staff's correction factor of 2.25. The staff has indicated its estimates of open space acquisition costs are based upon multiplying the assessor's full market value by a factor of 2.25 to obtain actual market value. Reportedly, this staff estimate was based upon assessor's data as well as some sales information. However, none of these data has been reported in the consultant's economic report or in any available working documents.

The results of the CIRB analysis using the sample sales listed in this appendix indicate that the Commission staff's correction factor is too low and therefore estimated Phase I and Phase II acquisition costs in the cost-benefit analysis are understated. See discussion in the main body of this report (pages 9 through 12) for the CIRB analysis.

The information contained in the sample of sales is self-explanatory, with some exceptions. The areas enumerated in column (1) refer to the acquisition areas indentified in the plan. These are identified as follows:

Area #	Phase One	Area #	Phase Two
1	Cahuenga Peak	10	Fryman Canyon
2	Runyan Canyon	11	Tuna Canyon
3	Cross-Mountain	12	Saddle Peak Area
4	Caballero Canyon	13	Malibu Canyon
5	North Benedict Canyon	14	Solstice Canyon
6	Backbone Trail: Saddle Peak- Malibu	15	Cheeseboro-Palo Comado Canyons
7	Malibu Fillout	16	Zuma Trancas Area
8	Saddle Rock Ranch	17	Point Mugu-Leo Carrillo
9	Potrero Valley		

Assessor's book, page and parcel numbers refer to the recording system used by the L.A. County Assessor. The sample data can be verified by referring to these book, page and parcel numbers.

Assessor's market value is equal to the assessed value multiplied by 4. (Assessed value is 25 percent of assessor's market value.) In actuality, however, assessor's market value often differs from the true market, as is evidenced by the correction factor mentioned earlier.

SAMPLE OF LAND SALES
SANTA MONICA MOUNTAINS PLANNING AREA
1975-1979

TABLE V

(Listed in Order of Sales Date)

Sample Number	Area	L.A. County Assessor's Book No.	Page	Parcel(s)	Acres ¹	Date Sold	1977-1978	Sales Price	Average Sales Price Per Acre
							Assessor's Market Value ²		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
1	12	4455	4	57-60	69.0	1-75	\$ 58,000	\$ 96,800 ³	\$ 1,402.9
2	17	4473	5	12	47.4	8-75	186,000	89,500	1,868.2
3	16	2058	17	26	37.1	9-75	119,700	100,000	2,698.4
4	15	2049	22	3,4	30.0	10-75	125,000	125,000	4,166.7
5	16	4464	8	9	21.5	11-75	61,400	85,000	3,953.5
6	15	2063	19	10	20.2	2-76	42,000	40,000	1,980.2
7	15	2049	1	4,5	110.8	4-76	576,600	351,000	3,167.9
8	15	2049	5	13-15	62.1	5-76	254,000	393,000	6,328.5
9	15	2049	22	1	20.0	5-76	101,000	150,000	7,500.0
10	17	4472	29	4	5.2	6-76	11,600	30,000	5,769.2
11	15	2063	20	17-20	10.6	7-76	32,300	75,000	7,075.5
12	15	2063	9	21	12.0	8-76	58,800	120,000	10,000.0
13	17	4473	2	10	171.9	8-76	144,000	170,000	982.9
14	17	4473	2	1	16.7	8-76	100,000	85,000	5,089.8
15	15	2063	16	30	15.9	9-76	119,000	99,000 ⁴	6,226.4
16	15	2053	8	38-40					
17	15	2063	3	2,6,11,15,17,18					
18	16	2058	1	30	18.6	10-76	132,100	110,000	5,914.0
19	16	2058	3	72					
20	7	4458	31	8	30.0	12-76	46,400	100,000	3,333.2
		4457	13	5	45.0	12-76	80,000	165,000	3,666.7
		4457	5	16,24,25,28-30	1,125.0	12-76	637,400	2,000,000	1,777.5
		4457	4	10,25					
		4457	4	28,40					
		4473	26	5					
21	17	4473	26	7	3.0	12-76	19,000	22,500	7,500.0
22	17	4473	26	7	1.2	12-76	22,000	25,000	20,833.3
23	15	2063	3	21	23.3	1977	95,000	235,000	10,085.8
24	17	4472	22	51	147.8	1977	63,200	225,000	1,522.3
		4472	26	1					
25	15	2063	2	83	22.1	1-77	63,000	156,000	7,058.8
26	16	4464	1	1-3	64.3	1-77	99,500	216,000	3,359.3
		4464	3	1,2					

Sample Number	Area	L.A. County Assessor's Book No.	Page	Parcel(s)	Acres ¹	Date Sold	1977-1978	Sales Price	Average Sales Price Per Acre
							Assessor's Market Value ²		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
27	16	4464	1	4-7	9.4	1-77	\$ 51,000	\$ 150,000	\$ 15,957.4
28	7	4461	4	4	155.4	1-77	185,000	997.4	997.4
29	15	2063	9	22	11.8	2-77	78,300	200,000	16,949.2
30	17	4473	26	1	8.9	2-77	12,000	60,000	6,741.6
31	17	4472	8	34	1.2	2-77	5,700	23,000	19,166.7
32	17	4472	9	9	151.5	3-77	168,000	165,000	1,089.1
33	17	4472	25	25	6.2	3-77	13,500	36,000	5,808.5
34	1	5577	8	3	40.0	3-77	72,000	100,100	2,502.5
35	15	2063	8	15	21.1	3-77	36,400	74,000	3,507.1
36	15	2063	8	1	106.7	4-77	297,000	660,000	6,185.6
37	15	2063	21	19	14.2	4-77	60,000	115,000	8,098.6
38	15	2063	5	11	3.8	4-77	35,100	72,000	18,947.4
39	15	2063	21	17	5.9	4-77	16,000	85,000	14,406.8
40	15	2063	20	22	10.9	4-77	30,200	60,000	5,504.6
41	15	2049	6	12-20	102.6	5-77	426,400	1,543,750	15,046.3
42	2	5572	34	4,5	0.8	5-77	8,000	35,000	43,750.0
43	15	2053	10	6,7	231.0	5-77	1,130,000	850,000	3,679.7
44	17	4472	16	77	1.0	5-77	5,000	13,000	13,000.0
45	16	4465	2	11,13	39.0	6-77	13,100	130,000	3,333.3
46	7	4461	8	16	86.0	6-77	67,200	85,000	988.4
47	17	4473	26	2	2.6	6-77	9,000	30,000	11,538.5
48	17	4472	24	15,16	5.3	6-77	20,000	60,000	11,320.8
49	17	4472	20	16	1.4	6-77	5,400	18,000	12,857.1
50	15	2052	13	41	92.5	7-77	234,000	779,000	8,421.6
51	15	2063	20	17-20	10.6	7-77	32,300	160,000	15,094.3
52	6	2052	13	22,23	69.8	7-77	76,040	1,220,000	17,478.5
53	12	4455	16	17	23.8	7-77	22,000	90,000	3,781.5
54	16	4460	3	1,2	19.8	7-77	42,300	165,000	8,333.3
		4460	4	1					
		4460	1	1					
55	16	2058	12	11	325.0	8-77	241,000	1,300,000 ⁵	4,000.0
		2058	16	6,8-10,21,22					
		4471	5	8					
		4471	27	13					
56	16	4471	27	13	20.0	8-77	32,000	117,000	5,850.0
57	17	4472	28	13	38.1	8-77	77,100	190,000	4,986.9
58	17	4472	29	7	4.8	9-77	11,900	65,000	13,541.7
59	12	4455	19	17	16.0	10-77	60,000	157,500	9,843.8
60	15	2063	9	30	40.0	10-77	134,000	410,000	10,250.0
61	2	5571	11	1-7	1.2	11-77	40,400	250,000	208,333.3
62	15	2063	20	30	21.0	12-77	47,000	180,000	8,571.4
63	16	2058	8	7	40.0	12-77	18,400	160,000	4,000.0

Sample Number	Area (1)	L.A. County Assessor's Book No. (2)	Page (3)	Parcel(s) (4)	Acres ¹ (5)	Date Sold (6)	1977-1978 Assessor's Market Value ² (7)	Sales Price (8)	Average Sales Price Per Acre (9)
64	16	4464	8	26	4.7	12-77	\$ 10,000	\$ 73,000	\$ 15,531.9
65	15	2063	3	21	23.3	1978	94,000	235,000	10,085.8
66	6	2052	1	1					
			2	9	795.7	1-78	2,062,000	4,510,000 ⁶	5,668.0
			6	11					
			9	11					
67	16	4471	27	1	80.0	1-78	31,900	180,000	2,250.0
68	17	4473	5	22,23	23.2	1-78	52,000	135,000	5,819.0
69	17	4472	16	5	28.9	1-78	11,600	89,000	3,079.6
70	17	4473	6	1	182.8	4-78	201,000	800,000	4,376.4
		4770	7	16					
71	17	4472	18	1,23	412.9	4-78	518,600	2,752,000	6,665.1
		4473	2	11					
72	16	4465	6	3	47.2	6-78	21,200	40,000 ⁷	847.5
73	2	5572	8	6	0.2	7-78	3,600	16,000	80,000.0
74	12	4455	36	11,13-15	94.0	7-78	140,700	860,000	9,148.9
75	16	4467	23	11	12.1	9-78	150,000	287,500	23,760.3
76	16	4469	24	5	2.6	12-78	80,000	260,000	100,000.0
77	16	4469	28	3	4.2	12-78	90,000	247,500	58,928.6
78	15	2063	9	1,2,4,5,7-10	493.7	1979 ⁸	2,972,800	9,800,000	19,850.1
		2064	4	1-8					
79	13	4452	25	3,4	170.0	1979 ⁸	223,860	1,000,000	5,882.4
		4453	5	19					
80	7	4456	33	2,3	69.0	1-79	16,100	82,000	1,188.4

¹ Rounded to nearest tenth of an acre.

² Assessor's "Market Value" is calculated at 4 x assessed value. Usage of 1977-78 assessed values is consistent with S.M.M. Commission's economic study.

³ Foreclosure.

⁴ Distress sale. Back taxes due.

⁵ Currently listed at \$1,560,000.

⁶ Severe water course problem, requires an estimated \$750,000 - \$900,000 to correct.

⁷ YMCA sale to state. Land was gift to YMCA.

⁸ In escrow March 1979.

COST CALCULATION BY J. GLENN

(Note: J. Glenn had 22 years experience as a statistical analyst with Occidental Life Insurance Co. and Douglas Aerospace Inc.)

NET REDUCTION IN LAND VALUE

If the \$16.0 million W/K estimate is divided by the 24,944 units of reduction in housing that they use, it equals \$641 per unit. This is the same as saying that a development right is worth \$641 because these reductions in land use are really losses of development rights.

Today in Topanga Canyon and other areas where the Coastal Commission has demanded transfers of development rights in order to build, development rights of even junk lots (mostly unbuildable) are costing \$15,000 to \$30,000 per acre (or per one housing right) per David Gottlieb, buyer and Charles Greeberg, attorney.

Therefore, the reduction in land values will be closer to -

$$58422^* \times \$20,000 \text{ per unit avg} = 1,168,880,000 \text{ current value}$$

$$\times \frac{18.7}{70.8} \text{ (Disct factor of Oper/Maint)} = 308,613,000$$

Note that the 58422 units assume that the Thomas decision of 1 unit/5 acres is the underlying zoning. Therefore, a 40-acre parcel downzoned to only 1 unit total will have lost the right to develop 7 other units, not 39. So the above estimate is a conservative one on the basis of units lost.

PROPERTY TAX LOSSES (in millions)

$$\begin{array}{l} \$308.6 \text{ reduction in land value} \\ \underline{122.2} \text{ land taken off rolls for govt acquis.} \\ 430.8 \times 40\% \text{ Assr Factor (W/K)} \times .01 = 1.72 \text{ per year} \\ 1.72 \times 50 \text{ yrs (already discounted)} = 86 \end{array}$$

WASTE DISPOSAL

Sewage - Tapia Plant	Purchase of spray fields rather than creek discharge	
	$32.6^{**} \times \frac{30.8}{35.3}$ (Discount of Ph I Acq) =	28.4
	Annual cost of oper.	
	$380,000^{**} \times 50 \text{ yrs} \times \frac{18.7}{70.8}$ (Dsct of Oper/Mnt =	5.0
		<u>33.4</u>
Solid Waste	Additional trucking due to closing of Mission canyon from Staff report by R. Friedman 6/15/78 (In Append.)	38.2
	Additional trucking due to not using Rustic Cyn	?
	Low total	71.6

* As outlined in first page

** Page VI-II of Williams-Kuebelbeck report

WATER BOND RETIREMENT

The water bonds on pipelines and facilities of the Las Virgenes Water District will have to be paid off in areas of artificially lessened use due to the Plan. ~~\$30~~ million is just a ball-park guess and will be refined later.

\$3

ITEMS THAT HAVE NOT BEEN ESTIMATED YET

TRAILS - HIKING, EQUESTRIAN, BIKING

The Plan hopes to acquire trails for nothing as a condition of development approval, but development won't be allowed or be started in many areas, so easements will have to be purchased. Since the trail network covers the plan like a spider web, the easement costs will not be insignificant. The problems the State has had in trying to buy a trail from Topanga State Park to Malibu Creek State Park show that condemnation proceedings must be taken.

MULHOLLAND SCENIC CORRIDOR

The unbuildable easement strip of 150 feet at each side of the road plus ridge^{line} easements must also be purchased. No costs were included for this in the Williams-Kuebelbeck study since they assumed that all such easements could be a forced dedication for a permit. Nevertheless, the cost to the property owner should be a part of the cost total. No estimate has been made yet due to the difficulty of assessing how much land would be seriously impaired by the double restrictions of roadside, ridgelines or viewsheds.

Less-Than-Fee Acquisitions - on next page

LOSS OF VALUE OF LOTS AND PARCELS MADE SUBSTANDARD BY THE PLAN . This should be borne by the public and not the individual owner.

LESS THAN FEE ACQUISITIONS WILL BE
MORE COSTLY THAN \$10 MILLION

Substandard lots are among the list of "less than fee acquisitions". One of the proposed ways to handle such lots is to merge them after purchase by a State Conservancy (Item 2 on page 16 shown below). A Staff background report given to the Commission stated that most of the money invested in such lots could be recaptured upon sale. In the case of lots in Corral Canyon selling for \$35,000 to \$50,000, it is difficult to see how 7 of them could be merged and sold for \$245,000 to \$350,000. Many knowledgeable real estate people say that the number of building sites on a given piece of property is a large factor in its price. It would be extremely unlikely that 7 or 8 merged lots would bring even 3 times the price of one lot in any location. This, along with the fact that most parcels will be "substandard" under the new zoning of mostly 20 to 40 acres/unit, makes the forecast of \$10 million for the Conservancy look much too low.

End of policy 29 page 41 The existing State Coastal Conservancy provided the model for this policy. The State Coastal Conservancy could work in cooperation with an independent Santa Monica Mountains Conservancy in planning for acquiring parks and in assembling lots in small-lot subdivisions. The Commission recommends a minimum funding of \$10 million.

Further, tens of thousands of parcels one acre to 39 acres would be substandard and unbuildable under their new downzoning of 1 unit per 5 acres to 1 unit per 40 acres. The consolidation process should include them and the money would run into the hundreds of millions.

From Page 16 One of the major obstacles to sound land use planning in the Santa Monica Mountains is the cumulative effect of recorded substandard subdivisions and minor land divisions. In this context, the term "substandard" includes inadequate access, water, sewage disposal, or other essential services, steep slopes which would require excessive grading for construction, or exposure to high risks such as landslides or flooding.

Recent amendments to the Subdivision Map Act address only substandard lot size and not substandard access, water supply, sanitary sewage disposal, or excessive grading. More sophisticated legislation is necessary to deal with deficiencies other than lot size.

Some measures that should be considered are the following:

1. Lot consolidation of adjoining parcels under the same ownership or requirements for the dedication of non-contiguous parcels in the same ownership so that the total buildable acreage of the applicant conforms to standards;
2. Purchase of substandard lots by a conservancy agency which then pieces together standard-sized lots and sells them;
3. Pooling of development rights or other forms of transfer of development rights;
4. Assessment districts or similar methods to allow correction of specific deficiencies such as access, water supply, or sewage disposal; and,
5. Ordinances requiring dedication of additional right-of-way for streets or easements for utilities or flood control improvements.

December 5, 1978

Santa Monica Mountains
Comprehensive Planning Commission
107 South Broadway, Room 7106
Los Angeles, CA 90012

Dear Commission Members:

I have spent some time reading your so-called Economic Report and attempting to analyze its contents. Such a review convinces me that your Economic Report is misleading and, in large measure, useless. The reason for its lack of value is that the report, in large measure, reflects solely the views and opinions of the staff of your Commission.

Throughout the purported study, assumptions are made which are baseless, including, but not limited to, the ignoring of land zoning and size in the valuation process, the absorption rate of buildable lots, and the impact of density reduction on land values.

Despite the fact this study dealt with land in the Santa Monica Mountains, contact was not made with real estate brokers in the area. Further, the study reflects that contact was not made with any independent fee appraisers who are members of recognized appraisal groups that maintain extensive professional requirements for membership. Thus, the real experts are largely ignored in your study.

This failure to use knowledgeable people in the field is reflected in the content of the study itself. Thus, to establish land values on a median or average basis is clearly an unprofessional approach. Further, to use assessed valuation, rather than fair market valuation reflected by actual land sales, makes the study clearly deficient. The resulting proposed acquisition cost of \$2,000 plus per acre reflects the inaccuracy of such an approach. Further, the land valuation diminution

R.A. EIGENBRODT, M.A.I.

MEMBER AMERICAN INSTITUTE
OF REAL ESTATE APPRAISERS

Continued:

allegedly resulting from the proposed downzoning is ridiculously low.

The obvious result is that the projected acquisition cost of the park is understated by the report to such a degree that only a fraction of the land will be able to be purchased by the current funding programs.

The content of the report further increases my concern regarding the lack of public participation (and particularly landowner participation) allowed by your Commission, or considered by it. According to the report, the process of planning should be done openly "with sufficient chance for property owners to influence the process and propose alternate solutions to reach the same objective". I have attended sufficient meetings to report that any landowner input is completely disregarded. (If you feel I am wrong, please send me a list of changes made based upon input from landowners). Meetings, I have found, are endless in numbers, constantly changed as to date and place and subjects to be considered, and completely manipulated so as to reach the predetermined result of denying the landowners any economic use of their property.

If the proposed park is such an asset to the public at large, why is it necessary for you to require small landowners like myself to financially subsidize the concept? Even if the practice of downzoning has been done "legally" in other areas (but not to the extent of one unit for only every 20 or 40 acres!) all agree it is not morally right. Further, to suggest, as you have done, that the land for the park can be acquired at a value less than fair market value is misleading and shortsighted. If fair market value is not used in future acquisitions, massive inverse condemnation actions will surely follow and be successful.

In conclusion, I suggest the following:

1. The public is not being fairly informed in the Economic Report on a number of matters, including

Continued:

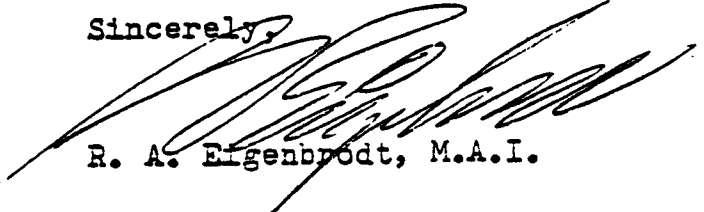
true land values, the true demand for residential land, the dollar effect of downzoning, or the ultimate acquisition cost of land in the Santa Monica Mountains.

2. The Commission meetings are conducted in a manner designed only to reach a predetermined result, which manner effectively denies the public, particularly the effected landowners, a fair hearing and the right to participate in some meaningful manner in which its input would be taken into consideration.

If you disagree with my conclusions, or any of the factual statements made above, I request that you so inform me in writing.

I ask that this presentation be made a part of the record of the proceedings on your scheduled December 8 meeting.

Sincerely,



R. A. Eigenbrodt, M.A.I.

RAE:de

RA. EIGENBRODT, M.A.I.

Memorandum

To : Phil Symonds

DRAFT

Date : June 15, 1978

From : Randal Friedman

Subject: FISCAL IMPACT OF COMMISSION POLICY ON MISSION CANYON

In evaluating the fiscal impact from the closure of Main Mission Canyon, I have considered three groupings of costs and benefits. The first group consists of costs and benefits received in full the first year of the evaluation, which I considered to be the time when Canyon #8 and Palos Verdes landfill are closed, sometime in 1980-1981. The second group consists of costs and benefits which accrue yearly from the first year of evaluation to the last year, which I consider to be a period of 12 years, which represents the maximum planned filling at the rate of 2,040,000 tons a year. The third group of costs are those which accrue at the end of the evaluation period.

COSTS AND BENEFITS IN FIRST YEAR

Costs: \$2,065,950 will be spent to purchase 15 homes bordering the Calabasas Landfill, which will be impacted by the increased use of the site with the closing of Main Mission Canyon.

\$2,495,000 will be spent to purchase the Main Mission Canyon landfill site for park use. (2)

TOTAL COSTS: \$4,560,950

Benefits: \$12,790,350 will be saved by removing the necessity for purchase of 37 homes which border, and would be impacted by the use of Main Mission Canyon as a landfill site. (3)

TOTAL BENEFITS: \$12,790,350

NET: \$8,229,400 in benefits

COSTS AND BENEFITS DUE EACH YEAR OVER LIFE OF LANDFILL

Costs: Landfilling costs will increase \$7,606,000 a year due to the increased truck mileage through direct hauling to other sites. Transfer stations, due to the costs of purchasing neighboring homes impacted by the stations, and general siting problems, will necessitate the direct hauling. The per ton increase would be \$3.73 per ton.

A city wide source-separation program could reduce this cost. Residential waste accounted for 35% of total land fill use in 1974. (4) Assuming this percentage holds, and that the participation rate would be 33%, the program would break even. (5) This would reduce by 11.5% the total volume of wastes, potential saving \$875,000 a year. However, it would take a long period of time to take such a program citywide, as there are only current plans for a pilot program. Assuming that at the end of 12 years the full program is limited, and that the participation rate increase would be spread evenly over the 12 years, \$72,917 would be saved the first year, \$145,834 the second year, and so on until \$875,000 is saved the 12th year. The total cost over the 12 year period, discounted to present value, is \$49,522,800. (6)

Even with the additional \$3.73 per ton cost, landfilling will be cheaper than alternatives, such that these alternatives need not be considered.

TOTAL COSTS: \$49,522,800

Benefits: Recreational benefits from the Mission Canyon site will accrue each year. Over the twelve year period, the real purchase price of the Mission Canyon site, including forgone interest, would be \$7,830,378. (7) Based on a use rate of 5,000 persons per acre per year on flat land (and surrounding open spaces), over the twelve year period 1.8 million persons would use the site. The average cost per visitor would be \$4.35. The yearly benefit would be \$652,531. The discounted value of the benefits over the twelve year period would be \$4,446,346.

TOTAL BENEFITS: \$4,446,346

NET: \$45,076,454 in costs

COSTS AND BENEFITS DUE AT END OF EVALUATION PERIOD

Costs: The value of the flat area the landfill would provide is forgone. An example of this value is the Toyon Landfill in Griffith Park. When completed, the flat area of the landfill will serve as a focal point for access to the western Santa Monica Mountains from Griffith Park. Assuming 5,000 persons per flat land acre per year, the 200 acres of flat land the landfill would provide would draw one million persons a year. Using the same value per person as before, the recreational benefits would be \$4.35 million. The present value of these benefits are \$1,387,650.

TOTAL COSTS: \$1,387,650

Benefits: None

TOTAL BENEFITS: None

NET \$1,387,650 in costs

GRAND TOTAL OF COSTS: \$55,471,400

GRAND TOTAL OF BENEFITS: \$17,236,696

NET PRESENT VALUE: \$38,234,704 in costs COST/BENEFIT RATIO: 3.22:1

NOTES:

1. Cost figure represents assessor's market value multiplied by 2.25.
2. Assuming a cost of \$5,000 per acre.
3. Cost figure represents assessor's market value multiplied by 2.25.
4. Based on estimate from Los Angeles County Sanitation District.
5. City of Los Angeles Mayor's office.
6. Using a discount rate of 10 percent.
7. Estimate based on data from larger city parks in San Francisco, CA.

Law Offices of

HELM, BUDINGER & LEMIEUX

AN ASSOCIATION, INCLUDING A PROFESSIONAL CORPORATION

RALPH B. HELM
JEROME M. BUDINGER
WAYNE K. LEMIEUX

444 RIVERSIDE DRIVE, SUITE 201
TOLUCA LAKE, CALIFORNIA 91306
(213) 849-6473

April 4, 1979

Mr. Joseph T. Edmiston
Executive Director
Santa Monica Mountains
Comprehensive Planning Commission
Room 7106
107 S. Broadway
Los Angeles, CA 90012

Re: Las Virgenes Municipal Water District: Reclaimed
Water Disposal

The disposal of reclaimed water by Las Virgenes Municipal Water District within the Santa Monica Mountains requires careful review. The thoroughly experienced staff of the Regional Water Quality Control Board and the State Water Resources Control Board have fulfilled their responsibility by regulating the District's activities in a careful and precise manner. We respectfully suggest that an agency, such as the Santa Monica Mountains Comprehensive Planning Commission, charged with generalized planning responsibility cannot advance the state of the program and may in fact disrupt the orderly and integrated decisions of those charged with protection of water quality.

For the foregoing reasons, we continue to believe that the Santa Monica Mountains Comprehensive Planning Commission's suggested incursions into water quality matters, i.e. Creek discharge by the District, are unwarranted.

HELM, BUDINGER & LEMIEUX


Wayne K. Lemieux

WKL/rg
cc: H.W. Stokes

Economics of new development

Editor, News Chronicle:

A recent (May, 1979) widely publicized study prepared by the State Office of Planning and Research concluded, "... that new residential development does not pay its own way in the post-Prop. 13 world."

OPR came to this conclusion after conducting a telephone survey of 100 cities. Ten of these 100 cities reported that they had completed post-Prop. 13 revenue/cost studies. Nine of these 10 studies concluded that new development would not pay for itself.

I challenge OPR's conclusion that new residential development does not pay for itself. The fact that nine of the 10 cities drew this conclusion is not surprising — a careful reading of the case studies clearly indicates a simplistic approach was used in the analyses.

While property taxes generated by each new housing unit will be less because of the passage of Prop. 13, we must remember Prop. 13 would reduce total city revenues by only about 15 percent. With the state bailout, the reduction is even less. Certainly, the mandate of the voters was to decrease government expenditures consistent with the mandated reduction in property taxes. I would suggest that the conclusion reached by OPR regarding new development will be considerably different once local government has learned how to pare down its expenditures.

The OPR survey fails to point out that per capita costs will decrease. In addition, the impact of new development on other revenues was not taken into account. These other revenues include sales taxes (which comprise 17 percent of the city budget revenues) and state and federal aid (which makes up the largest share of total city revenues and which is based on population).

To conclude that new residential development does not pay for itself is irresponsible. Putting aside the technical validity of the OPR survey, I suspect the motives behind the cities' analyses and their conclusions for two reasons. First, as we have witnessed since Prop. 13, there have been dramatic increases in building and development fees for new housing throughout the state. OPR recently announced that fee increases have averaged 255 percent since the passage of Prop. 13. OPR's conclusion that new housing does not pay for itself may be used as justification for further increases which can only result in placing new housing even further out of reach of most potential homebuyers.

The second reason to suspect these conclusions is that they provide local governments with an excuse to slow or limit growth. What better justification for growth control than the claim that growth does not pay for itself?

Alan Stein, California's Secretary of Business and Transportation and a member

of Gov. Brown's cabinet said recently, "Proponents of the growth-is-uneconomic philosophy ignore a fundamental reality. The well-being of California business and industry and the realization of the important goal of providing housing for all economic segments of the community will depend upon planned, orderly development in the coming years.

"It is obvious that reduced services, building moratoria and rapidly escalating fees will not only slow down the supply of new housing in California but will make the construction of housing affordable to families of low and moderate income next to impossible.

"Although the passage of Prop. 13 may have changed the economics of new development, there are some facts it hasn't changed:

"Fact: The population in California is expected to continue to grow at twice the rate of the rest of the United States.

"Fact: California will need 280,000 new units each year for the next five years to meet the demand for housing."

Whatever the results of Prop. 13, local governments will have to reorganize their priorities in order to decide which services should be reduced, which services should be provided by the private sector and which services should be scrapped.

Local jurisdictions bear the primary governmental responsibility for satisfying California's housing needs. State law requires local government to develop standards and plans for the improvement of housing and for the provision of adequate sites for housing.

Prop. 13 does not remove local responsibility in housing; however, the local response to Prop. 13 may very well threaten the attainment of housing goals in California. National and state housing policies are undermined when Prop. 13 is translated into a program in which new housing bears the burden of compensating for revenue reductions, or growth is restricted by ill-conceived claims that it does not pay for itself.

JIM BEAM,

President, Beam Development Company,
Anaheim.

CONCERNED CITIZENS FOR PROPERTY RIGHTS, INC.

August 10, 1979

Santa Monica Mountains Comprehensive Planning Commission
107 South Braodway, Rm 7106
Los Angeles, California 90012

Dear Commissioners:

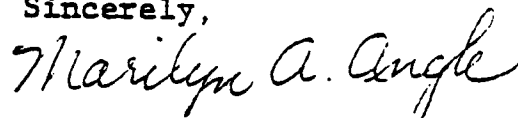
At the request of the Concerned Citizens for Property Rights I am hereby submitting the enclosed document as a Minority Report to the Transportation System Element to the Santa Monica Mountains National Recreation Area.

As a brief summary of the Report, it includes my comments and observations while serving as an invited participant on the TAC committee representing the 1700 Concerned Citizens for Property Rights. The Transportation System Element has been prepared as though 200,000 people do not live in the proposed park boundaries. Surely as most of them own the land on which they live they have more than squatter's rights.

Concern is expressed that the planning for the recreation area is superficial. However, it is not to suggest that the study be pursued at any greater length.

We hope these comments will bring the need, purpose and use of the area into perspective with reality.

Sincerely,



Mrs. Marilyn A. Angle

Home address:
816 San Vicente Blvd.
Santa Monica, Calif. 90402

Member of TAC committee
Member of Concerned Citizens for
Property Rights
Member of National Park Inholders
Association

SANTA MONICA MOUNTAINS COMPREHENSIVE PLANNING COMMISSION
107 South Broadway, Rm 7106, Los Angeles, Calif. 90012

MINORITY REPORT to the RECREATION TRANSPORTATION SYSTEM ELEMENT
for the SANTA MONICA MOUNTAINS NATIONAL RECREATION AREA

1 August 10, 1979. Submitted by Mrs. Marilyn A. Angle, invited
2 participant serving on the Multi-Agency Technical Advisory Com-
3 mittee (TAC) for the Santa Monica Mountains Recreation Transpor-
4 tation System Element, representing the Concerned Citizens for
5 Property Rights.

6 Thank you for the opportunity to present this Affidavit
7 Report to the Commission. Some of the following comments have
8 been made at the Technical Advisory Committee meetings, but be-
9 cause the inclusion for consideration in the study has not been
10 made, they are now being brought to the attention of the Commission

11 At the February meeting of TAC I expressed concern that more
12 traffic was to be invited into a heavily congested Westside area
13 as an entry to the SMMNRA. My observation was backed by some
14 statistics that are public knowledge. I pointed out that during
15 the peak periods and on weekends the entry roads -- Pacific Coast
16 Highway and adjacent and contiguous Santa Monica streets -- are
17 unable to handle additional traffic as they have already reached
18 saturation levels.

19 Secondly, I suggested some provisions be made to handle the
20 ever increasing emergency traffic, such as fire equipment, ambu-
21 lances, police vehicles, etc., which must travel through satura-
22 tion traffic to fulfill their obligations to the public. Added
23 to this problem is the increasing truck traffic. No consideration
24 has been given to this type of traffic in a recreational area.

25 The Materials for the April 27, 1979 meeting stated an ex-
26 panded treatment of the Santa Monica Freeway would be done. To
27 date this expanded treatment has not been included. This fact
28 was brought to the attention of the Commissions staff and the con-

1 tractors at the July 24th TAC meeting. Nothing has appeared con-
2 cerning the emergency traffic although it has been suggested to
3 eliminate truck traffic on the Pacific Coast Highway.

4 To review facts previously state at the first TAC meeting:

5 1) The City of Santa Monica provides the only access to the
6 beaches in the NRA on the ocean side of the park from the Los
7 Angeles Basin with the exception of the winding 4-lane Sunset Blvd.
8 which is not viewed as a safe road to travel by many motorists.

9 2) As the City of Santa Monica has approximately 11,250 popula-
10 tion per square mile, it is unable to handle the beach share of
11 the anticipated influx of up to 3 million more visitors a year to
12 the NRA by 1990. Santa Monica's roads are established and there
13 is no room for expansion in its eight square mile territory.

14 3) To quote myself from the last TAC meeting, July 24, 1979,
15 it is unrealistic to expect visitors invited from across the nation
16 to take the heavily traveled San Diego Freeway, and then the heavi-
17 ly traveled Ventura Freeway to find the staging area entrances to
18 the park from the San Fernando Valley side of the park. They just
19 won't do it if they are on the LA basin side.

20 4) It is further unrealistic to suppose that the present road
21 conditions, i.e., either narrow or unpave, curved and winding
22 through the mountains, could adequately serve the influx of an
23 additional 3 million visitors to the present estimated 13 million
24 beach users per year without widening and further improving the
25 roads traversing the mountains.

26 5) In February I also suggested that the staff and contractor
27 contact the Santa Monica Unified School District because the Malibu
28 area schools are under this District's jurisdiction. The School

Minority Report, August 10, 1979, page three.

1 District already has a bus system in use on the Malibu side of the
2 mountains. The Santa Monica Bus System has been ignored although
3 the contractors anticipate the RTD will continue to operate on
4 Santa Monica streets to reach the Pacific Coast Highway.

5 Since this input has been ignored, it can safely be pre-
6 sumed that answers are not forthcoming in the Environmental Impact
7 Report, which has not been received to date, although it was to
8 have been received before this hearing.

9 Santa Monica is the only other major city to be impacted
10 besides the suburb areas of the City of Los Angeles, Why has
11 Santa Monica been left out of the planning of a transportation
12 system and the ultimate use of the park area when the federal law
13 initiating the park notes that the planning should be made with
14 the adjacent jurisdictions?

15 ULTIMATE PARK DEVELOPMENT

16 The first appearance of Ultimate Park Development is found on
17 page 5, Table I, of the Preliminary Second Interim Report, July,
18 1979. and revised on page 20 of the Draft Final Report. Statistics
19 on the proposed development and use of the NRA were given. It's
20 significance is its appearance in a transportation system element
21 without any previous discussion or factual data supporting the
22 facilities presented. If the License Plate Survey made on two of
23 the six observation dates is the extrapolation of usage and needs
24 for the park development, then even the individual in charge of the
25 survey project protested at the April meeting that the figures were
26 not accurate to project such assumptions as were being made by the
27 contractors. Without saying so he implied that the statistics
28 were stacked by noting that a company picnic, which is not a con-

1 continuing use of the present state park facility, was held on one of
2 the survey days.

3 The "Ultimate Park Development" shows among other facilities
4 to be developed, 10 playgrounds, 22 tennis courts, 2 swimming pools
5 and 7 hotels (in preliminary report). Hotels has been corrected
6 to hostels in the Draft Final Report. Whether hotel or hostel,
7 which is an overnight stopping place for hikers and bikers so that
8 a hot bath, a meal and a bed can be obtained, the concept is the
9 same. The federal government would be operating hotels whether
10 they are for 15 people or two hundred. So why is the federal gov-
11 ernment destroying the homes of 200,000 people so it can provide
12 for an elite few athletes at taxpayers expense?

13 As to the swimming pools, the inner city residents have stated
14 they would prefer the pools in their own area and not have to travel
15 to use them.

16 Charging overdevelopment of the mountains under existing
17 private ownership, environmentalists have their own plans for de-
18 veloping the mountains.

19 The hue and cry of "save the mountains from the developers"
20 has drowned out the protests of the property owners who own the
21 land being confiscated by the federal edict - P.L. 95-625. It has
22 ignored the responsibility to the taxpayers who subsidize the
23 Southern California Rapid Transit District (RTS).

24 While the contractors are no doubt reputable in their field,
25 perhaps their planning has been inadequate for this locality because
26 of the contractor's out-of-state home base in Boston. It was
27 stated by one of the contractors staff that there was no money in
28 the budget for field trips. It was also announced that a sub-con-

Minority Report, August 10, 1979, page five.

1 tractor was hired from the Watts area. As \$40,000 UMTA (Urban
2 Mass Transit Act) funds were expended to bus inner city residents
3 to a park experience by 96 RTD bus trips chartered for the pur-
4 pose, it can be seen that considerable funds and effort are and
5 have been generated from public sources for the explicit purpose
6 of proving a "need" for and selling the recreation area idea.

7 PRIVATE PROPERTY RIGHTS

8 Private property rights are being violated so a mythical few
9 can develop the mountains for their personal benefit. We question
10 when recreation became a constitutional right! Approximately 200,
11 000 population in 150,000 acres or more will be disenfranchised
12 from their homes in the name of recreation in the SMMNRA.

13 The heart of the NRA concept lies not in the confiscatory
14 land policies of the Department of the Interior, but in the Trans-
15 portation System Element which enlarges its powers illegally to
16 take private property by scenic easements, scenic corridors, denial
17 of access to and use of property to owners and residents to down-
18 grade their property. The peaceful use of and enjoyment of one's
19 home is constitutionally and statutorily protected in the State of
20 California. Occupying a people by planning leisure and recreation
21 and controlling the area by federal boundaries will unconscionably
22 exercise a federal control never given the federal government.

23 More Study and Discussion Needed

24 In the interest of providing full information for further
25 study and discussion before the final boundaries and definitions
26 of the SMMNRA are set by an appointed Secretary of the Interior
27 by January 1, 1980, the following information under the Freedom
28

1 of Information Act is desired by the Concerned Citizens for Prop-
2 erty Rights:

3 1) The cost of the contract to Parsons Brinkerhoff Quade and
4 Douglas, Inc.

5 2) The number of contractor's staff who participated in the
6 study.

7 3) How much of the contract funds were paid to the Watts
8 sub-contractor?

9 4) When will the Environmental Impact Report and final report
10 be published?

11 5) Who employed the contractor for this study and to whom are
12 they responsible?

13 6) Why is the area of the Coastal Commission jurisdiction in
14 the City of Santa Monica included in the NRA when the City has a
15 fully developed and functioning beach area. About half of the
16 business district as well as the City Hall in within the proposed
17 boundaries of the SMMNRA. Like Beverley Hills, Santa Monica
18 should be excluded from the NRA.

19 7) Why has not effort been made to bring Santa Monica and
20 the Valley suburbs into the planning stages as provided by law?

21 Recommendation

22 It is recommended by the Concerned Citizens for Property
23 Rights that the Transportation System Element is premature until
24 public hearings on the uses of the recreation area be held and
25 decisions made that will dictate the true transportation needs of
26 the public without creating the "need" and selling recreation by
27 enticement.

28 In addition to the above comments which make up this report

Minority Report, August 10, 1979, page seven.

1 representing the Concerned Citizens for Property Rights, it is now
2 stated that this is also an Administrative Appeal at the proper
3 time and place for each and every taxpayer and property owner
4 impacted by the Santa Monica Mountains National Recreation Area.

5 Respectfully submitted,

6 I declare under penalty of perjury that matters stated as
7 fact herein are true and correct, and that I have good cause to be-
8 lieve that matters stated on information or as conclusions are true.

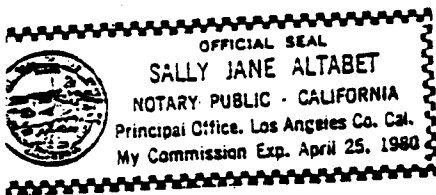
9 Mrs. Marilyn A. Angle

10 Mrs. Marilyn A. Angle
11 Invited participant representing Concerned Citizens for
12 Property Rights on the Technical Advisory Committee on the
13 Transportation Systems Element for the Santa Monica Mountains
14 National Recreation Area.

14 Copies to:
15 Congressional Appropriations Committees
16 Members of the State Legislature
17 Board of Supervisors of Los Angeles County
18 City Council of Santa Monica
19 Others

STATE OF CALIFORNIA
COUNTY OF

}SS
ON August 9, 1979, before me, the
undersigned, a Notary Public in and for said County and State, personally appeared
MRS MARILYN A. ANGLE



known to me to be the person... whose name 15 subscribed to the within
instrument, and acknowledged to me that he executed the same.

Notary's Signature Sally Jane Altabet