

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA
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original staff report

W22a

Addendum

June 6, 2016

To: Commissioners and Interested Persons

From: California Coastal Commission
San Diego Staff

Subject: Addendum to **Item W22a**, Coastal Commission Permit Application
#6-14-0559 (Sonnie), for the Commission Meeting of June 8, 2016.

The purpose of this addendum is to make minor revisions and corrections to the staff report and to respond to concerns raised by the applicant. Staff recommends the following changes be made to the above-referenced staff report, dated May 26, 2016. Additions are shown in underline and deletions are shown in ~~strike-out~~:

1. On Page 6 of the staff report, the following shall be added to the list of exhibits:

Exhibit 20 – Applicant Response to the Staff Report

2. On Page 8 of the staff report, Special Condition 1b shall be modified as follows:

b. The proposed rear yard concrete patio shall be modified such that no portion is located within five ft. of the identified bluff edge as shown on the submitted plans dated June 17, 2014 by Soil Engineering Construction, Inc. (Exhibit 16). A safety barrier is permitted to be installed closer than five ft. from the bluff edge if necessary to maintain minimal access around the home.

3. On Page 8 of the staff report, Special Condition 1f shall be modified as follows:

f. ~~Existing~~ Approved accessory improvements (i.e., decks, patios, walls, windscreens, etc.) located on the bluff top property shall be detailed and drawn to scale on the final approved site plan and shall include measurements of the distance between the accessory improvements and the reconstructed bluff edge taken at three or more locations. The locations for these measurements shall be identified through permanent markers, benchmarks, survey position, written description, or other method that enables accurate determination of the location of all structures on the site. The plans shall indicate that the ~~existing~~ approved accessory improvements are not entitled to protection from the proposed shoreline armoring. Any existing accessory structures located within five ft. of the reconstructed bluff edge shall be removed. Any new Plexiglas or other glass wall

shall be detailed on the final plans and shall be non-clear, tinted, frosted or incorporate other elements to inhibit bird strikes.

4. On Page 8 of the staff report, the following shall be added as Special Condition 1g:

g. Monitoring pegs suitable to withstand a marine environment shall be installed eight to ten feet on center into the face of the seawall at the same elevation of the MHTL and at an elevation of five feet above the MHTL. The placement of the monitoring pegs shall be certified by a licensed surveyor. These monitoring pegs shall be inspected regularly as part of Special Condition 7e and any missing pegs shall be replaced within a month from the time that the missing peg is noticed.

5. On Page 12 of the staff report, Special Condition 7c and 7e shall be modified as follows:

~~c. Annual surveys~~ Surveys of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor, ~~which shall be undertaken in the spring and fall of each year~~ that a report is due as detailed in (b) of Special Condition 7.

~~e. Annual surveys of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor, which shall be undertaken in the Spring and Fall of each year.~~ Annual spring and fall measurements to document the sand level relative to the monitoring pegs required by Special Condition 1g.

6. On Page 15 of the staff report, Special Condition 12 shall be modified as follows:

As-Built Plans. WITHIN 60 DAYS OF COMPLETION OF CONSTRUCTION, unless the Executive Director grants an extension for good cause, the Permittees shall submit two copies of As-Built Plans, approved by the City of Encinitas, showing all development completed pursuant to this coastal development permit; all property lines; and all development inland of the residence. The As-Built Plans shall be substantially consistent with the approved revised project plans described in Special Condition 1 above, including providing for all of the same requirements specified in those plans, and shall account for all of the parameters of Special Condition 7 (Monitoring and Reporting). The As-Built Plans shall include a graphic scale and all elevation(s) shall be described in relation to National Geodetic Vertical Datum (NGVD). The As-Built Plans shall include color photographs (in hard copy and jpg or other electronic format) that clearly show all components of the as-built project, and that are accompanied by a site plan that notes the location of each photographic viewpoint and the date and time of each photograph. At a minimum, the photographs shall be from representative viewpoints from the beaches located directly upcoast, downcoast, and seaward of the project site. The As-Built plans shall also include a survey of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor. The As-Built Plans shall be submitted with certification by a licensed civil engineer with experience in coastal structures and processes and acceptable to the Executive Director, verifying that the shoreline armoring has been constructed in conformance with the approved final plans.

PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP, the applicants shall provide accurate as-built plans for the bluff top residence, which have been prepared by a licensed architect or a licensed engineer and depict the existing major structural components of the home (foundation, floor structure, roof structure, and exterior walls).

7. On Page 16 of the staff report, Special Condition 16 shall be modified as follows:

Future Development. This permit is only for the development described in coastal development permit No. 6-14-0559. Accordingly, any future improvements to the proposed shoreline armoring, including but not limited to repair and maintenance identified as requiring a permit in Public Resources Code section 30610(d) and Title 14 of the California Code of Regulations, Section 13253(b), shall require an amendment to permit No. 6-14-0559 from the California Coastal Commission ~~or shall require an additional coastal development permit from the California Coastal Commission.~~

8. On Page 17, the first paragraph under subsection A should be revised as follows:

The proposed development consists of a variety of bluff retention devices located on the bluff face and beach below an existing bluff top residence located in the City of Encinitas (Exhibit 1). The applicants ~~own the area landward of the western property line is the landward boundary of the State Parks property, located seaward of the site mean high tide line (MHTL), which~~ The applicant's property includes the bluff face...

9. On Page 20, the 4th full paragraph should be corrected as follows:

Site histories for the two properties located directly adjacent to north of the subject site and the two properties to the south of the subject site, which were also subject to the landslide that occurred in 1996, are included below. Due to the shared history of the three properties that were subject to the 1996 landslide and the interconnected nature of the existing shoreline armoring, it is important to evaluate all three of these properties in a comprehensive manner.

10. On Page 27 of the staff report, the last incomplete paragraph shall be deleted:

~~Relocation of the residence to a location on the site where no shoreline armoring would be required is another alternative that should be considered. The bluff top lot at 858/860 Neptune Avenue and has a width of 50 ft. and a depth of approximately 115 ft. Thus, the footprint of a new home could be located landward of the minimum 40 ft. bluff setback for new bluff top homes. However, the geotechnical report for the subject site found that a bluff top residence would need to be sited approximately 115 ft. landward of the bluff edge to be safe for a 75 year period without any shoreline armoring. Thus, any new home on the parcel would still be located entirely seaward~~

~~of the required safe setback distance. On the subject lot, the Commission concurs that there is not sufficient room to relocate/rebuild a reasonably sized home such that shoreline armoring would be required.~~

11. On Page 28 of the staff report, the first complete paragraph shall be deleted because it is duplicative:

~~Relocation of the residence or removal of the westernmost portion of the residence to a location on the site where a portion of the proposed shoreline armoring would not be required is also an alternative that should be considered. The property owners assert that it would not be feasible to relocate the principal bluff top residence on the site. The property owners contend that this alternative would be prohibitively expensive and estimates the cost of removal and construction of a new residence to be approximately \$300-500,000 and in any case, the home directly to the north of the subject structure is located within five ft. of the bluff edge and would therefore be threatened in the future if the upper bluff in front of the subject site is not further armored.~~

12. On Page 30 of the staff report, the second complete paragraph shall be modified as follows:

In this case, retention of the existing seawall and existing gravel on the mid and upper bluff and construction of the two proposed mid bluff walls and the proposed upper bluff caisson retention system and upper bluff shotcrete wall is the minimum necessary to protect the existing home. However, the proposed alignment of the upper bluff caisson retention system and upper bluff shotcrete wall is not the least environmentally damaging feasible alternative (Exhibits 10-12). As currently proposed, the seaward edges of three southernmost caissons are located five feet from the home, while the seaward edges of the 4 northernmost caissons are located nine feet from the home. The applicants had originally proposed to place the northern caissons approximately 15 ft. seaward of the home. However, a minor upper bluff failure has made installation of caissons so far seaward infeasible. The current proposed alignment of the caissons up to nine ft. seaward of the home was proposed by the applicants nearly two years previously on plans dated June 17, 2014. The Commission typically requires that upper bluff caisson retention systems be located as close as possible to the blufftop homes they are designed to protect. Siting the caissons further landward will decrease the potential for the caissons to become exposed in the future as the upper bluff continues to erode (Exhibit 16). The applicants argue that siting the northern caissons further seaward will facilitate continuation of the upper bluff caisson retention system to protect the neighboring home to the north in the future if it is threatened by erosion. The applicants also contend that siting the northern caissons further seaward will result in less adverse visual impacts if upper bluff caissons are constructed for the northern home in the future. However, the property owner to the north has not submitted any information indicating that the home is currently threatened by erosion and entitled to protection. It may be the case that the property owner to the north chooses to redevelop the aging structure at a location on the site that does not require shoreline armoring or remove portions of the structure rather than

construct shoreline protection. The Commission geologist and coastal engineer have determined that placement of all nine proposed caissons a distance of five ft. from the home will adequately protect the existing threatened structure on the subject site and will not preclude potential upper bluff stabilization or necessitate other upper bluff stabilization in the future on adjacent properties. As such, Special Condition 1 requires that the applicants submit revised final plans that modify the alignment of the upper bluff caisson retention system and upper bluff shotcrete wall such that the seaward edge of the system and wall is located no further than 5 ft. seaward of the existing bluff top home.

13. On Page 30 of the staff report, the last complete paragraph shall be modified as follows:

Public Safety Policy 1.6 of the City of Encinitas' certified LUP prohibits patios within five feet from the bluff edge. However, the existing bluff edge currently ranges from only five feet from the existing home on the south side of the residence to ten feet on the north side of the site. Thus, in this particular case, a new patio can only be constructed on the northern side of the house, where it can be set back at least five feet from the bluff edge. The applicant has argued that not allowing a patio on the southern side of the house would restrict the homeowners' ability to use the backyard and that a patio is necessary to facilitate drainage away from the bluff edge. However, the restriction on building adjacent to the bluff edge is designed to protect the stability of the bluff by limiting construction activities immediately adjacent to a dynamic geologic feature, which is particularly important on a site that has clearly been identified as eroding and endangering the existing structures. In addition, the Commissions coastal engineer and geologist have determined that measures other than a patio located at the bluff edge are feasible to facilitate drainage on the site. Allowing development in this unsafe location would be inconsistent with the certified LCP and the Coastal Act policies requiring development to assure safety and stability. If the homeowners want additional backyard area, ~~moving portions of the house back~~ modifying the existing structure to create outdoor living area a safer distance than 5 feet from the bluff edge is an option. Thus, Special Condition 1 requires that the proposed rear yard concrete patio be modified such that it extends no closer than five feet from the bluff edge (Exhibit 16). Special Condition 1 does allow the applicant to install a safety barrier closer than five ft. from the bluff edge if necessary to maintain minimal access around the home.

14. On Page 32 of the staff report, the first complete paragraph shall be modified as follows:

To assure that future improvements to the residence do not occur without review by the Commission, Special Condition 16 requires that all future modifications including those that otherwise may be exempt from the need of a coastal permit must be reviewed and approved by the Commission as an amendment to the subject permit ~~or as a new coastal development permit.~~

15 On Page 34 of the staff report, the last sentence of the first complete paragraph shall be modified as follows:

In addition, Special Condition 7 requires annual surveys of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor be undertaken in the Spring and Fall of each year and included in each that a shoreline armoring monitoring report is due. Special Conditions 1g and 7e have also been included and require that the applicants install monitoring pegs into the face of the seawall at the same elevation of the MHTL and at an elevation of five feet above the MHTL to be used to monitor sand levels and to identify times when the MHTL intersects the face of the seawall. The placement of the monitoring pegs shall be certified by a licensed surveyor.

16. On Page 36 of the staff report, the following shall be added prior to the first complete paragraph:

In addition, the following sections of the City's certified Local Coastal Plan also relate to the proposed development:

Public Safety Policy 1.7 of the City of Encinitas' certified LUP states, in part, that:

...the City will not permit the construction of seawalls, revetments, breakwaters, cribbing, or similar structures for coastal erosion except under circumstances where an existing principal structure is imminently threatened and, based on a thorough alternatives analysis, an emergency coastal development permit is issued, and all emergency measures authorized by the emergency coastal development permit are designed to eliminate or mitigate adverse impacts on local shoreline sand supply.

Section 30.34.020(B)(9) of the certified Implementation Plan (IP) includes similar language:

...In addition, until such a comprehensive plan is approved by the City of Encinitas and the Coastal Commission as an amendment to the LCP, the City shall not permit the construction of seawalls, revetments, breakwaters, cribbing, or similar structures for coastal erosion except under circumstances where an existing principal structure is imminently threatened and, based on a thorough alternative analysis, an emergency permit is issued and emergency measures authorized by the emergency coastal development permit are designed to eliminate or mitigate adverse impacts on local shoreline sand supply.

17. On Page 38 of the staff report, the third complete paragraph shall be modified as follows:

The seawall has resulted in the degradation of public access to and along the beach, and may ultimately contribute to elimination of ~~the~~ historic public beach access rights that exists fronting the site as sea level continues to rise and the bluff is no

longer able to retreat landward. Furthermore, the seawall extends approximately three ft. onto the beach. The coverage of the beach by the seawall forces the public to walk further seaward, making the area available for the public smaller and making recreational activities such as walking and jogging more difficult during those times that the wave run-up reaches the seawall. Therefore, since the seawall is required to protect the existing ~~adjacent~~ bluff top structure, the adverse impacts to public access and recreation cannot be avoided or further minimized on the bluff site, and the impacts must be mitigated elsewhere on the property. As noted above, the site is located approximately 200 ft. south of the public stairway leading to Beacons Beach, and this stretch of beach has historically been used for decades by the public for access and recreation purposes, and there have never been any impediments to public access in this area before. The City of Encinitas recently performed surveys of beach use at the Beacons Beach area, and determined that approximately 60,000 beach visitors used the Beacons access path during one month in the summer of 2015. Since the location of the MHTL has not been definitively set at the base of the bluff, Special Condition 18 requires the recordation of a lateral access easement at the toe of the seawall seaward of the site to assure ensure the beach area that does exist remains available for general public use in perpetuity and will offset some of the impacts associated with the presence of the seawall on public access and recreation.

The Commission has required the recordation of lateral access easements on the beach for approximately 18 properties in Encinitas over the past 40 years. The most recent lateral access easement on the beach in Encinitas was required by the Commission in 1994 (6-93-136-G/Favero). Since that time, lateral access easements have not been required because the Commission has determined that the MHTL intersects the toe of the bluff for the majority of the Encinitas coastline and therefore the public already owns that stretch of beach. The lateral access easements on the beach in Encinitas have primarily been accepted by San Diego County, and by the California State Coastal Conservancy. Policies 31402.1 and 31402.2 of the Coastal Conservancy Act require that the Conservancy accept any outstanding offer to dedicate a public accessway that has not been accepted by another public agency or nonprofit organization within 90 days of its expiration date. Therefore, this law ensures that all Offers to Dedicate (OTDs) are accepted prior to their expiration date and thus ensures that the mitigation imposed by the Commission (recording of the OTD) is implemented. More recently, the Commission required a similar lateral access easement on the beach as a condition of approval for the construction of a shoreline revetment in Pacifica (2-08-020/AIMCO). The adjacent property to the south (Brown) of the subject site, currently has a lateral access easement in place on the beach seaward of the seawall, and this This condition is consistent with the approach on Brown and is part of an effort to maintain public access consistently across these adjacent properties, so that the proposed seawall can be found consistent with the public access policies of the Coastal Act. The condition requires that the lateral access be applied from the base of the seawall seaward to the western property line, and thus, includes a portion of land that is currently below the existing landslide deposits on the beach. This will ensure that as those landslide deposits eroded away in the future, the beach area will remain dedicated for public use, without the applicants having to amend or revise the OTD in the future.

18. On Page 54 of the staff report, the last sentence of the third complete paragraph shall be modified as follows:

The City of Encinitas determined that ~~the project was exempt from CEQA~~ no discretionary approvals were necessary for this application and therefore did not make a CEQA determination.

The Trettin Company
Government Relations Project Development

June 3, 2016

TO: Honorable Chair and Members,
 California Coastal Commission

FROM: Bob Trettin, agent
 Richard and Lupe Sonnie

RE: CDP #6-14-0559; June 8, 2016 Public Hearing; Item #22a
 Applicant's Response to Coastal Staff Recommendations

I would first like to extend my appreciation to Coastal staff for consistently making themselves available, and for working with the applicants' representatives in a professional manner as a consensus opinion was achieved on a majority of the recommendations included in the final staff report for CDP #6-14-0559.

Listed below, I will address the few areas in the proposed Special Conditions recommended by staff where disagreement still exists and / or I am seeking clarification:

Special Condition 1.a. *"The alignment of the proposed upper bluff caisson retention system and upper bluff shotcrete wall shall be modified such that the seaward edge of the buried caissons and exposed upper bluff wall are located ... no further seaward that five ft. from the bluff top home along the entire property."*

The applicants' proposal (see Photo "D") has the northern caissons being placed further west than five ft., with the northernmost caisson set at +/- 15 ft. from the residence.

The applicants' technical consultants would propose a compromise between the Coastal staff recommendation (5' from residence for all caissons) and the pending proposal (5' from residence on south end of property ranging out to +/- 15' on the north end of the property).

The applicants' representative would propose maintaining the southern caissons at 5' from residence, as recommended by staff. We would then propose to gradually extend the 3 northern caissons, with the northernmost caisson set at 9' from the residence. This would place the northernmost caisson in line with the southwest corner of the residential structure to the north. This northern caisson location would be sited approximately where the existing northwest corner of the applicant's deck is now situated (see Photo "A").

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EXHIBIT NO. 20
APPLICATION NO. 6-14-0559
Applicant Response Page 1 of 8
 California Coastal Commission

The purpose of this placement is to prevent the need for a future exposed 9' long lateral wall to be developed between the applicants' property and the property to the north. The applicants' residence is sited 9' east of the neighboring residence to the north. The property to the north is current experiencing bluff erosion / failure (see Photo "C") that has moved within 11' of that residence's southwest corner (see Photo "B"). The need for some form of protection for that residence will likely be required in the near future.

If the applicant is required to locate the northernmost caisson only 5' from the applicants' residence, and future bluff protection for the residence to the north is required to be sited a maximum of 5' to the west of that residence, than an exposed +/- 9' lateral east/west wall will be required between the two systems. This will provide an extremely unnatural bluff line appearance not in keeping with the Commission's desire to maintain, to as great an extent as possible, an aesthetically pleasing and natural appearance to bluff protective structures.

Special Condition 1.b. *The rear yard concrete patio shall be modified such that no portion is located within five ft. of the identified bluff edge.*

The applicant's engineer recommends that concrete or other impervious surface be utilized in all areas behind the caisson system, with appropriate drainage collection installed to take all surface water to Neptune Avenue. Special Condition 1.b. does create a problem in the southern area of the rear yard where there is only 5' between the proposed top of wall (which become the identified bluff edge) and the residence. Again, the engineer recommends an impervious surface with proper drainage to the street.

Special Condition 7.c. *Annual surveys of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor, which shall be undertaken in the spring and fall of each year.*

The applicants and their technical representatives question the purpose of this condition which appears to add an unnecessary and unwarranted annual expense that provides no clear benefit. The applicants will need to return to the Commission in 2022 to amend this CDP and provide additional ongoing mitigation. At that time, the applicant would propose providing a spring and fall survey of the MHTL to be utilized in the Commission's consideration of the requested amendment.

Special Condition 7.e. *Annual surveys of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor, which shall be taken in the Spring and Fall of each year.*

This seems to be a repeat of Special Condition 7.c. --- so the applicants' questions on the purpose and need as stated in response to Special Condition 7.c. above are referenced.

Special Condition 12. *“... the applicants shall provide accurate as-built plans for the bluff top residence, which have been prepared by a licensed architect”.*

The applicants' representatives have questioned why staff would want the applicants to go to the significant expense of creating as-built plans for a pre-1972 residential structure that is being protected by the coastal bluff measures in the subject permit. As-built plans would entail full structural drawings and would be the same as if a new home were being designed. The costs would likely be \$20,000 or greater.

While staff has not provided the applicants with a better understanding of why this condition was included, they have noted that their intent was not to require full structural drawings, and they have suggested that the condition could be modified to require that the applicant's engineer provide a site plan that would address exterior wall locations, flooring structure, roof structure and foundation. If Special Condition 12 is modified or interpreted by staff in this manner, the applicants would be able to comply without objection.

Special Condition #18. Public Lateral Access Easement. Staff is requesting that the applicants prepare and record an offer to dedicate to a public agency or private association that area of their property seaward of their seawall to their western property line.

This condition seems entirely unnecessary. Both the Encinitas LCP and the California Coastal Act prohibit the property owners from undertaking any action on the section of their property between the seawall and their western property line. Public access in perpetuity is assured. In the 1980's, the Coastal Commission required such "offers to dedicate" on a more routine basis. Prior to 2016, it is my understanding from staff that the last such "offer to dedicate" was required on a 1995 permit.

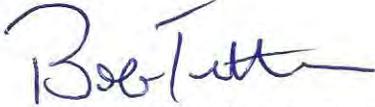
To my knowledge, with the exception of the Coastal Conservancy, no public agency or private organization has ever acted to accept these "offers to dedicate" as they relate to the space between a seawall and the property line. And one must ask: Why would they? What would be accomplished? The only new result of a public agency or private organization acting on the offer to dedicate would be the transfer of any potential liability from the property owner to the public agency or private organization. Staff has noted that property owners in some coastal areas of California have attempted to restrict public access across their beach property, and have used this as a rationale for an "offer to dedicate". In the case of the City of Encinitas, however, the adopted LCP prohibits such action.

The applicants oppose this condition on the basis of the increased costs for yet another survey and completion / recording of the document. The Coastal Commission should oppose it based on the waste of staff time in preparing the document, providing both planning and legal review of the completed document for accuracy, etc.

In closing, I again want to note my appreciation for the professionalism and good working relationship extended by Coastal staff throughout the processing of this Coastal Development Permit.

Thank you for your consideration of my requests on behalf of the applicants.

Respectfully,

A handwritten signature in blue ink, appearing to read "Bob Trettin". The signature is fluid and cursive, with a large initial "B" and a long horizontal stroke at the end.

BOB TRETTIN, Principal
The Trettin Company

Attachments;
Photos A, B, C and D

PHOTO "A"

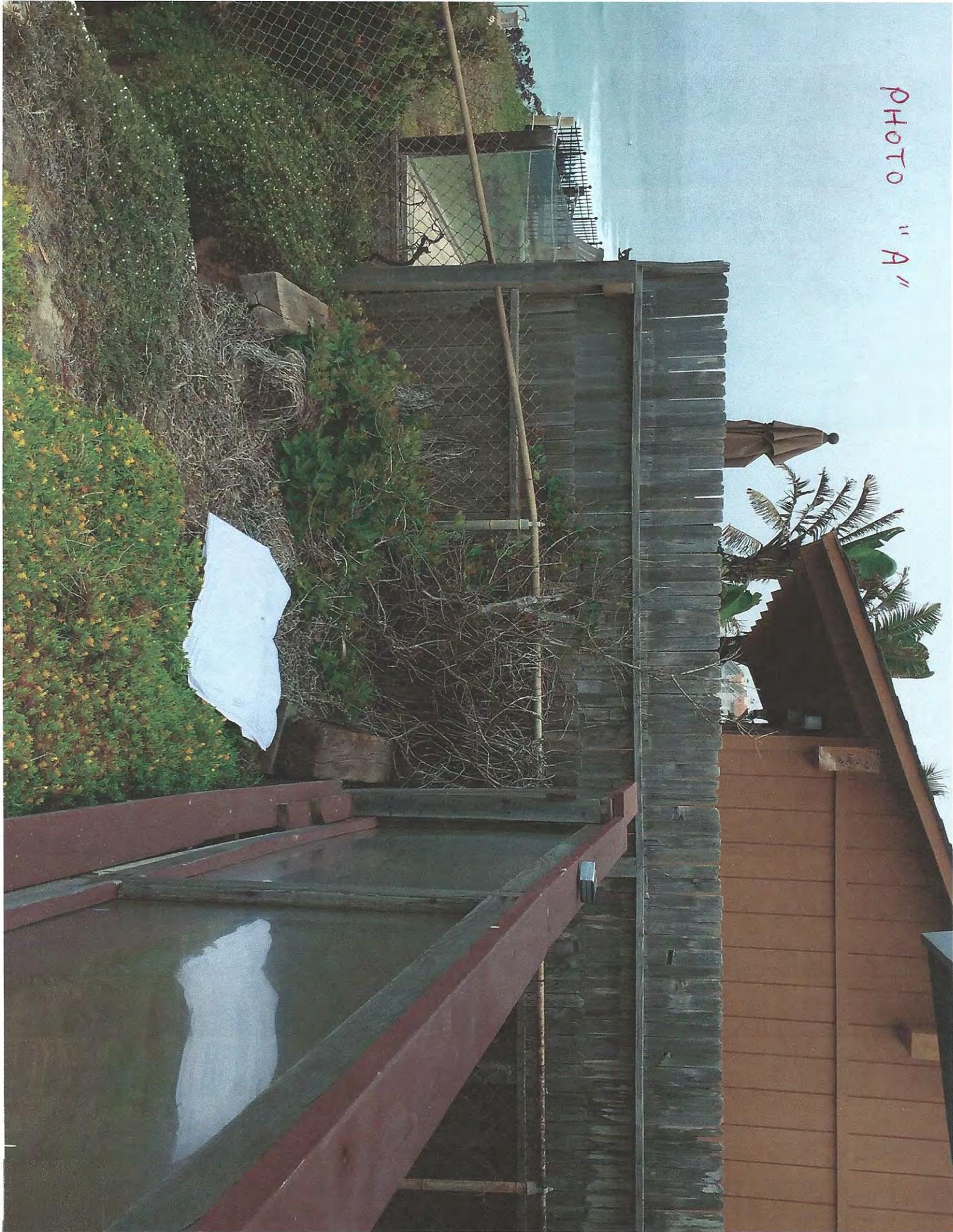


PHOTO "B"



PHOTO "C"



PHOTO "D"

PROPOSED REINFORCED CONCRETE DECK & SLAB-ON-GRADE, 7" THK., DECK SUPPORTED BY UPPER BLUFF RETENTION WALL GRADE BEAM, (DECK & SLAB SHOWN HATCHED)

PROPOSED BURIED DRILLED PIER RETENTION WALL W/ GRADE BEAM AT TOP. TOTAL (7) DRILLED PIERS, WALL IS SUPPORTED W/ TIEBACKS, TOTAL (6) TIEBACKS, TOTAL LENGTH OF RETENTION SYSTEM FOR ENTIRE WIDTH OF PROPERTY APPROX. 50'-0"

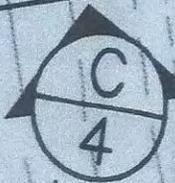
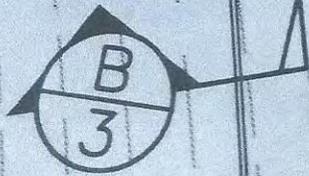
▲ MAXIMUM SEAWARD EDGE OF PROPOSED UPPER BLUFF RETENTION SYSTEM APPROVED BY CITY GEOTECHNICAL CONSULTANT

▲ APPROX. EXISTING EDGE OF COASTAL BLUFF (T.O.B.)

OF (E) CONCRETE WALL AT BLUFF SHALL BE REMOVED, HEIGHT TO BE DETERMINED AT TIME OF CONSTRUCTION PROCESS

(H:V)

TOTAL LENGTH 50'-0"



▲ EXISTING WOOD DECK (TO BE REMOVED)

6" DIA. TREE

N 74°17'27"E

D.I. x D.S.

BLOCK B MAP NO. 1859

▲ 4'-0" HIGH WOOD & GLD FENCE FULL LENGTH OF P.O.S. (TO BE REMOVED)

GRADE BREAK

D.S.

PROPE LINE

N

CALIFORNIA COASTAL COMMISSION

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SAN DIEGO, CA 92119-4402
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W22a

Filed: 10/6/2015
270th Day: 7/2/16
Staff: E. Stevens-SD
Staff Report: 5/26/16
Hearing Date: 6/8/16

STAFF REPORT: REGULAR CALENDAR

Application No.: 6-14-0559

Applicant: Richard and Lupe Sonnie

Agent: Bob Trettin

Location: 858/860 Neptune Avenue, Encinitas, San Diego County (APN# 254-311-05).

Project Description: “After-the-fact” approval for installation of a deadman retaining system, placement of gravel on the mid and upper bluff, and construction of a seawall. New work includes removal of an existing failed upper bluff wall, construction of a rear yard concrete patio, construction of an upper bluff rear-yard caisson and retaining wall retention system, construction of two mid bluff retaining walls, placement of soil and installation of landscaping on the bluff, and aesthetic treatment of the seawall.

Staff Recommendation: Approval with conditions.

SUMMARY OF STAFF RECOMMENDATION

The applicants propose to construct a variety of bluff retention devices located on the bluff top, on the bluff face, and on the beach below an existing bluff top residence located in the City of Encinitas (Exhibit 1). The majority of the proposed shoreline armoring has already been constructed following a large landslide in 1996, and is currently unpermitted, having been

temporarily authorized under emergency permits, which have expired without a follow-up permit, or placed without benefit of a permit. The Commission issued a Consent Order in 2008 to address the unpermitted development on the property; however, the applicants are not in compliance with this order even after numerous attempts by Commission Enforcement staff to obtain such compliance. Because the development is unpermitted, it is being reviewed as if it were not existing. In addition to retention of the existing seawall on the beach, gravel on the mid and upper bluff, and a deadman retaining system on the bluff top, the applicants are proposing to construct a new upper bluff caisson retention system and upper bluff wall, to construct two new mid bluff retaining walls, and to aesthetically treat the seawall and to place soil and landscaping on top of the gravel.

The properties located directly adjacent to the south (836-838 Neptune Avenue/Brown) and two properties to the south (828 Neptune Avenue/Okun) of the subject site were also subject to the 1996 landslide and the three properties share a similar shoreline armoring pattern. The shoreline protection located on the southernmost (Okun) property was approved by the Commission in September 2005. The property immediately south of the subject site was reviewed concurrently with the subject project. The subject application and the application for the shoreline armoring at the site adjacent to the south were originally both scheduled to be heard at the Commission's March hearing. However, both property owners requested a postponement in order to thoroughly review the staff recommendation. The subject property owners provided the Commission with a 90 day extension, as they felt that more time was needed to review the staff report and to provide additional geotechnical information. The property owner to the south chose not to provide the Commission with a 90 day extension and the shoreline protection on that site was approved after-the-fact by the Commission in April 2016.

The bluff top residence is an existing structure for purposes of Section 30235 of the Coastal Act because it was originally permitted and built prior to 1976, thereby predating the enactment of California Coastal Act of 1976. Thus, the existing structure must be allowed armoring under the Coastal Act if it is in danger from erosion and avoids and mitigates applicable coastal resource impacts. The Commission's Staff Coastal Engineer and Staff Geologist have determined that retention of the existing seawall and gravel on the bluff face, and construction of the two proposed mid-bluff retaining walls and the proposed upper bluff caisson retention system and upper bluff shotcrete wall are necessary at this time to protect the existing home in its current location. However, the proposed alignment of the upper bluff caisson retention system and upper bluff shotcrete wall is not the least environmentally damaging feasible alternative (Exhibits 10-12). Siting the caissons further landward will decrease the potential for the caissons to become exposed in the future as the upper bluff continues to erode (Exhibit 16).

The applicants argue that siting the northern caissons further seaward will facilitate continuation of the upper bluff caisson retention system to protect the neighboring home to the north in the future if it is threatened by erosion. However, the property owner to the north has not submitted any information indicating that the home is currently threatened by erosion and it may be the case that the property owner to the north will choose to redevelop the aging structure (built in 1976) to a location on the site that does not require shoreline armoring. As such, Special Condition 1 requires that the applicants submit revised final plans that modify the alignment of the upper bluff caisson retention system and upper bluff shotcrete wall such that the seaward edge of the system and wall is located as far inland as possible, but no further than 5 ft. seaward

of the existing bluff top home. Permitting only the minimum amount of shoreline armoring required to protect the existing bluff top residence will prevent substantial alteration of the natural bluff, and limit the adverse impacts the structure will have on the shoreline.

The applicants are also proposing to replace the existing wood bluff top deck that was constructed without a CDP or emergency permit, with a new concrete patio. However, the existing bluff edge currently ranges from five to ten feet from the existing home and the certified LUP prohibits patios and similar accessory structures within five feet from the bluff edge to protect the integrity of the bluff. Thus, Special Condition 1 also limits construction of a new patio to the northern portion of the backyard where it can be set back at least five feet from the bluff edge. (Exhibit 16).

Staff is also recommending that the proposed shoreline armoring be approved only for as long as the existing bluff top residence that the armoring is authorized to protect still exists; and requires the applicants to submit a complete coastal development permit application to remove or modify the terms of authorization of the armoring when the existing structure warranting armoring is redeveloped, no longer present, or no longer requires armoring. One purpose of these conditions is to tie the life of the shoreline armoring to the structure they are approved to protect and to waive any potential rights to augment or reconstruct the armoring to protect new development. This helps to preserve future adaptation options that may be necessary to mitigate adverse beach and public access conditions triggered by ongoing erosion and sea level rise.

Special conditions of this permit require reassessment of the coastal resource impacts due to the project, including with respect to impacts to sand supply and public recreational use of the beach from the shoreline armoring, and potential mitigation requirements, and reevaluation of the subject bluff top residence's safety prior to June 30, 2023, twenty-two years after the seawall was completed. This date was chosen in this case so as to line up with the revaluation framework and deadlines associated with the CDPs on the neighboring properties.

As conditioned, the applicants are required to pay a sand supply mitigation fee of \$1,096 and a public access and recreation mitigation fee of \$2,450 for the initial 22 years that the shoreline armoring is in place (starting from the 15 years it has already adversely impacted shoreline sand supply and public access and recreation). The sand supply mitigation fee was calculated using a standard formula to determine the volume of sand that would otherwise have reached the beach were it not for the proposed shoreline armoring. The public access and recreation mitigation fee was calculated based on the approximate cost of a one-time replacement of the sand located beneath the area of public beach impacted by the seawall. The methodology used to calculate the sand supply mitigation fee and the public access and recreation mitigation fee is consistent with the methodology used by the Commission to calculate the required mitigation for the two adjacent properties (Brown and Okun) that both constructed a seawall during the same time period as the subject site. The public access and recreation mitigation fee only applies to the 21 ft. long portion of seawall that is not fronted by the existing landslide deposits on the beach. If the landslide deposits are eroded away in the future, the applicants shall be required to mitigate for the new impacts to public access and recreation.

It is important to note that over the last decade, the Commission has attempted to address impacts to public access and recreation associated with the loss of beach area (due to armoring's

encroachment on the beach and passive erosion effects) through the use of a specific recreational mitigation fee, distinct from the sand mitigation fee. In other words, the Commission has generally applied a sand mitigation fee for the loss of sandy materials that would have gone into the system but for the armoring project, and has applied a public recreational mitigation fee for the amount of beach that would be both lost (due to encroachment) and not allowed to develop naturally (due to fixing the back beach location via armoring, and not allowing new beach to be created). This latter fee, which is now applied regularly to shoreline protection projects, seeks to determine the market value of the amount of land necessary to be purchased and allowed to erode to provide an offsetting amount of beach for the beach area that would be lost by using a sales comparison approach method. Commission staff reviews relatively recent sales of coastal properties throughout the area to get an estimate of the actual value of similar oceanfront properties (in this case, bluff top properties) to determine what it would cost to offset the beach lost through a purchase designed to allow natural processes to continue on the purchased property, and thus provide a comparable mitigation for the loss of shoreline area due to the proposed development.

However, in this particular case, based on a set of unique circumstances shared between the subject site and the two properties to the south, staff is recommending that the conditions and mitigation for the subject project align with the requirements placed on the two properties to the south (Brown and Okun). The applicant's armoring is part of an armoring system that extends across these properties as well, and it is appropriate to try to sync up CDP requirements in this case, including in terms of mitigation. In these other two CDP actions, the Commission used the sand proxy for calculating recreational impacts, not the sales methodology discussed above. Given that history and given these are all three part of one armoring system, applying similar methodologies in that respect appears appropriate in this case. In addition, a lateral access easement is required to assure the sandy beach area seaward of the seawall and historically used by the public is available for general public use at all times. This condition is consistent with the approach taken on Brown and is part of an effort to maintain public access across the property so that the proposed seawall can be found consistent with the public access policies of the Coastal Act.

As conditioned, the subject site and the two properties to the south will be conditioned to ensure that the subject property and the two properties to the south will be reevaluated at the same time to allow the Commission to evaluate all three properties in a comprehensive, consistent and fair manner. It is possible that at that time a different methodology for mitigation is assessed, such as the more common property valuation methodology. In any case, because the seawall was constructed 15 years ago, this reevaluation is required to occur in 7 years. At that time, the most current, best available methodology to assess impacts to public resources will be used to calculate the appropriate mitigation, if the shoreline protection is to remain in place.

Commission staff recommends **approval** of coastal development permit application 6-14-0559, as conditioned.

Enforcement:

Consent Cease and Desist Order CCC-08-CD-08 was issued by the Commission in 2008 to address the unpermitted development on the property. In the years prior to and since then,

Commission Enforcement staff has expended a significant amount of time attempting to obtain compliance with the Consent Order, yet only in October 2015, over 6 1/2 years after the deadline to submit a complete CDP application as required by the Consent Order, did the applicants submit such an application. Throughout this time, the unpermitted development has remained on the property and continued to impact coastal resources. Commission staff has undertaken significant efforts to get the applicants to comply with the Order and submit a complete CDP application, despite the fact that the applicants agreed to submit the required materials years ago by agreeing to the Consent Order, and have failed to comply with that agreement in the following years.

The applicants submitted a fee of \$6,456 with the subject coastal development permit application on March 19, 2014. Due to the fact that the majority of the proposed development is unpermitted, having been constructed pursuant to emergency permits that long ago expired, or were placed without benefit of any permit, the Commission's regulations require that the permit fee shall be multiplied by five times. The five times permit fee is a total of \$32,280. Due to the fact that the applicants undertook the unpermitted development and the significant extra staff time expended by Commission staff to review the application, the Executive Director determined that any reduction of the after-the-fact fee was not appropriate. The applicants have paid the entire permit fee of \$32,280 under protest and have requested that the Commission reduce the permit fee to a total of \$12,912 and to refund the remaining \$19,368. A detailed discussion of the after-the-fact permit fee can be found below under Section E: Unpermitted Development.

Staff Notes:

A staff report for this item was previously released for the Commission's March 2016 hearing. Various changes have been made throughout this staff report in order make the mitigation conditions consistent with the direction provided by the Commission at the April 2016 meeting related to public access and recreation mitigation requirements for the shoreline armoring on the adjacent property to the south. In addition, the applicants have submitted additional geotechnical information to show that the existing bluff top home is threatened in its current location. The staff report has been modified to recommend approval for construction of the proposed upper bluff caisson retention system and upper bluff shotcrete wall.

TABLE OF CONTENTS

I. MOTION AND RESOLUTION.....	7
II. STANDARD CONDITIONS	7
III. SPECIAL CONDITIONS	8
IV. FINDINGS AND DECLARATIONS.....	17
A. PROJECT DESCRIPTION/PERMIT HISTORY/JURISDICTION	17
B. GEOLOGIC CONDITIONS AND HAZARDS	22
C. PUBLIC ACCESS AND RECREATION	35
D. VISUAL RESOURCES/ALTERATION OF NATURAL LANDFORMS.....	47
E. UNPERMITTED DEVELOPMENT.....	49
F. LOCAL COASTAL PLANNING	53
G. CALIFORNIA ENVIRONMENTAL QUALITY ACT.....	54

APPENDICES

[Appendix A – Substantive File Documents](#)

EXHIBITS

[Exhibit 1 – Project Location](#)

[Exhibit 2 – Proposed Development](#)

[Exhibit 3 – Surrounding Development](#)

[Exhibit 4 – Deadman Retaining System](#)

[Exhibit 5 – Wet Sand Photograph](#)

[Exhibit 6 – Summer High Sand Level Survey 858/860 Neptune Avenue](#)

[Exhibit 7 – State Lands Commission Letter 858/860 Neptune Avenue](#)

[Exhibit 8 – As-Built Seawall Profile](#)

[Exhibit 9 – As-Built Seawall Elevation](#)

[Exhibit 10 – Upper Bluff Wall Site Plan](#)

[Exhibit 11 – Upper Bluff Wall Profile](#)

[Exhibit 12 – Upper Bluff Wall Elevation](#)

[Exhibit 13 – Sand Mitigation Fee Calculations](#)

[Exhibit 14 – Landslide Deposit Photograph](#)

[Exhibit 15 – Enforcement Letter – Fee Dispute](#)

[Exhibit 16 – Upper Bluff Armoring and Patio Alignment](#)

[Exhibit 17 – Mitigation Calculations](#)

[Exhibit 18 – Non-Filing Letters](#)

[Exhibit 19 – Consent Order](#)

I. MOTION AND RESOLUTION

Motion:

*I move that the Commission **approve** Coastal Development Permit 6-14-0559 subject to the conditions set forth in the staff recommendation.*

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

Resolution:

The Commission hereby approves Coastal Development Permit 6-14-0559 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 of 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. **Revised Final Plans.** PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP, the applicants shall submit for review and written approval of the Executive Director, final plans for the proposed development that are in substantial conformance with the submitted plans dated June 17, 2014 by Soil Engineering Construction, Inc., that have been approved by the City of Encinitas, and that have been revised to include the following details and requirements:
 - a. The alignment of the proposed upper bluff caisson retention system and upper bluff shotcrete wall shall be modified such that the seaward edge of the buried caissons and exposed upper bluff wall are located as far inland as possible, and no further seaward than five ft. from the bluff top home along the entire property (Exhibit 16).
 - b. The proposed rear yard concrete patio shall be modified such that no portion is located within five ft. of the identified bluff edge (Exhibit 16).
 - c. Sufficient detail regarding the construction method and technology utilized for texturing and coloring the seawall and upper bluff wall. Said plans shall conform to, and be of sufficient detail to verify, that the seawall and upper bluff wall closely matches the adjacent color and texture of the natural bluffs, including provision of a color board for the material.
 - d. Any existing permanent irrigation system located on the bluff top of the subject property shall be removed prior to construction. Evidence of removal of the irrigation system shall be submitted within 30 days of the removal.
 - e. All runoff from impervious surfaces on the top of the bluff shall be collected and directed away from the bluff edge towards the street and into the City's stormwater collection system.
 - f. Existing accessory improvements (i.e., decks, patios, walls, windscreens, etc.) located on the bluff top property shall be detailed and drawn to scale on the final approved site plan and shall include measurements of the distance between the accessory improvements and the reconstructed bluff edge taken at three or more locations. The locations for these measurements shall be identified through permanent markers, benchmarks, survey position, written description, or other method that enables accurate determination of the location of all structures on the site. The plans shall indicate that the existing accessory improvements are not entitled to protection from the proposed shoreline armoring. Any existing accessory structures located within five ft. of the reconstructed bluff edge shall be removed. Any new Plexiglas or other glass wall shall be detailed on the final plans

and shall be non-clear, tinted, frosted or incorporate other elements to inhibit bird strikes.

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

2. **Final Landscape Plans.** PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP, the applicants shall submit for review and written approval of the Executive Director, final landscape plans for the landscaping on the coastal bluff that are in substantial conformance with the submitted plans dated March 4, 2011 by David Reed Landscape Architects, that have been approved by the City of Encinitas and that have been revised to include the following details and requirements:
- a. All existing non-native plant species on the bluff face shall be removed prior to planting of new vegetation.
 - b. Only drought tolerant native plant materials may be planted on the subject property. No plant species listed as problematic and/or invasive by the California Native Plant Society, the California Invasive Plant Council, 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 ‘noxious weed’ by the State of California or the U.S. Federal Government shall be planted within the property.
 - c. All irrigation on the bluff face shall be capped within 36 months of planting and the applicant shall agree not to undertake any additional irrigation 36 months after planting.
 - d. All approved landscaping shall be completed within 1 year of Commission action on this permit.
 - e. The applicant shall submit, five years from the date of Commission action on this coastal development permit (June 8, 2021), for review and written approval of the Executive Director, a landscape monitoring report, prepared by a licensed Landscape Architect or qualified Resource Specialist, that certifies the on-site landscaping is in conformance with the landscape plan approved pursuant to this Special Condition. The monitoring report shall include photographic documentation of plant species and plant coverage and shall document that the irrigation on the bluff face has been capped or removed. This requirement shall be incorporated in the Landscape Plan, pursuant to this Special Condition 2.

The permittees shall undertake the development in accordance with the approved plans. Any proposed changes to the approved plans shall be reported to the Executive Director. No changes to the plans shall occur without a Coastal Commission approved amendment to

this coastal development permit unless the Executive Director determines that no amendment is legally required.

3. **Duration of Shoreline Armoring Approval.**

- a. Authorization Expiration. This CDP authorizes the shoreline armoring (upper bluff caisson retention system and upper bluff shotcrete wall, seawall, mid and upper bluff gravel, mid bluff wooden retaining walls, and deadman retaining system) until the time when the bluff top residence is redeveloped as that term is defined in Special Condition 5, is no longer present, or no longer requires shoreline armoring, whichever occurs first. Prior to the anticipated expiration of the permit and/or in conjunction with redevelopment of the property, the Permittees shall apply for a new CDP or amendment to this CDP, to remove the shoreline armoring or to modify the terms of its authorization.
- b. Amendment. If the Permittees intend to keep the shoreline armoring in place beyond the 22 year mitigation period (beginning from June 30, 2001 - the date that the seawall was substantially completed, and ending June 30, 2023), the Permittees shall submit a complete application for a CDP or amendment to this CDP to reassess mitigation for the on-going impacts of the armoring including potential ways in which those impacts could be reduced. The complete application shall be submitted no later than 21 years after construction of the seawall (i.e., no later than June 30, 2022). The application shall include analysis of feasible alternatives to modify the shoreline armoring or the bluff top residence to lessen the shoreline armoring's impacts on coastal resources, and shall propose mitigation for unavoidable coastal resource impacts associated with the retention of the shoreline armoring beyond 22 years.

4. **Site Stability Report.** Between January 1, 2022 and June 30, 2022 (21 years from the date that the seawall was substantially completed), the permittees shall submit a current geotechnical/engineering report assessing bluff stability and whether the bluff top residence remains in a safe location. The study shall be based upon a site specific analysis of site stability, bluff alteration due to natural and manmade processes, and the hazard potential at the site. The required study shall be prepared by a licensed Certified Engineering Geologist or Geotechnical Engineer or Registered Civil Engineer with expertise in soils, in accordance with the procedures detailed in the Local Coastal Program (LCP) and the City Zoning Code; and shall include the following:

- a. An analysis of site stability based on the best available science and updated standards, of beach erosion, wave run-up, sea level rise, inundation, and flood hazards;
- b. An analysis of whether or not the shoreline armoring is still required to protect the subject bluff top residence it was approved to protect.
- c. An analysis of the feasibility to remove in whole or in part the bluff top residence to avoid risk to life or property or the need for additional shoreline armoring.

The submitted analysis shall address all the structures existing on the subject property and, depending on the results of the bluff stability analysis, include proposals to remove or retain the bluff top residence and shoreline armoring.

5. **Reliance on Permitted Shoreline Armoring.** No future development that is not otherwise exempt from coastal development permit requirements, or redevelopment of the bluff top residence on the bluff top property, may rely on the permitted shoreline armoring to establish geologic stability or protection from hazards. Such future development and redevelopment on the site shall be sited and designed to be safe without reliance on shoreline armoring. As used in this permit, “redeveloped” or “redevelopment” means alterations that include: (1) additions to the bluff top residence, (2) exterior and/or interior renovations, (3) and/or demolition of the bluff top residence, or portions thereof, which result in: alteration of 50 percent or more of major structural components including exterior walls, floor and roof structure, and foundation, or a 50 percent increase in floor area. Alterations may not be additive between individual major structural components; however, changes to individual major structural components shall be cumulative over time from the date of approval of the CDP.
6. **Mitigation for Impacts to Public Access and Recreation and Sand Supply.**

- a. **PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP,** the applicants shall provide evidence, in a form and content acceptable to the Executive Director, that a payment of \$2,450 has been deposited in the Public Access and Recreation Fund, an interest-bearing account established at San Diego Association of Governments (SANDAG), or other account designated by the Executive Director, in lieu of replacing the beach area lost due to the significant adverse impacts that the proposed seawall will have on beach area available for public access and recreation. The in-lieu fee will mitigate for those impacts for a 22 year period (beginning from June 30, 2001 - the date that the seawall was substantially completed; and ending June 30, 2023). All interest earned by the account shall be payable to the account for the purposes stated below.

The purpose of the mitigation payment is for provision, restoration or enhancement of public access and recreation opportunities within the City of Encinitas, including but not limited to, public access improvements, recreational amenities or acquisition of privately-owned beach or beach-fronting property for such uses, or for sand replenishment and retention where no near-term priority public recreation or public access projects are identified. The funds shall be used solely for the construction/creation of permanent long-term public access and recreation improvements along the Encinitas shoreline, and may not be used to fund operations, maintenance, or planning studies. Any portion of the fund that remains after ten years may be used for other permanent long-term public access and recreation improvements along the shoreline within the coastal zone of San Diego County.

- b. **PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP,** the applicants shall provide evidence, in a form and content acceptable to the Executive Director, that a fee of

\$1,090 has been deposited in an interest-bearing account designated by the Executive Director, in lieu of providing the total amount of sand to replace the sand that will be lost due to the impacts of the seawall for the 22 year mitigation period (beginning from June 30, 2001 - the date that the seawall was substantially completed; and ending June 30, 2023). All interest earned by the account shall be payable to the account for the purposes stated below.

The purpose of the account shall be to establish a beach sand replenishment fund to aid San Diego Association of Governments (SANDAG), or an alternate entity approved by the Executive Director, in the restoration of the beaches within San Diego County. The funds shall be used solely to pay for sand used to implement projects which provide sand to the region's beaches, not to fund operations, maintenance or planning studies. The funds shall be released only upon approval of an appropriate project by the Executive Director of the Coastal Commission. The funds shall be released as provided for in an MOA between SANDAG, or an alternate entity approved by the Executive Director, and the Commission, setting forth terms and conditions to assure that the in-lieu fee will be expended in the manner intended by the Commission. If the MOA is terminated, the Executive Director may appoint an alternate entity to administer the fund for the purpose of restoring beaches within San Diego County.

7. **Shoreline Armoring Monitoring and Reporting Program.** PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP, the applicants shall submit to the Executive Director for review and written approval, a monitoring program prepared by a licensed civil engineer or geotechnical engineer or geologist to monitor the performance of the shoreline armoring which requires the following:

- a. An annual evaluation of the condition and performance of the shoreline armoring addressing whether any significant weathering or damage has occurred that would adversely impact the future performance of the structure. This evaluation shall also include an assessment of the color and texture of the structure compared to the surrounding native bluffs.
- b. Annual measurements of any differential retreat of bluff material between the face of the natural bluff and the seawall face, at the north and south ends of the seawall and at 20-foot intervals (maximum) along the top of the seawall face/bluff face intersection. The program shall describe the method by which such measurements shall be taken.

Provisions for submittal of a report to the Executive Director of the Coastal Commission by May 1 each third year, for so long as the shoreline armoring remains. In addition, reports shall be submitted by May 1 following either:

1. An "El Niño" storm event – comparable to or greater than a 20-year storm.
2. An earthquake of magnitude 5.5 or greater with an epicenter in San Diego County.

- c. Annual surveys of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor, which shall be undertaken in the spring and fall of each year.
- d. Annual measurements to document the extent of landslide deposits fronting the seawall. If the landslide deposits have been eroded away and no longer front the seawall, the applicants shall propose mitigation for newly exposed portion of the seawall concurrent with the bluff stability reassessment required by Special Condition 3(b).
- e. Annual surveys of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor, which shall be undertaken in the Spring and Fall of each year.
- f. Measurements and evaluation required by subsections sections (a), (b), (c) and (d) of Special Condition 7. The report shall also summarize all measurements and analyze trends such as erosion of the bluffs, changes in sea level, the stability of the overall bluff face, including the upper bluff area, and the impact of the structure on the bluffs to either side of the wall. In addition, each report shall contain recommendations, if any, for necessary maintenance, repair, changes or modifications to the shoreline armoring.
- g. An agreement that, if after inspection or in the event the report required in subsection (c) of Special Condition 7 recommends any necessary maintenance, repair, changes or modifications to the project including maintenance of the color of the structure to ensure a continued match with the surrounding native bluffs, the permittees shall contact the Executive Director to determine whether a coastal development permit or an amendment to this permit is legally required, and, if required, shall subsequently apply for a coastal development permit or permit amendment for the required maintenance within 90 days of the report or discovery of the problem.

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

8. **Storage and Staging Areas/Access Corridors.** PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP, the applicants shall submit to the Executive Director for review and written approval, final plans indicating the location of access corridors to the construction site and staging areas. The final plans shall indicate that:
- a. No overnight storage of equipment or materials shall occur on sandy beach or public parking spaces. During the construction stages of the project, the permittees shall not store any construction materials or waste where it will be or could potentially be subject to wave erosion and dispersion. In addition, no machinery shall be placed, stored or otherwise located in the intertidal zone at any time, except for the minimum necessary to install the landscaping and aesthetically treat the seawall. Construction equipment shall not be washed on the beach or within public parking lots.

- b. Worker access corridors shall be located in a manner that has the least impact on public access to and along the shoreline.
- c. No work authorized by this CDP shall occur on the beach on weekends, holidays or from Memorial Day weekend through Labor Day of any year.
- d. The applicants shall submit evidence that the approved plans and plan notes have been incorporated into construction bid documents. The applicants shall remove all construction materials/equipment from the staging site and restore the staging site to its prior-to-construction condition within 24 hours following completion of the development.

The permittees shall undertake the 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 final plans shall occur without a Coastal Commission approved amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

9. **Water Quality--Best Management Practices.** PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP, the applicants shall submit for review and written approval of the Executive Director, a Best Management Plan that effectively assures no construction byproduct will be allowed onto the sandy beach or allowed to enter into coastal waters. All construction byproduct shall be properly collected and disposed of off-site.

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

10. **Storm Design.** PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP, the applicants shall submit to the Executive Director, for review and approval, certification by a registered civil engineer that the proposed shoreline protective device has been designed to withstand storms comparable to the winter storms of 1982-83 that took place in San Diego County.

11. **Construction Site Documents & Construction Coordinator.** DURING ALL CONSTRUCTION:

- a. Copies of the signed coastal development permit and the approved Construction Plan shall be maintained in a conspicuous location at the construction job site at all times, and such copies shall be available for public review on request. All persons involved with the construction shall be briefed on the content and meaning of the coastal development permit and the approved Construction Plan, and the public review requirements applicable to them, prior to commencement of construction.

b. A construction coordinator shall be designated to be contacted during construction should questions arise regarding the construction (in case of both regular inquiries and emergencies). The coordinator shall be available 24 hours a day for the duration of construction. Contact information, including street address, phone number, and e-mail address shall be conspicuously posted at the job site where such contact information is readily visible from public viewing areas, along with an indication that the construction coordinator should be contacted in the case of questions regarding the construction (in case of both regular inquiries and emergencies). The construction coordinator shall record the name, phone number, and nature of all complaints received regarding the construction, and shall investigate complaints and take remedial action, if necessary, within 72 hours of receipt of the complaint or inquiry.

12. **As-Built Plans.** WITHIN 60 DAYS OF COMPLETION OF CONSTRUCTION, unless the Executive Director grants an extension for good cause, the Permittees shall submit two copies of As-Built Plans, approved by the City of Encinitas, showing all development completed pursuant to this coastal development permit; all property lines; and all development inland of the residence. The As-Built Plans shall be substantially consistent with the approved revised project plans described in Special Condition 1 above, including providing for all of the same requirements specified in those plans, and shall account for all of the parameters of Special Condition 7 (Monitoring and Reporting). The As-Built Plans shall include a graphic scale and all elevation(s) shall be described in relation to National Geodetic Vertical Datum (NGVD). The As-Built Plans shall include color photographs (in hard copy and jpg or other electronic format) that clearly show all components of the as-built project, and that are accompanied by a site plan that notes the location of each photographic viewpoint and the date and time of each photograph. At a minimum, the photographs shall be from representative viewpoints from the beaches located directly upcoast, downcoast, and seaward of the project site. The As-Built Plans shall be submitted with certification by a licensed civil engineer with experience in coastal structures and processes and acceptable to the Executive Director, verifying that the shoreline armoring has been constructed in conformance with the approved final plans.

PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP, the applicants shall provide accurate as-built plans for the bluff top residence, which have been prepared by a licensed architect.

13. **Public Rights.** The Coastal Commission's approval of this permit shall not constitute a waiver of any public rights that exist or may exist on the property. By acceptance of this permit, the applicants acknowledge, on behalf of themselves and their successors in interest and assigns, that issuance of the permit and construction of the permitted development shall not constitute a waiver of any public rights which may exist on the property.
14. **Assumption of Risk, Waiver of Liability and Indemnity.** By acceptance of this permit, the applicants acknowledge and agrees (i) that the site may be subject to hazards from erosion and coastal bluff collapse (ii) to assume the risks to the applicants 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.

15. **Deed Restriction.** The applicants shall submit the deed restriction for review and approval of the Executive Director prior to recordation. **PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP,** the applicants shall submit to the Executive Director, for review and approval, documentation demonstrating that the landowners have executed and recorded against the parcels governed by this permit a deed restriction, in a form and content acceptable to the Executive Director: (1) indicating that, pursuant to this permit, the California Coastal Commission has authorized development on the subject property, subject to terms and conditions that restrict the use and enjoyment of that property; and (2) imposing the Special Conditions of this permit as covenants, conditions and restrictions on the use and enjoyment of the Property. The deed restriction shall include a legal description of the entire parcel or parcels governed by this permit. The deed restriction shall also indicate that, in the event of an extinguishment or termination of the deed restriction for any reason, the terms and conditions of this permit shall continue to restrict the use and enjoyment of the subject property so long as either this permit or the development it authorizes, or any part, modification, or amendment thereof, remains in existence on or with respect to the subject property.
16. **Future Development.** This permit is only for the development described in coastal development permit No. 6-14-0559. Accordingly, any future improvements to the proposed shoreline armoring, including but not limited to repair and maintenance identified as requiring a permit in Public Resources Code section 30610(d) and Title 14 of the California Code of Regulations, Section 13253(b), shall require an amendment to permit No. 6-14-0559 from the California Coastal Commission or shall require an additional coastal development permit from the California Coastal Commission.
17. **Consent Order Compliance.** Pursuant to Consent Cease and Desist Order CCC-08-CD-08, the applicants are required to, among other things; remove development including the unpermitted bluff top deck and the unpermitted failed upper bluff wall and soil anchor system. All terms and conditions of CCC-08-CD-08 remain in effect.
18. **Public Lateral Access Easement.** **PRIOR TO THE COMMENCEMENT OF CONSTRUCTION AND WITHIN 180 DAYS OF COMMISSION ACTION ON THIS CDP** the landowner shall execute and record a document, in a form and content acceptable to the Executive Director, irrevocably offering to dedicate to a public agency or private association approved by the Executive Director an easement for lateral public access and passive recreational use along the shoreline. The document shall provide that the offer of dedication shall not be used or construed to allow anyone, prior to the acceptance of the offer, to interfere with any rights of public access acquired through use which may exist on the property. The area of dedication shall consist of the entire width of the property from

the western property line to the toe of the seawall. The recorded document shall include a legal description of the applicant's entire parcel and an exhibit consisting of a formal metes and bounds legal description and a corresponding graphic depiction of the area of dedication prepared by a licensed surveyor based on an onsite survey of the restricted area. The document shall be recorded free of prior liens and any other encumbrances which the Executive Director determines may affect the interest being conveyed. The offer shall run with the land in favor of the People of the State of California, binding all successors and assignees, and shall be irrevocable for a period of 21 years, such period running from the date of recording.

Any future development that is proposed to be located either in whole or in part within the area described in the recorded offer of dedication shall require a Commission amendment, approved pursuant to the provisions of 14 CCR § 13166, to this coastal development permit. This requirement shall be reflected in the provisions of the offer.

IV. FINDINGS AND DECLARATIONS

A. PROJECT DESCRIPTION/PERMIT HISTORY/JURISDICTION

Project Description (Exhibit 2)

The proposed development consists of a variety of bluff retention devices located on the bluff face and beach below an existing bluff top residence located in the City of Encinitas (Exhibit 1). The applicants own the area landward of the mean high tide line (MHTL), which includes the bluff face. The majority of the proposed shoreline armoring currently exists on the site, without Coastal Act authorization, as it was placed without benefit of a permit or under emergency permits for which no follow-up Coastal Development Permit (CDP) has been approved to permanently authorize the development that was approved only on a temporary basis. Because the emergency permits have expired and the development has not been permanently authorized, all development is being reviewed as if it were not existing. The applicants are also proposing to construct new shoreline armoring. The subject project consists of the following items:

- After-the-fact construction of a deadman retaining system consisting of the installation of two 4 ft. x 10 ft. concrete blocks ("deadmen") to a depth of 4 ft. located on each side of the residence approximately 30 feet east of the westernmost portion of the residence and three 2 ft. x 3 ft. x 3ft. concrete blocks seaward and adjacent to the westernmost portion of the bluff top residence. A ¾ inch cable is attached to the deadmen and to the existing foundation for the residence (and tension applied). The deadman retaining system was previously installed pursuant to an emergency CDP (CDP 6-96-084-G) (Exhibit 4), but no follow-up coastal development permit was obtained within the deadlines established by the terms of that emergency permit, and therefore, the above-listed work is considered unpermitted development.
- Removal of a failed upper bluff wall and soil anchor system consisting of a 50 ft. long, 15 ft. high, 8 in. thick shotcrete retaining wall on the bluff face, soil anchors, helical-pier

Chance anchors, and grouted anchors, which was previously installed pursuant to an emergency CDP (CDP 6-96-117-G) and subsequently failed. No follow-up coastal development permit was obtained within the deadlines established by the terms of that emergency permit, and therefore, the above-listed work is considered unpermitted development.

- After-the-fact construction of a 50 ft. long, approximately 30 ft. high, 3 ft. thick seawall constructed pursuant to an emergency CDP (CDP 6-00-171-G), but for which no follow-up coastal development permit was obtained within the deadlines established by the terms of that emergency permit, Therefore, the above-listed work is considered unpermitted development. A portion of the seawall located landward of the existing landslide deposit on the beach consists only of piers and does not have a shotcrete wall facing (Exhibit 9).
- Placement of gravel approximately 8 ft. in depth on the bluff face. The gravel was placed in 2001 without a CDP and was not authorized through any of the emergency permits summarized above.
- Replacement of the existing wood bluff top deck that was constructed without a CDP or emergency permit, with a new concrete patio.
- Regarding unbuilt parts of the project, the applicants would construct a new 50 ft. long upper bluff retention system with seven 30 in. diameter, 35 ft. in depth caissons, six 75 ft. long tie-back anchors, one 4 ft. by 2 ½ ft., 50 ft. long grade beam, and a 14 ft. high, 25 ft. long, 10 in. thick upper bluff shotcrete wall on the southern portion of the property with 10 ft. of vertical exposure.
- The applicants would construct two new 7 ft. high, 50 ft. long, 3 in. thick mid-bluff retaining walls with approximately 2 ft. of exposure, infiltration of the top 1 ½ ft. of gravel with soil, placement of hydroseed, container plantings, and irrigation on the mid and upper bluff.
- The applicants would sculpt and color the portions of the existing seawall not obscured by landslide deposits to closely match the natural bluff face.

The subject development is located on the bluff top and at the base of and on the slope of an approximately 85 ft. high coastal bluff on the west side of Neptune Avenue in Encinitas that fronts a single lot containing a 3,000 sq. ft. duplex with an attached garage on an 11,900 sq. ft. lot. The existing duplex is located approximately 5-15 ft. from the edge of the bluff.

Permit History (Exhibit 3)

858/860 Neptune Avenue (Subject Site)

The subject property contains a bluff top residence (residential duplex) that was constructed prior to the enactment of the Coastal Act. In 1985, the Commission approved a remodel and addition to the existing home to create a 2-story duplex with an attached 4-car garage (CDP #6-85-

362/Illman). As approved by the Commission in 1985, the bluff top residence is 3,000 sq. ft. and has an attached four car garage.

In 1996, there was a major bluff landslide that affected the subject site and the two properties to the south of the site. The original slope failure was generally agreed at the time to have occurred along a thin clay seam present in the Eocene bedrock. Various shoreline armoring emergency permits have been authorized to allow the minimum necessary amount of work needed in order to stabilize the site and allow sufficient time to apply for a regular Coastal Development Permit (CDP). In 1996, the Commission approved three separate emergency permits to install a deadman retaining system, to place riprap at the toe of the bluff, and to build an upper bluff soil anchor system and shotcrete retaining wall (Ref: Emergency CDPs: 6-96-084-G, 6-96-100-G, and 6-96-117-G). All of the development approved by the emergency permits was undertaken except for placement of riprap on the beach. Each of these emergency permits required that a regular CDP be applied for within 60 days and obtained within 150 days, which the applicants failed to obtain. The applicants were informed (in the context of each emergency permit authorization) and signed an acknowledgement that the work authorized by the permits was “temporary and subject to removal if a regular Coastal Permit was not obtained to permanently authorize the emergency work” and that any such permits may be subject to special conditions.

In 1997, staff confirmed that a new bluff top deck had been constructed on the site without benefit of a CDP. To resolve the unpermitted deck and lack of a follow up CDP application for any of the emergency work, in 1997 the Commission sent the applicants a Notice of Violation letter detailing the ongoing violations on the property and a letter providing notification of the Executive Director’s intent to commence Cease and Desist Order proceedings. In an effort to work cooperatively with the applicants, and as a courtesy, in 1998, enforcement staff suspended enforcement action regarding violations on the property during litigation regarding the shoreline protection structures on the property initiated by the applicants against the City of Encinitas and the owner of the property located two properties to the south of the subject property.

In 1999, an additional bluff failure occurred on the site. Another emergency permit request to stabilize the upper bluff was submitted, but was denied for lack of supporting information (Ref: Emergency CDP 6-99-071-G). In December 1999, enforcement staff requested submittal of a complete CDP application and notified the applicants that staff was resuming enforcement action regarding violations on the property.

In 2000, in another attempt to reach resolution of the violations, the Commission sent a second Notice of Intent to commence cease and desist proceedings. Subsequently, in 2000 and 2001, the Commission approved two additional emergency permits for the site to construct a lower bluff seawall and to build an upper bluff caisson wall (Ref: Emergency CDPs 6-00-171-G and 6-01-042-G). The construction of the upper bluff caisson wall was not undertaken. The applicants did construct the lower bluff seawall, which spans the length of the 50 ft. site. However, the applicants state that the landslide deposits fronting the northern portion of the site prevented them from applying shotcrete facing to the lower northern corner of the seawall and only buried piers were constructed landward of the landslide deposit. These landslide deposits have remained on the beach; and, at this time, only the southernmost 21 feet of the wall is visible (Exhibit 14). These emergency permits also required that a follow-up regular CDP be obtained to either retain or remove the approved development. In 2001, staff confirmed that a significant quantity of

gravel had been placed on the bluff face at the site without benefit of a CDP. In 2002, enforcement staff sent the applicants another Notice of Violation letter explaining all the pending violations on the property and setting a deadline of May 2002 to submit a complete CDP application.

In June 2002, a CDP application was submitted as a follow-up permit for all of the past emergency permits, unpermitted work on the site, and landscaping on the bluff face (Ref: CDP Application 6-02-093). Staff subsequently notified the applicants that the application was incomplete and additional information was required to deem the application filed. In addition, in 2003, staff was copied on a letter to the applicants from the City of Encinitas, which notified the applicants that the CDP application with the City was also incomplete. Commission staff sent another Notice of Violation letter in 2005, which again requested submittal of a complete CDP application. In 2008, staff sent a Notice of Intent to Record a Notice of Violation and a third Notice of Intent to Commence Cease and Desist Order Proceedings letter.

The applicants subsequently agreed to the issuance of a consent cease and desist order, which was approved by the Commission in 2008 (Ref: Consent Cease and Desist Order CCC-08-CD-08) (the "Consent Order") (Exhibit 19). The Consent Order requires removal of any unpermitted development that the property owners do not propose to retain, submittal of a complete CDP application for retention of all unpermitted development proposed to be retained, and the removal of any unpermitted development for which authorization is denied. The applicants are currently out of compliance with the Consent Order.

In 2014, the applicants applied for a new CDP with the Commission (Ref: CDP Application 6-14-0559). Since that time, staff sent five separate letters of incompleteness detailing the information required to review and make a recommendation on the request (Exhibit 18). The application was deemed complete and filed as of October 06, 2015.

Site histories for the properties located directly adjacent to north of the subject site and the two properties to the south of the subject site, which were also subject to the landslide that occurred in 1996, are included below. Due to the shared history of the three properties that were subject to the 1996 landslide and the interconnected nature of the existing shoreline armoring, it is important to evaluate all three of these properties in a comprehensive manner.

836/838 Neptune Avenue (Directly adjacent to the south of the subject site) (Brown)

The property contains a bluff top residence (residential duplex), which was approved by the San Diego Coast Regional Commission in 1981 (CDP F9555). The bluff fronting this home was also impacted by the bluff landslide in 1996. Similar to the subject site, the property owners of 836/838 Neptune Avenue have also been granted numerous emergency permits over the past 19 years and also agreed to a consent cease and desist order with the Commission in 2008 (Ref: Consent Cease and Desist Order CCC-09-CD-05). The Consent Cease and Desist Order requires removal of the rip-rap from the beach, removal of all portions of the rear deck within five feet of the bluff edge, removal of any unpermitted development not proposed to be retained, and submittal of a complete CDP application for retention of all unpermitted development (or development placed under temporary authorization) proposed to be retained. In 2010, the property owners submitted a CDP application to the Commission for construction of a deadman

retaining system (ATF), placement of gravel on the mid and upper bluff (ATF), placement of soil and installation of landscaping, and construction of a seawall (ATF). This application was approved by the Commission at its April 2016 hearing (Ref: CDP 6-10-018/Brown).

828 Neptune (Two properties to the south of the subject site) (Okun)

The bluff fronting the two bluff top residences (detached single family homes) two properties to the south of the subject site, which are currently under construction, was also impacted by the bluff landslide in 1996. As a result of the landslide, the Executive Director approved various emergency permits to stabilize the approximately 1,200 sq. ft. bluff top residence that existed at that time. Emergency permits authorized by the Executive Director and implemented by the property owners included underpinning of the bluff top residence (ref. Emergency Permit 6-96-96-G/Okun), construction of a 100 ft.-long, 20 to 27 ft. high seawall with tiebacks and backfill (ref. Emergency Permit #6-01-85-G/Okun), temporary placement of riprap seaward of the seawall (ref. Emergency Permit 6-01-011-G/Okun), and construction of an approximately 100 ft.-long upper bluff retaining wall (ref. Emergency Permits #6-01-40-G/Okun, 6-01-62-G/Okun and 6-02-074-G/Okun). Although soil was approved to backfill the area between the seawall and the upper bluff retaining wall, the property owners substituted gravel for the soil in violation of the emergency permit, similar to the subject site.

Commission enforcement staff contacted the property owner to request the submittal of the CDP applications required to authorize the work undertaken through emergency permits. In this case, the property owner quickly complied and worked with City and Commission staff to submit coastal development permit applications and to submit all of the information necessary to process those applications. As a result, substantial delays and costs associated with prolonged processing of the CDP applications were avoided. The City approved the required follow-up regular coastal development permit for the residential underpinning, upper bluff wall and backfill material. To mitigate the visual impacts of the gravel material that was placed without authorization, the City required that a portion of the gravel be removed and be replaced by soil and landscaping. In the area where gravel could not be completely removed, the City required the gravel be covered by soil and landscaped. That action by the City was not appealed to the Coastal Commission. The Commission subsequently approved the required follow-up regular coastal development permit for the construction of the seawall at the base of the bluff (ref. CDP #6-05-30/Okun).

In 2009, the City of Encinitas approved an application to demolish the existing approximately 1,200 sq. ft. bluff top residence that the shoreline armoring had been approved to protect and to construct two detached approximately 5,000 sq. ft. bluff top residences on the bluff top lot. The project was appealed to the Coastal Commission. The Commission found Substantial Issue existed and approved two separate CDPs (A-6-ENC-09-040 and A-6-ENC-09-041) to demolish the existing bluff top residence and to construct the two new bluff top residences 40 ft. from the upper bluff wall. Conditions of the approvals require that the property owners agree to remove the new structures should they ever become threatened and also required a waiver of rights to any new shoreline armoring to protect the structures or reconstruction of the existing shoreline armoring. However, maintenance of the existing shoreline armoring is permitted.

**864/866 Neptune Avenue (Directly adjacent to the north of the subject site)
(Sprangers/Blondin)**

This property is located directly adjacent to the north of the subject site. In 1976, the San Diego Coast Regional Commission approved the construction of a duplex on the site (CDP F3212). At the time that the duplex was approved, the San Diego Coast Regional Commission required a 25 ft. setback from the bluff edge and made findings that the units appear to be adequately recessed from the bluff edge to ensure their continued stability without the need for some form of shore protection at a later date. The bluff has subsequently eroded to within approximately 5-10 ft. from the structure. No emergency CDPs or regular CDPs have ever been approved for any shoreline armoring fronting this site and the bluff remains in a natural state.

Jurisdiction

The City of Encinitas has a certified Local Coastal Program (LCP) and has been issuing coastal development permits since May of 1995. The City's LCP jurisdiction is for development located above the mean high tide line (MHTL), while the Commission retains LCP jurisdiction for development located below the MHTL. Based on the information available to the Commission at this time, it appears the proposed seawall may have been located at or below the MHTL at some time in the past and may be located below the MHTL in the future (see detailed discussion below, under Public Access and Recreation). In addition, the applicants have proposed to use mechanized equipment on the beach to complete the development proposed in this application. Thus, at least some portion of the development is within an area of the Commission's original jurisdiction because it is located seaward of the mean high tide line (MHTL). The proposed shoreline armoring on the mid and upper bluff and the proposed deadman retaining system are located above the MHTL and lie within an area of the City of Encinitas' coastal permitting authority and within the Commission's appeals jurisdiction. However, the applicants and the City have requested that the Commission process a consolidated permit for development within the City jurisdiction and the development within the Commission jurisdiction. As such, the standard of review is the Chapter 3 policies of the Coastal Act with the certified LCP used as guidance.

B. GEOLOGIC CONDITIONS AND HAZARDS

Coastal Act Section 30235 addresses the use of shoreline protective devices:

Section 30235 Construction altering natural shoreline

Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fish kills should be phased out or upgraded where feasible.

Coastal Act Section 30253 addresses the need to ensure long-term structural integrity, minimize future risk, and to avoid landform altering protective measures. Section 30253 provides, in applicable part:

Section 30253 Minimization of adverse impacts

New development shall do all of the following:

- (a) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.*
- (b) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs...*
- (e) Where appropriate, protect special communities and neighborhoods that because of their unique characteristics, are popular visitor destination points for recreational uses.*

In addition, the following sections of the City’s certified Local Coastal Plan also relate to the proposed development:

Resource Management Policy 8.5 of the LUP states, in part, that:

The City will encourage the retention of the coastal bluffs in their natural state to minimize geologic hazards and as a scenic resource. Construction of structures for bluff protection shall only be permitted when an existing principal structure is endangered and no other means of protection of that structure is possible...

Public Safety Policy 1.6 of the City of Encinitas’ certified LUP states, in part, that:

The City shall provide for the reduction of unnatural causes of bluff erosion, as detailed in the Zoning Code, by:

[. . .]

In all cases, all new construction shall be specifically designed and constructed such that it could be removed in the event of endangerment and the applicants shall agree to participate in any comprehensive plan adopted by the City to address coastal bluff recession and shoreline erosion problems in the City.

This does not apply to minor structures that do not require a building permit, except that no structures, including walkways, patios, patio covers, cabanas, windscreens, sundecks, lighting standards, walls, temporary accessory buildings not exceeding 200 square feet in area, and similar structures shall be allowed within five feet from the bluff top edge; and

g. Permanently conserving the bluff face within an open space easement or other suitable instrument. . .

Public Safety Policy 1.7 of the City of Encinitas' certified LUP states, in part, that:

The City shall develop and adopt a comprehensive plan, based on the Beach Bluff Erosion Technical Report (prepared by Zeiser Kling Consultants Inc., dated January 24, 1994), to address the coastal bluff recession and shoreline erosion problems in the City. . . . In addition, until such a comprehensive plan is approved by the City of Encinitas and the Coastal Commission as an amendment to the LCP, the City will not permit the construction of seawalls, revetments, breakwaters, cribbing, or similar structures for coastal erosion except under circumstances where an existing principal structure is imminently threatened and, based on a thorough alternatives analysis, an emergency coastal development permit is issued, and all emergency measures authorized by the emergency coastal development permit are designed to eliminate or mitigate adverse impacts on local shoreline sand supply.

Section 30.34.020(B)(9) of the certified Implementation Plan (IP) includes similar language:

...In addition, until such a comprehensive plan is approved by the City of Encinitas and the Coastal Commission as an amendment to the LCP, the City shall not permit the construction of seawalls, revetments, breakwaters, cribbing, or similar structures for coastal erosion except under circumstances where an existing principal structure is imminently threatened and, based on a thorough alternative analysis, an emergency permit is issued and emergency measures authorized by the emergency coastal development permit are designed to eliminate or mitigate adverse impacts on local shoreline sand supply.

In addition, Section 30.34.020(C)(2)(b) states the following:

When a preemptive measure is proposed, the following findings shall be made if the authorized agency determines to grant approval:

(i) The proposed measure must be demonstrated in the soils and geotechnical report to be substantially effective for the intended purpose of bluff erosion/failure protection, within the specific setting of the development site's coastal bluffs. The report must analyze specific site proposed for development.

(ii) The proposed measure must be necessary for the protection of a principal structure on the blufftop to which there is a demonstrated threat as substantiated by the site specific geotechnical report.

(iii) The proposed measure will not directly or indirectly cause, promote or encourage bluff erosion failure, either on site or for an adjacent property, within the site-specific setting as demonstrated in the soils and geotechnical report. Protection devices at the bluff base shall be designed so that additional bluff erosion will not occur at the ends because of the device.

(iv) The proposed measure must be demonstrated in the soils and geotechnical report to be substantially effective for the intended purpose of bluff erosion/failure protection, within the specific setting of the development site's coastal bluffs. The report must analyze specific site proposed for development.

(v) The proposed device/activity will not serve to unnecessarily restrict or reduce the existing beach width for use or access.

In addition, Section 30.34.020 (D)(11)(h) of the City's certified IP requires the submission of a geotechnical report for the project site that includes, among other things:

8. Alternatives to the project design. Project alternatives shall include, but not be limited to, no project, relocation/removal of threatened portions of or the entire home and beach nourishment.

The certified IP also requires that shoreline protective structures be designed to be protective of natural scenic qualities of the bluffs and not cause a significant alteration of the bluff face. In particular, Section 30.34.020 (B)(8) states:

The design and exterior appearance of buildings and other structures visible from public vantage points shall be compatible with the scale and character of the surrounding development and protective of the natural scenic qualities of the bluffs.

Section 30.34.020 (C)(2)(b)(iv) of the certified IP states:

The proposed measure in design and appearance must be found to be visually compatible with the character of the surrounding area; where feasible, to restore and enhance visual quality in visually degraded areas; and not cause a significant alteration of the natural character of the bluff face.

Erosion

Coastal Act Sections 30235 and 30253 acknowledge that seawalls, revetments, cliff retaining walls, groins and other such structural or "hard" methods designed to forestall erosion may also alter natural landforms and natural shoreline processes resulting in a variety of negative impacts on coastal resources, including adverse effects on sand supply, public access, coastal views, natural landforms, and overall shoreline beach dynamics on and off site, including ultimately resulting in the loss of beach. Thus, such devices are required to be approved only when necessary to protect existing structures or public beaches in danger from erosion, and only when designed to eliminate or mitigate adverse impacts on local sand supply.

Continual bluff retreat and the formation and collapse of sea caves have been documented in northern San Diego County, including the Cities of Solana Beach and Encinitas. Bluffs in this area are subject to a variety of erosive forces and conditions (e.g., wave action, reduction in beach sand, landslides). The subject site and properties immediately south of the subject site

have experienced significant landslides that have threatened the structures at the top of the bluff and resulted in numerous Executive Director approved emergency permits for shoreline armoring.

The applicants have submitted a geotechnical report for the subject site relating to the proposed development that includes site-specific quantitative slope stability analyses. The slope stability analysis assesses the stability of the bluff. The factor of safety is an indicator of slope stability and a value of 1.5 is the industry standard value for new development. In theory, failure will occur when the factor of safety drops to 1.0, and no slope should have a factor of safety less than 1.0. The applicants' geotechnical report indicates that the bluff top residence at the subject site (858/860 Neptune Avenue) would be in immediate danger from bluff collapse without the existing shoreline armoring. The geotechnical report by GeoSoils, Inc., dated June 12, 2014, states that the Factor of Safety (FOS) of the bluff would be well below 1.0 without the existing shoreline armoring. In addition, the bluff top residence directly to the south of the subject site (836/838 Neptune Avenue) would be threatened without the proposed shoreline armoring on the subject site. A geotechnical report prepared for the adjacent property at 836/838 Neptune Avenue by Construction Testing & Engineering, Inc., dated May 31, 2011,¹ also found that the Factor of Safety (FOS) of the bluff would be well below 1.0 without the existing shoreline armoring. The Commission's engineer and the Commission's geologist have reviewed the submitted geotechnical reports, and agree with the conclusion that the subject bluff top residence without the existing shoreline armoring is in danger from erosion, as is the adjacent bluff top residence.

Existing Structures

Coastal Act Sections 30235 and 30253 together evince a broad legislative intent to allow shoreline armoring for development that was in existence when the Coastal Act was passed, but to avoid such shoreline armoring for new development now subject to the Act. In this way, the Coastal Act's broad purpose to protect natural shoreline resources and public access and recreation would be implemented to the maximum extent when new development was being considered, while shoreline development that existed in 1976 would continue to be protected from shoreline hazards if it otherwise met Coastal Act tests, even if this resulted in adverse resource impacts.

The bluff top residence at the site was approved and constructed prior to the passage of the Coastal Act. The bluff top residence is an existing structure for purposes of Section 30235 of the Coastal Act because it was originally permitted and built prior to 1976, before enactment of California Coastal Act of 1976. Thus, the Commission is required to approve shoreline armoring to protect the bluff top residence if it is designed in such a way to eliminate or mitigate adverse impacts on local sand supply and other coastal resources, and is the least environmentally damaging feasible alternative.

¹ The applicants' geotechnical engineers submitted a letter titled "Confirmation of Previous Geotechnical Observations," dated January 14, 2015, wherein the engineers verified that the conditions at the site had not significantly changed from those documented in the May 31, 2011 report.

Alternatives

Alternatives to shoreline armoring include the “no project” alternative; drainage and vegetation measures on the bluff top; planned retreat, including abandonment and demolition of threatened structures; relocation of the threatened structure; elimination of a portion of proposed shoreline armoring; foundation underpinning; or combinations of each.

The “no project” alternative in this case would be to not approve the new proposed shoreline armoring and require the removal of all of the existing shoreline armoring at the subject site, including the deadman retaining system, the gravel, and the seawall, and restoration of the bluff to a natural unaltered state. Gravel in particular is not a form of shoreline armoring typically preferred or approved by the Commission, as its effectiveness is not well established and it creates an extremely unnatural appearance. However, the Commission engineer and geologist have reviewed the options for removal of the existing shoreline armoring from the subject site and have concluded removal of the gravel would most likely be infeasible to accomplish, and would place the existing structure at risk. In addition, removal of the existing shoreline armoring at the subject site would raise issues of worker safety during the construction. Removing either the gravel or the seawall on the subject site would destabilize the subject bluff top structure. Thus, removal is not a feasible option.

Another alternative involves underpinning of the bluff top residence. However, underpinning would not stop the upper or lower bluff from continuing to erode and would result in significant adverse visual impacts when the piers are exposed. Furthermore, extensive modifications to the existing combination slab and raised pier foundation of the existing home would need to be undertaken for the underpinning to adequately support the home as the upper bluff continues to erode.

Another alternative would be retention of the existing seawall, removal of the gravel on the bluff, and installation of a geogrid slope. However, the existing gravel cannot be safely removed without threatening the existing bluff top residence and requiring substantial amounts of additional shoreline armoring.

Improved drainage and landscaping atop the bluffs is another option that is typically considered. Appropriate drainage measures coupled with planting long-rooted native bluff species can help to stabilize some bluffs and extend the useful life of setbacks. Thus, Special Condition 1 requires that all runoff from impervious surfaces on the bluff be collected and drain towards the street, so that any drainage over the bluff face will be minimized and not adversely impact bluff stability. The applicants are also proposing to install soil and landscaping on top of the existing gravel on the bluff face, which should further improve stability. However, these measures alone will not address the entire identified threat to the existing bluff top residence or the adjacent bluff top residence.

Relocation of the residence to a location on the site where no shoreline armoring would be required is another alternative that should be considered. The bluff top lot at 858/860 Neptune Avenue and has a width of 50 ft. and a depth of approximately 115 ft. Thus, the footprint of a new home could be located landward of the minimum 40 ft. bluff setback for new bluff top homes. However, the geotechnical report for the subject site found that a bluff top residence

would need to be sited approximately 115 ft. landward of the bluff edge to be safe for a 75 year period without any shoreline armoring. Thus, any new home on the parcel would still be located entirely seaward of the required safe setback distance. On the subject lot, the Commission concurs that there is not sufficient room to relocate/rebuild a reasonably sized home such that no shoreline armoring would be required.

Relocation of the residence or removal of the westernmost portion of the residence to a location on the site where a portion of the proposed shoreline armoring would not be required is also an alternative that should be considered. The property owners assert that it would not be feasible to relocate the principal bluff top residence on the site. The property owners contend that this alternative would be prohibitively expensive and estimates the cost of removal and construction of a new residence to be approximately \$300-500,000 and in any case, the home directly to the north of the subject structure is located within five ft. of the bluff edge and would therefore be threatened in the future if the upper bluff in front of the subject site is not further armored.

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Another alternative is the retention of the majority of the proposed shoreline protection (the existing seawall, gravel on the bluff face, and deadman retaining system and new construction of two mid-bluff retaining walls), but elimination of the proposal for a new upper bluff retention system and upper bluff shotcrete wall. As proposed, the new upper bluff shoreline armoring would effectively fix the bluff edge at its current location through the use of drilled pier caissons, tie-back anchors, a grade beam along the entirety of the upper bluff fronting the property, and in addition, a shotcrete wall along the south half of the upper bluff (Exhibits 10-12). The applicants contend that the upper bluff shoreline armoring is necessary to prevent continued bluff erosion and damage to the existing bluff top residence in the future.

A geotechnical report from GeoSoils, Inc. (GSI), dated October 15, 2009, in regards to the gross and surficial slope stability of the subject site with the inclusion of the existing seawall and gravel on the mid and upper bluff, states the following:

“...GSI analyzed two different failure modes as they pertain to the existing stability of the coastal bluff. First, GSI evaluated a translational-type failure near the toe and a resultant rotational-type failure in the upper bluff because this was the likely failure mechanism of the June 1996 landslide surmised by AG (1996) and Hart (2000). Second, GSI studied the

potential for coastal bluff failure solely based on a rotation-type failure within the upper bluff.

Static FOS of 1.48 and 1.26 were respectively determined for the combined translational and rotational-type failure, and the sole rotational-type failure. Thus, based on our gross slope stability analyses, the current bluff configuration does not meet the accepted FOS of 1.5 or greater for new development...

Surficial slope stability analyses indicate that the current bluff configuration is surficially unstable owing to the observed slope and the cohesionless nature of the bluff face materials (AF[gravel]). The localized depressions within the gravel slope near the bluff top and the oversteepened slope conditions near the top of the seawall observed during our site reconnaissance, are evidence of surficial instability...

The 2009 geotechnical report goes on to state the following in regards to the need for the proposed upper bluff retention system:

“... In order to increase the gross FOS to comply with the current building codes, GSI recommends that the existing, failing upper bluff wall be removed and replaced with a new upper bluff retaining wall system, consisting of caissons/soldier piles, grade beam and tiebacks. The purpose of the upper bluff retaining wall system is to protect the residential structure from failure since the current upper bluff wall is in a mode of failure...”

A geotechnical letter from GeoSoils, Inc., dated June 24, 2013, in regards to the factor-of-safety with and without the proposed upper bluff retention system, states the following:

“...Revised slope stability calculations performed for Geologic Cross Section X-X’ indicate the current static factor-of-safety (FOS) of the coastal bluff is less than 1.25 (actual static FOS = 1.19). The revised slope stability calculations incorporate a slightly steeper coastal bluff slope to account for some raveling of the gravel slope since our initial analyses, which is considered a reasonably conservative approach....Revised slope stability calculations for the bluff slope with the recommended mitigation, indicate static and pseudostatic factors of at least 1.5 and 1.1 respectively...”

Most recently, the applicants submitted a geotechnical letter from GeoSoils, Inc., dated March 28, 2016, which made various assertions in regard to the need for the proposed upper bluff retention system and upper bluff shotcrete wall. The geotechnical letter states that the calculated 1.19 Factor of Safety demonstrates that the existing bluff-top home is in jeopardy; that the existing deadman system has experienced severe corrosion and no longer provides support to the existing home; that the two proposed mid-bluff walls will only increase surficial stability and will not provide adequate protection for the home; and that during the past few years there has been erosion in the form of a gully at the upper bluff, creeping and raveling gravel, and an erosional rill near the northern property line. The geotechnical letter further asserts that removal of the failed upper bluff wall cannot be safely undertaken if the proposed upper bluff retention system and upper bluff shotcrete wall is not constructed.

The Commission's Staff Coastal Engineer, Dr. Lesley Ewing, and Staff Geologist, Dr. Mark Johnsson have both reviewed the applicants' contention regarding the need for the new upper bluff retention system and concur with the applicants' findings. Therefore, it is the Commission's conclusion that the proposed upper bluff retention system is required to protect the existing structure at this time. However, permitting only the minimum amount of shoreline armoring required to protect the existing bluff top residence will minimize alteration of the natural bluff, and limit the adverse impacts the structure will have on the shoreline, consistent with the above-cited policies of the Coastal Act and the certified LUP.

In this case, retention of the existing seawall and existing gravel on the mid and upper bluff and construction of the two proposed mid bluff walls and the proposed upper bluff caisson retention system and upper bluff shotcrete wall is the minimum necessary to protect the existing home. However, the proposed alignment of the upper bluff caisson retention system and upper bluff shotcrete wall is not the least environmentally damaging feasible alternative (Exhibits 10-12). As currently proposed, the seaward edges of three southernmost caissons are located five feet from the home, while the seaward edges of the 4 northernmost caissons are located nine feet from the home. The Commission typically requires that upper bluff caisson retention systems be located as close as possible to the blufftop homes they are designed to protect. Siting the caissons further landward will decrease the potential for the caissons to become exposed in the future as the upper bluff continues to erode (Exhibit 16). The applicants argue that siting the northern caissons further seaward will facilitate continuation of the upper bluff caisson retention system to protect the neighboring home to the north in the future if it is threatened by erosion. However, the property owner to the north has not submitted any information indicating that the home is currently threatened by erosion and entitled to protection. It may be the case that the property owner to the north chooses to redevelop the aging structure at a location on the site that does not require shoreline armoring or remove portions of the structure rather than construct shoreline protection. As such, Special Condition 1 requires that the applicants submit revised final plans that modify the alignment of the upper bluff caisson retention system and upper bluff shotcrete wall such that the seaward edge of the system and wall is located no further than 5 ft. seaward of the existing bluff top home.

Public Safety Policy 1.6 of the City of Encinitas' certified LUP prohibits patios within five feet from the bluff edge. However, the existing bluff edge currently ranges from only five feet from the existing home on the south side of the residence to ten feet on the north side of the site. Thus, in this particular case, a new patio can only be constructed on the northern side of the house, where it can be set back at least five feet from the bluff edge. The applicant has argued that not allowing a patio on the southern side of the house would restrict the homeowners' ability to use the backyard. However, the restriction on building adjacent to the bluff edge is designed to protect the stability of the bluff by limiting construction activities immediately adjacent to a dynamic geologic feature, which is particularly important on a site that has clearly been identified as eroding and endangering the existing structures. Allowing development in this unsafe location would be inconsistent with the certified LCP and the Coastal Act policies requiring development to assure safety and stability. If the homeowners want additional backyard area, moving portions of the house back a safer distance than 5 feet from the bluff edge is an option. Thus, Special Condition 1 requires that the proposed rear yard concrete patio be modified such that it extends no closer than five from the bluff edge (Exhibit 16).

In summary, the Commission's staff engineer and staff geologist have determined that the existing bluff top residence is in danger from erosion. There are no other feasible less damaging alternatives available to address the threat to the existing residence.

Duration of Armoring Approval

While the Commission is required to approve shoreline armoring to provide protection for the subject bluff top residence, the proposed shoreline armoring fronting the subject site impedes public access to and along the shoreline, destroys beaches and related habitats, and visually impairs coastal areas. Thus, it is important to limit the life of the shoreline armoring to that of the structure it is required to protect.

Sections 30235 and 30253 require new development on a bluff top lot to be sited and designed so that it does not require the construction of new shoreline armoring or reliance on existing shoreline armoring. However, when the approval of shoreline armoring is not expressly linked to a particular bluff top residence, shoreline armoring can remain long after the structure it was required to protect has been removed, and therefore may encourage the construction of new structures in an unsafe location while adversely affecting resources, including sand supply and recreation. An example of this can be seen on the site directly adjacent the south of the subject site at 828 Neptune Avenue (CDPs A-6-ENC-09-040 and 041/Okun). The homeowner on this site was granted approval to fully armor the coastal bluff with a seawall, gravel on the mid and upper bluff, and an upper bluff wall to protect a relatively small existing pre-Coastal Act structure; and then shortly thereafter applied for and was granted CDPs to demolish the existing bluff top residence and to construct two new and much larger bluff top residences. In that case, the original authorization of the shoreline armoring was not expressly limited to the existing structure that it was approved to protect; thus, removal of the seawall was not automatically triggered upon redevelopment of the property.

Therefore, Special Condition 3 limits the duration of the subject CDP approval to when the bluff top residence requiring protection is redeveloped (as defined in Special Condition 5), is no longer present (i.e. demolished), or no longer requires the shoreline armoring approved under this CDP, whichever occurs first. Special Condition 5 defines redevelopment as alterations, including additions, exterior or interior renovations, or demolition that results in a 50 percent or greater alteration of a major structural component (including exterior walls, foundation, floor and roof structures) or a 50 percent increase in floor area, cumulatively over time after approval of this CDP. Changes to major structural elements are not additive between individual elements, however, alterations to individual major structural elements are cumulative over time. Thus, if in the future, the applicants proposed to modify 40% of the exterior walls and 30% of the roof structure; this would not be considered redevelopment because it relates to two different major structural components. However, if the applicants were to come back for a subsequent CDP to modify an additional 10% of the exterior walls or an additional 20% of the roof structure, the project would be considered redevelopment because it would result in a cumulative alteration to 50% of a major structural component. Additions are also cumulative over time such that an initial 25% addition would not be considered redevelopment; but a subsequent 25% addition would result in a cumulative 50% increase in floor area, and would thus constitute redevelopment. Special Condition 12 requires that the applicants submit as-built plans for the

existing bluff top residence so that the City and Commission are able to document any future changes to major structural components of the residence.

To assure that future improvements to the residence do not occur without review by the Commission, Special Condition 16 requires that all future modifications including those that otherwise may be exempt from the need of a coastal permit must be reviewed and approved by the Commission as an amendment to the subject permit or as a new coastal development permit.

The applicants' geotechnical report states that the shoreline armoring at the site will have a design life of 75 years, if properly monitored and maintained throughout its lifespan. However, it has been the experience of the Commission that seawalls, and in particular seawalls that are exposed to continuous wave action, typically require substantial maintenance after approximately 20 years. Special Condition 4 requires submittal of a report evaluating the subject bluff top residence's safety by June 30, 2022, which is roughly 20 years after its construction. This reevaluation also coincides with the mitigation timeframe for the shoreline armoring on the site, the reevaluation condition imposed by the Commission on the site located two properties to the south, and the reevaluation timeframe being recommended for the adjacent property to the south. All of these sites have similar geologic conditions and shoreline armoring, and to ensure consistency with Coastal Act policies, they are best evaluated comprehensively.

The site reassessment required under Special Condition 4 recognizes the hazardous condition of this bluff and shall consist of an evaluation of the geological conditions on the entire property, to determine whether the property can continue to safely support the subject bluff top residence. The required site reassessment shall include the following: (1) An analysis of site stability based on the best available science and updated standards for beach erosion, wave run-up, sea level rise, inundation and flood hazards, prepared by a licensed Certified Engineering Geologist or Geotechnical Engineer or Registered Civil Engineer with expertise in coastal processes; (2) An analysis of the condition of the existing shoreline armoring and any impacts it may be having on public access and recreation, scenic views, sand supplies, and other coastal resources; and (3) An evaluation of the means to remove in whole or in part the subject bluff top residence to avoid risk to life or property or the need for additional shoreline armoring. Depending on the results of the bluff stability analysis, the submitted analysis must evaluate the feasibility of removing or retaining the bluff top residence and shoreline armoring. By syncing the timing of neighboring permits and requiring reevaluation of the stability of the subject site and the adjacent sites, the Commission will be able to better evaluate the geological conditions as a whole, as well as to consider on a comprehensive basis all possible alternatives to reduce impacts to coastal resources that result from the proposed and approved shoreline armoring.

Eliminate or Mitigate Sand Supply Impacts

Section 30235 requires that shoreline structures be designed to eliminate or mitigate adverse impacts to local shoreline sand supply. As described in the Public Access/Recreation and Sand Supply Mitigation findings later in the staff report, the applicants have proposed to pay a sand supply mitigation fee for the volume of sand that will be prevented from reaching the public beach and littoral cell as a result of the proposed shoreline armoring. The applicants have proposed to pay a sand mitigation fee for an initial 34 year mitigation period (14 years to address the time which the shoreline armoring had already been in place, plus an additional 20 years to

estimate the life span of the armoring from that point on). However, Special Condition 6 revises the mitigation time frame to address a total of 22 years. Recently, the Commission has required that sand mitigation be paid for a period of approximately 20 years from the date of approval, consistent with the Commission's experience that seawalls will need substantial maintenance approximately 20 years after construction. The longer term impacts of seawalls can also be difficult to predict and quantify. In this case, a 22 year mitigation period is being assessed, to be consistent with the 22 year mitigation period approved by the Commission for the adjacent seawall to the south of the subject site (828 Neptune Avenue), which was also constructed pursuant to an emergency permit in 2001, and was estimated to have an a 22 year design life without substantial maintenance. Twenty-two years is also the mitigation time approved by the Commission for the property immediately to the south of the subject site (6-10-018/Brown). Because the shoreline protection has already existed for 15 years, reassessment of all three of these sites and the required mitigation will occur in 2023. Although this is a relatively short time frame, all of the shoreline protection at these three sites was constructed at the same time in response to the same geologic event, and are all reaching the time when significant maintenance is expected to be required. Standardizing the shoreline armoring mitigation time periods will allow the Commission to consider future impacts from the shoreline armoring comprehensively, if they are to be retained past the initial 22 year mitigation period.

Special Condition 6 requires that the applicants pay a total sand mitigation fee of \$1,090 (Exhibit 13). The sand mitigation fee is lower than the Commission typically requires because a significant quantity of sand already reached the beach during the past landslide event at the subject property. The Commission's sand mitigation fee calculations are based on the amount of sand contained in a typical bluff. However, as a result of the landslide, the current bluff profile at the subject site is concave, and is atypical of the bluff outside the limits of the slide area. As the bluff toe retreats, the full bluff face would be expected to again take on a profile similar to the bluffs that are not influenced by the landslide.

Thus, in this particular case, the calculation is for the total sand lost from a non-landslide influenced profile (765 cubic yards of beach quality sand) minus the sand lost from the bowl failure (estimated to be 690 cubic yards of sand), resulting in a mitigation sand loss volume of 75 cubic yards of beach quality sand. The Commission provided a similar "credit" for sand that had already reached the beach due to the landslide for the seawall located adjacent to the south and the seawall located two properties to the south of the subject site (Ref: 6-10-018/Brown & 6-05-030/Okun). The sand supply mitigation begins June 30, 2001 - the date that the seawall was substantially completed; and ends June 30, 2023. As conditioned, if the Permittees intend to keep the shoreline armoring in place beyond the 22 year mitigation period, the Permittees must submit a complete application for an amendment to this CDP no later than 21 years after construction of the seawall (i.e., no later than June 30, 2022). The application shall include analysis of feasible alternatives to modify the shoreline armoring or the bluff top residence to lessen the shoreline armoring's impacts on coastal resources, and shall propose mitigation for unavoidable coastal resource impacts associated with the retention of the shoreline armoring beyond 22 years. The sand supply fee serves as mitigation for the sand loss in this case.

Thus, as conditioned, the project protects an existing structure and is designed to mitigate adverse impacts on the local shoreline sand supply, consistent with the requirements of Section 30235.

Long-Term Stability, Maintenance, and Risk

Coastal Act Section 30253 requires the project to assure long-term stability and structural integrity. Therefore, Special Condition 7 requires annual monitoring of the shoreline armoring and requires that monitoring reports be submitted to the Commission every three years following Commission approval of this application. More frequent monitoring reports are required following a large “El Niño” storm event or a large earthquake. The condition requires the evaluation of the condition and performance of the proposed project and overall bluff stability, including evaluating necessary maintenance, repair, changes or modifications. Such monitoring will ensure that the applicants and the Commission are aware of any damage to or weathering of the armoring and other project elements and can determine whether repairs or other actions are necessary to maintain the project in its approved state before such repairs or actions are undertaken. Special Condition 7 also requires that the applicants conduct annual measurements to document the extent of landslide deposits fronting the seawall. If the landslide deposits have been eroded away and no longer front the seawall, the applicants shall propose mitigation for newly exposed portion of the seawall concurrent with the bluff stability reassessment required by Special Condition 5. In addition, Special Condition 7 requires annual surveys of the westernmost property line and mean high tide line (MHTL) by a licensed surveyor be undertaken in the Spring and Fall of each year and included in each monitoring report.

Future monitoring and maintenance activities must be understood in relation to clear as-built plans. Therefore, Special Conditions 1, 2, and 12 require the submittal of revised final plans, final landscaping plans, and as-built plans.

The applicants are required to maintain the project in its approved state, subject to the terms and conditions identified by the special conditions. Accordingly, approval is conditioned for the applicants to assume all risks for developing at this location (Special Condition 14). Special Condition 10 requires that the applicants’ geotechnical consultant verify that the proposed structure is built to sufficiently withstand storms comparable to the winter storms of 1982-83 that took place in San Diego County. Special Condition 9 mandates that no construction byproduct will be allowed onto the beach or into the ocean. Special Condition 11 requires that this CDP be kept onsite at all times during construction activities and the contact information of a representative shall be posted.

To ensure that future property owners are properly informed regarding the terms and conditions of this approval, this approval is also conditioned for a deed restriction to be recorded against the applicants’ property (Special Condition 15). This deed restriction will record the conditions of this permit as covenants, conditions and restrictions on the use and enjoyment of the property.

Conclusion

The proposed after-the-fact shoreline armoring is required to protect the existing bluff top residence. However, the Commission’s geologist and engineer have determined that the alignment of new proposed upper bluff retention system and upper bluff wall is not the least environmentally damaging feasible alternative. With Special Condition 1 requiring that the proposed upper bluff retention system and upper bluff wall be sited as far landward as possible,

and requiring the patio to be set back a minimum of five feet from the bluff edge, there are no feasible alternatives that would substantially lessen significant adverse effects on coastal resources. Special Conditions are imposed to eliminate or mitigate impacts on shoreline sand supply, including a sand supply in-lieu fee to help mitigate for the loss of sand to the littoral cell due to retention in this case. As conditioned, the project can be found consistent with Coastal Act Sections 30235 and 30253.

C. PUBLIC ACCESS AND RECREATION

Coastal Act Section 30604(c) requires that every coastal development permit issued for any development between the nearest public road and the sea “shall include a specific finding that the development is in conformity with the public access and public recreation policies of [Coastal Act] Chapter 3.” The proposed project is located seaward of the first through public road (Neptune Avenue). Coastal Act Sections 30210 through 30214 and 30220 through 30224 specifically protect public access and recreation. In particular:

***30210.** 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.*

***30211.** 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.*

***30212.** Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects*

***30213.** Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred. ...*

***30221.** Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.*

***30223.** Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.*

Coastal Act Section 30240(b) also protects parks and recreation areas, such as the adjacent beach area. Section 30240(b) states:

***30240(b).** Development in areas adjacent to environmentally sensitive habitat areas and*

parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.

These overlapping policies protect maximum public access and recreation to and along coastal waters, including lower cost recreational facilities, like public beaches.

Mean High Tide Line

As discussed above, shoreline structures can have a variety of adverse impacts on coastal resources, including adverse effects on beaches and sand supply, which ultimately result in the loss of public beach area with associated adverse impacts to public recreational access. The beaches in the vicinity of the project area are generally accessible during most tides, serving the dense residential development in the adjacent neighborhood, as well as visitors. The site is located approximately 200 ft. south of the public stairway leading to Beacons Beach, which, primarily due to the convenient access and parking, is one of the most popular beach areas in the City, and, thus, the beach in front of the subject site is frequented by beach goers.

The applicants assert that the proposed seawall is located on private property and therefore should not be subject to a mitigation fee for its adverse impacts to public access and recreation. The subject property owners have submitted a MHTL survey, dated July 11, 2014, for Commission review that purports to show that the MHTL is located approximately 75 ft. seaward of toe of the seawall (Exhibit 6). At the request of the property owners, the California State Lands Commission (SLC) staff reviewed the MHTL survey and found that, at the point in time the survey was done for the site, the seawall on the subject site did not intrude onto sovereign lands and that no lease, permit, or authorization was required from the SLC for the portion of the seawall fronting the property (Exhibit 7). However, the SLC staff also acknowledged that the MHTL is ambulatory and will continue to fluctuate over time in response to such natural phenomena as wave events, seasonal fluctuations, sediment supply, El Niño and La Niña condition, Pacific Decadal Oscillation, and long term sea level rise or fall.

Commission staff, including Dr. Lesley Ewing the Commission's coastal engineer, has evaluated the July 11, 2014 MHTL survey and concluded that the survey only reflects the atypical conditions at the property for which the survey was prepared and that this survey does not represent typical conditions elsewhere along this section of the coast. The MHTL survey was conducted in the summer when beach sand is at its highest levels. During the summer months, gentler waves typically bring sand landward, building up a significantly wider dry-sand beach. During late fall and winter, beaches tend to become narrower as more high energy waves carry sand away from the beach and deposit it in offshore bars.

In addition, the beaches in Encinitas and directly north in Carlsbad have been subject to significant beach replenishment projects over the past 22 years. In 1994, as part of the Batiquitos Lagoon restoration, approximately 2.5 million cubic yards (cu. yds.) of sand was placed at Ponto State Beach in Carlsbad (approximately four miles north of the subject site) (Ref: 6-90-219/Batiquitos Lagoon). Furthermore, in 2001, 141,000 cu. yds. of sand was placed on the beach approximately 800 ft. north of the subject site through the SANDAG Regional Beach Sand Project 1, and in 2012, 117,000 cu. yds. of sand was placed on the beach in the same location

through the SANDAG Regional Beach Sand Project 2. Littoral transport in this area of the coast travels north to south and thus these large replenishment projects and many other smaller replenishment projects have significantly increased the volume of sand at the subject site. The MHTL is generally an ambulatory line, except where there has been fill or artificial accretion. In areas where there has been fill or artificial accretion, the MHTL is generally defined as the location of the MHTL just prior to the fill or artificial influence.

A survey of the MHTL shows where the elevation of Mean High Tide, often also called Mean High Water), intersects the beach. In that regard, the MHTL is typical of any topographic contour line in that it shows a surface elevation. It differs from other typical contour lines in that (1) the MHT elevation is based on the average of all high water heights observed over a 19-year National Tidal Datum Epoch and (2) the beach surface regularly rises and lowers with changes in the beach sand. The primary tidal station closest to Encinitas with a long-term record is at La Jolla and the La Jolla Tidal Benchmarks, for the current tidal epoch (1983 – 2001) the Mean High Tide Elevation as 1.87 feet Mean Sea Level.²

As shown on the as-built plans for the subject seawall, the intersection of the seawall and bedrock is located at approximately 1.0 ft. MSL, which is below the MHTL elevation of 1.87 ft. MSL (Exhibit 8). Had the various beach replenishment projects in the vicinity of the subject site not occurred or had the survey been conducted at the end of the winter storm season, it is likely that there would be little to no sand on this beach and the MHTL would be located at the toe of the bluff at the subject site.

Furthermore, the Commission has found that the MHTL is located at the toe of the coastal bluff for nearly every shoreline armoring structure application in the City of Encinitas that has been approved, over the past 20 years, (Ref: 6-88-464-A2/Frick & Lynch; 6-95-066/Han; 6-98-039/Cantor & Denver; 6-99-009/Ash & Bourgault; 6-99-011/Mahoney & Baskin; 6-99-041/Bradley; 6-03-048/Gault & Sorich; 6-05-030/Okun; 6-07-133/Li; and 6-12-041/Lampl). Commission staff does not refute the accuracy of the 2014 MHTL survey conducted by the property owner, which identified that the MHTL at that point in time when the survey was conducted to be located seaward of the seawall, but as discussed above, the mid-summer MHTL does not in any way reflect a mid-winter MHTL, which is expected to be significantly further landward. In addition, the seawall is encroaching directly upon an area that would otherwise be available for public use, and as evidenced by repeated site visits by Commission staff and the applicants' own geotechnical reports, the seawall prevents further erosion at the toe of the bluff which would directly result in additional public beach area. As seen in Exhibit 5, a photograph taken on December 29, 2015, during a sample normal high tide and wave events, the tide clearly and regularly reaches the portion of the seawall that is not fronted by landslide deposits, and therefore limits beach access. Furthermore, the geotechnical report for the proposed development, by GeoSoils, Inc. dated October 15, 2009, acknowledges that the bluff at the site is subject to attack by wave and states:

² The As-Built plans for the subject seawall use Mean Sea Level as the datum, so all other elevations will use MSL as a reference datum for comparison.

“...One of the primary physical mechanisms that accounts for bluff erosion, wave attack, is likely to increase in the future due to a lack of sand on the beach fronting the site...”

The geotechnical report for the adjacent property at 836/838 Neptune Avenue, by Construction Testing & Engineering, Inc., makes a similar finding and states:

“...it is likely that bluff failure at the site ultimately resulted from continuous toe erosion due to lack of protection from wave action. The current mitigated site geometry [seawall constructed in 2001] helps to protect the toe of the bluff from further erosion and/or undermining...”

Without the proposed seawall, the wave action would naturally erode the bluff landward, which would result in additional beach area for public use. Regardless of the location of the mean high tide line at the time of the most recent mid-summer survey, and as sea levels continue to rise, the seawall will prevent the beach from moving landward; thus, the area between the tide line and the toe of the bluff will decrease, reducing the area available for public use. In this particular case, given the ambulatory nature of the MHTL, the time of year the most recent MHTL survey was taken, the past sand replenishment that has occurred in the area, and the permit history for Encinitas acknowledging that location of the MHTL at the base of the bluff, it is likely that public trust rights extend to the base of the bluff. Coastal Act regulations define the public trust as lands which were subject to the public trust at any time. (§ 13577(f).).

The seawall has resulted in the degradation of public access to and along the beach, and may ultimately eliminate the historic public beach access that exists fronting the site as sea level continues to rise and the bluff is no longer able to retreat landward. Therefore, since the seawall is required to protect the existing adjacent bluff top structure, the adverse impacts to public access and recreation cannot be avoided or further minimized, and the impacts must be mitigated. As noted above, the site is located approximately 200 ft. south of the public stairway leading to Beacons Beach, and this stretch of beach has historically been used by the public for access and recreation purposes. Since the location of the MHTL has not been definitively set at the base of the bluff, Special Condition 18 requires the recordation of a lateral access easement seaward of the site to assure the beach area that does exist remains available for general public use and will offset some of the impacts associated with the presence of the seawall on public access and recreation. The adjacent property to the south (Brown), currently has a lateral access easement in place, and this condition is consistent with the approach on brown and is part of an effort to maintain public access consistently across these adjacent properties, so that the proposed seawall can be found consistent with the public access policies of the Coastal Act. The condition requires that the lateral access be applied from the base of the seawall seaward to the western property line, and thus, includes a portion of land that is currently below the existing landslide deposits on the beach. This will ensure that as those landslide deposits eroded away in the future, the beach area will remain dedicated for public use, without the applicants having to amend or revise the OTD in the future.

Special Condition 13 acknowledges that the issuance of this permit does not waive the public rights that may exist on the property. The California State Lands Commission has already reviewed the applicants' proposed project and therefore, no additional permits or permission from the State Lands Commission is necessary to perform the work.

Sandy Beach and Public Access Impacts

The Commission recognizes that in addition to the more qualitative social benefits of beaches (recreational, aesthetic, habitat values, etc.); beaches provide significant direct and indirect revenues to local economies, the state, and the nation. The ocean and the coastline of California contribute greatly to the California economy through activities such as tourism, fishing, recreation, and other commercial activities. There is also value in just spending a day at the beach and having wildlife and clean water at that beach, the aesthetics of an ocean view, and being able to walk along a stretch of beach. Over the past few decades, economists have developed tools and methods to value many of these “market” and “non-market” environmental resources, to quantify their values, and to include these values in cost-benefit equations. The results of a number of studies to quantify the economic value of beaches to the state have been published in recent years.³ These benefits are reduced when shoreline armoring takes up beach area impacting public access and recreation. Thus, mitigation is necessary to offset impacts and in order for the development to be found consistent with the public access and recreation policies of the Coastal Act.

From 1993 to 2005, the Commission typically required that impacts to public beach access and recreation resulting from seawalls be mitigated based on the cost to purchase the approximate volume of sand that is located directly below a seawall and directly below the area of beach that would otherwise have been created through passive erosion were it not for the seawall. Beginning in October 2005, the Commission began to evaluate seawall impacts to public access and recreation based on the consumer surplus of the lost beach area (that is, the difference between a consumer’s willingness to pay for a beach, and the actual price paid), based on the cost to purchase ocean front property.

The Commission first required a public access and recreation fee that was based on more than just the cost of sand in San Diego County in October 2005 as mitigation for the construction of a 120 ft. long seawall fronting an existing condominium complex in Solana Beach (6-05-072/Las Brisas). In that case, the Commission required that the applicants pay \$248,680.72 to mitigate the impacts of the seawall on public access and recreation through the identified 22-year design life of the seawall. The mitigation fee was based on a site specific consumer surplus study that. In the findings of approval, the Commission found that the in lieu fee could be used for purchase of beach land, recreational and beach park amenities, or for sand replenishment. In 2014, the City of Solana Beach used the entire mitigation fee and the interest that had accumulated to help subsidize the cost to replace the public access stairway located at Del Mar Shores in Solana Beach.

³ Heberger, M., Cooley, H., Herrera, P., Gleick, P. H., & Moore, E. 2009. The Impacts of Sea-level rise on the California Coast. (C. C. C. Center, Ed.). Pacific Institute. King, P. G., A. R. McGregor, and J. D. Whittet. "The economic costs of sea-level rise to California beach communities." San Francisco State University (2011): 63-64. Pendleton, L., & Kildow, J. 2006. The Non-market Value of Beach Recreation in California. *Shore & Beach*, 74(2), 34-37. Pendleton, L., P. King., Mohn, C., Webster, D.G., Vaughn, R., & Adams, A. 2011. Estimating the potential economic impacts of climate change on Southern California beaches. *Climatic Change*, 109(S1), 277-298.

The Commission has required a public access and recreation mitigation fee, based on more than just the cost of sand, for several approvals for seawalls fronting single family residences in Encinitas⁴:

In January 2010, the Commission approved replacement of an existing unpermitted seawall with a new 57 ft. long seawall fronting a duplex in Encinitas. The Commission required the applicant to make a payment based on a current per sq. ft. real estate appraisal of the blufftop lot (without improvements) multiplied by the area of lost public beach (Ref. CDP 6-07-133/Li). The property owner made a payment of \$136,606 to mitigate public access and recreation impacts of the seawall for a 20 year period.

In March 2013, the Commission approved repairs and maintenance to an existing unpermitted 67 ft. long seawall fronting a duplex in Encinitas (Ref. 6-12-041/Lampl). The Commission based the mitigation fee on the average sq. ft. value of undeveloped Encinitas bluff top lots which had recently sold. The property owner made a payment of \$122,716 to mitigate public access and recreation impacts of the seawall for a 20 year period. The Commission has also required similar fees in other cases statewide (e.g., the Lands End CDP in Pacifica in 2013 included a sand mitigation fee as well as a \$431,061 beach recreational access mitigation fee based on land value assessment for the first 20 years of armoring impacts).

Thus, the public access and recreation fee has been well established as a means of addressing significant public access and recreation impacts associated with shoreline protective devices. As acknowledged above, the Commission has determined the appropriate mitigation for each particular permit, based on case by case analysis of the site-specific facts associated with the proposed development, site conditions and degree of project impacts.

The most appropriate mitigation for the subject development would be the creation of additional public beach area in close proximity to the impacted beach area. However, there is no private

⁴ In a case where the specific circumstances warranted a different approach, in August 2011, the Commission approved replacement of an existing seawall with a new 100 ft. long seawall fronting two duplexes in Encinitas at 1500 and 1520 Neptune Avenue (Ref. CDP 6-88-464/Frick/Lynch). The seawall was constructed approximately eight ft. landward of the seawall that had previously existed, and the new seawall was sited on a natural beach platform located inland of the MHTL. The beach platform had an approximate elevation of 4 ft. MSL, approximately 2 ft. higher than the elevation of the MHTL. The Commission found that the seawall would not directly impede the public access or recreational uses typically considered by the Commission over its 20 year authorization period because there would be no direct encroachment of the proposed development onto public beach area and no adverse impact upon available public beach area. Therefore, in that case, the Commission did not require mitigation for direct public access/recreational use impacts. However, in order to re-assess potential impacts after 20 years, the Commission conditioned the permit to require the applicant to submit an amendment application to the Commission 19 years after the seawall construction to re-evaluate the need for mitigation that will address direct impacts to public access and recreational use associated with the presence of the seawall.

beach area available for purchase, so that direct form of mitigation is unavailable. If a private beach area of comparable size were available for purchase, the Commission might use that value as a way of approximating the appropriate mitigation fee based on the purchase value of the beach area. In the absence of such private beach area, the market value of nearby private beachfront property that would provide public access and recreational opportunities can be used to approximate an appropriate mitigation.

The first assessment is to determine the amount of beach area that will be lost as a result of the proposed seawall over a set period of time. In this case, the impacts to public access and recreation have been calculated for an initial 22 year period, the same time period before the shoreline protective devices will be reevaluated, and the same period used to calculate the sand mitigation fee, discussed in detail above.

According to the Commission's staff geologist, the best regional estimate of the expected near term erosion rate for Encinitas is from a FEMA-funded study summarized in Benumof and Griggs (1999). These authors report an historic erosion rate of 0.27 ft./yr. for the Solana Beach area over the period 1932 –1994, which the Commission adopts as the near-term erosion rate for the immediate future. Episodic erosion events such as sea cave or notch overhang collapses, and erosion related to severe winter storms, can lead to short-term bluff retreat rates well above the long-term average. These short-term retreat rates are inherently included in the estimation of the expected near term erosion rate for Encinitas and, therefore, are included in the methodology used for the in-lieu fee sand replenishment calculations and the in-lieu fee public access and recreation calculations.

In quantifying the land area impacted, only the 21 ft. long portion of the seawall that is not currently covered by the existing landslide deposits has been included (Exhibit 14). This is because as long as that portion of the seawall is covered by sand, that segment of the beach/bluff interface is effectively operating as if it were a natural system; that is, sand will continue to erode contributing to the beach and creating new land area. However, eventually, the sand in front of the wall will be gone, and the entire length of the seawall will impact coastal resources. Thus, if the landslide deposits are eroded away in the future, the applicants shall be required to assess and mitigate for the new impacts to public access and recreation (Special Condition 6).

The area of beach that would have otherwise been created between 2001 and 2023, if the existing seawall did not block natural erosion, is 125 sq. ft. (21 ft. long seawall x 0.27 ft./yr. x 22 years). The physical encroachment of the portion of the proposed seawall not fronted by landslide deposits is 63 sq. ft. (21 ft. long x 3 feet wide). Thus, the total sq. ft. area of beach that would otherwise have been available for public use if not for the seawall for a 22 year period is 188 sq. ft. (63 sq. ft. + 125 sq. ft.).

Commission staff reviewed relatively recent sales of coastal properties throughout the Encinitas area to get an estimate of the actual value of oceanfront bluff top parcels to determine comparable mitigation for the loss of shoreline area from the proposed development. This method of analysis seeks to determine the market value of the beach area lost using a sales comparison approach method. Staff's review was conducted by looking at the sales of unimproved bluff top property in this area between 2011 and present. Given that a majority of the Encinitas coastal parcels have been developed for some time, there is not a large pool of

sample parcels that have been sold in the past five years that could be used as comparable properties to calculate the appropriate mitigation value for the project's impacts. This evaluation focused on three properties within the City of Encinitas for which sales information was available in the period between 2011 and present. The properties used in this analysis are all undeveloped bluff top oceanfront parcels. This method of analysis was previously used by the Commission in its 2013 approval of repair and maintenance to an existing unpermitted seawall at 660-678 Neptune Avenue in Encinitas (6-12-041/Lampl), in which the Commission required a public access and mitigation fee of \$122,716 for the initial 20 years of impacts.

Commission staff evaluated the land value and acreage for the three unimproved properties that had been sold between 2011 and present in order to find an average value. The range of values per square foot starts at the top end for the properties at 708 and 713 4th Street, Encinitas, which are two adjacent 6,041 sq. ft. lots, which sold in May 2014 for \$2,400,000 each.⁵ Based on this sales price, the estimated value would be \$397 per square foot ($\$2,400,000/6,041$ sq. ft.). A third property at 132 Neptune Ave, Encinitas, which is a 6,970 square foot lot, sold in September 2012 for \$1,700,000.⁶ Based on this sales price, the estimated value would be \$244 per square foot ($\$1,700,000/6,970$ sq. ft.). Thus, the average price per square foot of the three bluff top properties sold over the past five years in Encinitas is \$346 per square foot ($(\$397 + \$397 + \$244)/3 = \346 sq. ft.).

These properties, taken together, serve to represent an approximate estimate of how much value the market places on these properties that could also potentially become shorefront recreational land. Furthermore, staff has researched the oceanfront properties in Encinitas from aerial images and found that very few of the hundred or so oceanfront parcels in Encinitas are vacant unimproved lots, which likely means those lots are in high demand when they are listed for sale, making the purchase of such a lot for mitigation a very expensive venture. Thus, the value of \$346 per square foot for an oceanfront lot in Encinitas is likely a conservative estimate of the market value of a vacant unimproved oceanfront lot in Encinitas. Taking the beach area impacted by the proposed project (188 square feet) during the initial 22-year mitigation period and multiplying it by the square foot value of an Encinitas oceanfront lot would result in a public access and recreation mitigation fee of \$65,048 ($\346×188 sq. ft.).

However, the Commission took a different approach to mitigation of the shoreline protection for the property two sites to the south and instead, based the public access and recreation fee on the cost to replace the sand beneath the impacted area (6-05-030/Okun). With that project, the Commission used the original pre-2005 version of the Commission's long-established mitigation fee, which evaluated sand within the bluff, sand located directly below the seawall, and sand that would otherwise have reached the beach through passive erosion were it not for the existence of the shoreline armoring; while acknowledging that recreational impacts were not fully captured by that approach.

⁵ <https://www.redfin.com/CA/Encinitas/712-4th-St-92024/home/12160749>

⁶ San Diego County Recorder's Office- Document #2012-0535656, recorded on September 6, 2012; http://www.zillow.com/homedetails/132-Neptune-Ave-Encinitas-CA-92024/99495288_zpid/.

The following is a description of the methodology used to determine the public access and recreation mitigation for 6-05-030/Okun. The methodology uses site-specific information provided by the applicants as well as estimates, derived from region-specific criteria, of both the loss of beach material and beach area which could occur over the life the structure, and of the cost to purchase an equivalent amount of beach quality material and to deliver this material to beaches in the project vicinity. The actual calculations for the Okun site, as well as the adjacent site to the south of the subject site (6-10-018/Brown) and for the subject site are attached as Exhibit 17 to this report.

V_w: Volume of sand to rebuild the area of beach lost due to long-term erosion of the beach and near-shore, resulting from stabilization of the bluff face and prevention of landward migration of the beach profile; based on the long-term regional bluff retreat rate, and beach and nearshore profiles (cubic yards)

$$V_w = R \times L \times v \times W$$

where

R = Long-term regional bluff retreat rate (ft./yr.), based on historic erosion, erosion trends, aerial photographs, land surveys, or other accepted techniques. For the Encinitas area, this regional retreat has been estimated to be 0.27 ft./year. The use of any alternative retreat rates must be documented by the applicant

L = Design life of armoring without maintenance (yr.) If maintenance is proposed and extends the life of the seawall beyond the initial estimated design life, a revised fee shall be determined through the coastal development permit process.

v = Volume of material required, per unit width of beach, to replace or reestablish one foot of beach seaward of the seawall; based on the vertical distance from the top of the beach berm to the seaward limit of reversible sediment movement (cubic yards/ft. of width and ft. of retreat). The value of v is often taken to be 1 cubic yard per square foot of beach. In the report, "Oceanside Littoral Cell Preliminary Sediment Budget Report" (December 1987, part of the Coast of California Storm and Tide Wave Study, Document #87-4), a value for v of 0.9 cubic yards/square foot was suggested. If a vertical distance of 40 feet is used for the range of reversible sediment movement, v would have a value of 1.5 cubic yards/square foot (40 feet x 1 foot x 1 foot / 27 cubic feet per cubic yard). These different approaches yield a range of values for v from 0.9 to 1.5 cubic yards per square foot. The value for v would be valid for a region, and would not vary from one property to the adjoining one. Until further technical information is available for a more

exact value of v , any value within the range of 0.9 to 1.5 cubic yards per square foot could be used by the applicant without additional documentation. Values below or above this range would require additional technical support.

W = Width of property to be armored (ft.)

V_e : Volume of sand to rebuild the area of beach lost due to encroachment by the seawall; based on the seawall design and beach and nearshore profiles (cubic yards)

$$V_e = E \times W \times v$$

where

E = Encroachment by seawall, measured from the toe of the bluff or back beach (ft.)

W = Width of property to be armored (ft.)

v = Volume of material required, per unit width of beach, to replace or reestablish one foot of beach seaward of the seawall, as described above

Since the Commission's approval of the Okun seawall in 2005, the Commission has recognized that this mitigation methodology would result in only estimating the costs associated with a one-time placement of sand and that a one-time placement of sand would not result in adequate creation of beach area to adequately counteract seawall impacts, since any deposited sand would wash away in a relatively short period of time and would not return. Therefore, there would be a significant loss of beach area, and therefore, significant loss of public access and recreation at the beach. Beaches such as this beach are very heavily used by the public, and such loss of beach area is extremely valuable, and almost impossible to replace, and costly to try and mitigate.

The Commission has recognized such a mitigation strategy generally under mitigates actual impacts. Thus, over the last decade, the Commission has addressed impacts to public access and recreation through the use of a specific recreational mitigation fee, distinct from the sand mitigation fee. Again, this fee, which is now applied regularly to shoreline protection projects, seeks to determine the market value of the amount of land necessary to be purchased and allowed to erode to provide an offsetting amount of beach for the beach area that would be lost by using a sales comparison approach method. As stated above, Commission staff reviews relatively recent sales of coastal properties throughout the area to get an estimate of the actual value of similar oceanfront (in this case bluff top properties) to determine what it would cost to offset the beach lost through a purchase designed to allow natural processes to continue on the purchased property, and thus provide a comparable mitigation for the loss of shoreline area due to the proposed shoreline protective devices. As determined on a case by case basis, such adequate mitigation to address the impacts of the seawall on public access and recreational opportunities is necessary to meet the requirements of the Chapter 3 policies of the Coastal Act.

However, in this instance, and only because a set of unique factors that are all present on the subject property and each of the two adjacent properties to the south (Brown and Okun), an alternative method for addressing the public access and recreation impacts is being utilized. Those unique factors include: that a landslide affected a wide area and multiple properties; the existence of a complex emergency situation and complex measures which were performed on each of the properties to address the situation, thus requiring close coordination of permit requirements for each of the properties; and that the adjacent properties are required to re-evaluate the impacts from the development within a short timeframe.

Even if all of the preceding factors were to be satisfied in another case, the evaluation of public access impacts occurs on a case by case basis, based on the particular circumstances of each case, to ensure that the impacts of the development on public access and recreation are fully addressed. Additionally, because bluff and shoreline protective devices have continual impacts to public access and recreation, these impacts must also be periodically re-evaluated to ensure that the public access and recreation impacts continue to be fully addressed by the requirements of the permit, based on the latest information and using the current techniques to address those impacts.

Only as a result of the satisfaction of all of the preceding factors on each of the properties, and as determined based on the particular circumstances of this proposed development, will an alternative method for addressing the public access and recreation impacts be used for this development. Special Condition 6 requires the payment of a public access and recreation fee, based on the cost of sand necessary to replace the beach area lost to recreation, and Special Condition 18 requires the recordation of a lateral access easement, to assure the beach area seaward of the property is continually available for general public use. These measures address the impacts of the proposed project on public access and recreation, and require the mitigation to be reevaluated in 2023.

As conditioned, herein, the subject site and the two properties to the south (Brown and Okun) will have conditions requiring monitoring of site conditions, the need for the protection, and reassessment of the site and the required mitigation at the same time as the first permit approved for the portion of the seawall on the Okun site. This makes sense in implementation, so that the three intertwined CDPs are synced up, and is consistent with the approach taken in the very recent action of the Commission next door (Brown, March 2016). In addition, the applicant's armoring is part of an armoring system of sorts that extends across these properties as well in this case, and it is appropriate to try to sync up CDP requirements, including in terms of mitigation, for that reason as well. In these other two CDP actions, the Commission used the sand proxy for calculating recreational impacts, not the property valuation methodology discussed above. Given that history and given these are all three part of one armoring system, and because reevaluation time frames are being synced up for a reevaluation in the relatively short term, applying similar methodologies in that respect appears appropriate in this case. In addition, by requiring that each of these sites be assessed using the same mitigation fee methodology, and by requiring them each to be reevaluated at the same time will also allow the Commission to evaluate all three properties in a comprehensive, consistent and fair manner.

That is not to say that such a mitigation approach makes sense generally for other cases, as the Commission has moved on from the sand proxy approach to a more refined and robust proportional beach recreational access mitigation framework, but it makes sense at this time given this fact set and these three properties and CDPs being intertwined as they are. It is possible a different mitigation methodology will be assessed for the reevaluation that must occur prior to the end of the mitigation period in 2023, such as the more common property valuation methodology. In any case, because the seawall was constructed 15 years ago, this reassessment is required to occur in 7 years. The entire site, including the seawall, the bluff, and the bluff top structure, will be comprehensively reevaluated at that time, along with the adjacent properties similarly affected by the landslide. At that time, a full reassessment of the impacts of the development on public access and recreation and a full re-assessment of the adequacy of the easement dedication or access/recreation mitigation fee based on the most current, best available methodology to offset the ongoing impacts to such resources, will be used to calculate the appropriate mitigation, if the shoreline protection is still in place.

Thus, based on the presence of all of the unique circumstances discussed above, and consistent with the Commission's actions related to the adjacent seawall (Brown) and the seawall located two sites to the south of the subject site (Okun), Special Condition 6 requires a \$2,450 mitigation payment in lieu of providing actual square footage of beach, in order to mitigate for impacts to public access and recreational opportunities resulting from the shoreline armoring. The applicants are required to deposit the mitigation fee into an interest-bearing account to be established and managed by SANDAG, or another appropriate entity. The funds in the public access and recreation account may only be used for public beach recreational access acquisitions and/or improvements at beaches within Encinitas' city limits (including potentially acquiring beachfront property, providing bluff top access trails both up and downcoast of the site, public access improvements, etc.) or, at a minimum, within the San Diego County coastal zone. The 22 year public access and recreation mitigation begins June 30, 2001 - the date that the seawall was substantially completed; and ends June 30, 2023. As conditioned, if the Permittee intends to keep the shoreline armoring in place beyond the 22 year mitigation period, the Permittee must submit a complete application for a CDP or amendment to this CDP no later than 21 years after construction of the seawall (i.e., no later than June 30, 2022) to evaluate continued impacts and the need for additional mitigation. The application shall include analysis of feasible alternatives to modify the shoreline armoring or the bluff top residence to lessen the shoreline armoring's impacts on coastal resources, and shall propose mitigation for unavoidable coastal resource impacts associated with the retention of the shoreline armoring beyond 22 years.

In addition, the use of the beach or public parking areas for staging of construction materials and equipment may adversely impact the public's ability to gain access to the beach. As noted, while the seawall currently exists, maintenance and improvement to the appearance of the wall is proposed. As such, Special Condition 8 has been proposed to require that a staging area plan be submitted that indicates the beach will not be used for storage of materials and equipment and that construction be prohibited on the sandy beach on weekends and holidays during the summer months of Memorial Day weekend to Labor Day of any year.

In summary, the existing unpermitted seawall, which has been in place for approximately 15 years, currently occupies public beach area resulting in impacts to public access. Adverse impacts of the seawall on public access and recreation will be mitigated by Special Condition 6, which requires

the applicants to pay an in-lieu mitigation fee for public access and recreation impacts. With Special Conditions that require mitigation for the adverse impacts to public access and recreation, impacts to the public will be minimized to the greatest extent feasible. Thus, as conditioned, the Commission finds the proposed shoreline armoring structures consistent with the public access and recreation policies of the Coastal Act.

D. VISUAL RESOURCES/ALTERATION OF NATURAL LANDFORMS

Section 30240 (b) of the Coastal Act is applicable and states:

(b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.

In addition, Section 30251 of the Coastal Act states, in part:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas.

The following Local Coastal Program policies relate to the proposed development:

Resource Management (RM) Policy 8.5 of the certified Encinitas LUP states, in part:

The City will encourage the retention of the coastal bluffs in their natural state to minimize the geologic hazard and as a scenic resource...

In addition RM Policy 8.7 states that:

The City will establish, as primary objectives, the preservation of natural beaches and visual quality as guides to the establishment of shoreline structures. All fishing piers, new boat launch ramps, and shoreline structures along the seaward shoreline of Encinitas will be discouraged.

The certified IP also requires that shoreline protective structures be designed to be protective of natural scenic qualities of the bluffs and not cause a significant alteration of the bluff face. In particular, Section 30.34.020(B)(8) states:

The design and exterior appearance of buildings and other structures visible from public vantage points shall be compatible with the scale and character of the surrounding development and protective of the natural scenic qualities of the bluffs.

Finally, Section 30.34.020(C)(2)(b)(iv) states:

The proposed measure in design and appearance must be found to be visually compatible with the character of the surrounding area; where feasible, to restore and enhance visual quality in visually degraded areas; and not cause a significant alteration of the natural character of the bluff face.

The proposed shoreline armoring will occur on a coastal bluff and beach at the base of an approximately 85 foot-high coastal bluff fronting a bluff top residence. Neither the existing unpermitted seawall, nor the failed upper bluff wall, nor the gravel on the mid-bluff has been designed in a manner that minimizes its visual impact to the beach going public (see Exhibit #14). The applicants propose to remove the failed upper bluff wall, which will improve the visual aspects of the mid and upper bluff. In addition, the applicants propose to color and texture the portion of the seawall which is not obscured by the existing landslide deposits, such that upon completion, the appearance will closely mimic the natural surface of the lower bluff face. The applicants also propose to color and texture the proposed upper bluff wall. The visual treatment proposed is similar to the visual treatment approved by the Commission in recent years for shoreline devices along the Encinitas shoreline (Ref. CDP 6-05-030/Okun – Directly adjacent to the south). Special Condition 1 requires that the proposed upper bluff retention system and upper bluff wall be located as far landward as possible, which will reduce adverse visual impacts in the near term. Special Condition 1 also requires the applicants to submit final plans that include specific information on how this seawall will be colored and treated to help reduce its contrast with the natural bluff.

The applicants are also proposing to place soil on top of the existing gravel and to install hydroseeding and container plant landscaping on the bluff face. Special Condition 2 requires that the landscaping plans only include native, non-invasive, drought tolerant plant species, that any irrigation on the bluff face be capped within 36 months of planting, and that five years from the date of Commission action that the applicants provide a monitoring report certifying that the bluff landscaping has successfully covered the entirety of the gravel on the bluff face. If the landscape monitoring report indicates the landscaping has failed to successfully cover the entirety of the gravel on the bluff face, the permittees shall submit a revised or supplemental landscape plan for the review and written approval of the Executive Director. The revised landscaping plan must be prepared by a licensed Landscape Architect or Resource Specialist and shall specify measures to remediate those portions of the original plan that have failed or are not in conformance with the original approved plan.

To address other potential adverse visual impacts, Special Condition 8 has been attached which requires the applicants to monitor and structurally maintain the shoreline armoring in its existing state. In this way, the Commission can be assured that the proposed structure will be maintained so as to effectively mitigate its visual prominence.

Therefore, as conditioned, the Commission finds that potential visual impacts associated with the existing and proposed shoreline structures have been reduced to the maximum extent feasible and the proposed development will include measures to prevent impacts that would significantly

degrade the adjacent park and recreation area (beach area). Thus, with the proposed conditions, the project is consistent with Sections 30240(b) and 30251 of the Coastal Act.

E. UNPERMITTED DEVELOPMENT

Unpermitted development has occurred at the project site subject to this coastal development permit application. The unpermitted development includes the placement of gravel on the bluff face, construction of an unpermitted rear yard deck overhanging the bluff edge, and development that was temporarily authorized on the beach, bluff face and bluff top pursuant to emergency coastal development permits but that currently lacks Coastal Act authorization, including a seawall, a failed upper bluff wall, and a deadman retaining system. This development, which is not exempt, was conducted in the Coastal Zone without a valid coastal development permit, and therefore constitutes a violation of the Coastal Act. On October 16, 2008, the Commission found, through its approval of Consent Cease and Desist Order No. CCC-08-CD-08 (“Consent Order”), that all of this development described above, was conducted in the Coastal Zone without a valid coastal development permit, and in violation of the Coastal Act. In the years since the Consent Order was approved, Commission Enforcement staff has expended a significant amount of time (in addition to the years of Enforcement staff time to reach agreement on the Consent Order) attempting to obtain compliance with the Consent Order and the Coastal Act, including submission of a complete CDP application, yet, only in October 2015, over 6 1/2 years after the deadline to submit the complete CDP application set in the Consent Order, did the applicants submit a complete application. During this time, all of the unpermitted development has remained on the property and continued to impact coastal resources.

The applicants are proposing after-the-fact approval of most of the items of unpermitted development noted above and described in more detail in the project description. Existing unpermitted development not approved by the Commission shall be removed pursuant to and as authorized by the Consent Order. Special Condition 17 has been included to reinforce the requirement of the Consent Order that the applicants remove development that is not authorized, including the unpermitted bluff top deck and failed upper bluff wall and soil anchor system. Nothing associated with the unpermitted deck or upper bluff retaining wall and soil anchor system are authorized by this permit and therefore this development will be removed pursuant to the Consent Orders. In addition, as required by the Consent Order, any development that is denied by the Commission in the subject CDP application is required to be removed from the site, pursuant to a removal plan submitted by the applicant and approved by the Executive Director.

Although the development has taken place prior to submittal of this application, consideration of this application by the Commission has been based upon the Chapter 3 policies of the Coastal Act.

After the Fact Permit Fee

The applicants have indicated that they disagree with the permit fee assessed for the subject project.

Section 30620 of the Coastal Act states, in relevant part:

The Commission may require a reasonable filing fee and the reimbursement of expenses for the processing by the Commission of any application for a coastal development permit...

Section 13055 of the California Code of Regulations sets the filing fees for coastal development permit applications, and states in relevant part:

(a)(5)(B)(1) Fees based upon development cost shall be as follows:

\$100,001 to \$500,000: \$6,456⁷

(d) Fees for an after-the-fact (ATF) permit application shall be five times the amount specified in section (a) unless such added increase is reduced by the Executive Director when it is determined that either:

(1) the ATF permit application can be processed by staff without significant additional review time (as compared to the time required for the processing of a regular permit,) or

(2) the owner did not undertake the development for which the owner is seeking the ATF permit, but in no case shall such reduced fees be less than double the amount specified in section (a) above. For applications that include both ATF development and development that has not yet occurred, the ATF fee shall apply only to the ATF development. In addition, payment of an ATF fee shall not relieve any persons from fully complying with the requirements of Division 20 of the Public Resources Code or of any permit granted there under or from any penalties imposed pursuant to Chapter 9 of Division 20 of the Public Resources Code.

The application includes an estimated cost of development of between \$100,001 to \$500,000. Based on the Filing Fee Schedule for the 2013/2014 fiscal year (Section 13055, subsection (a)(5)(B)(1) of Title 14 of the California Code of Regulations), the fee for development cost of \$100,001 to \$500,000 was \$6,456. The applicants submitted a fee of \$6,456 with their coastal development permit application on March 19, 2014. Years prior to this, in a September 15, 2008 letter from Mr. Bob Trettin to Commission Enforcement staff, Mr. Trettin acknowledged the requirement to pay five times the regular application fee for ATF development and requested that the fee be only two times the amount (Exhibit 15). In later phone conversations, enforcement staff reiterated that the permit fees are a separate matter to be addressed by the Commission's regulations and the permit process and that enforcement staff would not reduce the permit fee through the violation case. The Consent Order was approved and no agreement was made regarding the application fee. On April 15, 2014, in a "non-filing" letter, Commission staff again notified the applicants of the requirement to pay a five times amount for ATF applications, and

⁷ Fee is based on the fee schedule in 2014. An application for the same development submitted today would have a fee of \$6,648.

requested the payment of the \$43,040 filing fee and that the additional \$36,584 was necessary to fulfill the ATF fee requirement and deem the application “complete.” Thus, the applicants were aware of the requirement to pay an ATF fee since 2008, and were notified again after they first submitted their application. The fee of \$43,040 included \$10,760 for after-the-fact grading of 1,001 to 10,000 cu. yds. to account for the gravel that was placed on the bluff. However, after further review of the application and review of the fee required of the adjacent property to the south at 836/838 Neptune Avenue, Staff determined that a fee for the grading was not required and that the total required fee for the application could be reduced to \$32,280.

Subsection (d) of regulations Section 13055 indicates that the fee for an after-the-fact permit application shall be five times the amount specified in section (a) unless such added increase is reduced by the Executive Director, when it is determined that either: the permit application can be processed by staff without significant additional review time or the owners did not undertake the development for which the owners are seeking the after-the-fact permit.

In this case, the owners did undertake the development for which they are seeking the after-the-fact permit. An additional fee is assessed for after-the-fact applications because they typically require significantly more staff time than similar applications that do not include after-the-fact development. In reviewing this application, due to the prior development undertaken without Coastal Act analysis or approval, staff had to spend an extensive, additional amount of time meeting with the applicants and the City, well beyond what would have been necessary if the development had not already occurred, in addition to spending additional time researching the long history of past unpermitted development on the site. Due to the fact that a large quantity of gravel was placed on the bluff face without a CDP, Commission staff has had to undertake the additional work analyzing alternatives involved with removal or retention of the gravel that would not have been otherwise required had the unpermitted development not occurred. Furthermore, conditions at the subject site have changed as a result of the substantial time period between issuance of the Emergency CDPs and now, over 19 years, a time period in which the applicants were given multiple opportunities to address this matter, but such actions were not taken, even after the issuance of the Consent Order, in which they agreed to address the violations, yet, did not for over 5 years. These changed conditions require additional analysis by Commission staff that would not have been required if permits had been obtained within the timeframes required by conditions of the Emergency CDPs and as required by the Consent Order and the Coastal Act itself. In this case, the Executive Director did not reduce the fee because staff has spent such a significant amount of additional time meeting with the applicants, and the City, on multiple occasions over the past five years, as well as researching the previous 20 year history of unpermitted development on the site. Therefore, the required application fee is five times that required for the development, or \$32,280.

The adjacent property owners to the south of the subject site at 836/838 Neptune Avenue were also required to pay a five times permit fee to account for the increased staff time required to process the application. The Commission processed an after-the-fact CDP application for the site two properties to the south of the subject site at 828 Neptune Avenue for the retention of the seawall fronting that site (6-05-040/Okun) without having to expend additional staff time in its review. A five times permit fee was not a requirement in the Commission’s regulations at that time and there were no outstanding violations on the portion of the project reviewed by the Commission. Furthermore, the property owner quickly addressed the matter, worked with

Commission and City staff, and submitted all necessary information to complete the CDP application. The property owner to two properties to the south of the subject site was also responsible for placement of gravel on the bluff face without a permit; however the CDP for that portion of the development and the upper bluff wall at the site was approved by the City of Encinitas and was not appealed to the Commission.

The applicants have paid the entire permit fee of \$32,280 under protest and have requested that the Commission reduce the permit fee to a total of \$12,912 and to refund the remaining \$19,368. The applicants have made the following arguments as to why the fee should be reduced from \$32,280 to \$12,912. The applicants' assertions are unrelated to the criteria for determining the amount of an after the fact permit fee, and thus, no material argument has been made to reduce the amount of the fee, but for informational purposes, staff is providing the following responses to the applicants' assertions.

First, the applicants contend that they believe the Consent Order resolved all the violations on the property and therefore they should not be "penalized." The Consent Order required the applicants to, among other things, not conduct any further unpermitted development, remove certain items of unpermitted development, submit a CDP application to request retention of certain items of unpermitted development, and pay a monetary settlement of \$40,000 to resolve their civil liabilities for undertaking the unpermitted development in violation of the Coastal Act. The monetary settlement agreed to by the applicants and required pursuant to the Consent Order is completely separate from the filing fee for a CDP application. In fact, Section 13055(d)(2) of the Commission's regulations specifically states that payment of the after-the-fact permit fee is separate and distinct from payment to resolve civil liabilities pursuant to Chapter 9 of the Coastal Act: "payment of an ATF fee shall not relieve any persons from... any penalties imposed pursuant to Chapter 9 of Division 20 of the Public Resources Code." (Emphasis added). In addition, the Consent Order required the applicants to submit "all materials that are required to complete a Coastal Development Permit ("CDP") application." Those materials include the payment of the application filing fee. The applicants agreed to resolve the unpermitted development that occurred on the site through the Consent Order. By signing the Consent Order, the applicants acknowledged that they had reviewed and agreed with all of the terms of the Consent Order.

Furthermore, by entering into a consensual resolution, the applicants also avoided the issuance of unilateral orders against them, the potential for substantially greater penalties under Chapter 9 of the Coastal Act, and the substantial costs that could have occurred due to potential litigation. The Consent Order also requires, in Section 2.3.1.1, the submission of a complete CDP application. Although the deadline for the submittal of the completed CDP application was within 120 days of issuance of the Consent Order, or by February 13, 2009, submittal of a completed CDP application did not occur until October 6, 2015. The delay in "completing" the application was due to the applicants' repeated failures to submit the requested information that would allow staff to adequately analyze the proposed project.

Second, the applicants contend that processing the proposed application will not take any more staff time than a regular CDP application and therefore the applicants' should only be required to pay the minimum two times ATF fee. To the contrary, Commission staff has spent intensive and lengthy amounts of additional time to review this ATF CDP application. Due to the fact that a

large quantity of gravel was placed on the bluff face without a CDP, Commission staff has had to undertake the additional work analyzing alternatives involved with removal or retention of the gravel that would not have been otherwise required had the unpermitted development not occurred. Furthermore, conditions at the subject site have changed as a result of the substantial time period between issuance of the Emergency CDPs and now. These changed conditions require additional analysis by Commission staff that would not have been required if permits had been obtained within the timeframes included in the Emergency CDPs.

In addition, in the years since the Consent Order was approved, Commission Enforcement staff has expended a significant amount of time attempting to obtain compliance with the Consent Order, yet, only in October 2015, over 6 1/2 years after the deadline to submit a complete CDP application, did the applicants submit such an application. Commission permit staff has also expended a significant amount of time, requesting through five non-filing letters (Exhibit 18) and numerous phone calls and emails from Commission permit staff, to submit the materials necessary to comply with the Consent Order and to submit a complete CDP application.

However, the applicants did not submit the information and the filing fee required to complete the CDP application, as repeatedly requested, until the filing fee and requested information was finally submitted in October, 2015, again over 6 ½ years after the deadline to do so. Therefore, it is not appropriate to reduce the application fee since significant extra staff time has been spent in the review of the after the fact permit application. Thus, a five-times fee is appropriate.

Commission staff has been making consistent good faith attempts over the last several years to work with the applicants to submit the materials necessary to process this application. However, as described above, the applicants' past Coastal Act violations and the applicants' unwillingness to promptly provide information needed to review this application given the presence of the "after the fact" development has resulted in the need for significantly more staff time to process this application. Therefore, the five times permit fee is appropriate and consistent with Section 13055 of the California Code of Regulations.

F. LOCAL COASTAL PLANNING

The subject site is located on the public beach and on a coastal bluff within the City of Encinitas. In November of 1994, the Commission approved, with suggested modifications, the City of Encinitas Local Coastal Program (LCP). Subsequently, on May 15, 1995, coastal development permit authority was transferred to the City. Although the site is within the jurisdiction of the original jurisdiction of the Coastal Commission and the City of Encinitas, the applicants and the City requested that the Commission issue a consolidated CDP. As such, the standard of review is Chapter 3 policies of the Coastal Act, with the City's LCP used as guidance.

As shoreline erosion along the coast rarely affects just one individual property, it is imperative that a region-wide solution to the shoreline erosion problem be addressed and solutions developed to protect the beaches. Combined with the decrease of sand supply from coastal rivers and creeks and armoring of the coast, beaches will continue to erode without being replenished. This will, in turn, decrease the public's ability to access and recreate on the shoreline.

Based on specific policy and ordinance language requirements placed in the LCP by the Commission, the City of Encinitas began the process of developing a comprehensive program addressing the shoreline erosion problem in the City. The intent of the plan was to look at the shoreline issues facing the City and to establish goals, policies, standards and strategies to comprehensively address the identified issues. To date, the City has conducted several public workshops and meetings on the comprehensive plan to identify issues and present draft plans for comment. However, at this time it is uncertain when the plan will come before the Commission as an LCP amendment or when it will be scheduled for local review by the Encinitas City Council.

In the case of the proposed project, site specific geotechnical evidence has been submitted indicating that the subject bluff top residence is in danger if retention of the existing seawall and gravel are not approved. Based on the above findings, the proposed shoreline armoring has been found to be consistent with the Chapter 3 policies of the Coastal Act in that the need for the shoreline armoring has been documented and adverse impacts on public access, beach sand supply, and visual resources will each be mitigated. Therefore, the Commission finds that approval of the proposed shoreline armoring, as conditioned, will not prejudice the ability of the City of Encinitas to prepare a comprehensive plan addressing the City's coastline as required in the certified LCP and consistent with Chapter 3 policies of the Coastal Act.

G. CALIFORNIA ENVIRONMENTAL QUALITY ACT

Section 13096 of the Commission's 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)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the activity may have on the environment. The City of Encinitas determined that the project was exempt from CEQA.

The proposed project has been conditioned in order to be found consistent with the Chapter 3 policies of the Coastal Act. 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 is the least environmentally-damaging feasible alternative and can be found consistent with the requirements of the Coastal Act to conform to CEQA.

APPENDIX A – SUBSTANTIVE FILE DOCUMENTS

- Certified City of Encinitas Local Coastal Program (LCP)
- Consolidated CDP letter from the City of Encinitas dated December 23, 2014 and Consolidated CDP letter from the Applicants dated February 24, 2014
- “Irrigation Plan, Notes, and Details” by David Reed Landscape Architects, dated March 4, 2011
- “Repairs to Bluff Failure” As-built Plans signed by John W. Niven, dated January 12, 2015.
- “Repairs to Coastal Bluff” plans by Soil Engineering Construction, Inc. dated June 17, 2014
- “Geotechnical Update Evaluation” by GeoSoils, Inc., dated October 15, 2009
- “Structural Calculations for Proposed Repairs to Coastal Bluff – Construction of Upper Bluff Retention System” by Soil Engineering Construction, Inc., dated April 11, 2011
- “Second Geotechnical Update Evaluation” by GeoSoils, Inc., dated June 29, 2011
- “Response to Review Comments Proposed Upper Bluff Retention System and Bluff Landscaping” by GeoSoils, Inc., dated June 24, 2013
- “Response to California Coastal Commission Review Comments, Proposed Upper Bluff Retention System and Bluff Landscaping” by GeoSoils, Inc., dated June 12, 2014
- “Geotechnical Response to the California Commission Staff Report dated February 26, 2016, Proposed Upper Bluff Retention System and Bluff Landscaping, Sonnie Residence, 858/860 Neptune Avenue, Encinitas, San Diego County, California, Coastal Development Permit Application No.: 6-14-0559” by GeoSoils, Inc., dated March 28, 2016
- CDP Nos. 6-85-362/Illman, 6-88-464/Frick/Lynch, 6-90-219/Batiquitos Lagoon, 6-95-066/Han, 6-96-082-G, 6-96-96-G/Okun, 6-96-099-G, 6-96-110-G, 6-98-039/Cantor & Denver, 6-99-009/Ash & Bourgault, 6-99-011/Mahoney & Baskin, 6-99-041/Bradley, 6-00-171-G, 6-01-012-G, 6-01-40-G/Okun, 6-01-042-G, 6-01-62-G/Okun, 6-01-85-G/Okun, 6-01-011-G/Okun, 6-02-074-G/Okun, 6-02-093, 6-03-048/Gault & Sorich, 6-05-30/Okun, 6-07-133/Li, A-6-ENC-09-040/Okun, A-6-ENC-09-041/Okun, 6-12-041/Lampl, 6-14-0559/Sonnie
- Consent Cease and Desist Order CCC-08-CD-08Heberger, M., Cooley, H., Herrera, P., Gleick, P. H., & Moore, E. 2009. The Impacts of Sea-level rise on the California Coast. (C. C. C. Center, Ed.). Pacific Institute. King, P. G., A. R. McGregor, and J. D. Whittet. "The economic costs of sea-level rise to California beach communities." San Francisco State University (2011): 63-64. Pendleton, L., & Kildow, J. 2006. The Non-market Value of Beach Recreation in California. *Shore & Beach*, 74(2), 34–37. Pendleton, L., P, King., Mohn, C., Webster, D.G., Vaughn, R., & Adams, A. 2011. Estimating the potential economic impacts of climate change on Southern California beaches. *Climatic Change*, 109(S1), 277-298.

PROJECT LOCATION

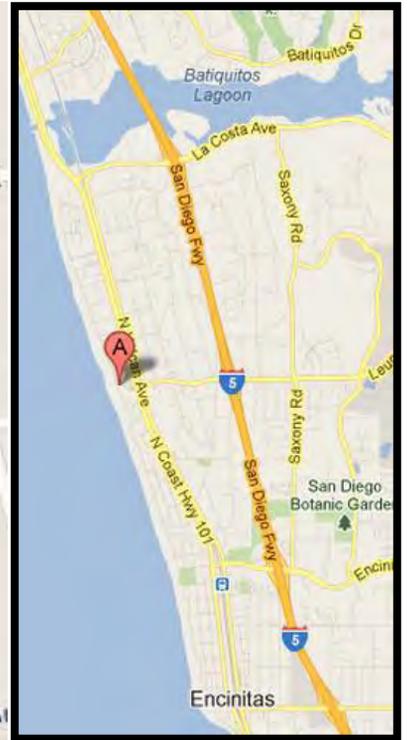
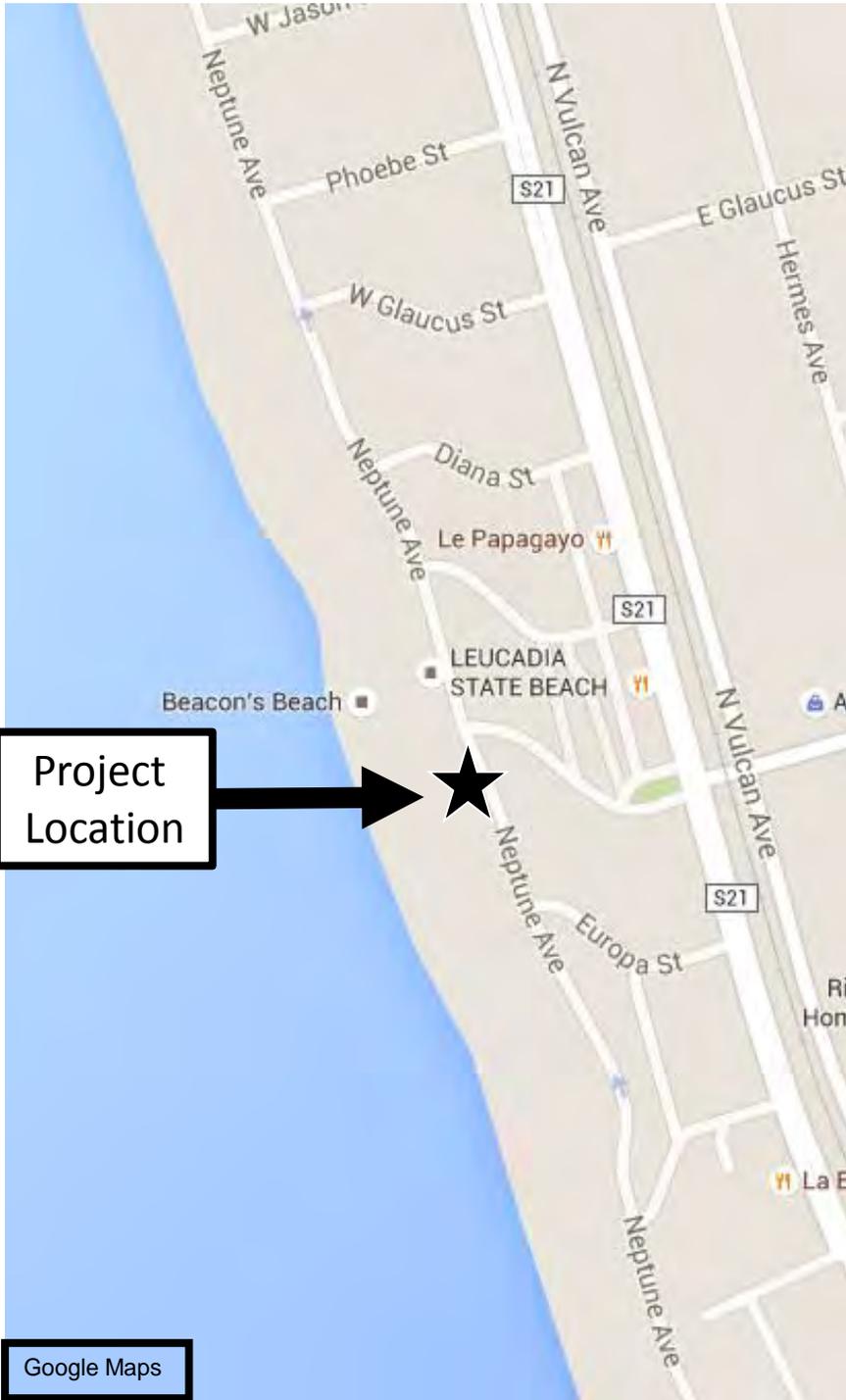


EXHIBIT NO. 1

APPLICATION NO.

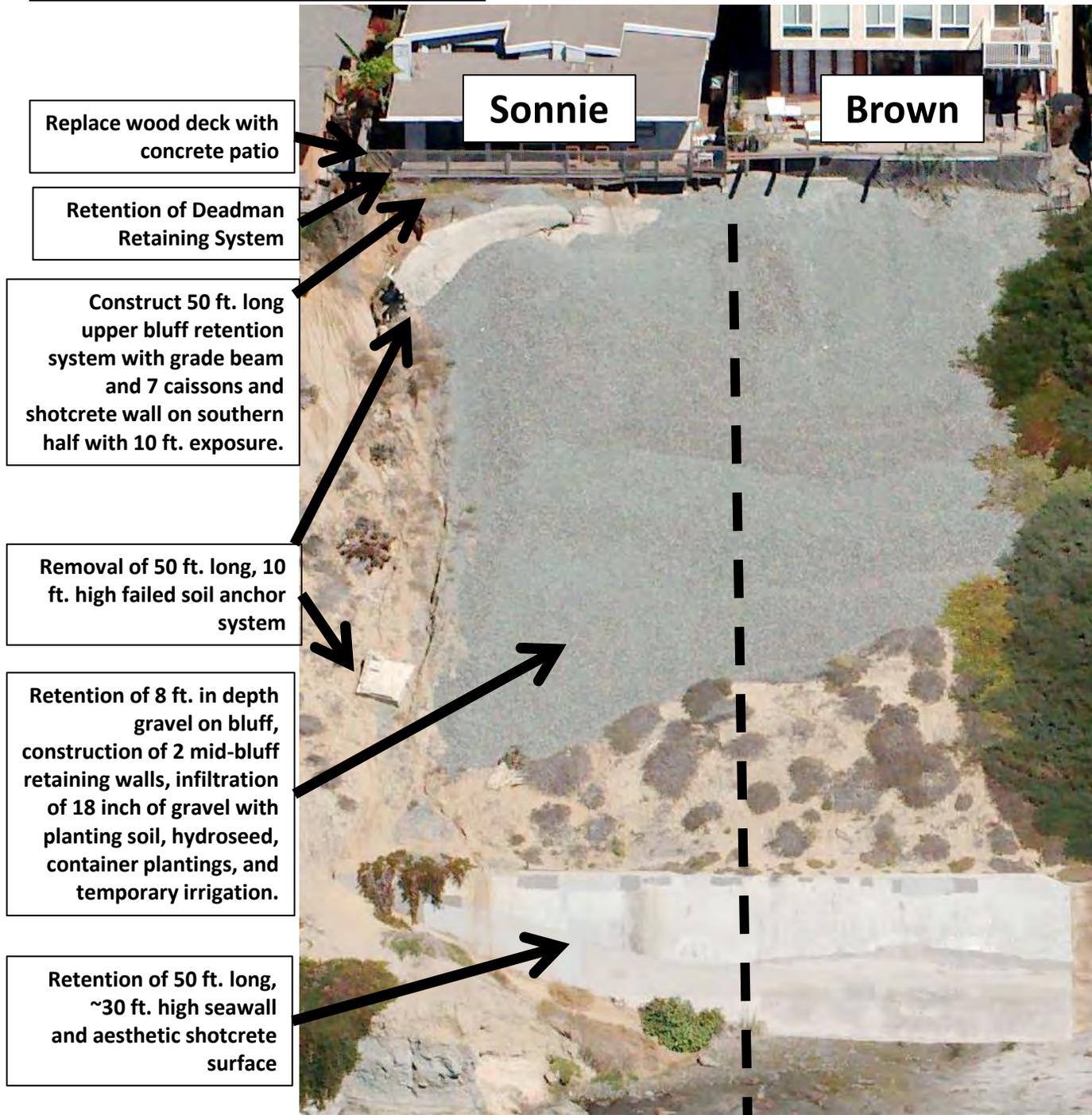
6-14-0559

Project Location



California Coastal Commission

PROPOSED DEVELOPMENT



Sonnie

Brown

Replace wood deck with concrete patio

Retention of Deadman Retaining System

Construct 50 ft. long upper bluff retention system with grade beam and 7 caissons and shotcrete wall on southern half with 10 ft. exposure.

Removal of 50 ft. long, 10 ft. high failed soil anchor system

Retention of 8 ft. in depth gravel on bluff, construction of 2 mid-bluff retaining walls, infiltration of 18 inch of gravel with planting soil, hydroseed, container plantings, and temporary irrigation.

Retention of 50 ft. long, ~30 ft. high seawall and aesthetic shotcrete surface

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EXHIBIT NO. 2

APPLICATION NO.
6-14-0559

Proposed Development



California Coastal Commission

SURROUNDING DEVELOPMENT

Sonnie
858/860 Neptune

Okun
828 Neptune
2 detached homes under construction

Sprangers/Blondin
864/866 Neptune

Brown
836/838 Neptune



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2013

EXHIBIT NO. 3

APPLICATION NO.
6-14-0559

Surrounding Development

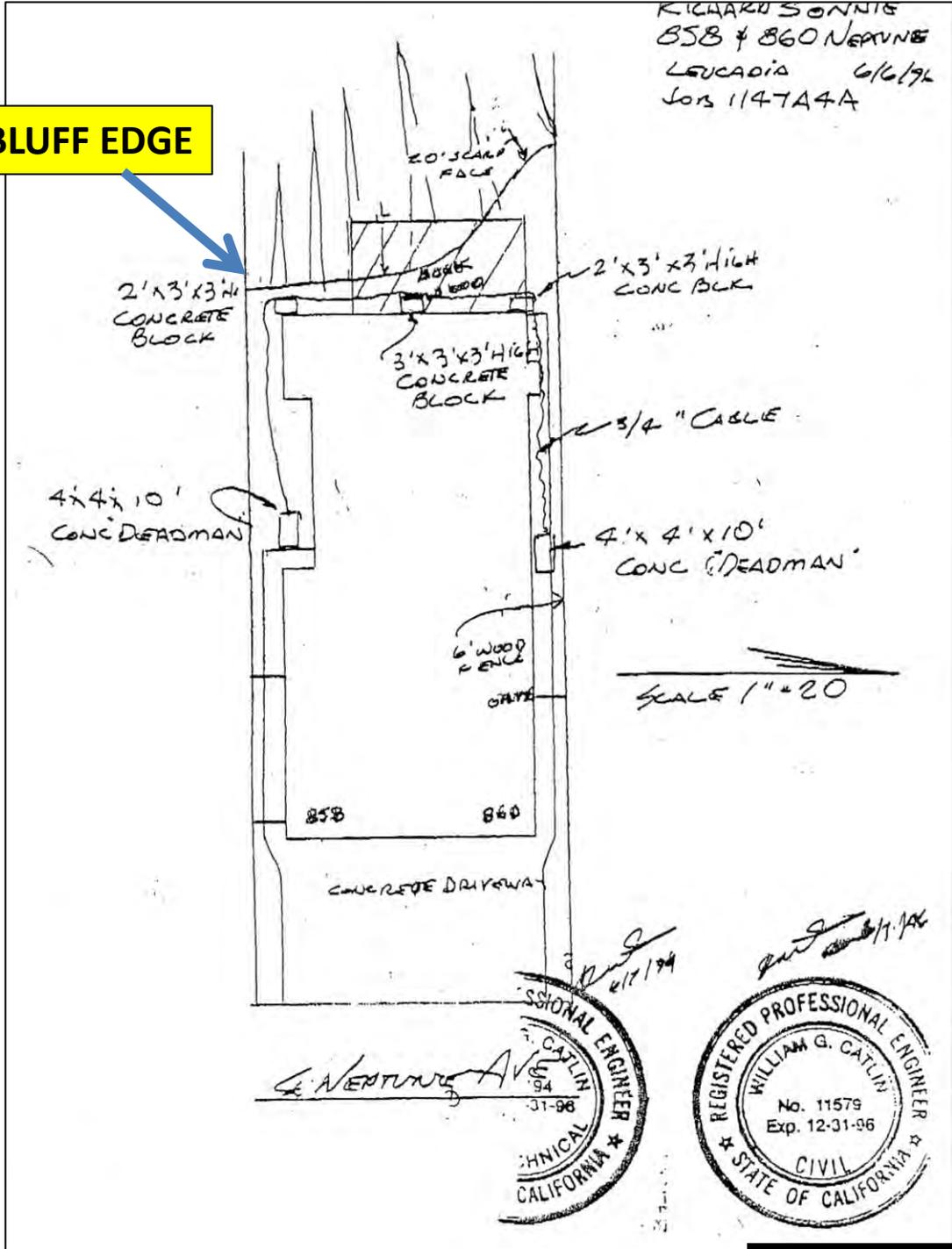


California Coastal Commission

Deadman Retaining System

RICHARD SONNTE
858 & 860 NEAVINE
LEUCADIA 6/6/94
Jobs 1147A4A

BLUFF EDGE



SCALE 1" = 20'

W. G. CATLIN
REGISTERED PROFESSIONAL ENGINEER
No. 11579
Exp. 12-31-96
CIVIL
STATE OF CALIFORNIA

W. G. CATLIN
REGISTERED PROFESSIONAL ENGINEER
No. 11579
Exp. 12-31-96
CIVIL
STATE OF CALIFORNIA

EXHIBIT NO. 4
APPLICATION NO. 6-14-0559
Dead Man Retaining System
 California Coastal Commission

WET SAND PHOTOGRAPH (12/29/2015)

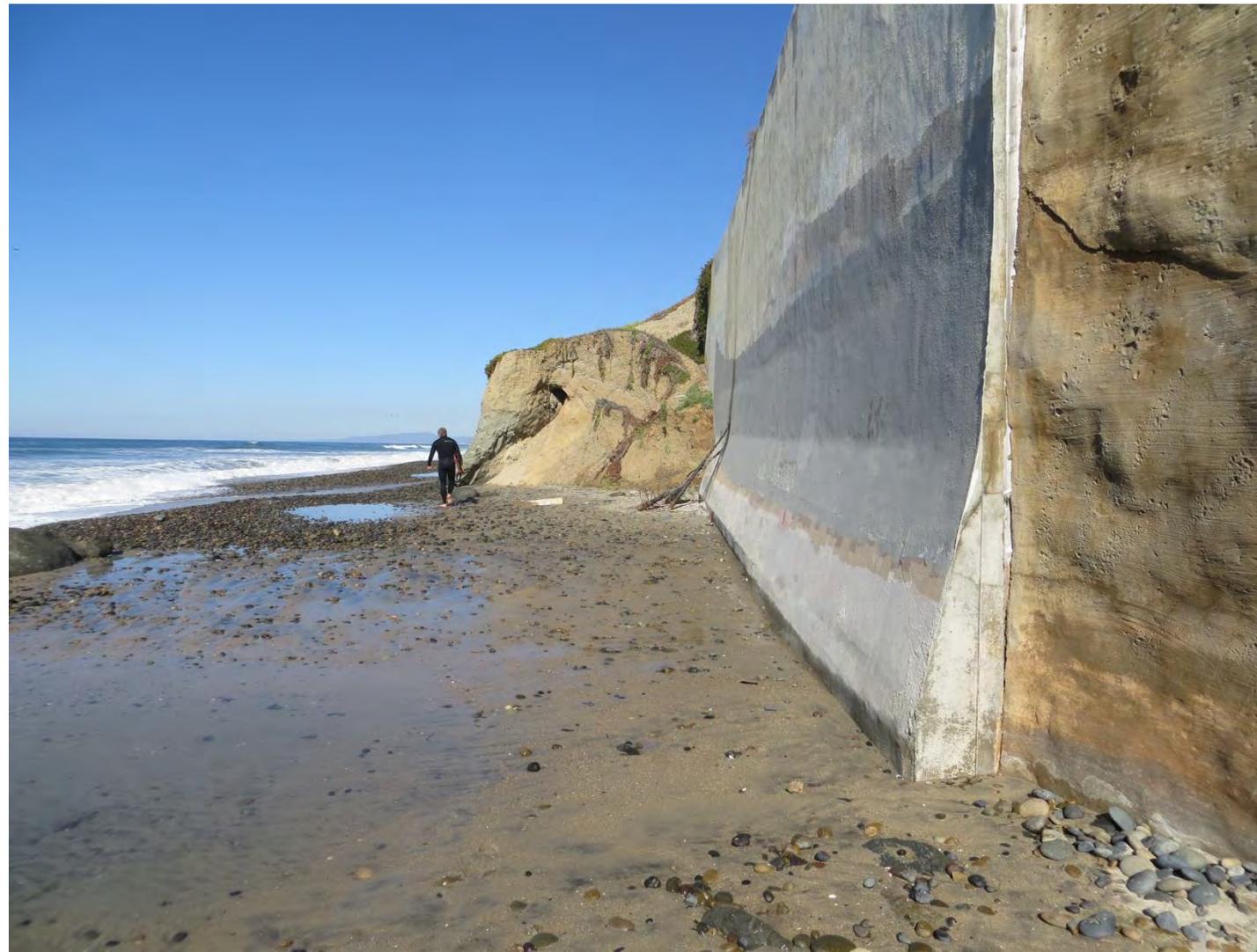


EXHIBIT NO. 5

APPLICATION NO.

6-14-0559

Wet Sand Photo



California Coastal Commission

STATE LANDS COMMISSION LETTER 858/860 NEPTUNE AVE

STATE OF CALIFORNIA

EDMUND G. BROWN JR., Governor

CALIFORNIA STATE LANDS COMMISSION
100 Howe Avenue, Suite 100-South
Sacramento, CA 95825-8202

JENNIFER LUCCHESI, Executive Officer
(916) 574-1800 FAX (916) 574-1810
California Relay Service From TDD Phone 1-800-735-2922
from Voice Phone 1-800-735-2929



February 17, 2015

Contact Phone: (916) 574-0900
Contact FAX: (916) 574-1835

RECEIVED
FEB 20 2015

CALIFORNIA
COASTAL COMMISSION
SAN DIEGO COAST DISTRICT

Bob Trettin
The Trettin Company
560 N. Pacific Highway, Suite 5
Encinitas, CA 92024

File: SD 2014-08-19.7

Subject: Jurisdiction Determination for Existing and Proposed Improvements
Located Adjacent to 858 & 860 Neptune Avenue, Encinitas, San
Diego County

Dear Mr. Trettin:

This letter is in response to your request on behalf of your clients, Richard Sonnie and Lupe Sonnie, for a determination by the California State Lands Commission (Commission) as to whether it asserts a sovereign title interest in the Pacific Ocean for an existing seawall initially constructed under an emergency coastal development permit adjacent to 858 & 860 Neptune Avenue (APN 254-311-05) in the City of Encinitas, San Diego County.

As general background, the State of California acquired sovereign ownership of all tidelands and submerged lands and beds of navigable lakes and waterways upon its admission to the United States in 1850. The State holds these lands for the benefit of all people of the State for statewide Public Trust purposes, which include but are not limited to waterborne commerce, navigation, fisheries, water-related recreation, habitat preservation, and open space.

On tidal waterways, the landward boundary of the State's sovereign land ownership is the ambulatory ordinary high water mark (OHWM). Generally, the OHWM is measured by the mean high tide line (MHTL), except where there has been fill or artificial accretions or the boundary has been fixed by agreement or court decision. Such boundaries may not be readily apparent from present day site inspections. MHTL surveys do not create a permanent boundary, but rather serve as evidence as to the MHTL location at that single point in time.

The proposed project, as Commission staff understands it, includes an existing seawall, the addition of two mid-bluff retaining walls, and a new upper-bluff retention structure. Commission staff has reviewed the documents submitted as well as other available information including historic mapping, site specific information and natural phenomena in the vicinity of the subject property.

EXHIBIT NO. 7

APPLICATION NO.
6-14-0559

SLC Letter



California Coastal Commission

The Pacific Ocean at this location is ungranted sovereign land. The Commission has not made a determination as to the location of the OHWM (boundary) at this location. The uplands at this location are located within federal lands patented by the United States as Cash Entry Patent, Serial No. 1622, dated January 12, 1889 (Lot 1, Sec. 9, T13S, R4W, SBM). Since Commission staff found no evidence of artificial accretion or filling in the immediate vicinity of the subject property, the MHTL is ambulatory and can be expected to continue to fluctuate in response to such natural phenomena as wave events, seasonal fluctuations, sediment supply, El Nino and La Nina conditions, Pacific Decadal Oscillation, and long term sea level rise or fall.

We expect the MHTL to continue to fluctuate within full known historic range. At this time, Commission staff does not have sufficient information to conclude the extent to which the boundary may move landward at the project location. Additional research might reveal where the boundary is likely to move, but staff believes that the time, effort, and cost to develop such information is not warranted at this time and in this situation. In conclusion, based on the circumstances as set forth above, Commission staff does not presently claim that the proposed project intrudes onto sovereign lands. Therefore, no lease, permit, or authorization is required from the Commission at this time.

This determination is without prejudice to any future assertion of State ownership or public rights, should circumstances change, or should additional information come to the Commission's attention. In addition, this letter is not intended, nor should it be construed as, a waiver or limitation of any right, title, or interest of the State of California in any lands under its jurisdiction.

In addition, San Diego County Assessor's records show a parcel of land (APN 254-040-31) between the subject property and the Pacific Ocean as being assessed to the California Department of Parks and Recreation (CDPR) for Leucadia State Park. We recommend you contact CDPR to verify the seawall does not encroach onto their property.

If you have any questions regarding any of the above information, please contact Randy Collins, Public Land Management Specialist, Land Management Division, at (916) 574-0900.

Sincerely,



Brian Bugsch, Chief
Land Management Division

cc's: See next page.

cc: California Coastal Commission
San Diego Coast District
7575 Metropolitan Drive, Suite 103
San Diego, CA 92108-4421

California Department of Parks
and Recreation
P.O. Box 942896
Sacramento, CA 94296

Randy Collins, PLMS
Land Management Division
CSLC

AS-BUILT SEAWALL PROFILE

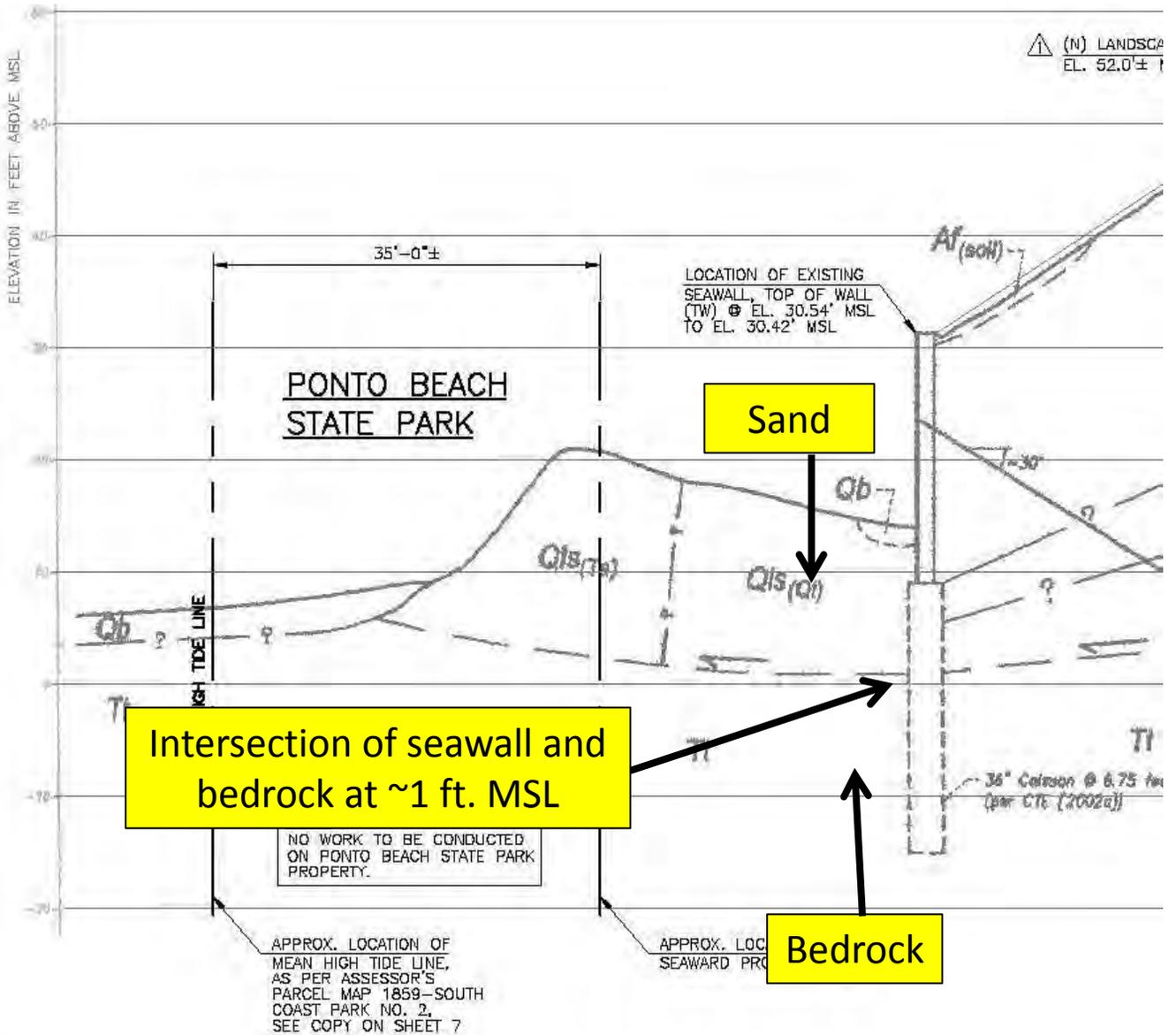


EXHIBIT NO. 8

APPLICATION NO.

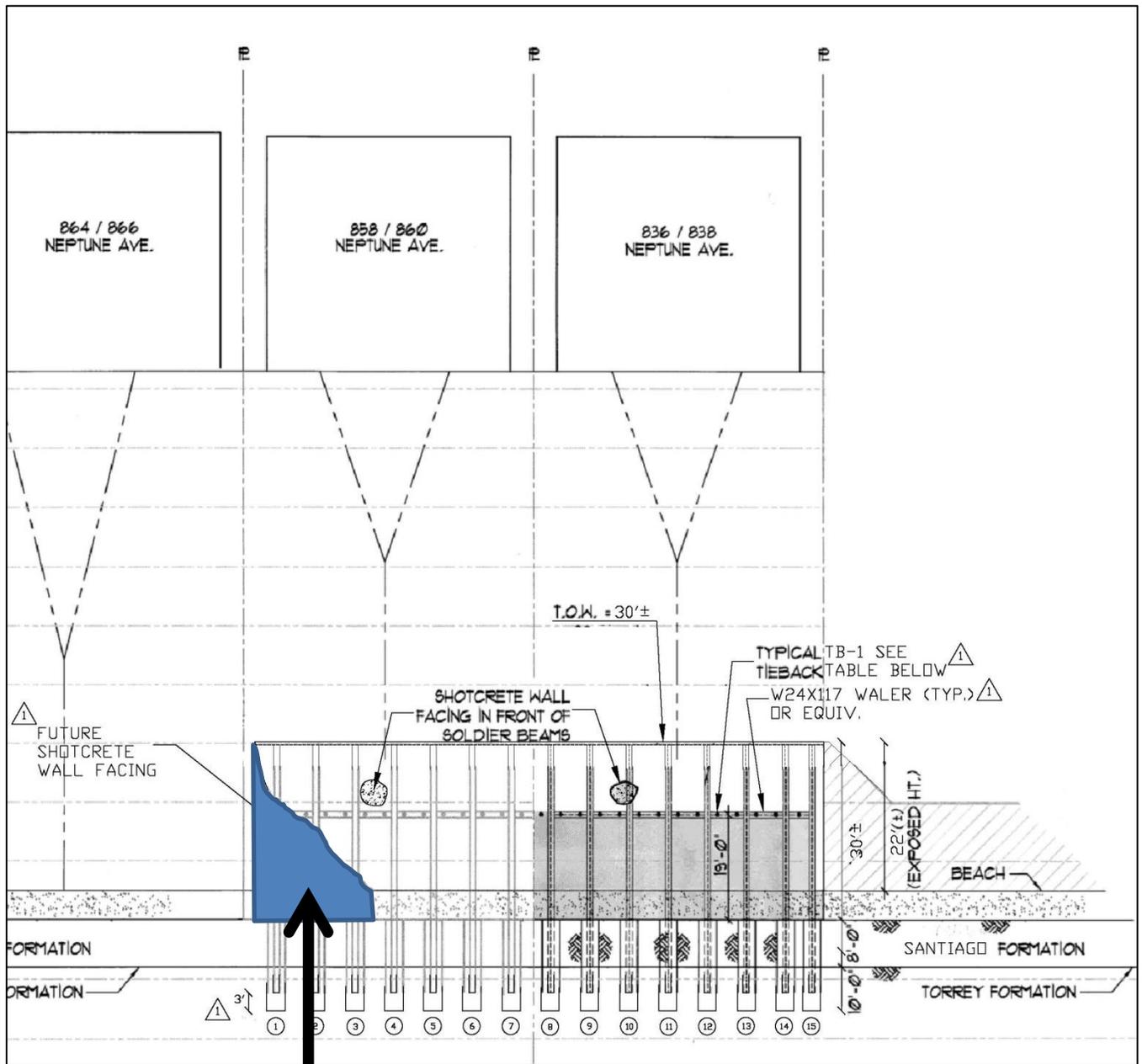
6-14-0559

As-Built Seawall Profile



California Coastal Commission

AS-BUILT SEAWALL ELEVATION



No Shotcrete on southern corner of the existing seawall behind existing landslide deposit

EXHIBIT NO. 9

APPLICATION NO.
6-14-0559

As-Built Seawall



California Coastal Commission

UPPER BLUFF WALL SITE PLAN

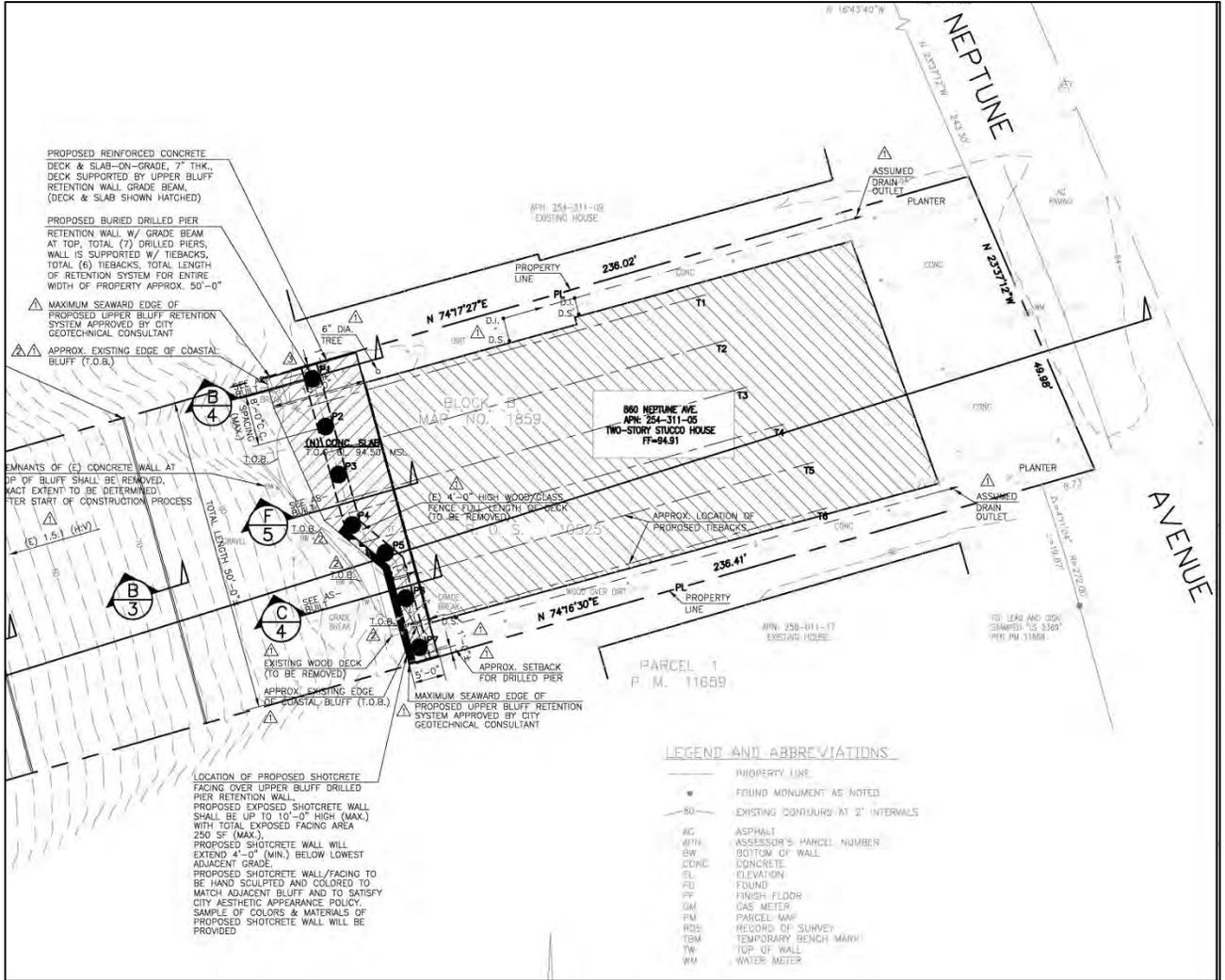


EXHIBIT NO. 10

APPLICATION NO.
6-14-0559

Upper Wall Site Plan



California Coastal Commission

UPPER BLUFF WALL PROFILE

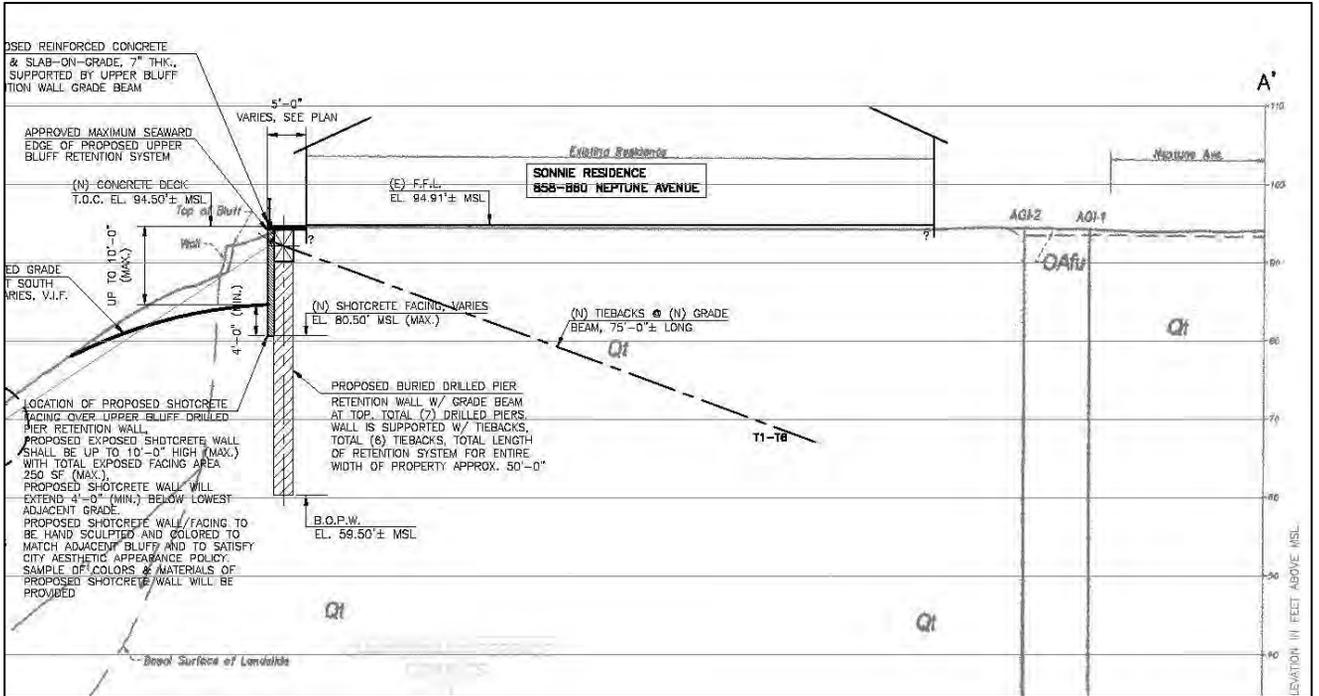


EXHIBIT NO. 11

APPLICATION NO.
6-14-0559

Upper Wall Profile



California Coastal Commission

UPPER BLUFF WALL ELEVATION

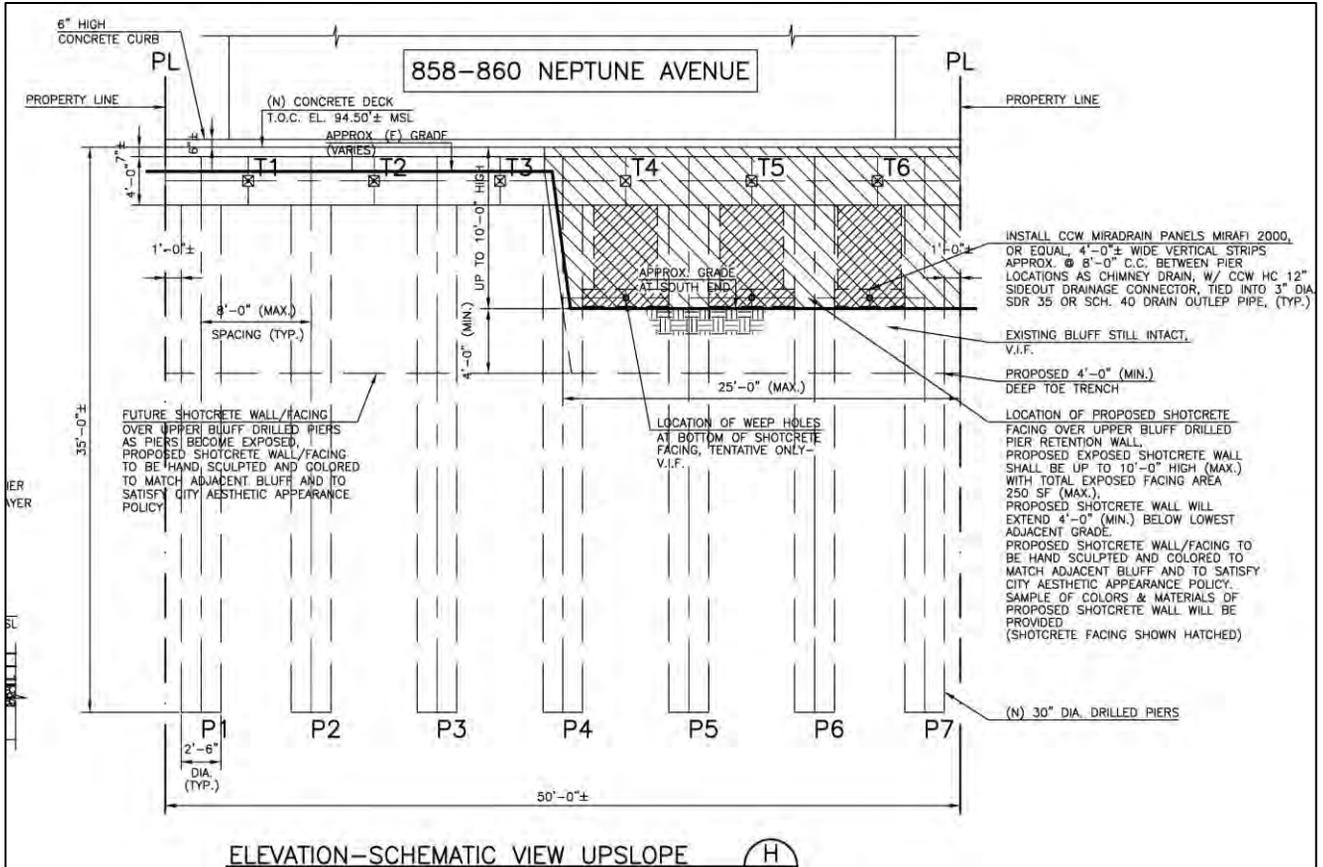


EXHIBIT NO. 12

APPLICATION NO.

6-14-0559

Upper Wall Elevation



California Coastal Commission

SAND MITIGATION FEE CALCULATIONS

Sand Mitigation Calculation - Sonnie

Variable	Description	Value	Unit
S	Fraction of Beach Quality Sand in the bluff material, based on analysis of bluff material to be provided by the applicant.	0.74	NA
W	Width of the Bluff Retention Device in feet.	50	Feet
L	The duration in years of the Coastal Development Permit which shall be the period from completion of construction of the Bluff Retention Device through a period of 22 years.	22	Years
R	The retreat rate which must be based on historic erosion, erosion trends, aerial photographs, land surveys, or other acceptable techniques and documented by the applicant, limited by the seaward property line of the Bluff Property to be protected.	0.27	Feet/Year
hs	Height of Bluff Retention Device from base of bluff to the top, in feet.	28	Feet
hu	Height of unprotected upper bluff, from the top of the Bluff Retention Device to the crest of the bluff, in feet.	66	Feet
Rcu	Predicted rate of retreat of the crest of the bluff, during the 20-year duration of the Coastal Development Permit for the Bluff Retention Device, in feet per year, assuming no Bluff Retention Device has been installed. This value can be assumed to be the same as R unless the Bluff Property Owner provides site-specific geotechnical information supporting a different value.	0.27	Feet/Year
Rcs	Predicted rate of retreat of the crest of the bluff, in feet per year, during the duration of the Coastal Development Permit for the Bluff Retention Device, assuming the seawall has been installed. This value will be assumed to be zero unless the applicant Bluff Property Owner provides site-specific geotechnical information supporting a different value.	0	Feet/Year
Vb = [(S x W x L) x ((R x hs) + (1/2hu x (R + (Rcu - Rcs))))]/27]	Vb is the cubic yards of Beach Quality Sand, between the landward face of the Bluff Retention Device and the seaward property line of the Bluff Property to be protected, that would be supplied to the beach but for the qualifying Bluff Retention Device, based on the Erosion Rate, 22-year mitigation duration, and actual bluff geometry. Subject to the above, and unless site-specific information submitted by the Bluff Property Owner demonstrates otherwise.	765.16	Cubic Yards
VAC	Value of sand already contributed to the beach through the past landslide. The VAC is consistent with the VAC value approved by the Commission for CDP 6-05-030/Okun.	690	Cubic Yards
Vb-VAC	Cubic yards of beach quantity sand minus cubic yards of sand already contributed	75.16	\$
Cost/cy	Cost of sand delivered to the beach based on an average of three estimates	14.50	\$
Sand Fee = (Cost/cy * Vb-VAC)	Cubic yards of beach quantity sand minus cubic yards of sand already contributed multiplied by the cost per cubic yard of sand	1,089.82	\$

EXHIBIT NO. 13

APPLICATION NO.
6-14-0559

Sand Calculation



California Coastal Commission

LANDSLIDE DEPOSIT PHOTOGRAPH



Photograph taken in January 2016 and provided to staff by the applicants. Applicants state that 29 ft. of the 50 ft. long seawall on the subject site is fronted by landslide deposits.

EXHIBIT NO. 14

APPLICATION NO.

6-14-0559

Landslide Deposit Photo



California Coastal Commission

ENFORCEMENT LETTER – FEE DISPUTE

The Trettin Company

GOVERNMENT RELATIONS PROJECT DEVELOPMENT

September 15, 2008

TO: Erin M. Haley
 Statewide Enforcement Analyst

FROM: Bob Trettin, agent
 Sonnie Family
 858-860 Neptune Avenue, Encinitas

RE: Response to Revised Consent Order

I expect to speak with Ms. Sonnie today to discuss the revised consent order. Listed below are my observations that I would want to discuss further with you. If Ms. Sonnie raises additional questions, I will forward them at the earliest time possible:

Observation #1

Section 2.3.1.1 notes that "Within 120 days from the issuance date of this Consent Order, or within such additional time as the executive Director may grant for good cause as per Section X, Respondents shall submit to the Commission's San Diego District Office all materials that are required to complete a Coastal Development Permit application."

Section 2.3.2.1 notes that "Within 60 days from the issuance of this Consent Order, or within such additional time as the Executive Director may grant for good cause as per Section X, Respondents shall submit to City all materials that are required to complete a Coastal Development Permit application and a Major Use Permit application".

In essence, these sections are asking for the same materials. Based on my observation that the project will require additional geotechnical work and new upper bluff retention engineering plans (that cannot be initiated until additional geotechnical work is completed), I would request a revision of the time estimate in Section 2.3.2.1 to 90 days.

Observation #2

After an on-site meeting with the city's 3rd party engineer and the city planner, it was determined that a portion of the existing deck should be removed as soon as practical. The applicant was requested to prepare a graphed outline showing the existing deck and the area to be removed. The applicant was also requested to provide a graphed outline of the agreed upon location of the new upper bluff retention wall.

9606 Laurentian Drive San Diego, California 92129
(858) 484-0212 FAX (858) 484-6943

EXHIBIT NO. 15

APPLICATION NO.

6-14-0559

Enforcement Letter



California Coastal Commission

Section 2.4 of the Consent Order notes the requirement that the Respondents supply a plan to remove unpermitted development. Section 2.5 of the Consent Order notes that after approval of any Removal and Restoration Plan, Respondents shall have 30 days to remove all development listed in the Removal and Restoration Plan.

Because the failed existing upper bluff retention wall cannot be removed until a new upper bluff retention wall (located further to the east – closer to the residence) is approved and constructed, I assume that removal of the existing wall would not be included in any submitted Removal and Restoration Plan – but instead would be handled under the permit application process. Is that your understanding?

Similarly, I am assuming that you now recognize and acknowledge that “restoration” or “revegetation” would be a part of the permit process and would not be included in a removal and restoration plan wherein implementation of said plan is to occur prior to future permit actions. Is my assumption accurate?

Observation #3

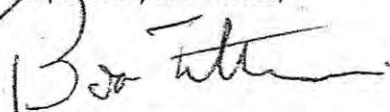
I recognize that you view the “settlement” agreement as something different than the “penalty” applied to new applications in cases where unpermitted work has occurred. My client and I, however, view both of these charges as “penalty” charges. If at all possible, we continue to seek a known application fee prior to completing this Consent Order. We have proposed a doubling of the fee (the maximum that existed just a year ago prior to implementation of the Commission’s new fee structure – which still allows for the executive Director to find for a doubling). We believe that, having agreed in the Consent Order to a “settlement fee” of \$40,000, the respondents / applicants have shown good faith toward removing all unpermitted elements from the property and that a doubling of the application from \$6,000 to \$12,000 is sufficient additional penalty.

Can you please advise on the possibility of nailing down the application fee prior to executing the Consent Order?

Thank you for the time and energy you have expended working with me to help in my understanding of this Consent Order – and for the changes you have made to make this Consent Order workable for all parties.

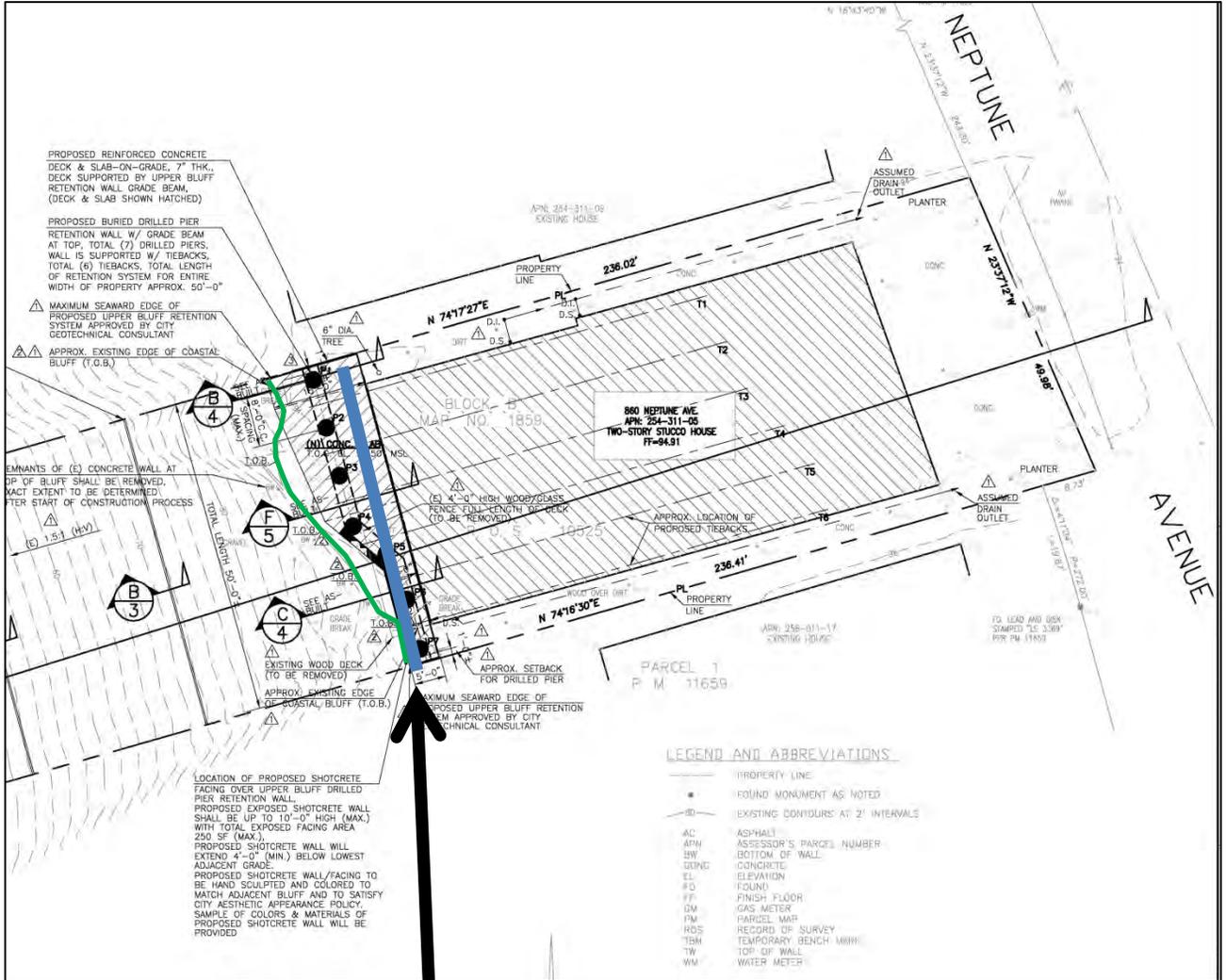
Again, I will forward any additional questions / comments that Ms. Sonnie might have as soon as we have the opportunity to discuss the revised Consent Order (hopefully today).

Respectfully submitted,



BOB TRETTIN, Principal
THE TRETTIN COMPANY

UPPER BLUFF ARMORING AND PATIO ALIGNMENT



The blue line, which is located approximately 5 ft. west of the bluff top home, depicts the permitted western edge of the caissons retention system and upper bluff wall.

The green line depicts the approximate edge of the coastal bluff. No accessory structures or patio improvements can be located within 5 feet of the bluff edge. (Special Condition #1)

EXHIBIT NO. 16

APPLICATION NO.
6-14-0559

Upper Bluff Armoring and
Patio Alignment



California Coastal Commission

Sand Calculation (Brown, Sonnie, and Okun)

**CCC approved Okun Mitigation on September 16, 2005 (Ref: CDP 6-05-030)

**CCC approved Brown Mitigation on April 15, 2016 (Ref: CDP 6-10-018)

Description	Variable	Formula	Brown	Sonnie	Okun
Fraction of beach quality material in the bluff material, based on analysis of bluff material to be provided by the applicant	S	-	0.74	0.74	0.74
Encroachment by seawall, measured from the toe of the bluff or back beach to the seaward limit of the protection (ft.)	E	-	3	3	2
Width of property to be armored (ft.)	W	-	50	50	100
Width of seawall not fronted by bedrock deposit (ft.)	Bedrock	Bedrock/W	1	21/50	1
The length of time the back beach or bluff will be fixed or the design life of armoring without maintenance (yr.) For repair and maintenance projects, the design life should be an estimate of the additional length of time the proposed maintenance will allow the seawall to remain without further repair or replacement.	L	-	22	22	22
The retreat rate which must be based on historic erosion, erosion trends, aerial photographs, land surveys, or other accepted techniques and documented by the applicant. The retreat rate should be the same as the predicted retreat rate used to estimate the need for shoreline armoring.	R	-	0.27	0.27	0.27
Height of the seawall from the base to the top (ft)	hs	-	28	30	23.5
Height of the unprotected upper bluff, from the top of the seawall to the crest of the bluff (ft)	hu	-	66	64	68.5



Predicted rate of retreat of the crest of the bluff, during the period that the seawall would be in place, assuming no seawall were installed (ft/yr). This value can be assumed to be the same as R unless the applicant provides site specific geotechnical information supporting a different value.	Rcu	-	0.27	0.27	0.27
Predicted rate of retreat of the crest of the bluff, during the period that the seawall would be in place, assuming the seawall has been installed (ft/yr). This value will be assumed to be zero unless the applicant provides site specific geotechnical information supporting a different value.	Rcs	-	0	0	0
Cost, per cubic yard of sand, of purchasing and transporting beach quality material to the project vicinity (\$ per cubic yard). Derived from the average of three written estimates from sand supply companies within the project vicinity that would be capable of transporting beach quality material to the subject beach, and placing it on the beach or in the near shore area.	C	-	\$14.50	\$14.50	\$14.00
Volume of sand denied the beach by the protective device is equal to the percentage of sand in the bluff material (S) times the total width of the protected property (W) times the years the structure will be in place (L) times the area between the solid and dotted lines in Figure 4-4 directly landward of the device [R x hs], plus the area between the solid and dotted area above the device [1/2hu x (R + (Rcu - Rcs))]. Since the dimensions and retreat rates are usually given in units of feet and volume of sand is usually given in cubic yards, the total volume of sand must be divided by 27 to provide this volume in cubic yards, rather than cubic feet.	Vb	$(S \times W \times L) \times [(R \times hs) + (1/2hu \times (R + (Rcu - Rcs)))] / 27$	765.16	765.16	1497.76
Beach Quality Material already on deposited on Beach in cubic yard	VAC	-	690	690	1380
Value of Beach Quality Material already on deposited on Beach in dollars	\$ VAC	VAC*C	\$10,005.00	\$10,005.00	\$19,320.00
Total Volume of sand denied to beach	Vb(Total)	Vb-VAC	75.16	75.16	117.76

Cost of Total Volume of sand denied to beach in dollars	\$ Vb(Total)	Vb(Total)*C	\$1,089.82	\$1,089.82	\$1,648.64
<p>Volume of material required, per unit width of beach, to replace or reestablish one foot of beach seaward of the seawall; based on the vertical distance from the top of the beach berm to the seaward limit of reversible sediment movement (cubic yards/ft of width and ft. of retreat). The value of v is often taken to be 1 cubic yard per square foot of beach. If a vertical distance of 40 feet is used for the range of reversible sediment movement, v would have a value of 1.5 cubic yards/square foot (40 feet x 1 foot x 1 foot / 27 cubic feet per cubic yard). If the vertical distance for reversible sand movement is less than 40 feet, the value of v would be less than 1.5 cubic yards per square foot. The value of v will vary from one coastal region to another, but should not vary from lot to lot.</p>	v	-	0.9	0.9	0.9
<p>The area of beach lost due to long-term erosion is equal to the long-term average annual erosion rate (R) times the number of years that the back beach or bluff will be fixed (L) times the width of the property that will be protected (W) rate (ft./yr.)</p>	Aw	R x L x W	297	297	594
<p>The area of beach lost due to long-term erosion is equal to the long-term average annual erosion rate (R) times the number of years that the back beach or bluff will be fixed (L) times the width of the property that will be protected (W) rate (ft./yr.) accounting for bedrock deposit fronting seawall</p>	Aw(Total)	Aw*Bedrock	297	125	594

Volume of sand to rebuild the area of beach lost due to long-term erosion (Vw) of the beach and near-shore, resulting from stabilization of the bluff face and prevention of landward migration of the beach profile; based on the long-term regional bluff retreat rate, and beach and nearshore profiles (cubic yards)	Vw	$A_w(\text{Total}) \times V$	267.3	112.266	534.6
The encroachment area which is equal to the width of the properties which are being protected (W) times the seaward encroachment of the protection (E)	Ae	$W \times E$	150	150	200
The encroachment area which is equal to the width of the properties which are being protected (W) times the seaward encroachment of the protection accounting for bedrock deposit fronting seawall	Ae(Total)	$A_e \times \text{Bedrock}$	150	63	200
Volume of sand to rebuild the area of beach lost due to encroachment by the seawall; based on the seawall design and beach and nearshore profiles (cubic yards)	Ve	$A_e(\text{Total}) \times v$	135	57	180
Volume of sand required to replace losses due to the structure, through reduction in nearshore area and loss of available beach area in cubic yards	$V_w(\text{Total}) + V_e(\text{Total})$	$V_w(\text{Total}) + V_e(\text{Total})$	402	168.966	714.6
Cost of Volume of sand required to replace losses due to the structure, through reduction in nearshore area and loss of available beach area in cubic yards	$\$ (V_w(\text{Total}) + V_e(\text{Total}))$	$(V_w + V_e) \times C$	\$5,833.35	\$2,450.01	\$10,004.40

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA
575 METROPOLITAN DRIVE, SUITE 103
SAN DIEGO, CA 92108-4421
(619) 767-2370



April 15, 2014

Bob Trettin
The Trettin Company
560 North Highway 101, Suite 5
Encinitas, CA 92024

Re: Coastal Development Permit Application #6-14-0559

Dear Mr. Trettin:

Commission staff has reviewed the above cited permit application for development on the beach and bluff as detailed in the project description below at 858/860 Neptune Avenue, Encinitas, and determined that additional information is necessary in order to properly review this application and schedule it for public hearing.

Project Description:

- Follow-up to Emergency Permit No. 6-00-171-G
 - A 50 ft. long, 27 ft. high, seawall comprised of (7) 36 inch caissons spaced 8 ft. on center to a depth of -18 to -19 ft. below MSL with one row of 7 tiebacks approximately 60 ft. in length with shotcrete facing between the caissons. The seawall is located along the pre-existing toe of the bluff, approximately 30 ft. landward of the toe of the existing debris pile.¹
- Follow-up to Emergency Permit No. 6-96-117-G
 - A soil anchor system on the bluff face directly below the bluff edge. The soil anchor system is installed in drilled boreholes in two (2) rows across the width of the property spaced at five (5) foot intervals and drilled to a depth of 75 feet and then filled with a steel reinforced tendon and cement grout. The soil nails tie into an approximately 10 ft. high by 8 inch thick steel reinforced shotcrete wall which is installed over the soil anchors. Chance anchors (helical-pier system) installed in combination with grouted anchors.
- After-The-Fact Retention
 - Gravel placed on the mid and upper bluff at a depth of 5-8 ft. without first obtaining an Emergency CDP or a regular CDP

EXHIBIT NO. 18
APPLICATION NO. 6-14-0559
Non-Filing Letters
 California Coastal Commission

¹ Emergency Permit No 6-00-171-G was obtained jointly with the property adjacent to the south of the subject site. The project description above only includes the aspects of the Emergency Permit on the subject property.

- Proposed New Development
 - Construction of an aesthetic shotcrete surface over the existing seawall.
 - Removal of the failed upper bluff soil anchor system (Ref: 6-96-117-G).
 - Construction of a 50 ft. long upper bluff retention system. To include (7) 30 inch diameter, 35 ft. long caissons placed 8 ft. on center; (6) 75 ft. long tie-back anchors; (1) 4 ft. by 2 ½ ft., 50 ft. long reinforced concrete grade beam, and a shotcrete wall on the northern half of the retention system with a maximum 10 ft. exposure.
 - Construction of (2) 50 ft. long, 7 ft. high (with 1 ft. 6 in. to 2 ft. exposed) pipe and batter board retaining walls
 - Replacement of the wood deck on the western side of the bluff top structure with a 7 to 14 inch thick concrete patio.
 - Infiltration of the top 1 ½ feet of gravel on the mid and upper bluff with planting soil.
 - Landscaping of the mid and upper bluff with hydroseed and native flora and temporary irrigation to be removed or capped within 26 months of installation.

Specifically, the following is the information needed to file the application:

- Confirm that the project description as detailed above accurately represents the development as proposed by the applicant.
- Was any development undertaken on the subject site pursuant to Emergency Permit No. 6-96-084-G?
- Was any riprap placed on the subject site pursuant to Emergency Permit No. 6-96-100-G? If so, does any of this riprap remain on the beach fronting the existing seawall?
- Was any development undertaken on the subject site pursuant to Emergency Permit No. 6-01-042-G?
- 1,500 cu. yds. of fill grading is proposed with this Coastal Development Permit (CDP) application. As described in the fee section of the CDP application, an additional fee for grading applies for all CDP applications that include greater than 51 cu. yds. of cut or fill grading. 1,001 to 10,000 cu. yds. of grading raises the base permit fee by \$2,152.
- The subject CDP application is for after-the-fact development which includes, but may not be limited to, placement of gravel on the bluff face without first obtaining a CDP and the failure to meet the deadlines established in the previously issued emergency permits to obtain a follow-up regular CDP. Pursuant to our regulations (see below), the application fee for after-the-fact development is five times the base fee and as such, the application fee for the proposed development is \$43,040 (five times the base fee of \$8,608 (\$6,456 + \$2,152)).

Section 13055(d) of the Commission's regulations states:

(d) Fees for an after-the-fact (ATF) permit application shall be five times the amount specified in section (a) unless such added increase is reduced by the Executive Director when it is determined that either:

(1) the ATF permit application can be processed by staff without significant additional review time (as compared to the time required for the processing of a regular permit,) or

(2) the owner did not undertake the development for which the owner is seeking the ATF permit, but in no case shall such reduced fees be less than double the amount specified in section (a) above. For applications that include both ATF development and development that has not yet occurred, the ATF fee shall apply only to the ATF development. In addition, payment of an ATF fee shall not relieve any persons from fully complying with the requirements of Division 20 of the Public Resources Code or of any permit granted thereunder or from any penalties imposed pursuant to Chapter 9 of Division 20 of the Public Resources Code.

- The property owner must sign Section VIII of the CDP application in order to authorize Bob Trettin as the agent for this application.
- Appendix B must be completed and signed by the City of Encinitas.
- Submit a letter from the City of Encinitas and the applicant/agent requesting that the Commission process a consolidated CDP for all development on the subject site.
- Commission staff recognizes that landslide events in 1996 and again in 1999 on the site resulted in a large bluff failure. In order to properly review this application and determine consistency with the Coastal Act, a quantitative slope stability analysis for the subject site that does not take into account the existing unpermitted development (seawall, gravel, upper bluff system) must be provided. Such a quantitative slope stability analysis should be based on the current site topography (without the reconstructed artificial slope) and must be based on a geologic model for the site geology consistent with earlier studies (or providing evidence to refute previous studies) and be based on soil/rock strength parameters either consistent with previous studies, based on new data derived from relatively undisturbed samples collected at the site, or supported by other evidence. Please feel free to consult with the Commission's staff geologist should any questions arise concerning the parameters of such an analysis.
- The applicant contends that the proposed seawall is located on private property and that the seawall is located above the Mean High Tide Line (MHTL). In order to verify this contention, provide a survey by a State of California Licensed Land Surveyor showing the intersection of bedrock and the toe of the seawall relative to the mean high tide line and provide a profile plan clearly depicting the tow of the seawall and the bedrock, the mean high tide line, and the applicant's western property line.
- It appears that the proposed seawall extension may be located on public tidelands; approval by the State Lands Commission will be required before this application will be filed.

- Because the proposed seawall will prevent sand material from the bluff from entering onto the beach over the lifetime of the seawall, the Commission will require mitigation for the loss of sand to the beach resulting from the construction of the seawall. To address this adverse impact, the Commission historically has required the payment of an in-lieu fee for sand replenishment. The fee is based on the Commission's sand fee calculation worksheet. Please complete and submit 3 copies of the sand fee mitigation worksheet.
- In addition to mitigation for the adverse impacts on sand supply, the Commission will likely require that the applicant address the adverse impacts that the seawall structure has had and will have on public access and recreational opportunities. Please address how the applicant proposes to mitigate for these adverse impacts.
- Provide information in regards to the existing drainage on the blufftop property. As proposed, will all runoff on the bluff top drain to the street?
- In the June 24, 2013 document titled "Response to Review Comments..." one of the questions posed by Geopacifica was not answered. Provide a response to the following: "*The lower bluff retaining wall was designed for a 2:1 slope. How does the current slope change that design?*"
- Provide a detailed plan regarding the proposed removal of the existing upper bluff retention system and how removal can be implemented without adversely impacting bluff stability.
- Would a unified approach with the adjacent property at 838/838 Neptune Avenue result in partial or complete removal of the existing gravel and/or eliminate the need for the upper bluff wall and caissons proposed for the subject site? The Commission must ensure that any development approved on the subject property does not limit options on the adjacent property and vice versa. Provide a detailed analysis of how the proposed project will be compatible with existing and future development on the bluff face and the bluff top of the adjacent property.
- Provide a more detailed alternatives analysis which evaluates the following alternatives:
 - Removal of a portion of the gravel on the bluff face
 - Removal of all the gravel on the bluff face and construction of a geogrid structure on the mid and upper bluff without a caisson or upper bluff wall retention system.
 - Retention of all or a portion of the existing gravel and construction of a geogrid structure on the mid and upper bluff without a caisson or upper bluff wall retention system.
 - Locating the proposed caissons below the subject residence on the southern side such that no shotcrete wall is required.
 - Any other alternative that does not result in an exposed upper bluff wall.
- A more detailed analysis of the removal or relocation of the bluff top structure alternative than the brief statement made on page 13 of the October 15, 2009 "Geotechnical Update Evaluation" is required. Provide a detailed analysis of the following scenarios and any other scenarios that may help to fully evaluate the subject application:

- Removal of the entire structure and reconstruction of a smaller structure on the eastern portion of the property. Would this alternative alleviate the need for any of the following project components: existing gravel, pipe and batter board retaining walls, and upper bluff retention caisson and shotcrete retaining wall system?
 - The 2009 report referenced above states that relocation of the home would result in “insurmountable financial hardship”, provide detailed cost estimates to justify this statement. In addition, it should also be noted that the home appears to be at least 42 years old; and a substantial amount of money will likely be invested in the home as it continues to age. Provide information as to the date of construction of the home.
 - The 2009 report also states that allowing upper bluff erosion to continue on the subject site could result in “significant liability to the applicant and/or permitting agencies” provide detailed legal reasoning to support this statement.
- Removal of a portion of the existing structure such that the western boundary of the structure would be equal distance to the bluff edge as the home directly adjacent to the south. Would this alternative alleviate the need for any of the following project components: existing gravel, pipe and batter board retaining walls, and upper bluff retention caisson and shotcrete retaining wall system?
- The applicant proposes to landscape the mid and upper bluff similar to the method used to landscape the bluff at the Okun property (2 homes to the south). Commission staff believes that substantially more gravel was placed on the bluff fronting the subject site than fronting the Okun site. Provide an analysis of how the proposed landscaping plan will perform under these circumstances.
- At an on-site meeting on March 28, 2014 and at a meeting at the San Diego Commission offices, the applicant’s representative stated that the proposed project would be modified to reflect continued upper bluff collapse and that the proposed upper bluff retention system would be located further landward than depicted in the submitted project plans. Provide 3 sets of updated project plans and an electronic copy of the plans via email.
- Provide 3 copies of scaled, as-built plans prepared by a licensed professional that accurately depicts all existing conditions with details and dimensions for the seawall gravel placement, and failed upper bluff wall including cross sections, elevations, foundation and other typical details.
- Depending on how detailed the discussion is that is submitted in response to this letter, additional information may be necessary before this application can be filed and placed on a calendar for Commission review. Additionally, the Commission engineer and geologist are also reviewing the project and based on their review of the information submitted, additional information may be necessary.

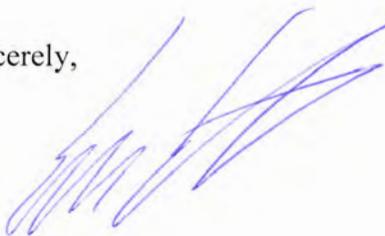
As you know, Consent Cease and Desist Order No. CCC-08-CD-08 (Order) was approved by the Commission for the subject site. We will work the Commission's enforcement staff and the applicant to ensure consistency between this application and the Order.

Because the subject application is addressing after-the-fact development, in order to resolve this matter in a timely manner, we are requesting that you respond to the requested information in this letter in its entirety as soon as possible, but no later than **June 17, 2014**.

Please do not limit your submittal to the above mentioned items. You may submit any information which you feel may help Commission staff gain a clear understanding of the scope of your project.

When all required information is received, reviewed by staff and found to be adequate to analyze the project, your application will be filed and scheduled on the next available Commission agenda. If you have any questions, please feel free to call me.

Sincerely,



Eric Stevens
Coastal Program Analyst II

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA
7575 METROPOLITAN DRIVE, SUITE 103
SAN DIEGO, CA 92108-4421
(619) 767-2370



July 29, 2014

Bob Trettin
The Trettin Company
560 North Highway 101, Suite 5
Encinitas, CA 92024

Re: Coastal Development Permit Application #6-14-0559

Dear Mr. Trettin:

Commission staff has reviewed the information submitted on June 30, 2014 in response to an initial non-filing letter dated April 15, 2014 from Commission staff for the above cited permit application for development on the beach and bluff as detailed in the project description below at 858/860 Neptune Avenue, Encinitas, and determined that additional information is necessary in order to properly review this application and schedule it for public hearing.

The language shown in ~~strike-out~~ has been responded to in your June 30, 2014 submittal. Language not shown in ~~strike-out~~ is still required and language in **bold** has been included to provide further clarification of what is required.

Project Description:

- Follow-up to Emergency Permit No. 6-00-171-G
 - A 50 ft. long, 27 ft. high, seawall comprised of (7) 36 inch caissons spaced 8 ft. on center to a depth of -18 to -19 ft. below MSL with one row of 7 tiebacks approximately 60 ft. in length with shotcrete facing between the caissons. The seawall is located along the pre-existing toe of the bluff, approximately 30 ft. landward of the toe of the existing debris pile.¹
- Follow-up to Emergency Permit No. 6-96-117-G
 - A soil anchor system on the bluff face directly below the bluff edge. The soil anchor system is installed in drilled boreholes in two (2) rows across the width of the property spaced at five (5) foot intervals and drilled to a depth of 75 feet and then filled with a steel reinforced tendon and cement grout. The soil nails tie into an approximately 10 ft. high by 8 inch thick steel reinforced shotcrete wall which is installed over the soil anchors. Chance anchors (helical-pier system) installed in combination with grouted anchors.
- After-The-Fact Retention
 - Gravel placed on the mid and upper bluff at a depth of 5-8 ft. without first obtaining an Emergency CDP or a regular CDP

¹ Emergency Permit No 6-00-171-G was obtained jointly with the property adjacent to the south of the subject site. The project description above only includes the aspects of the Emergency Permit on the subject property.

- Proposed New Development
 - Construction of an aesthetic shotcrete surface over the existing seawall.
 - Removal of the failed upper bluff soil anchor system (Ref: 6-96-117-G).
 - Construction of a 50 ft. long upper bluff retention system. To include (7) 30 inch diameter, 35 ft. long caissons placed 8 ft. on center; (6) 75 ft. long tie-back anchors; (1) 4 ft. by 2 ½ ft., 50 ft. long reinforced concrete grade beam, and a shotcrete wall on the northern half of the retention system with a maximum 10 ft. exposure.
 - Construction of (2) 50 ft. long, 7 ft. high (with 1 ft. 6 in. to 2 ft. exposed) pipe and batter board retaining walls
 - Replacement of the wood deck on the western side of the bluff top structure with a 7 to 14 inch thick concrete patio.
 - Infiltration of the top 1 ½ feet of gravel on the mid and upper bluff with planting soil.
 - Landscaping of the mid and upper bluff with hydroseed and native flora and temporary irrigation to be removed or capped within 26 months of installation.

Specifically, the following is the information needed to file the application:

- ~~Confirm that the project description as detailed above accurately represents the development as proposed by the applicant.~~
- ~~Was any development undertaken on the subject site pursuant to Emergency Permit No. 6-96-084-G?~~
- ~~Was any riprap placed on the subject site pursuant to Emergency Permit No. 6-96-100-G? If so, does any of this riprap remain on the beach fronting the existing seawall?~~
- ~~Was any development undertaken on the subject site pursuant to Emergency Permit No. 6-01-042-G?~~
- 1,500 cu. yds. of fill grading is proposed with this Coastal Development Permit (CDP) application. As described in the fee section of the CDP application, an additional fee for grading applies for all CDP applications that include greater than 51 cu. yds. of cut or fill grading. 1,001 to 10,000 cu. yds. of grading raises the base permit fee by \$2,152. **While it appears that you agree that an additional grading fee of \$2,152 is required, you did not submit any additional fee.**
- The subject CDP application is for after-the-fact development which includes, but may not be limited to, placement of gravel on the bluff face without first obtaining a CDP and the failure to meet the deadlines established in the previously issued emergency permits to obtain a follow-up regular CDP. Pursuant to our regulations (see below), the application fee for after-the-fact development is five times the base fee and as such, the application fee for the proposed development is \$43,040 (five times the base fee of \$8,608 (\$6,456 + \$2,152)).

Section 13055(d) of the Commission's regulations states:

(d) Fees for an after-the-fact (ATF) permit application shall be five times the amount specified in section (a) unless such added increase is reduced by the Executive Director when it is determined that either:

(1) the ATF permit application can be processed by staff without significant additional review time (as compared to the time required for the processing of a regular permit,) or

(2) the owner did not undertake the development for which the owner is seeking the ATF permit, but in no case shall such reduced fees be less than double the amount specified in section (a) above. For applications that include both ATF development and development that has not yet occurred, the ATF fee shall apply only to the ATF development. In addition, payment of an ATF fee shall not relieve any persons from fully complying with the requirements of Division 20 of the Public Resources Code or of any permit granted thereunder or from any penalties imposed pursuant to [Chapter 9 of Division 20 of the Public Resources Code](#).

- The property owner must sign Section VIII of the CDP application in order to authorize Bob Trettin as the agent for this application. **The Commission can only accept the authorization page from the CDP application.**
- Appendix B must be completed and signed by the City of Encinitas.
- Submit a letter from the City of Encinitas and the applicant/agent requesting that the Commission process a consolidated CDP for all development on the subject site. **This application is separate from the Consent Order and requires the letters requesting consolidation from the applicant and the City.**
- ~~Commission staff recognizes that landslide events in 1996 and again in 1999 on the site resulted in a large bluff failure. In order to properly review this application and determine consistency with the Coastal Act, a quantitative slope stability analysis for the subject site that does not take into account the existing unpermitted development (seawall, gravel, upper bluff system) must be provided. Such a quantitative slope stability analysis should be based on the current site topography (without the reconstructed artificial slope) and must be based on a geologic model for the site geology consistent with earlier studies (or providing evidence to refute previous studies) and be based on soil/rock strength parameters either consistent with previous studies, based on new data derived from relatively undisturbed samples collected at the site, or supported by other evidence. Please feel free to consult with the Commission's staff geologist should any questions arise concerning the parameters of such an analysis.~~
- The applicant contends that the proposed seawall is located on private property and that the seawall is located above the Mean High Tide Line (MHTL). In order to verify this contention, provide a survey by a State of California Licensed Land Surveyor showing the intersection of bedrock and the toe of the seawall relative to the mean high tide line and provide a profile plan clearly depicting the tow of the seawall and the bedrock, the mean high tide line, and the applicant's western property line.
- It appears that the proposed seawall extension may be located on public tidelands; approval by the State Lands Commission will be required before this application will be filed. **As stated, this application will not be filed prior to receipt of this verification.**

- Because the proposed seawall will prevent sand material from the bluff from entering onto the beach over the lifetime of the seawall, the Commission will require mitigation for the loss of sand to the beach resulting from the construction of the seawall. To address this adverse impact, the Commission historically has required the payment of an in-lieu fee for sand replenishment. The fee is based on the Commission's sand fee calculation worksheet. Please complete and submit 3 copies of the sand fee mitigation worksheet. **Provide an explanation of why an R value of 0.27 was chosen and clarify that it is consistent with Appendix A of the City's LUP. In addition, the calculations should be updated if it is determined that the seawall is located below the MHTL.**
- In addition to mitigation for the adverse impacts on sand supply, the Commission will likely require that the applicant address the adverse impacts that the seawall structure has had and will have on public access and recreational opportunities. Please address how the applicant proposes to mitigate for these adverse impacts. **Response should be updated if it is determined that the seawall is located below the MHTL.**
- ~~Provide information in regards to the existing drainage on the blufftop property. As proposed, will all runoff on the bluff top drain to the street?~~
- ~~In the June 24, 2013 document titled "Response to Review Comments..." one of the questions posed by Geopacifica was not answered. Provide a response to the following: "The lower bluff retaining wall was designed for a 2:1 slope. How does the current slope change that design?"~~
- ~~Provide a detailed plan regarding the proposed removal of the existing upper bluff retention system and how removal can be implemented without adversely impacting bluff stability.~~
- ~~Would a unified approach with the adjacent property at 838/838 Neptune Avenue result in partial or complete removal of the existing gravel and/or eliminate the need for the upper bluff wall and caissons proposed for the subject site? The Commission must ensure that any development approved on the subject property does not limit options on the adjacent property and vice versa. Provide a detailed analysis of how the proposed project will be compatible with existing and future development on the bluff face and the bluff top of the adjacent property.~~
- ~~Provide a more detailed alternatives analysis which evaluates the following alternatives:
 - ~~Removal of a portion of the gravel on the bluff face~~
 - ~~Removal of all the gravel on the bluff face and construction of a geogrid structure on the mid and upper bluff without a caisson or upper bluff wall retention system.~~
 - ~~Retention of all or a portion of the existing gravel and construction of a geogrid structure on the mid and upper bluff without a caisson or upper bluff wall retention system.~~
 - ~~Locating the proposed caissons below the subject residence on the southern side such that no shotcrete wall is required.~~
 - ~~Any other alternative that does not result in an exposed upper bluff wall.~~~~
- ~~A more detailed analysis of the removal or relocation of the bluff top structure alternative than the brief statement made on page 13 of the October 15, 2009 "Geotechnical Update Evaluation" is required. Provide a detailed analysis of the~~

- following scenarios and any other scenarios that may help to fully evaluate the subject application:
- ~~Removal of the entire structure and reconstruction of a smaller structure on the eastern portion of the property. Would this alternative alleviate the need for any of the following project components: existing gravel, pipe and batter board retaining walls, and upper bluff retention caisson and shotcrete retaining wall system?~~
 - ~~The 2009 report referenced above states that relocation of the home would result in “insurmountable financial hardship”, provide detailed cost estimates to justify this statement. In addition, it should also be noted that the home appears to be at least 42 years old; and a substantial amount of money will likely be invested in the home as it continues to age. Provide information as to the date of construction of the home.~~
 - ~~The 2009 report also states that allowing upper bluff erosion to continue on the subject site could result in “significant liability to the applicant and/or permitting agencies” provide detailed legal reasoning to support this statement.~~
 - ~~Removal of a portion of the existing structure such that the western boundary of the structure would be equal distance to the bluff edge as the home directly adjacent to the south. Would this alternative alleviate the need for any of the following project components: existing gravel, pipe and batter board retaining walls, and upper bluff retention caisson and shotcrete retaining wall system?~~
 - ~~The applicant proposes to landscape the mid and upper bluff similar to the method used to landscape the bluff at the Okun property (2 homes to the south). Commission staff believes that substantially more gravel was placed on the bluff fronting the subject site than fronting the Okun site. Provide an analysis of how the proposed landscaping plan will perform under these circumstances.~~
 - ~~At an on-site meeting on March 28, 2014 and at a meeting at the San Diego Commission offices, the applicant’s representative stated that the proposed project would be modified to reflect continued upper bluff collapse and that the proposed upper bluff retention system would be located further landward than depicted in the submitted project plans. Provide 3 sets of updated project plans and an electronic copy of the plans via email.~~
 - Provide 3 copies of scaled, as-built plans prepared by a licensed professional that accurately depicts all existing conditions with details and dimensions for the seawall gravel placement, and failed upper bluff wall including cross sections, elevations, foundation and other typical details.
 - Depending on how detailed the discussion is that is submitted in response to this letter, additional information may be necessary before this application can be filed and placed on a calendar for Commission review. Additionally, the Commission engineer and geologist are also reviewing the project and based on their review of the information submitted, additional information may be necessary.

July 29, 2014

Page 6

As you know, Consent Cease and Desist Order No. CCC-08-CD-08 (Order) was approved by the Commission for the subject site. We will work the Commission's enforcement staff and the applicant to ensure consistency between this application and the Order.

Because the subject application is addressing after-the-fact development, in order to resolve this matter in a timely manner, we are requesting that you respond to the requested information in this letter in its entirety as soon as possible, but no later than **August 29, 2014**.

Please do not limit your submittal to the above mentioned items. You may submit any information which you feel may help Commission staff gain a clear understanding of the scope of your project.

When all required information is received, reviewed by staff and found to be adequate to analyze the project, your application will be filed and scheduled on the next available Commission agenda. If you have any questions, please feel free to call me.

Sincerely,



Eric Stevens
Coastal Program Analyst II

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA
7575 METROPOLITAN DRIVE, SUITE 103
SAN DIEGO, CA 92108-4421
(619) 767-2370



January 26, 2015

Bob Trettin
The Trettin Company
560 North Highway 101, Suite 5
Encinitas, CA 92024

Re: Coastal Development Permit Application #6-14-0559

Dear Mr. Trettin:

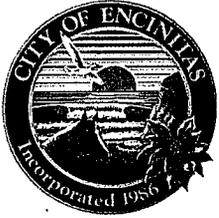
On January 12, 2015, Commission staff received a letter from the City of Encinitas requesting that the Commission issue a consolidated permit for the proposed development at 858/860 Neptune Avenue, Encinitas and a signed Appendix B for the project (attached).

The remaining items requested in the non-filing letter, dated July 29, 2014, are still necessary in order to properly review this application and schedule it for public hearing. When all required information is received, reviewed by staff and found to be adequate to analyze the project, your application will be filed and scheduled on the next available Commission agenda. If you have any questions, please feel free to call me.

Sincerely,

A handwritten signature in blue ink, appearing to read "Eric Stevens".

Eric Stevens
Coastal Program Analyst II



City of Encinitas

Planning and Building Department

505 S. Vulcan Avenue, Encinitas, California 92024-3633

RECEIVED

JAN 12 2015

CALIFORNIA
COASTAL COMMISSION
SAN DIEGO COAST DISTRICT

December 23, 2014

VIA MAIL AND EMAIL

Mr. Eric Stevens
California Coastal Commission
San Diego District
7575 Metropolitan Drive Suite 103
San Diego CA 92108-4402

CONSOLIDATED COASTAL DEVELOPMENT PERMIT

Dear Mr. Stevens:

This letter is to authorize the California Coastal Commission to process and act upon a consolidated Coastal Development Permit application for specific coastal bluff improvements proposed at the property located at 858 & 860 Neptune Avenue in the City of Encinitas. To comply with the provisions of Public Resource Code Section 30601.3 of the California Coastal Act, please ensure that public participation is not substantially impaired by the permit consolidation. The proposed improvements include the construction of a lower seawall, upper bluff retention system and reconstruction and landscaping of the mid-bluff.

If you have any questions, please contact Senior Planner Roy Sapa'u at (760) 633-2734 or via email at rsapau@encinitasca.gov or my direct line is (760) 633-2696 or you can email me at jmurphy@encinitasca.gov.

Sincerely,

JEFF MURPHY, Director
Planning and Building Department

cc: Deborah Lee, District Manager, San Diego Coastal District

RECEIVED

JAN 12 2015

CALIFORNIA
COASTAL COMMISSION
SAN DIEGO COAST DISTRICT

APPENDIX B

LOCAL AGENCY REVIEW FORM

SECTION A (TO BE COMPLETED BY APPLICANT)

Applicant RICHARD + LUPE SONNIE

Project Description LOWER COASTAL BLUFF SEAWALL ; UPPER BLUFF RETENTION SYSTEM ; MID-TO-UPPER BLUFF RECONSTRUCTION /LANDSCAPING.

Location 858/860 NEPTUNE AVE , ENCINITAS , CA 92024

Assessor's Parcel Number # 254-311-05-00

SECTION B (TO BE COMPLETED BY LOCAL PLANNING OR BUILDING INSPECTION DEPARTMENT)

Zoning Designation Residential II (R-II) 11 du/ac

General or Community Plan Designation Residential 9.5-11 du/ac

Local Discretionary Approvals

Proposed development meets all zoning requirements and needs no local permits other than building permits. *grading*

Proposed development needs local discretionary approvals noted below.

Needed Received

- Design/Architectural review
- Variance for _____
- Rezone from _____
- Tentative Subdivision/Parcel Map No. _____
- Grading/Land Development Permit No. _____
- Planned Residential/Commercial Development Approval
- Site Plan Review
- Condominium Conversion Permit
- Conditional, Special, or Major Use Permit No. _____
- Other _____

CEQA Status

- Categorically Exempt Class _____ Item _____
- Negative Declaration Granted (Date) _____
- Environmental Impact Report Required, Final Report Certified (Date) _____
- Other _____

Prepared for the City/County of Encinitas by Roy Sapau

Date 12/23/14 Title Senior Planner

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA
7575 METROPOLITAN DRIVE, SUITE 103
SAN DIEGO, CA 92108-4421
(619) 767-2370



March 19, 2015

Bob Trettin
The Trettin Company
560 North Highway 101, Suite 5
Encinitas, CA 92024

Re: Coastal Development Permit Application #6-14-0559

Dear Mr. Trettin:

On February 20, 2015, Commission staff received a letter from the California State Lands Commission which stated that "...no lease, permit, or authorization is required from the [California State Lands] Commission at this time."

On February 23, 2015, the applicant submitted as-built plans for the existing shoreline armoring at the subject site and the applicant also submitted a response letter that addressed the majority of the remaining informational requests from the Commission letter dated July 29, 2014.

One of the Commission's informational requests was that the applicant provide an explanation as to why an erosion rate of 0.27 ft./yr. was chosen to calculate the required sand supply mitigation. No explanation has been provided.

Furthermore, the applicant has not submitted the required permit fee of \$43,040.

The two remaining items detailed in this non-filing letter are necessary in order to properly review this application and schedule it for public hearing. When all required information is received, reviewed by staff and found to be adequate to analyze the project, your application will be filed and scheduled on the next available Commission agenda. If you have any questions, please feel free to call me.

Sincerely,

A handwritten signature in blue ink, appearing to read "Eric Stevens".

Eric Stevens
Coastal Program Analyst II

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA
7575 METROPOLITAN DRIVE, SUITE 103
SAN DIEGO, CA 92108-4421
(619) 767-2370



June 24, 2015

Bob Trettin
The Trettin Company
560 North Highway 101, Suite 5
Encinitas, CA 92024

Re: Coastal Development Permit Application #6-14-0559

Dear Mr. Trettin:

This letter is in response to the phone call you and I had on June 1, 2015 regarding the required Coastal Development Permit (CDP) fee. During the phone call you asked that a fee of only two times the base fee be assessed for this application. In addition, you requested that if a two times fee is not an option, that Commission staff agree that if the applicants paid the five times after-the-fact fee for CDP application 6-14-0559, that either the fee be held in escrow pending the outcome of "ongoing litigation related to the legality of after-the-fact fees" or that the five times fee be a prior to issuance condition, such that the current property owners could finish processing this permit application and then pay the fee out of the proceeds from selling the property after completion of the CDP process.

An additional fee is assessed for after-the-fact applications because they typically require significantly more staff time than similar applications that do not include after-the-fact development. Due to the fact that a large quantity of gravel was placed on the bluff face without a CDP, Commission staff is now tasked with the additional burden of analyzing alternatives involved with removal or retention of the gravel that would not have been otherwise required. Furthermore, conditions at the subject site have changed as a result of the substantial time period between issuance of the Emergency CDPs and now. These changed conditions require additional analysis by Commission staff that would not have been required if permits had been obtained within the timeframes included in the Emergency CDPs. Thus, a five times fee is appropriate. There is no active litigation on after-the-fact fees, and holding the permit fee in escrow or making the fee a prior to issuance requirement is not consistent with the objective of compensating for the additional burden on the Commission.

Commission staff has also reviewed your email to staff dated September 16, 2014 (attached), also objecting to the after-the-fact fee assessment. In reference to Consent Cease and Desist Order CCC-08-CD-08, you note that the Consent order states "This Consent Order resolves the violations on and seaward of the Respondent's property..." and, thus, since all violations were resolved, the applicants should not be penalized a second time, and had the property owner known about the after-the-fact fee, the property owner would not have signed the Consent Order. You also state that the after-the-fact fee for a violation is a "fine" or a "penalty," which can only be imposed by the courts.

June 24, 2015

Page 2

However, the applicants agreed to resolve the unpermitted development that occurred on the site through Consent Cease and Desist Order CCC-08-CD-08. By signing the Consent Orders, the applicants agreed that they had reviewed and agreed with all of the terms of the Consent Orders. The \$40,000 payment to which you refer is the monetary settlement required pursuant to Section IX.A of the Consent Order, which, along with the other requirements in the Consent Order, was required in order to resolve the civil liability for the unpermitted development that occurred on the site. The monetary settlement is different from the filing fee for a CDP application. Section 13055(d)(2) of the Commission's regulations specifically states that payment of the after-the-fact permit fee is separate and distinct from payment to resolve civil liabilities pursuant to Chapter 9 of the Coastal Act. Furthermore, by entering into a consensual resolution, the applicant also avoided the Commission issuing unilateral orders, the potential for substantially greater civil liabilities pursuant to Section 30820 of the Coastal Act, and the substantial costs that could have been required to litigate over the amount of the civil liabilities. The Consent Order also requires, in Section 2.3.1.1, that the applicants submit a complete CDP application. Although the deadline for the submittal of the completed permit application was within 120 days of issuance of the Consent Orders, or by February 13, 2009, submittal of a completed CDP application has not yet occurred. The filing of a complete CDP application requires submittal of the payment of the full filing fee for the costs of processing the application.

Thus, this application remains non-filed because you have not provided the full filing fee, as requested in the non-filing letter, dated March 15, 2015. A fee of \$6,456 was submitted on March 19, 2014, thus the remaining balance is \$36,584. When all required information is received, reviewed by staff and found to be adequate to analyze the project, your application will be filed and scheduled on the next available Commission agenda. If you have any questions, please feel free to call me.

Sincerely,



Eric Stevens
Coastal Program Analyst II

Attachment: Email from Applicants' Agent to Staff dated September 16, 2014

cc: Diana Lilly, Supervisor, Permits and Enforcement
John Del Arroz, Statewide Enforcement Analyst

Stevens, Eric@Coastal

From: Bob Trettin <trettincompany@gmail.com>
Sent: Tuesday, September 16, 2014 3:20 PM
To: Stevens, Eric@Coastal
Cc: Monica Sonnie-Hoch; John Niven
Subject: Sonnie; After-the Fact Permit Application Fee Issue

Follow Up Flag: Follow up
Flag Status: Completed

Eric .. I am sending this e-mail in response to your request ...

With respect to Commission staff's repeated request that the applicant respond to the staff-cited "regulation" that after-the-fact permit applications be subject to two (2) to five (5) times the normal CDP permit application fee, I would refer you to the applicant's prior response to this item that was raised in Coastal staff's initial review comments on the project submittal. Specifically, I would note the language included in the Consent Order which had been voluntarily entered into by the applicant: "***This Consent Order resolves the violations on and seaward of the Respondent's property***".

As an "after-the-fact" permit application proposes to apply a penalty of 2 to 5 times the normal fee for a violation (ie., building first without a CDP or failing to obtain a CDP after building under a Coastal Emergency Permit), we believe it clearly constitutes a "penalty", which the Coastal Commission is not currently allowed to assess. This would be a matter for the courts. Moreover, in the case of the Sonnies, the Consent Order, a voluntary means of by-passing the courts, clearly resolves the existing violations and returns the matter to normal permitting. We don't believe that any additional application charges are warranted. If the Sonnie's had been advised prior to signing the Consent Order that they were going to be penalized twice, the Consent Order would not have been signed and the matter might have been resolved via litigation.

Your response to these comments in our June response to Commission staff's review letter was anticipated, but was not received. Instead, you merely repeated your same comment on the after-the-fact permit charge in your second review of our submitted materials.

I would request a thorough response to the positions we documented in our June response which have again been repeated in this e-mail.

Further, I might anticipate your response to include a statement to the affect that after-the-fact permit charges are not a penalty, but are assessed because these projects involve more processing time. If you intend to offer such an argument, I would ask that you provide several similar examples of after-the-fact permits, like the Sonnie's, that required 5 times the processing time. I don't believe that after-the-fact permit applications require a longer period of time to process over regular CDP applications and

stipulated in our June response that Coastal staff often fails to process regular permits in the time frame allowed under the State Permitting Act.

Thanks for your review and response ... BOB

Bob Trettin, Principal
The Trettin Company
560 N. Highway 101, Suite #5
Encinitas, California 92024
Ph: (858) 603-1741
e-mail: trettincompany@gmail.com

Sonnie Consent Cease and Order

CONSENT CEASE AND DESIST ORDER CCC-08-CD-08, SONNIE

1.0 CEASE AND DESIST ORDER CCC-08-CD-08

Pursuant to its authority under California Public Resource Code (hereinafter, "PRC") section 30810, the California Coastal Commission (hereinafter, "Commission") hereby authorizes and orders Richard Sonnie, Monica Sonnie, all their employees, agents, and contractors, and any persons acting in concert with any of the foregoing (hereinafter, "Respondents") to: 1) cease and desist from engaging in any further development, as that term is defined in PRC section 30106, on the property located at 858-860 Neptune Avenue, City of Encinitas, San Diego County (APN 254-311-05) (hereinafter, "subject property"), unless authorized or exempt pursuant to the Coastal Act (PRC §§ 30000-30900) or authorized pursuant to the terms and conditions of any permit or order issued by the Commission or by a certified local government¹ in administering the Coastal Act, including this Consent Order, and 2) comply with the requirements of Section 2.0, as set forth below, including any requirement therein to comply with other sections of this Consent Order, and with all other terms of this Consent Order. Through the execution of this Consent Order, the Respondents agree to comply with the terms of this paragraph and with the following terms and conditions.

2.0 TERMS AND CONDITIONS

2.1. Cease and desist from engaging in any further unpermitted "development," as that term is defined in PRC section 30106, on the subject property.

2.2. Cease and desist from maintaining unpermitted "development," as that term is defined in PRC section 30106, on the subject property.

2.3. Completion of Coastal Development Permit ("CDP") Applications

2.3.1 Commission CDP

2.3.1.1 **Within 120 days from the issuance date of this Consent Order, or within such additional time as the Executive Director may grant for good cause as per Section X, Respondents shall submit to the Commission's San Diego District Office all materials that are required to complete a Coastal Development Permit ("CDP") application. The application shall address all alleged violations that are listed in Section III that are within the Commission's permitting jurisdiction, except for development identified in and addressed in Section 2.4, which is to be**

¹ A "certified local government" is a City or County that has a local coastal program that has been effectively certified by the Commission pursuant to Chapter 6 of the Coastal Act.

it 31
08-CD-08 (Sonnie)
1 of 9

EXHIBIT NO. 19
APPLICATION NO. 6-14-0559
Consent Order
 California Coastal Commission

Sonnie Consent Cease and Order

removed under this Order, on the property identified in Section II. Notwithstanding the above, if Respondents believe that one or more items of development listed in Section III do not exist on the property, Respondents shall submit evidence supporting the claim(s) to Commission permit staff. If the Commission staff determines that the claim is correct, the Consent Order shall not apply to any such alleged development.

2.3.1.2 Respondents shall not withdraw the application submitted under Section 2.3.1.1 and shall allow the application to proceed through the Commission permitting process according to applicable laws.

2.3.1.3 If, after receiving Respondents' submittal, the Executive Director determines that additional information is required to complete the Commission CDP application, the Executive Director shall send a written request to the Respondents for the information, which request will set forth the additional materials required and provide a reasonable deadline for submittal. Respondents shall submit the required materials by the deadline specified in the request letter.

2.3.1.4 Respondents shall fully participate and cooperate in the Commission permitting process, provide timely responses, and work to move the process along as quickly as possible, including responding to requests for information.

2.3.2 City of Encinitas CDP and Major Use Permit

2.3.2.1 **Within 60 days from the issuance date of this Consent Order**, or within such additional time as the Executive Director may grant for good cause as per Section X, Respondents shall submit to City all materials that are required to complete a Coastal Development Permit ("CDP") application, and a Major Use Permit application, which shall address all alleged violations identified in Section III, except for development identified in and addressed in Section 2.4, which would be removed under this Order, on the property identified in Section II that is located within the City's Coastal Act permitting jurisdiction.

2.3.3 Respondents shall comply with requests from the City and/or Commission permit staff, which are made in order to complete the permit applications, within the timeframe provided in the requests.

2.3.4 Respondents shall comply fully with the terms and conditions of any permit that the Commission and/or the City may grant in response to the applications referenced in Sections 2.3.1 and 2.3.2 above.

Sonnie Consent Cease and Order

2.3.5 Within 20 days after the Commission acts on the coastal development permit application submitted by Respondents, Respondents shall submit plans for removal of all development, as identified in this Consent Order, that has not been approved in that action. The plans shall include a schedule of all actions required to restore affected areas to pre-development condition and are subject to Executive Director approval, and should include Restoration and Removal activities, as detailed in Section 2.4 below.

2.3.6 The parties agree that normal permitting procedures pursuant to the Coastal Act and the Commission's regulations, including Section 13166, apply to and will govern these procedures.

2.4. Removal and Restoration Plan

2.4.1. Within 60 days of issuance of this Order, Respondents will supply the Executive Director with a plan (the "Removal and Restoration Plan") to remove unpermitted development for which, and otherwise to address any of the violations on the subject property for which, Respondents do not want to apply for after-the-fact permit authorization to retain, including by restoring all disturbed areas of the property to which this section applies to their pre-development condition, including any revegetation needed to restore the affected area, as determined by a landscape architect.

The Removal and Restoration Plan should provide for:

A. Appropriate operation of any mechanized equipment necessary to complete removal and restoration work, and follow other operational procedures to minimize impacts, including but not limited to the following:

1. Hours of operation of mechanized equipment shall be limited to weekdays between sunrise and sunset, excluding the Memorial Day, Fourth of July, and Labor Day Holidays;
2. Equipment shall be stored in an approved location inland from the beach when not in use;
3. Disposal of removed materials and structures which are to be disposed of must occur at a licensed disposal facility located outside of the Coastal Zone. Any hazardous materials must be transported to a licensed hazardous waste disposal facility;
4. Removal of any fill materials consisting of soil, sand, or other similar materials shall be accomplished using hand tools or other

Sonnie Consent Cease and Order

means that provide the least impact possible on the subject property;

5. The number of trips to and from the site shall be minimized;

6. Measures to protect against impacts to water quality from removal and restorative grading shall be described and followed.

2.4.2. If the Executive Director determines that any modifications or additions to a proposed Removal and Restoration Plan are necessary, he shall notify Respondents. Respondents shall complete requested modifications and resubmit the Removal and Restoration Plan for approval within 10 days of the postmarked date of the notification.

2.4.3. The Plan shall provide for access to the site per Section XIV below for the purpose of monitoring compliance with this Consent Order.

2.5. Plan Implementation

2.5.1 Within 30 days after approval of any Removal and Restoration Plan, and in compliance with all plan terms, including schedule for activities, Respondents shall commence removal in compliance with the terms of the Consent Cease and Desist Order. Respondents shall:

2.5.1.1. Remove all development listed in the approved Removal and Restoration Plan as being proposed for removal.

2.5.1.2. Cease maintaining or conducting new unpermitted development except that for which authorization is still being sought under through the CDP process listed above.

2.5.1.3. Restore the area to pre-development condition.

2.5.1.4. Revegetate in accordance with any approved Revegetation Plan.

2.6. Other than those areas subject to removal and restoration activities, the areas of the property and surrounding areas currently undisturbed shall not be disturbed by activities required by this Order.

2.7. Within 30 days of the completion of work outlined in any Removal and Restoration Plan, Respondents shall submit, for the review and approval of the Executive Director, a report indicating that the removal and restoration has taken place in accord with the approved Removal and Restoration Plan, along with photos documenting all work done. All documents submitted by Respondents shall be submitted according to Section V. of this Order.

Sonnie Consent Cease and Order

I. Persons Subject to the Consent Order

Persons subject to this Consent Cease and Desist Order are Respondents, as defined above to include Richard Sonnie, Monica Sonnie, their agents, contractors and employees, and any persons acting in concert with any of the foregoing.

Lupe Sonnie

II. Identification of the Property

The property that is subject to this Consent Order is identified by San Diego County as 858-860 Neptune Avenue, City of Encinitas, San Diego County (APN 254-311-05).

III. Description of Alleged Coastal Act Violations

The development that is the subject of this Order includes (but may not be limited to): 1) unpermitted development including, but not limited to, grading of bluff slope, placement of gravel on bluff face, and unpermitted construction of blufftop deck, and 2) failure to obtain follow-up regular coastal development permits to authorize temporary emergency work (including grading and a seawall) as permanent development, as required by Emergency Permits 6-96-84-G, 6-96-117-G, 6-00-171-G, and 6-01-042-G.

IV. Commission Jurisdiction and Authority to Act

The Commission has jurisdiction over resolution of the alleged Coastal Act violations pursuant to Public Resources Code Sections 30810 and 30811. Respondents agree to not contest the Commission's jurisdiction to issue or enforce this Consent Order.

V. Submittal of Documents

All documents and payments submitted pursuant to this Consent Order must be sent to:

California Coastal Commission
 Attn: Enforcement Unit
 45 Fremont St., Suite 2000
 San Francisco, CA 94105-2219

With a copy sent to:
 California Coastal Commission
 San Diego Coast District
 Attn: Enforcement Unit
 7575 Metropolitan Drive Ste. 103
 San Diego, CA 92108-4402

VI. Settlement of Matter Prior to Hearing

In light of the intent and preference of the parties to resolve these matters in settlement and avoid litigation and costs, Respondents have agreed not to contest the legal and

Sonnie Consent Cease and Order

factual bases of, or the terms or issuance of, this Consent Order, including the allegations of Coastal Act violations contained in the Notice of Intent to Commence Cease and Desist Order and Restoration Order Proceedings (NOI) dated July 15, 2008. Specifically, Respondents agree to this settlement and therefore not to contest the issuance of the Consent Order or to object to the recordation of a Notice of Violation pursuant to PRC Section 30812.

VII. Effective Date and Terms of the Consent Order

The effective date of the Consent Order is the date of approval by the Commission. The Consent Order shall remain in effect permanently unless and until modified or rescinded by the Commission.

VIII. Findings

This Consent Order is issued on the basis of the findings adopted by the Commission at its October 2008 hearing, as set forth in the attached document entitled "Staff Report and Findings for Consent Cease and Desist Order".

IX. Settlement/Compliance Obligation

- A. In light of the intent of the parties to resolve these matters in settlement, Respondents have agreed to pay a monetary settlement in the total amount of \$40,000. Penalty payments will be made in four \$10,000 installments, one of which will be made every six months beginning with the first payment of \$10,000 due November 1, 2008, the second due May 1, 2009, the third due November 1, 2009, and the final payment due May 1, 2010. Should the Respondents decide to sell the property before the settlement payments are completed, they must provide Commission staff with a notice of the sale, submitted according to Section V of this Order, and the balance of the penalties shall be due at the time of sale. The settlement monies shall be deposited in the Violation Remediation Account of the California Coastal Conservancy Fund (see Public Resources Code Section 30823). Respondents shall submit the settlement payments to the attention of Enforcement Unit of the Commission, payable to the California Coastal Commission/Coastal Conservancy Violation Remediation Account.
- B. Strict compliance with this Consent Order by all parties subject thereto is required. Failure to comply with any term or condition of this Consent Order, including any deadline contained in this Consent Order, unless the Executive Director grants an extension under Section X (in which case failure to comply with that deadline shall have the same effect), shall constitute a violation of this Consent Order and shall result in Respondents being liable for stipulated penalties in the amount of \$500 per day per provision of the Order violated. Respondents shall pay stipulated penalties within 15 days of receipt of written demand by the Commission for such penalties regardless of whether Respondents have subsequently complied. If Respondents violate this

Sonnie Consent Cease and Order

Consent Order, nothing in this agreement shall be construed as prohibiting, altering, or in any way limiting the ability of the Commission to seek any other remedies available, in addition to these stipulated penalties, including the imposition of civil penalties and other remedies pursuant to Public Resources Code Sections 30821.6, 30822 and 30820 as a result of the lack of compliance with the Consent Order and for the underlying Coastal Act violations as described herein.

X. Extension of Deadlines

The Executive Director may extend the deadlines set forth in this Order for good cause. Any extension request must be made in writing to the Executive Director and received by Commission staff at least ten days prior to expiration of the subject deadline.

XI. Waiver of Right to Appeal and Seek Stay

Persons against whom the Commission issues a Cease and Desist and/or Restoration Order have the right pursuant to PRC Section 30803(b) to seek a stay of the order. However, in light of the desire to settle this matter and avoid litigation, pursuant to the agreement of the parties as set forth in this Consent Order, Respondents hereby agree not to seek a stay or to challenge the issuance and enforceability of this Consent Order in a court of law.

XII. Modifications and Amendments to this Consent Order

Except as provided in Section X, this Consent Order may be amended or modified only in accordance with the standards and procedures set forth in Section 13188(b) or 13197 of Title 14 of the California Code of Regulations.

XIII. Government Liability

Neither the State of California, the Commission, nor its employees shall be liable for injuries or damages to persons or property resulting from acts or omissions by Respondents in carrying out activities pursuant to this Consent Order, nor shall the State of California, the Commission or its employees be held as a party to any contract entered into by Respondents or their agents in carrying out activities pursuant to this Consent Order.

XIV. Site Access

Respondents shall provide access to the property at all reasonable times to Commission staff and any agency working in cooperation with the Commission or having jurisdiction over the work being performed under this Consent Order. Nothing in this Consent Order is intended to limit in any way the right of entry or inspection that any agency may otherwise have by operation of any law. The Commission staff may enter and move freely about the following areas: (1) the portions of the subject property on which the

Sonnie Consent Cease and Order

violations are located, (2) any areas where work is to be performed pursuant to this Consent Order or pursuant to any plans adopted pursuant to this Consent Order, (3) adjacent areas of the property, and (4) any other area where evidence of compliance with this Order may lie, as necessary or convenient to view the areas where work is being performed pursuant to the requirements of this Consent Order, for purposes including but not limited to overseeing, inspecting, documenting, and reviewing the progress of Respondent in carrying out the terms of this Consent Order.

XV. Settlement of Claims

The Commission and Respondents agree that this Consent Order settles the Commission's monetary claims for relief for those violations of the Coastal Act alleged in the NOI occurring prior to the date of this Consent Order, (specifically including claims for civil penalties, fines, or damages under the Coastal Act, including PRC Sections 30805, 30820, and 30822), with the exception that, if Respondents fail to comply with any term or condition of this Consent Order, the Commission may seek monetary or other claims for both the underlying violations of the Coastal Act and for the violation of this Consent Order. In addition, this Consent Order does not limit the Commission from taking enforcement action due to Coastal Act violations at the property other than those that are the subject of this Consent Order.

XVI. Successors and Assigns

This Order shall run with the land, binding all successors in interest, future owners of the property, heirs and assigns of Respondents. Respondents shall provide notice to all successors, heirs and assigns of any remaining obligations under this Order.

XVII. Governmental Jurisdiction

This Consent Order shall be interpreted, construed, governed and enforced under and pursuant to the laws of the State of California.

XVIII. No Limitation on Authority

- A. Except as expressly provided herein, nothing herein shall limit or restrict the exercise of the Commission's enforcement authority pursuant to Chapter 9 of the Coastal Act, including the authority to require and enforce compliance with this Order.
- B. Correspondingly, Respondents have entered into this Consent Order and agreed not to contest the factual and legal bases for issuance of this Consent Order, and the enforcement thereof according to its terms. Respondents have agreed not to contest the Commission's jurisdiction to issue and enforce this Consent Order.

XIX. Integration

Sonnie Consent Cease and Order

This Consent Order constitutes the entire agreement between the parties and may not be amended, supplemented, or modified except as provided in this Consent Order.

XX. Severability

If a court finds any provision of this agreement invalid or unenforceable under any applicable law, such provision shall, to that extent, be deemed omitted, and the balance of this agreement will be enforceable in accordance with its own terms.

XXI. Non-Waiver

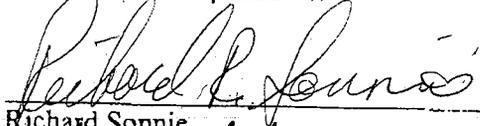
The failure of either party to exercise any of its rights under this agreement for a breach thereof shall not be deemed a waiver of such rights or waiver of any subsequent breach.

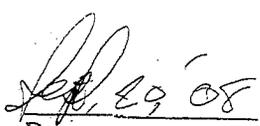
XXII. Stipulation

Respondents and their representatives attest that they have reviewed the terms of this Consent Cease and Desist Order and understand that their consent is final and stipulate to their issuance by the Commission.

IT IS SO STIPULATED AND AGREED:

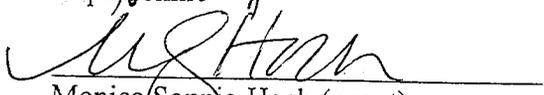
On behalf of Respondents:

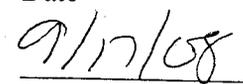

Richard Sonnie


Date

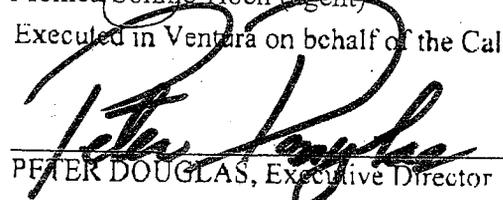

Lupe Sonnie


Date


Monica Sonnie-Hoch (agent)


Date

Executed in Ventura on behalf of the California Coastal Commission:


PETER DOUGLAS, Executive Director


Date