

## CALIFORNIA COASTAL COMMISSION

South Coast Area Office 200 Oceangate, 10th Floor Long Beach, CA 90802-4302 (562) 590-5071

Filed: 49th Day: 180th Day:

August 14, 1997 October 2, 1997 February 10, 1998

Staff: John T. Auyong John Staff Report: August 21, 1997 Hearing Date: September 9-12, 1997

Commission Action:

STAFF REPORT: CONSENT CALENDAR

APPLICATION NO.:

5-97-243

APPLICANT:

701 Lido Partners, Ltd. (Russell Fluter, Paul Stephen

Foley, et. al.)

AGENT:

John T. Morgan, Jr. - Architect

PROJECT LOCATION:

5505 Seashore Drive, City of Newport Beach, County of

Orange

PROJECT DESCRIPTION:

Demolish a single-family residence and construct a

two-story, 30 foot high, 2,670 square foot

single-family residence with attached two car garage, a roof deck, and beachside patio encroachments onto

the public right-of-way.

Lot area:

2,094 square feet

Building coverage: Pavement coverage: 1,442 square feet 502 square feet

Landscape coverage:

150 square feet

Parking spaces:

Two

Zoning:

R-2

Land Use Plan designation:

Two Family Residential

Height above grade:

30 feet

LOCAL APPROVALS RECEIVED: City of Newport Beach Approval-in-Concept 1311-97

SUBSTANTIVE FILE DOCUMENTS: City of Newport Beach Certified Land Use Plan; Coastal development permits 5-93-114, 5-94-091, 5-95-010, and 5-96-106 (City of Newport Beach (street-ends)), 5-94-054 (Riegelsberger), 5-94-178 (RJH Properties), 5-94-280 (Hood), 5-96-218 (Collins), 5-96-225 (Fine), and 5-97-171 (Barnes).

#### SUMMARY OF STAFF RECOMMENDATION

Staff recommends approval of the proposed project with special conditions regarding; (1) a permit amendment is required for future development on the Ocean Front public right-of-way, (2) submission of the City's approved encroachment permit and signed agreement, and (3) the City's right to revoke its encroachment permit; to mitigate the adverse impacts on public access and public recreation resulting from the proposed beachside patio encroachments onto the public right-of-way.

#### **STAFF RECOMMENDATION:**

The staff recommends that the Commission adopt the following resolution:

## I. Approval with Conditions.

The Commission hereby grants a permit, subject to the conditions below, for the proposed development on the grounds that the development, located between the nearest public roadway and the shoreline, will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976 including the public access and recreation policies of Chapter 3, will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

#### II. Standard Conditions.

- 1. Notice of Receipt and Acknowledgment. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
- Expiration. If development has not commenced, the permit will expire two years from the date this permit is reported to the Commission. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
- 3. <u>Compliance</u>. All development must occur in strict compliance with the proposal as set forth in the application for permit, subject to any special conditions set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.
- 4. <u>Interpretation</u>. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 5. <u>Inspections</u>. The Commission staff shall be allowed to inspect the site and the project during its development, subject to 24-hour advance notice.
- 6. <u>Assignment</u>. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
- 7. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

#### III. Special Conditions.

- 1. Deviation from Approved Encroachments. The only encroachment onto the City of Newport Beach Ocean Front public right-of-way allowed by this coastal development permit is a 15'x30', trapezoidal shaped (in plan view), patio surrounded by a 36" high wall with a 36"x36" wooden gate. Any development in the public right-of-way, including improvements, repairs, and maintenance, cannot occur without an amendment to this coastal development permit from the Coastal Commission.
- 2. Encroachment Permit and Agreement. Prior to commencement of construction of the encroachments described herein, the applicant shall submit, for review and approval by the Executive Director, a copy of a valid, approved Annual Ocean Front Encroachment Permit and signed Agreement from the City of Newport Beach authorizing the development approved by this coastal development permit which would encroach into the public right-of-way. The applicant shall comply with the provisions of the approved Encroachment Permit and Agreement.
- 3. City's Right to Revoke Encroachment Permit. Approval of this coastal development permit shall not restrict the City's right and ability to revoke, without cause, the approved City encroachment permit in order to construct public access and recreation improvements within the public right-of-way.

## IV. Findings and Declarations.

## A. <u>Project Description</u>

The applicant is proposing to demolish an existing single-family residence and construct a two-story, 30 foot high, 2,670 square foot single-family residence with attached 440 square foot two car garage, a roof deck with enclosed access via a third level mezzanine, and beachside patio encroachments onto the public right-of-way.

Also proposed is a ground level patio on the ocean side of the proposed home. The proposed patio would be surrounded by a 36" high wall with a 36"x36" wooden gate to the beach. The seaward most portion of the proposed patio would encroach onto the City of Newport Beach Ocean Front public right-of-way (see Exhibits B and C). The public right-of-way is City owned land for street purposes.

The portion of the proposed patio which would encroach onto the public right-of-way would be fifteen feet deep (i.e., extending seaward from the beachside property line) and thirty feet wide (i.e. from side yard property line to side yard property line). The subject site is located in the encroachment zone from 52nd Street to the Santa Ana River which allows encroachments up to fifteen feet beyond the seaward property line. In plan view, the proposed patio encroachment would be slightly trapezoidal in shape because of the angles created by the intersection of the side property lines with the public right-of-way.

## B. Public Access

#### 1. <u>Encroachments</u>

Section 30210 of the Coastal Act states:

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

Section 30211 of the Coastal Act states:

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

The proposed development includes construction of patio encroachments onto the City of Newport Beach Ocean Front public right-of-way on the seaward side of the home. The City holds the public right-of-way for street purposes. The public right-of-way is designated on assessor's parcel maps as Ocean Front street. The portion of Ocean Front in the central part of the Balboa Peninsula near the City's two municipal piers is developed with a public walkway/bikeway.

In the vicinity of the subject site, however, the City has never constructed any part of Ocean Front street but it has at times addressed the possibility of constructing a bike path and pedestrian walkway in the right-of-way in this area. The public right-of-way in this area is currently unimproved and consists of sandy beach area. Thus, the proposed encroachments onto the right-of-way will reduce the amount of public sandy beach area available for public access and recreation.

In addition, the encroachments would make it difficult in the future for the City to improve the public right-of-way for lateral access purposes. For instance, the public right-of-way could be used to extend the City's concrete bikeway/walkway along the beach. The bike path currently runs inland in the vicinity of the subject site.

Other homes in the area have patio encroachments onto the public right-of-way. In 1991, the Commission certified an amendment to the City of Newport Beach Certified Land Use Plan ("LUP"). The LUP acknowledges the adverse public access impacts that will result from development on the sandy beach area which is owned by the City for street purposes.

The proposed encroachments would contribute to the cumulative adverse impact on beach use resulting from the various existing encroachments on the public right-of-way in the area. This cumulative impact is addressed by a mitigation

plan. The mitigation plan requires that all encroachments onto the City's Ocean Front public right-of-way, including the proposed encroachment, must be approved by an Annual Ocean Front encroachment permit issued by the City. The fees generated by these encroachment permits are then used to fund the improvements of street-ends in the area, including the provision of two metered public parking spaces per street-end.

The fees vary depending on the depth (i.e. seaward from the beachside property line) of permitted encroachment onto the Ocean Front public right-of-way. The fifteen foot (15') depth of the proposed encroachments are in compliance with the 15' maximum depth of encroachment allowed in this area (52nd Street to the Santa Ana River) by the LUP encroachment policies. The applicant has applied for the City encroachment permit (see Exhibit D).

LUP Encroachment Policy 5.A. contains the mitigation plan which requires the City to improve thirty-three (33) unimproved street-ends between 36th Street and Summit. Policy 5.A. requires the City to use its best efforts to improve three or more street-ends per year. Pursuant to Policy 5.A, the improvements consist of the construction of two metered parking spaces per street-end.

To date, the Commission has approved coastal development permits 5-93-114, 5-94-091, 5-95-010, and 5-96-106 (City of Newport Beach) for the improvement of 19 of the area's 33 street-ends. On August 15, 1997, the City submitted coastal development permit application 5-97-258 for the improvement of the street-ends of 56th through 59th Streets. The subject site is near the 56th Street street-end. In addition, the hard surface walkway perpendicular to Seashore Drive at Orange Avenue required by Policy 5.A. has been completed.

In certifying the LUP amendment, the Commission found that, if developed consistent with this mitigation plan for street-improvements which enhance vertical public access, encroachments onto the City's Ocean Front public right-of-way would be consistent with the public access and recreation policies of Chapter 3. The Commission's findings of denial as submitted and approval as modified of City of Newport Beach LUP Amendment 90-1, as described in the staff reports dated December 4, 1990 and May 28, 1991 respectively, are hereby incorporated by reference.

The Commission finds that the proposed encroachments are consistent with the LUP policies, i.e.; (1) they are located in an approved encroachment zone, (2) the applicant has applied for a City oceanfront encroachment permit, and (3) the City is continuing to carry out the public access improvements that are necessary to mitigate the adverse impacts of the encroachments.

Section 13250 of the California Code of Regulations provides that development such as the proposed encroachments are not exempt from obtaining a coastal development permit because any improvements to homes on a beach, such as the proposed development, are not exempt. However, the proposed project is being conditioned so as to put the applicant on notice that future development on the public right-of-way requires an amendment to this permit. This would allow the Commission to evaluate future development in the public right-of-way for adverse public access and recreation impacts.

The project is further being conditioned for submission of the approved City encroachment permit and encroachment agreement prior to commencement of construction. The approved encroachment permit would be evidence that the applicant is participating in the LUP mitigation plan; thus mitigating the public access impacts of the proposed encroachments.

As a condition of the City's approval of an encroachment permit, the permittee must sign an encroachment agreement in which the permittee waives his or her right to contest the ability of the City to remove the encroachments in order to build public access improvements within the public right-of-way. The proposed project is thus being conditioned, consistent with the City's certified LUP (Encroachment Policy 6B), to provide that issuance of the coastal development permit does not restrict nor interfere with the City's right to revoke its encroachment permit, without cause, in order to construct public access and recreation improvements in the public right-of-way. This would ensure future opportunities for public access and recreation.

Further, the Commission previously approved coastal development permits 5-94-054 (Riegelsberger), 5-94-178 (RJH Properties), 5-94-280 (Hood), 5-96-218 (Collins), 5-96-225 (Fine), and 5-97-171 (Barnes) which incorporated similar conditions to minimize the adverse impacts to public access resulting from similar encroachments onto the public right-of-way in the area. Therefore, the Commission finds that the proposed encroachments onto the public right-of-way, only as conditioned, would be consistent with the public access and recreation policies of the Coastal Act.

#### 2. Seawalls

LUP Encroachment Policy 6.C. states:

The encroachment permit shall also specify that the construction of any seawall, revetment or other erosion control devices, if necessary, shall occur within, or as close as feasible to, private property. Seawalls shall not be located in a more seaward alignment to protect private development in the encroachment zone.

Condition #6 of the City's "Oceanfront Encroachment Permit Agreement" states:

The Authorized Improvements shall not serve as justification for the construction of erosion control devices oceanward of private property. Seaward revetments or other control devices, if necessary, shall be installed in accordance with the Coastal Act and placed as close to the property line as feasible.

Construction of seawalls can have adverse public access impacts. First, if a seawall is constructed on public property, the footprint of the seawall eliminates beach area which would be used for public access and public recreation. Second, depending on the location of the seawall, vertical access to the beach may be blocked. Third, depending on the design of the seawall, erosion of the public beach may result. Erosion of the beach would reduce the area which would be used for public lateral access and public recreation.

By signing the City required encroachment agreement, the applicant agrees to limit, if not completely eliminate, future encroachment of any necessary seawall onto the public Ocean Front right-of-way. The coastal development permit is being conditioned for the submittal of the encroachment permit and agreement, as well as compliance with the provisions of the encroachment permit and agreement. This would reduce adverse public access impacts which may result from future construction of a seawall.

Further, the coastal development permit is being conditioned so that any future development in the public right-of-way would require an amendment to this permit. This would allow the Commission to review any seawall which may be proposed to be constructed in the public right-of-way for adverse public access impacts. Therefore, as conditioned, the Commission finds the proposed development to be consistent with Sections 30210 and 30211 of the Coastal Act.

## 3. Provision of Access

Section 30212 of the Coastal Act states, in relevant part:

- (a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:
- (2) adequate access exists nearby

The subject site is located between the nearest public roadway and the shoreline. The proposed development would provide two parking spaces, consistent with the Commission's regularly used standard of two spaces per residential dwelling unit. Lateral access is provided by the adjacent public beach. Vertical access is provided by the nearby 55th Street and 56th Street street-ends. The proposed development would not result in direct adverse impacts, neither individually nor cumulatively, on physical lateral or vertical public access. Therefore, the Commission finds that no access is necessary with the proposed development. Thus, the Commission finds that the proposed development would be consistent with Section 30212 of the Coastal Act.

## C. Local Coastal Program

Section 30604(a) of the Coastal Act provides that the Commission shall issue a Coastal Development Permit only if the project will not prejudice the ability of the local government having jurisdiction to prepare a local coastal program ("LCP") which conforms with the Chapter Three policies of the Coastal Act.

The City of Newport Beach Land Use Plan ("LUP") was originally certified on May 19, 1982. The City currently has no certified implementation plan. Therefore, the Commission issues coastal development permits within the City based on development's consistency with the Chapter 3 policies of the Coastal Act. The LUP policies may be used for guidance in evaluating a development's consistency with Chapter 3.

A public right-of-way on land owned by the City, which is the "paper" Ocean Front Street, runs between private property and the beach along West Newport.

There had been a history of mostly minor private development, primarily improvements such as patios, decks, and landscaping, which had been built onto the public right-of-way in a hodge-podge manner.

The City submitted LUP Amendment 90-1 as a way to address these private encroachments onto the public right-of-way. On January 9, 1991, the Commission denied as submitted City of Newport Beach LUP Amendment 90-1 to establish policies regarding encroachments of private development onto public rights-of-way along the beaches of West Newport and the Balboa Peninsula. On June 11, 1991, the Commission approved the LUP amendment with suggested modifications. The City accepted the suggested modifications which are now a part of the LUP.

As modified, the LUP encroachment policies include encroachment zones of varying depth out onto the public right-of-way and a three foot vertical height limit on structures allowed in these zones. The encroachments as proposed conform to the standards for height and depth-of-encroachment contained in the LUP policies.

The LUP amendment as certified by the Commission established a program to mitigate the adverse impacts of the encroachments by using encroachment permit fees to fund street-end improvements. LUP Encroachment Policy 6B provides that, as a condition of approval of the encroachment permit, property owners waive and give up any right to contest the validity of the unimproved public right-of-way on which the encroachments are located. Policy 6B further provides that City encroachment permits are revokable, without cause, if the City proposes to construct public improvements on the public right-of-way.

The Commission found the LUP Encroachment policies as modified to be consistent with Sections 30210, 30211, 30212, and 30214 of the Coastal Act. The proposed development, as conditioned, conforms to the LUP Encroachment policies and the public access and recreation policies of Chapter 3 of the Coastal Act. Therefore, the Commission finds that the proposed development, as conditioned, would not prejudice the ability of the City of Newport Beach to prepare an LCP in conformity with the Chapter 3 policies of the Coastal Act.

#### D. California Environmental Quality Act

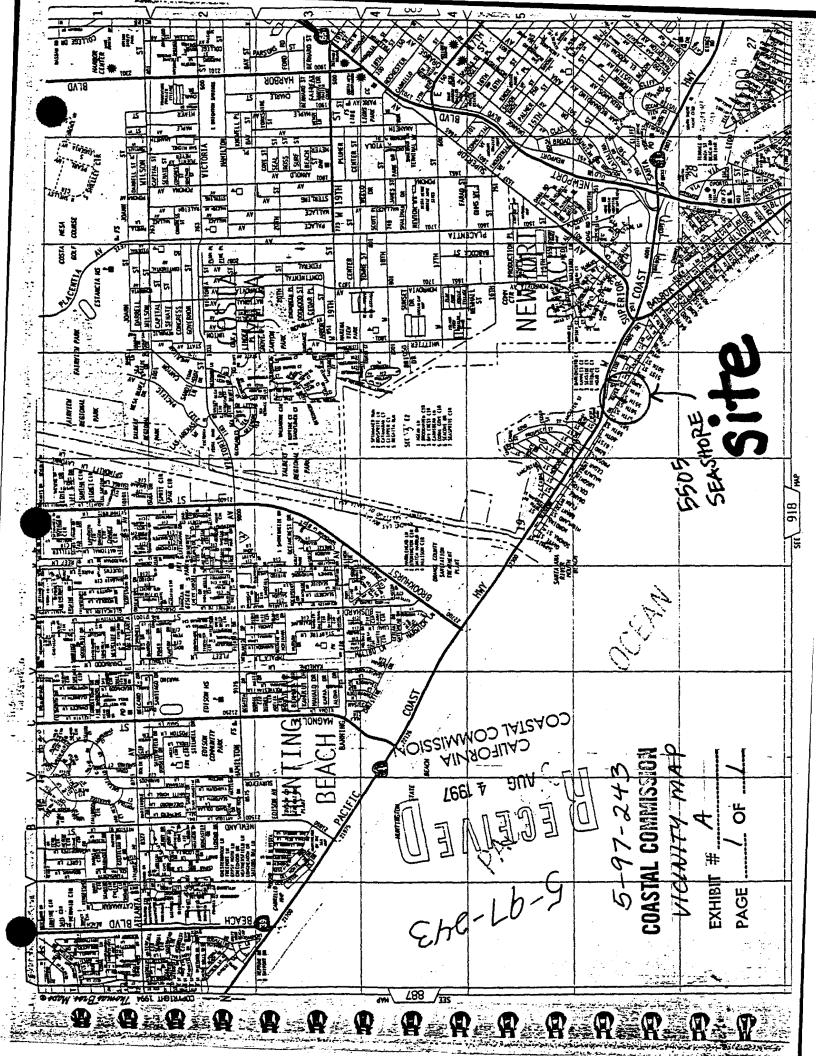
Section 13096 of Title 14 of the California Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment.

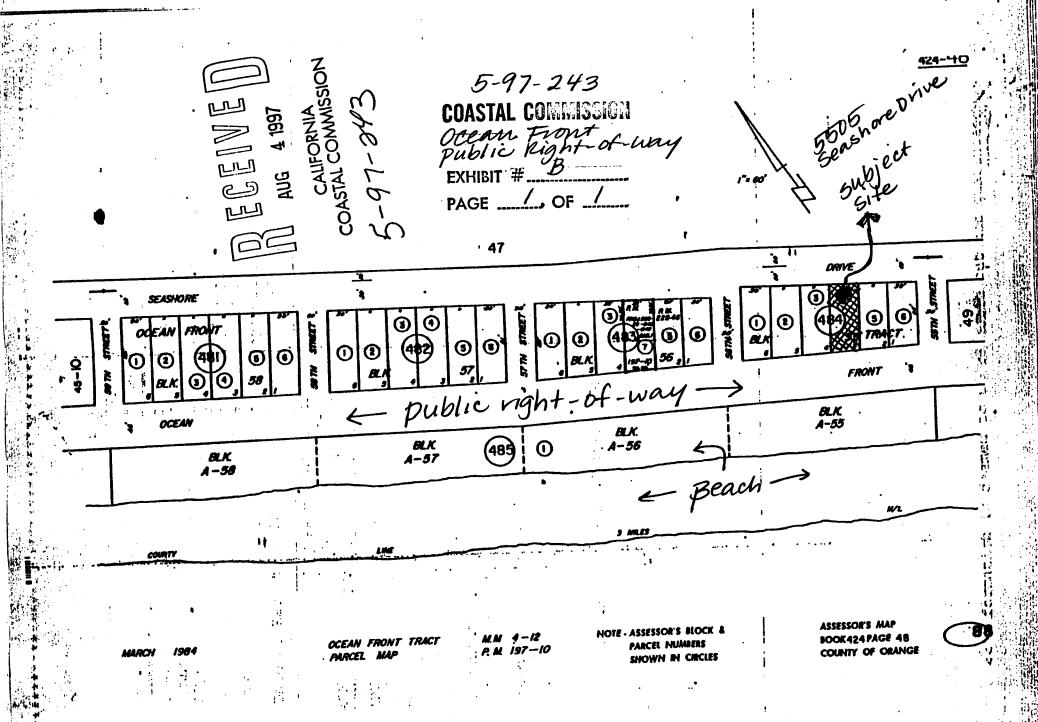
The proposed development is located in an urban area. Development already exists on the subject site. All infrastructure necessary to serve the proposed development exists in the area. The proposed project has been

conditioned in order to be found consistent with the public access and recreation policies of Chapter Three of the Coastal Act. Mitigation measures requiring; (1) that deviations from the approved encroachments require an amendment to this coastal development permit, (2) the submission of the City's approved encroachment permit and encroachment agreement for the proposed encroachment, and (3) preserving the City's right to revoke the encroachment permit; will minimize all significant adverse impacts.

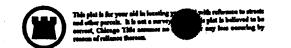
As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned, can be found consistent with the requirements of the Coastal Act to conform to CEQA.

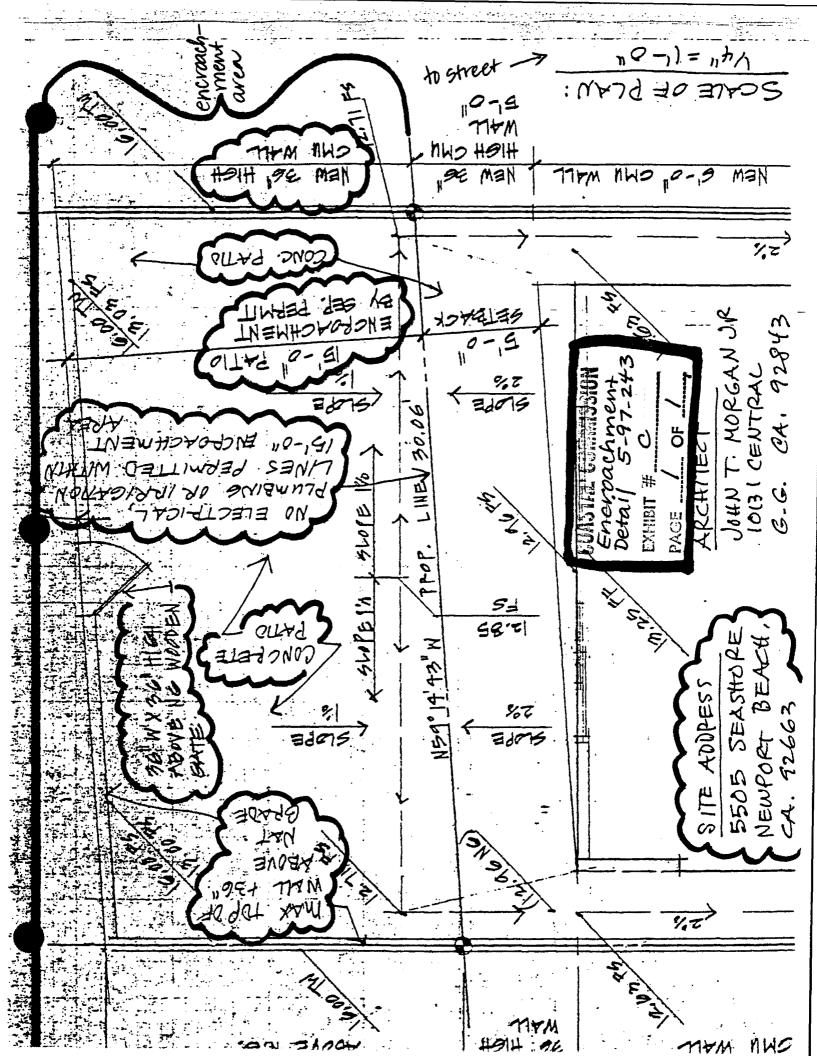
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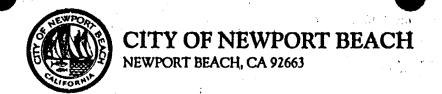




# CITY OF NEWPORT BEACH

ANNUAL	OCEAN	FRONT	
ENCROA	HMENT	PERMIT	

ANNUAL OCEAN FRONT		
ENCROACHMENT PERMIT		Permit * OF- EN 1080 .
(Please print or type, Press hand - making 3 copies.)		Depth of Encroachment 15.0
APPLICATION FOR: EXISTING IMP		Amount Fee Paid \$ 371.93
MODIFIED		Receipt • 272/95
ADDRESS OF ENCROACHMENT 550	5 SEASHOPE	,
APPLICANT'S NAME :	ADDRESS	Phone
JOHN MORGAN=	10131 Central Ave. G	6 CA. 638-4017
OWNER'S NAME STEPHEN FOLEY	HOORESS SAME	Phone 638-4017
CONTRACTOR'S NAME *	ADDRESS *	Office Phone
		Job Site Phone
CONTRACTOR'S CITY BUSINESS LICEN	ISE NO STAT	ELICENSE NO. C22567
The applicant hereby makes appli	ication to INSTALL C	ONCRETE PATIO WITH
36" HIGH WALL.	SAND 364 HIGH W	JOODEN GATE COPEN
INWARALY)		
	Ú	AUG 1 4 1997
	(See attached plans)	CALIFORNIA .
WORKERS' COMPENSATION INSURAN	CE (Required by Section 3900 of	COASINO OF CHARACTE
Applicant has furnished to the city conforming to Section 3800 of the l	y a centificate of workers' compensation in Labor Code; or an exact copy thereof centif	surance issued by an admitted insurer and ied by the insurer. The insurance certificate d. this permit shall be deemed to be revoked.
Insurer	Policy No	Expiration Date
	s and conditions, and that he agrees to ab	it Agreement. Owner hereby acknowledges that he ide by them.  8-12-97  (Date)
\ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \ \	SPECE BELOW THIS LINE FOR OFFICE	Same
SPECIAL CONDITIONS OF APPROVAL		EGASTAL COMMISSION
		5-97-243 EXHIBIT # D
		PAGE / OF 2
PERMIT ISSUED BY:		
DATE ISSUED:	expiration date of per	RMIT: June 30,
PERMIT DENIED []:		
* Only required for modified	ations and new improvements.	AUG 191



## **CASH RECEIPT**

RECEIPT NUMBER: 01000272195

THE CH

RECEIVED BY: PERRY1 TODAY'S DATE: 08/12/97 PAYOR: FLUTER, RUSSELL E

REGISTER DATE: 08/13/97 TIME: 17:01:12

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RECEIVABLE MANA

EN1080#

\$371.93

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TENDERED \$371.93

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5-97-243 COASTAL COMMISSION Encroachment permit

PAGE 2 OF 2

