#### CALIFORNIA COASTAL COMMISSION

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Th6g

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Staff:	L. Roman-LB
Staff Report:	2/18/16
Hearing Date:	3/11/16

# **STAFF REPORT: CONSENT CALENDAR**

Application No.:	5-15-1979
Applicant:	Kimberly Haugen
Location:	305 W. Avenida de los Lobos Marinos, San Clemente, Orange County
Project Description:	Demolition of a garage and portions of existing concrete patio, deck, and retaining walls and construction of a new 3,415 sq. ft., three-story, including basement level, 25 ft. tall single family residence with attached 420 sq. ft. garage, 385 sq. ft. covered patio, 670 sq. ft. in first and second story balcony decks, grading, hardscape and landscape improvements on a 6,668 sq. ft. coastal canyon lot.
Staff Recommendation:	Approval with conditions.

#### SUMMARY OF STAFF RECOMMENDATION:

Staff is recommending **approval** of the proposed project with **eight (8)** special conditions, which require 1) submittal of final plans; 2) conformance with the geotechnical report recommendations; 3) fuel modification plan; 4) OCFA approval; 5) landscaping; 6) assumption of risk and waiver of liability and indemnity; 7) future improvements come back to the Commission for review; and 8) compliance with construction-related best management practices (BMPs). The primary issues associated with this development are canyon habitat enhancement and water quality.

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# APPENDICES

Appendix A – Substantive File Documents

# **EXHIBITS**

- Exhibit 1 Location Map/Project Site
- Exhibit 2 Project Plans, including site photos
- Exhibit 3 Map of Coastal Canyons
- Exhibit 4 Map of Coastal Public Access Points

#### I. MOTION AND RESOLUTION

#### Motion:

I move that the Commission **approve** the Coastal Development Permit Applications included in the consent calendar in accordance with the staff recommendations.

Staff recommends a **YES** vote. Passage of this motion will result in approval of all the permits included on the consent calendar. The motion passes only by affirmative vote of a majority of the Commissioners present.

#### **Resolution:**

The Commission hereby approves a coastal development permit for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the policies of Chapter 3 of the Coastal Act and will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

#### II. STANDARD CONDITIONS

This permit is granted subject to the following standard conditions:

- 1. **Notice of Receipt and Acknowledgment.** The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
- 2. **Expiration.** If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
- 3. **Interpretation.** Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 4. **Assignment.** The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.

5. **Terms and Conditions Run with the Land.** These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

# III. SPECIAL CONDITIONS

This permit is granted subject to the following special conditions:

- 1. **Submittal of Final Plans.** PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for review and approval of the Executive Director two (2) sets of final architectural plans, foundation plans, grading plans, drainage and erosion control plans that substantially conform with the plans submitted to the Commission on January 13, 2016 prepared by R. Balentine Consulting Residential Design, but shall be revised to include the following:
  - 1) All of the existing retaining walls within the coastal canyon not proposed for removal under this coastal development permit shall be shaded and clearly marked *"this element not permitted by this or any other coastal development permit"* on each set of plans;

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

2. **Conformance with Geotechnical Recommendations.** PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit, for the Executive Director's review and approval, along with set of final plans, evidence that an appropriately licensed professional has reviewed and approved all final design and construction plans including foundation and grading/drainage plans and certified that each of those final plans is consistent with all the recommendations contained in the geologic engineering investigations.

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

3. **Fuel Modification Plan.** PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall provide to the Executive Director a Fuel Modification Plan for the proposed new structures including the minimum required area for fuel modification from the structure depending on vegetation type, density, slope and aspect. The plan shall retain existing native vegetation and include minimal selective thinning and removal of fire

hazardous material such as dead brush, dying or dead branches and trash to the maximum extent possible.

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

- 4. **Orange County Fire Authority Approval.** PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall provide to the Executive Director a copy of a permit issued by the Orange County Fire Authority (OCFA) or letter of permission, or evidence that no permit or permission is required. The applicant shall inform the Executive Director of any changes to the project required by the OCFA and/or any inconsistencies with the conditions of approval contained herein. Changes required by OCFA shall not be incorporated into the project until the applicant obtains a Commission amendment to this coastal development permit, unless the Executive Director determines that no amendment is legally required.
- 5. Landscaping Drought Tolerant, Non-Invasive Plans. Vegetated areas within the canyon portion of the project site disturbed during construction shall be re-vegetated to avoid erosion and shall only consist of drought tolerant plants native to coastal Orange County and appropriate to the habitat type. Native plants shall be from local stock wherever possible. No permanent in-ground irrigation systems shall be installed on the canyon-facing portion of the site. Temporary above ground irrigation is allowed to establish plantings. Vegetated landscaped areas on the street-side of the residence are encouraged to use native plant species, however, non-native drought tolerant non-invasive plant species may also be used in that area. No plant species listed as problematic and/or invasive by the California Native Plant Society (http://www.CNPS.org/), the California Invasive Plant Council (formerly the California Exotic Pest Plant Council) (http://www.cal-ipc.org/), or as may be identified from time to time by the State of California shall be employed or allowed to naturalize or persist on the site. No plant species listed as a "noxious weed" by the State of California or the U.S. Federal Government shall be utilized within the property. All plants shall be low water use plants as identified by California Department of Water Resources (http://www.water.ca.gov/wateruseefficiency/docs/wucols00.pdf).
- 6. Assumption of Risk, Waiver of Liability and Indemnity. By acceptance of this permit, the applicant acknowledges and agrees (i) that the site may be subject to hazards from bluff and slope instability, sea level rise, erosion, landslides and wave uprush or other tidal induced erosion; (ii) to assume the risks to the applicant and the property that is the subject of this permit of injury and damage from such hazards in connection with this permitted development; (iii) to unconditionally waive any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards; and (iv) to indemnify and hold harmless the Commission, its officers, agents, and employees with respect to the Commission's approval of the project against any and all liability, claims, demands, damages, costs (including costs and fees incurred in defense of such claims),

expenses, and amounts paid in settlement arising from any injury or damage due to such hazards.

- 7. Future Improvements. This permit is only for the development described in Coastal Development Permit No. 5-14-0279. Pursuant to Title 14 California Code of Regulations Section 13253(b)(6), the exemptions otherwise provided in Public Resources Code Section 30610(b) shall not apply to this development governed by the Coastal Development Permit No. 5-14-0279. Accordingly, any future improvements to the structures authorized by this permit, including but not limited to, repair and maintenance identified as requiring a permit in Public Resources Section 30610(d) and Title 14 California Code of Regulations Sections 13252(a)-(b), shall require an amendment to Permit No. 5-14-0279 from the Commission or shall require an additional coastal development permit from the Commission or from the applicable certified local government.
- 8. Storage of Construction Materials, Mechanized Equipment and Removal of Construction Debris. The permittee shall comply with the following construction-related requirements and shall do so in a manner that complies with all relevant local, state and federal laws applicable to each requirement:
  - (1) No construction materials, debris, or waste shall be placed or stored where it may be subject to wave, wind, rain, or tidal erosion and dispersion;
  - (2) Any and all debris resulting from construction activities shall be removed from the project site within 24 hours of completion of the project;
  - (3) Construction debris and sediment shall be removed from construction areas each day that construction occurs to prevent the accumulation of sediment and other debris which may be discharged into coastal waters;
  - (4) Erosion control/sedimentation Best Management Practices (BMP's) shall be used to control dust and sedimentation impacts to coastal waters during construction. BMP's shall include, but are not limited to: placement of sand bags around drainage inlets to prevent runoff/sediment transport into coastal waters; and
  - (5) All construction materials, excluding lumber, shall be covered and enclosed on all sides, and as far away from a storm drain inlet and receiving waters as possible.

Best Management Practices (BMP's) designed to prevent spillage and/or runoff of construction-related materials, sediment, or contaminants associated with construction activity shall be implemented prior to the onset of such activity. Selected BMP's shall be maintained in a functional condition throughout the duration of the project. Such measures shall be used during construction:

- (1) The applicant shall ensure the proper handling, storage, and application of petroleum products and other construction materials. These shall include a designated fueling and vehicle maintenance area with appropriate berms and protection to prevent any spillage of gasoline or related petroleum products or contact with runoff. It shall be located as far away from the receiving waters and storm drain inlets as possible;
- (2) The applicant shall develop and implement spill prevention and control measures;
- (3) The applicant shall maintain and wash equipment and machinery in confined areas specifically designed to control runoff. Thinners or solvents shall not be discharged into sanitary or storm sewer systems. Washout from concrete trucks shall be disposed of at a location not subject to runoff and more than 50 feet away from a storm drain, open ditch or surface water; and
- (4) The applicant shall provide adequate disposal facilities for solid waste, including excess concrete, produced during construction.

# **IV. FINDINGS AND DECLARATIONS:**

#### A. PROJECT LOCATION AND DESCRIPTION

The proposed development is located at 305 W. Avenida de los Lobos Marinos in the City of San Clemente, Orange County. The subject site is located on an inland lot between the first public roadway and the sea on a coastal canyon lot (**Exhibit 1**). The site is a 6,668 square foot lot designated Low Density Residential by the City of San Clemente Land Use Plan (LUP); the proposed project adheres to this designation. The project is located within an existing developed urban residential area. The site is surrounded by single-family residential development. The nearest coastal access is available approximately 700 feet south of the subject site at the Lost Winds public access path that provides public access down the coastal bluff face to the beach below (**Exhibit 4**).

The applicant proposes demolition of an existing one-story parking garage and portions of existing concrete patio, deck, and sections of existing retaining walls within the coastal canyon, and construction of a new 3,415 sq. ft., three story including basement level, 25 ft. tall single family residence with attached 420 sq. ft. garage, 385 sq. ft. covered patio, first and second story balcony decks totaling 670 sq. ft., grading for the basement level, hardscape and minor landscape improvements on a 6,668 sq. ft. coastal canyon lot. Project plans are included in **Exhibit 2.** The existing parking garage at the site was constructed in 1948 according to City records, prior to passage of the Coastal Act. There is no record of any previous coastal development permits for the subject site. The parking garage was built on a single legal lot and the single family residence associated with it was built on an adjacent separate legal lot at the same time in 1948. These two

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individual legal lots were owned by a single owner, however, the lots are now under separate ownership. No lot split occurred. At this time, the applicant is not proposing to remove the existing apparently pre-Coastal Act retaining walls constructed within the coastal canyon. Therefore, staff imposes **Special Condition 1** requiring the applicant submit final plans clearly identifying all of the existing retaining walls within the coastal canyon proposed to be retained as shaded and clearly marked "this element not permitted by this or any other coastal development permit" on the final plans approved by Commission staff.

#### **Canyon Edge Setbacks and Geotechnical Recommendations**

The 6,668 square foot canyon lot is currently developed with a one-story, two-car garage built in 1948 (pre-Coastal Act) according to City records, plus a rear yard (canyon-facing) concrete slab patio, and multiple retaining walls throughout the canyon slope. The lot slopes gradually from the street westerly down to steeper slope on the face of the canyon.

The City's certified LUP (Policy VII.15), to which the Commission may look for guidance, requires new development on coastal canyon lots to be set back as follows:

New development shall not encroach into coastal canyons and shall be set back either:

- *a. a minimum of 30% of the depth of the lot, and not less than 15 feet from the canyon edge; or*
- b. a minimum of 30% of the depth of the lot, and set back from the line of native vegetation (not less than 15 feet from coastal sage scrub vegetation or not less than 50 feet from riparian vegetation); or
- *c. in accordance with house and deck/patio stringlines drawn between the nearest corners of the adjacent structures.*

#### The development setback shall be established depending on site characteristics.

There are seven canyons identified in the LUP and these setback choices exist because conditions from canyon to canyon, and within each canyon, are highly variable. Each canyon has a different shape, width and depth. The degree of existing disturbance within each canyon is also different. The project site is located along the rim of the Lobos Marinos Canyon, an area identified in the certified San Clemente Land Use Plan as an environmentally sensitive habitat area (ESHA). While rare or endangered species have not been reported to exist within the coastal canyon habitat of San Clemente, the City has designated all coastal canyons as ESHA, as depicted in **Exhibit 3**. The coastal canyons act as open space and potential wildlife habitat, as well as corridors for native fauna. Decreases in the amount of native vegetation due to displacement by non-native vegetation and prior vegetation have resulted in cumulative adverse impacts upon the habitat value of the canyons. As such, the quality of canyon habitat must be assessed on a site-by-site basis.

In this particular case, due to pre-Coastal Act development in the canyon, the canyon portion that is part of the property lot is degraded due to grading, construction of retaining walls, and the presence of non-native plants. No portion of the applicant's site contains resources that rise to the level of ESHA.

The proposed project adheres to the structural and patio/deck stringline canyon setback. The other possible canyon setbacks, based on a setback from native vegetation and the other based on the canyon edge are not applicable at the subject site due to the lack of native vegetation and the grading that has occurred within the canyon prior to the Coastal Act which makes it difficult to identify the canyon edge. Therefore, staff concurs that the stringline canyon setback is the most protective of the coastal canyon based on site characteristics.

#### **Geotechnical Recommendations**

The applicant provided a Geotechnical Investigation Report prepared by Applied Consultants dated September 8, 2015. Topographically, the report describes the site as having elevations on the site ranging from approximately 125 feet above mean sea level at the of the lot near the street to approximately 95 feet above sea level at southeast corner of the lot along the bottom of the canyon. The canyon slope has been modified somewhat by placement of fill, mainly along the canyon rim adjacent to the street. No groundwater was encountered in subsurface explorations and no faults were identified on the site.

The report concludes that the site is suitable for the proposed development from a geotechnical aspect provided the recommendations outlined in the report are implemented. The report provides recommendations regarding site grading/preparation, foundations and drainage. Specifically, the report recommends that the proposed vertical cuts for the basement level be supported by an approved shoring system and the residence may be supported on shallow spread footings founded in newly compacted fill.

**Special Condition 1** requires the applicant provide final design and construction plans including foundation and grading/drainage plans reviewed and approved by an appropriately licensed professional certifying that each of those final plans is consistent with all the recommendations contained in the submitted, and any future, geologic engineering investigations for the proposed project.

#### **Drainage Improvements and Landscaping**

The applicant proposes to direct roof and surface water runoff away from the canyon slope and toward the front street facing side of the lot directed to existing City storm drains, per City requirements. New proposed hardscape improvements also include a new pervious paver driveway along the frontage road and landscaped. Proposed preliminary grading plan is included in **(Exhibit 2, page 2)**, however, preliminary grading plan does provide drainage details for the canyon facing portion of the lot. Therefore, staff imposes **Special Condition 1** requiring the applicant submit final grading, drainage and erosion plans to ensure stability and structural integrity of the proposed development so that the project does not contribute to erosion of the coastal canyon. During project construction, in order to minimize adverse construction-related impacts upon marine resources, **Special Condition 6** requires the applicant comply with

construction-related best management practices (BMPs) to ensure that construction materials, debris and waste does not enter receiving waters or be subject to dispersion and that prevent spillage and/or runoff of demolition or construction related materials and to contain sediment or contaminants associated with demolition or construction activities.

The applicant has not submitted a landscape plan and vegetation removal in the canyon is not proposed. However, as construction is proposed on the canyonward side of the lot, staff imposes **Special Condition 5** requiring vegetated areas within the canyon portion of the project site disturbed during construction be re-vegetated to avoid erosion. Vegetation on the canyon facing side of the lot shall only consist of drought tolerant plants native to coastal Orange County and appropriate to the habitat type and no permanent in-ground irrigation systems shall be installed on the canyon-facing portion of the site; only temporary above ground irrigation is allowed to establish plantings. Any vegetated landscaped areas on the street-side of the residence are encouraged to use native plant species, however, non-native drought tolerant non-invasive plant species may also be used in that area.

Additionally, because the proposed project (construction of a new single family residence) is located adjacent to a coastal canyon, the applicant is required to contact the Orange County Fire Authority (OCFA) to determine whether their review and approval is required for this development. According to the OCFA code, fuel modification plans are required for new habitable structures, which is the case for the proposed development. The applicant has not provided written evidence from OCFA that the proposed development is in conformance with OCFA fuel modification requirements for canyon sites, therefore, **Special Condition 3** requires the applicant provide written evidence of either OCFA approval or that OCFA review is not required for this development and **Special Condition 4** requires submittal of a fuel modification plan for the site if required by OCFA. The special conditions of this staff report are designed to protect the remaining habitat value of Toledo Canyon.

# **Future Improvements**

The development is located within an existing developed area and is compatible with the character and scale of the surrounding area. However, the proposed project raises concerns that any future repair and maintenance of the project site potentially may result in a development which is not consistent with the Chapter 3 policies of the Coastal Act and the Commission's regulations. Therefore, to assure that future development is consistent with the Chapter 3 policies of the Coastal Act and the Chapter 3 policies of the Coastal Act, the Commission imposes **Special Condition 5** requiring the applicant to apply for an amendment to this CDP or a new CDP, if applicable, for any future development within the subject site.

# **B.** HAZARDS

Development adjacent to the edges of hillsides and bluffs is inherently hazardous. Development which may require a protective device in the future cannot be allowed due to the adverse impacts such devices have upon, among other things, public access and visual resources. To minimize risks to life and property and to minimize the adverse effects of development on hillsides and bluffs, the development has been conditioned to require one or more of the following: adherence

to the geotechnical recommendations, an appropriate set-back from the edge of a bluff or hillside, to prohibit construction of protective devices (such as a retaining wall) in the future, for a drainage and runoff plan to minimize the percolation of water into the hillside or bluff, and to require that the landowner or any successor-in-interest assume the risk of undertaking the development. As conditioned, the Commission finds that the development conforms to the requirements of Sections 30235 and 30253 of the Coastal Act regarding the siting of development in hazardous locations.

# С. НАВІТАТ

As conditioned, the development will not result in significant degradation of adjacent habitat, recreation areas, or parks and is compatible with the continuance of those habitat, recreation, or park areas. Therefore, the Commission finds that the project, as conditioned, conforms to Section 30240(b) of the Coastal Act.

#### **D. DEVELOPMENT**

The development is located within an existing developed area and is compatible with the character and scale of the surrounding area. However, the proposed project raises concerns that future development of the project site potentially may result in a development which is not consistent with the Chapter 3 policies of the Coastal Act. To assure that future development is consistent with the Chapter 3 policies of the Coastal Act, the Commission finds that a future improvements special condition must be imposed. As conditioned the development conforms with the Chapter 3 policies of the Coastal Act.

# **E.** PUBLIC ACCESS

The proposed development will not affect the public's ability to gain access to, and/or to use the coast and nearby recreational facilities. Therefore, as proposed and as conditioned, the project conforms to Sections 30210 through 30214, Sections 30220 through 30224, and 30252 of the Coastal Act.

# F. WATER QUALITY

The proposed development has a potential for a discharge of polluted runoff from the project site into coastal waters. The development, as proposed and as conditioned, incorporates construction best management practices to minimize the effect of construction activities on the marine environment. These conditions include, but are not limited to, one or more of the following: the appropriate management of equipment and construction materials and construction best management practices to minimize the project's adverse impact on coastal waters. Therefore, the Commission finds that the proposed development, as conditioned, conforms to Sections 30230 and 30231 of the Coastal Act regarding the protection of water quality to promote the biological productivity of coastal waters and to protect human health.

# G. LOCAL COASTAL PROGRAM

The Commission certified the Land Use Plan for the City of San Clemente on May 11, 1988, and certified an amendment approved in October 1995. On April 10, 1998, the Commission certified with suggested modifications the Implementation Plan portion of the Local Coastal Program. The suggested modifications expired on October 10, 1998. The City re-submitted on June 3, 1999, but withdrew the submittal on October 5, 2000. As conditioned, the proposed development is consistent with Chapter 3 of the Coastal Act and with the certified Land Use Plan for the area. Approval of the project, as conditioned, will not prejudice the ability of the local government to prepare a Local Coastal Program that is in conformity with the provisions of Chapter 3 of the Coastal Act.

# H. CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

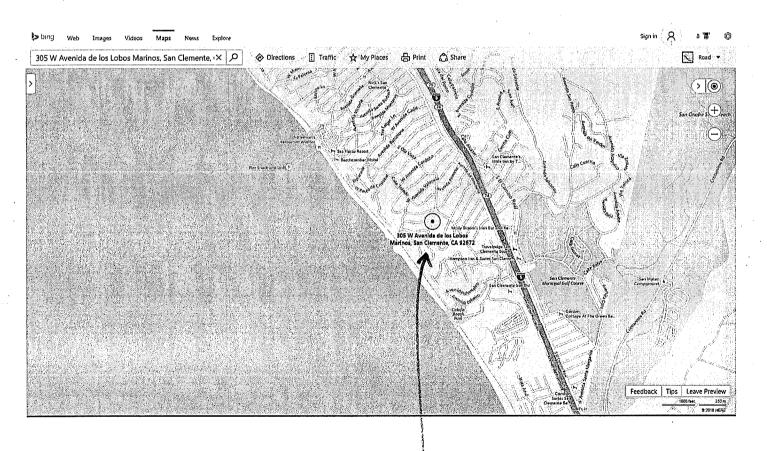
Coastal Act section 30604(a) states that, prior to certification of a local coastal program ("LCP"), a coastal development permit can only be issued upon a finding that the proposed development is in conformity with Chapter 3 of the Act and that the permitted development will not prejudice the ability of the local government to prepare an LCP that is in conformity with Chapter 3. The Land Use Plan for the City of San Clemente was effectively certified on March 14, 1996. As conditioned, the proposed development is consistent with Chapter 3 of the Coastal Act and with the certified Land Use Plan for the area. Approval of the project, as conditioned, will not prejudice the ability of the local government to prepare an LCP that is in conformity with the provisions of Chapter 3 of the Coastal Act.

# **APPENDIX A - SUBSTANTIVE FILE DOCUMENTS**

- 1) City of San Clemente LUP
- 2) City of San Clemente Approval in Concept dated November 9, 2015
- Geotechnical Investigation for the Subject Property located at 305 WAvenida de los Lobos Marinos, San Clemente, CA 92672, dated September 8, 2015, prepared by Applied Consultants

subject site.

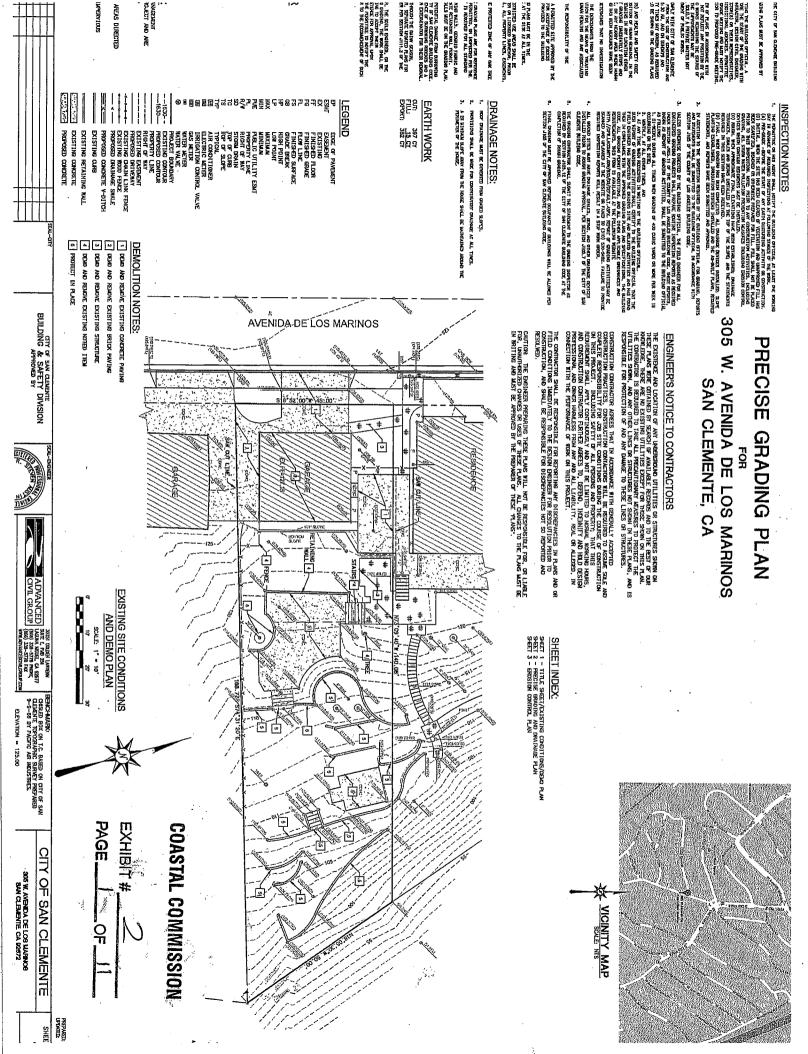


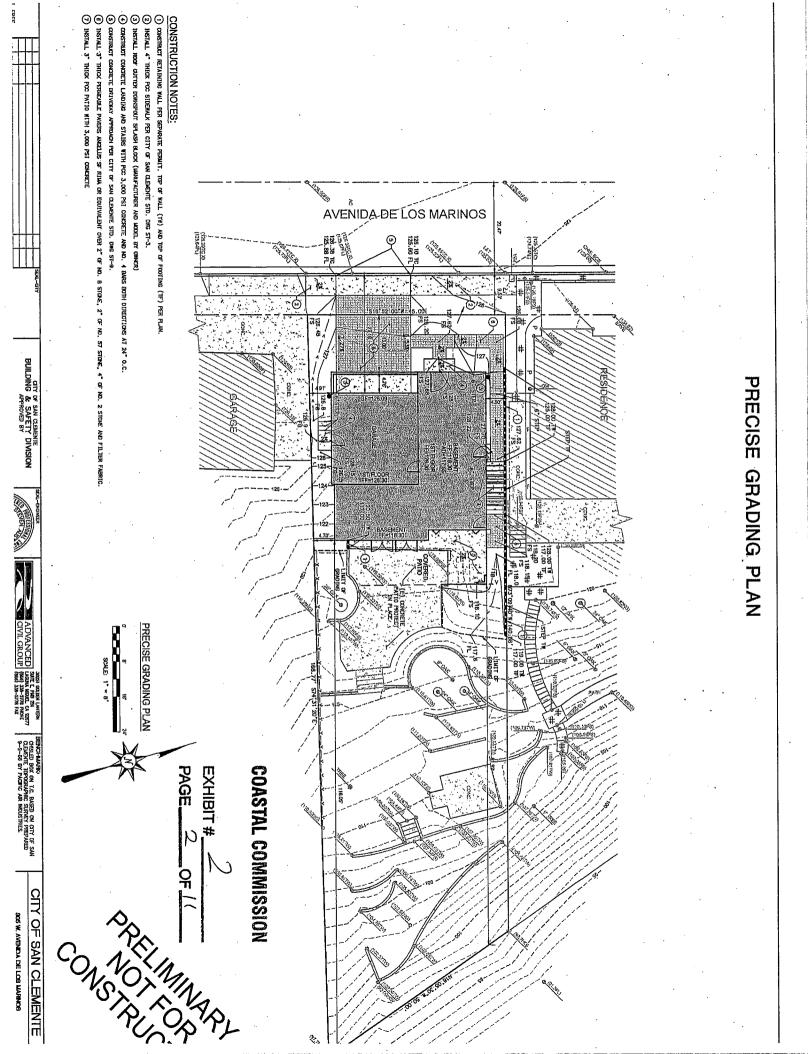


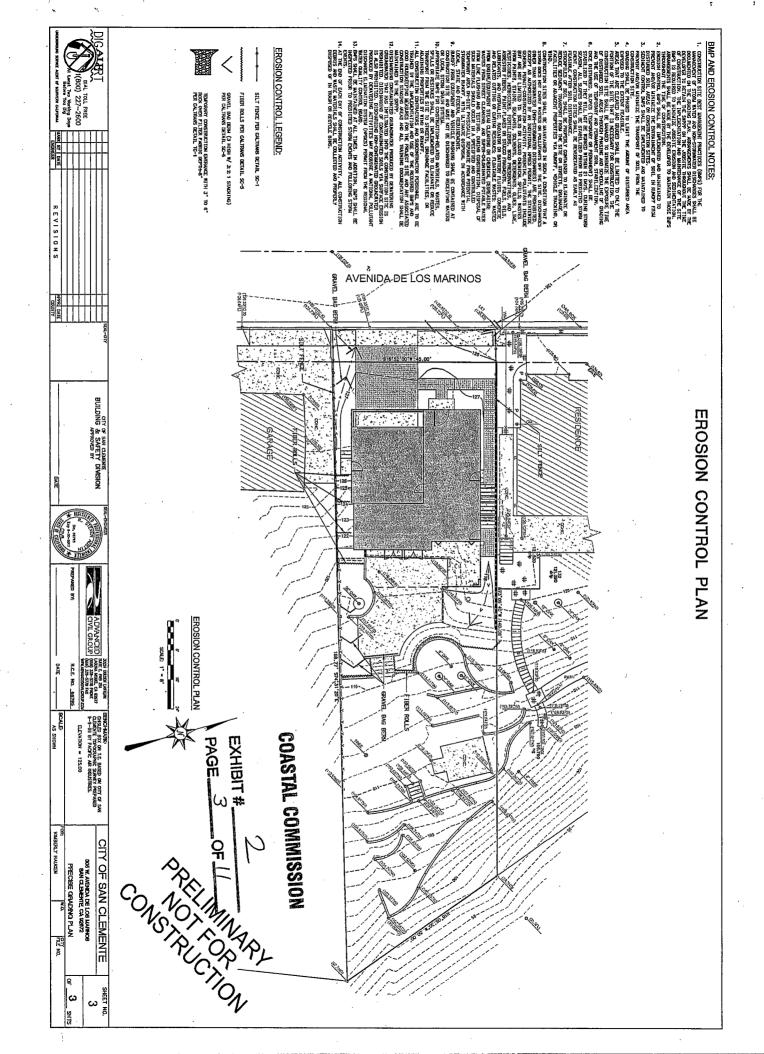
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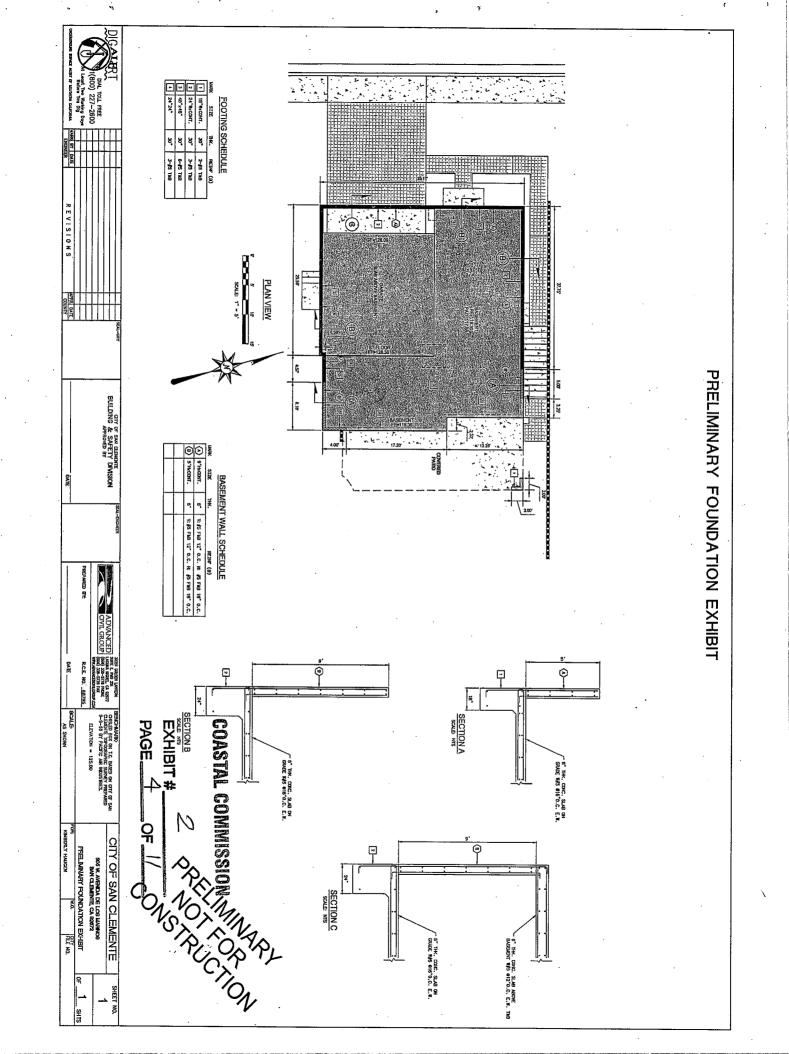
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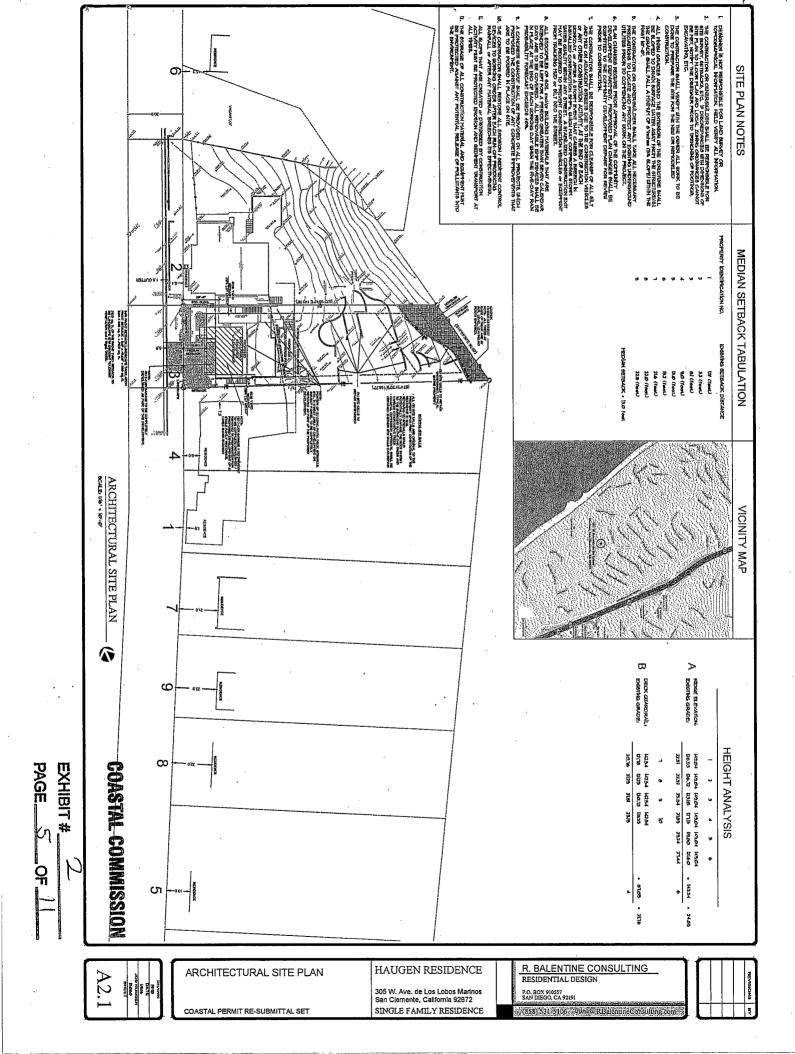
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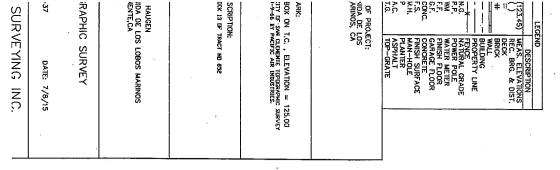












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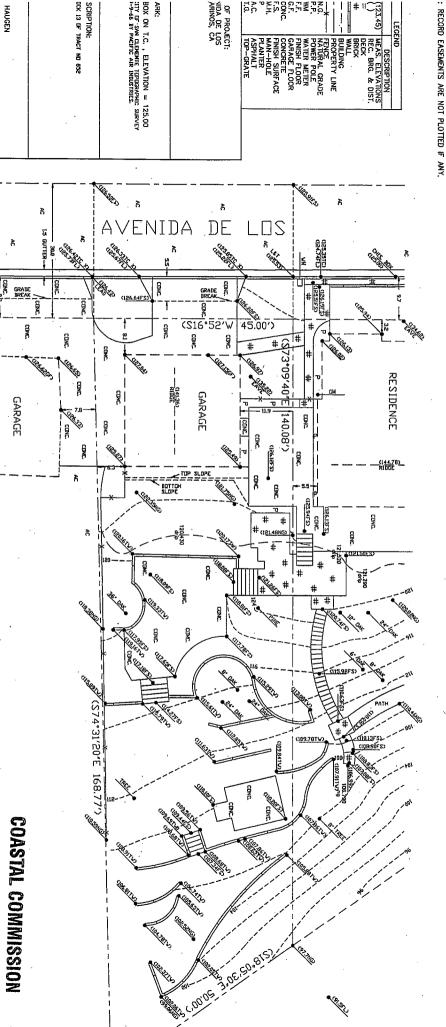
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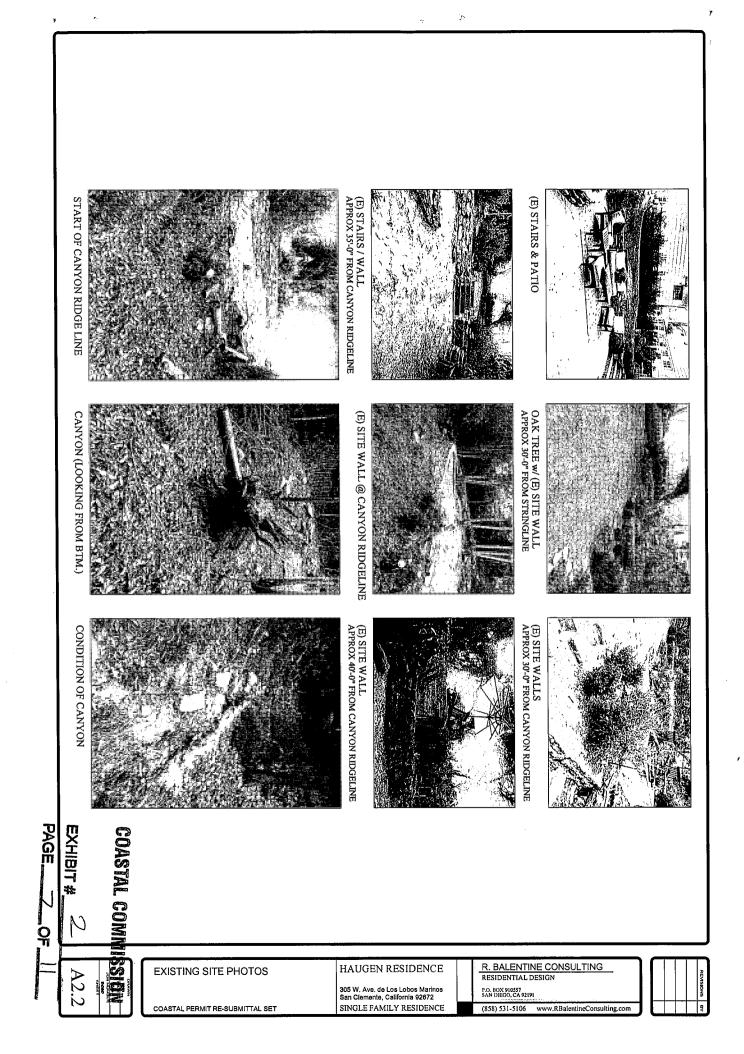
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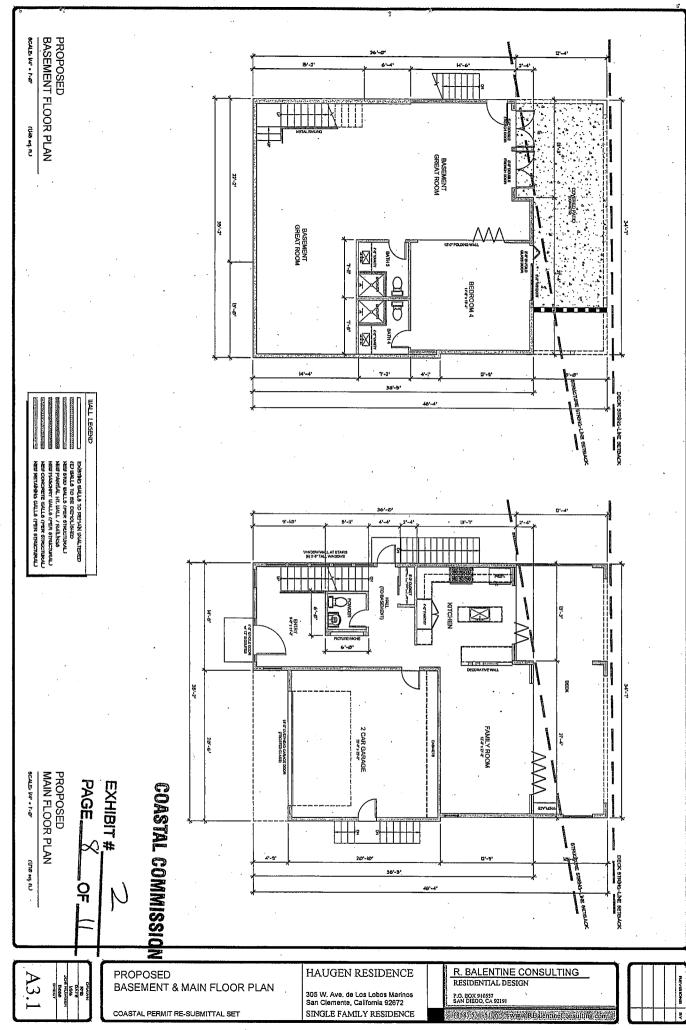
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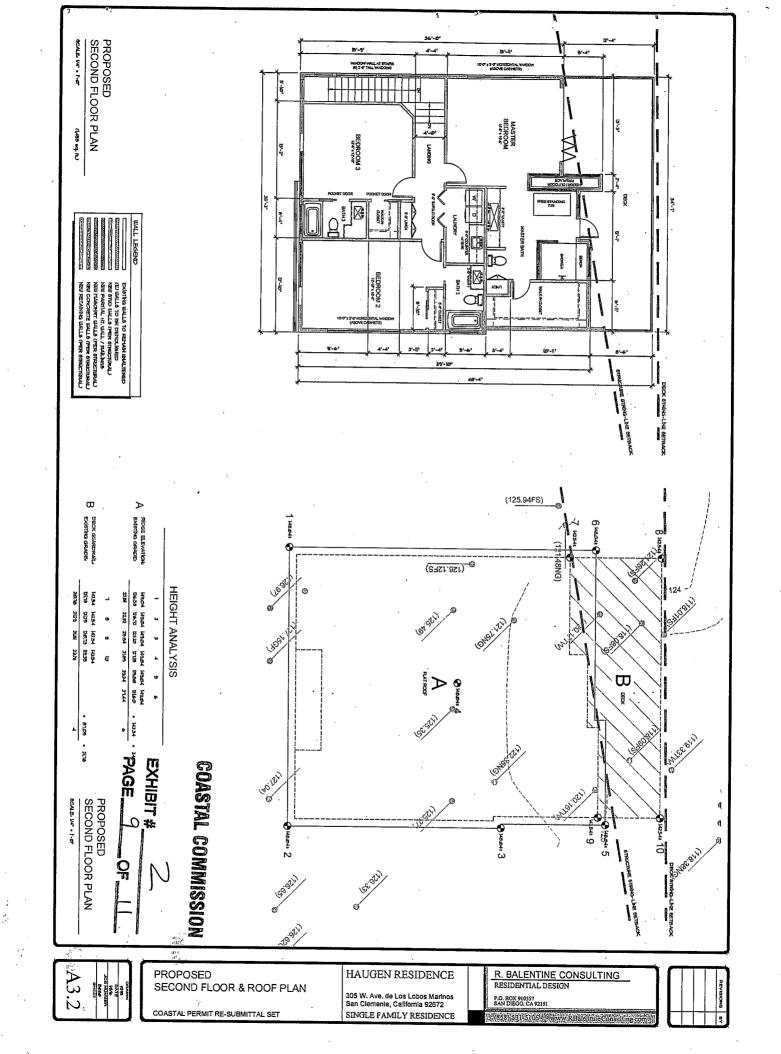
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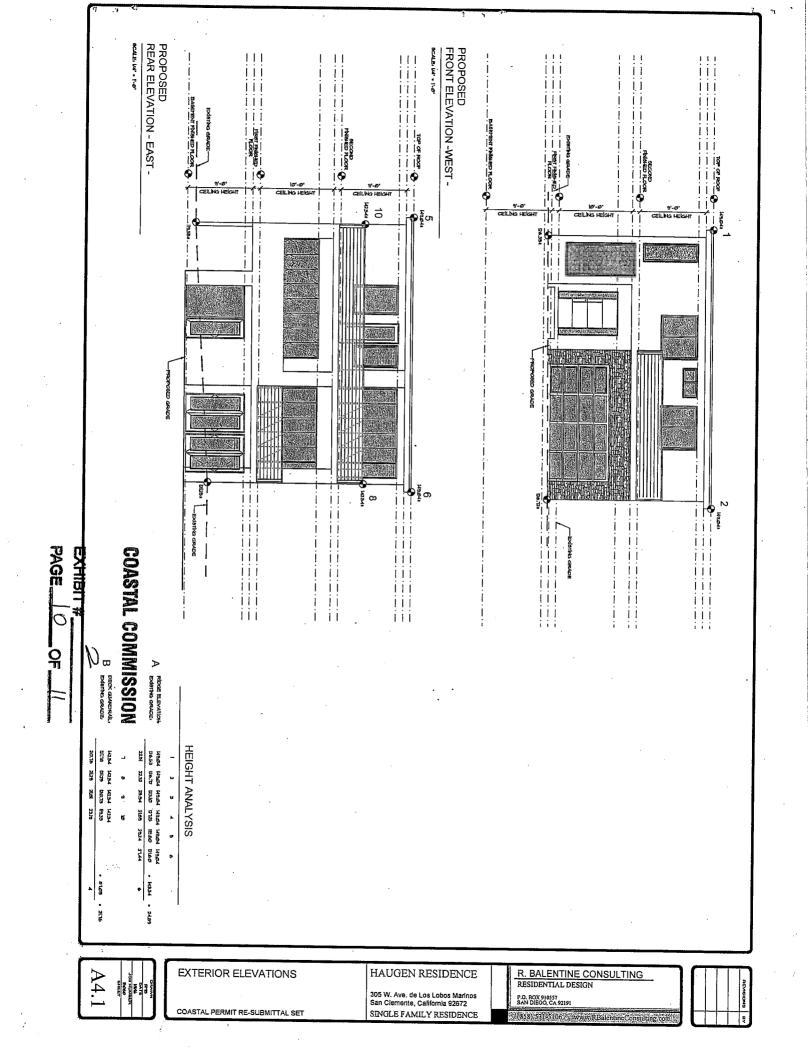


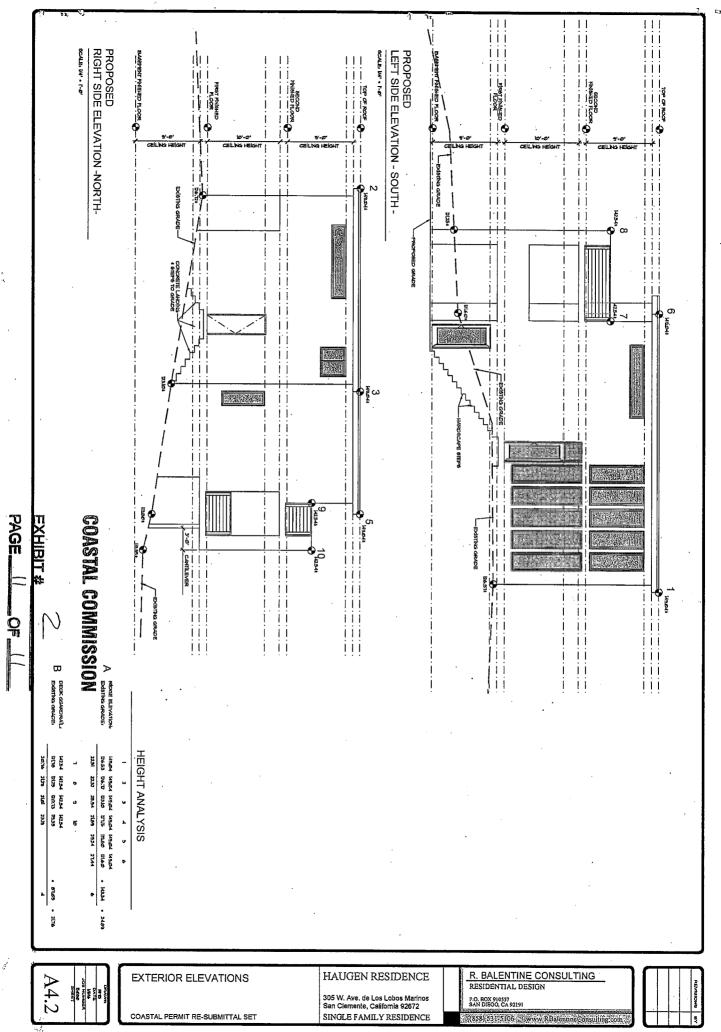
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Coastal Zone Boundard					
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Trafalgar Canyon					· .
Toledo Canyon Lobos Marinos Canyon Riviera Canyon	]				• • • •
Calafia Canyon	Montaivo Canyon				•
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	Chapter 2: Area Description	
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	Coastal Zone Boundary	
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	Primary Access Secondary Access	
	ESTRELLA-NORTH 2 - CAPISTRANO SHORES PRESIDIO-CENTRAL 11 - BOCA DEL CANON 3 - NORTH BEACH PICO-PALIZADA 14 - DIJE COURT 13 - RIVERA 14 - MONTALVO	
	PRESIDIO-CENTRAL 6 - MARIPOSA PRESIDIO-CENTRAL 8 - CORTO LANE 9 - MIUNICIPAL PIER CALAFIA-SOUTH - 16 - SAN CLEMENTE STATE PARK 17 - AVE DE LAS PALMERAS 18 - CALLE ARIANA 18 - CALLE ARIANA 18 - CALLE ARIANA	
	FIGURE 2-5	
L.	CITY OF SAN CLEMENTE COASTAL ACCESS POINTS	