

CALIFORNIA COASTAL COMMISSION

SOUTH COAST AREA
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Filed: 9/18/96
49th Day: 11/6/96
180th Day: 3/17/97 ✓
Staff: MV-LB ✓✓
Staff Report: 10/24/96
Hearing Date: 11/12-15/96
Commission Action:

STAFF REPORT: REGULAR CALENDAR

APPLICATION NO.: 5-96-118

APPLICANT: Hoag Memorial Hospital Presbyterian

AGENT: Peri Muretta

PROJECT LOCATION: One Hoag Drive, Newport Beach, Orange County

PROJECT DESCRIPTION:

Construction of a 80,180 square foot, four story, support services building. Also, construction of a four level, 396 space, parking structure. Between the parking structure and the support services building will be a motor court for passenger or short-term delivery drop-off and arrival. Grading consisting of approximately 45,000 cubic yards of export is proposed.

Lot area:	20.41 acres (entire site)
Building coverage:	2.6 acres
Pavement coverage:	4.6 acres
Landscape coverage:	4.6 acres
Parking spaces:	908 (total for entire site)
Plan designation:	Government, Educational, & Institutional Facilities
Ht abv fin grade:	Maximum elevation 51 feet MSL

LOCAL APPROVALS RECEIVED: City of Newport Beach Approval in Concept No. 659-96.

SUBSTANTIVE FILE DOCUMENTS: Coastal Development Permit 5-93-253 (Hoag); 5-95-204 (Hoag); Newport Beach certified Land Use Plan; Land Use Plan Amendment No. 1-93 Part B; Development Agreement Between the City of Newport Beach and Hoag Memorial Hospital Presbyterian (approved by the Coastal Commission 2/15/94); Hoag Memorial Hospital Presbyterian Planned Community Development Criteria and District Regulations (includes in Development Agreement); Hoag Hospital Master Plan Environmental Impact Report.

SUMMARY OF STAFF RECOMMENDATION:

Staff recommends approval of the proposed development subject to three special conditions: 1) revised construction phasing and traffic control plan to assure adverse impacts to public access are minimized; 2) submittal of final grading plans reviewed and approved by the geologic consultant; and 3) submittal of final landscaping plans.

STAFF RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution:

I. Approval with Conditions.

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

II. Standard Conditions.

1. Notice of Receipt and Acknowledgment. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
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. Compliance. All development must occur in strict compliance with the proposal as set forth in the application for permit, subject to any special conditions set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.
4. Interpretation. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
5. Inspections. The Commission staff shall be allowed to inspect the site and the project during its development, subject to 24-hour advance notice.
6. 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.
7. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. Special Conditions.

1. Construction Phasing and Traffic Control Plan

Prior to issuance of the coastal development permit, the applicant shall submit in writing, subject to the review and approval of the Executive Director:

- a) A written agreement stating that no truck trips shall occur on weekends and holidays during the peak beach use period which extends from Memorial Day Weekend through Labor Day inclusive;

and

- b) Written evidence that the California Department of Transportation (Caltrans) traffic engineer has reviewed and approved the proposed construction phasing and traffic control plan.

All construction shall occur consistent with the approved construction phasing and traffic control plan.

2. Final Grading and Foundation Plans

Prior to issuance of the coastal development permit, the applicant shall submit, for the review and approval of the Executive Director, final revised grading and foundation plans. These plans shall include the signed statement of the geotechnical consultant certifying that these plans incorporate the recommendations contained in the Report of Geotechnical Investigation prepared by Law/Crandall (Project 70131-6-0172.0001) for Hoag Memorial Hospital Presbyterian dated June 5, 1996. The final grading plans shall be consistent with the master grading plan approved by the Commission under coastal development permit 5-93-253.

The approved development shall be constructed in accordance with the final revised plans as approved by the Executive Director. Any deviations from said plans shall be submitted to the Executive Director for a determination as to whether the changes are substantial. Any substantial deviations shall require an amendment to this permit or a new coastal development permit.

3. Final Landscaping Plans

Prior to issuance of the Coastal Development Permit the applicant shall submit, for the review and approval of the Executive Director, final landscaping plans which are consistent with the master landscaping plan approved under coastal development permit 5-93-253 (Hoag) and which have been reviewed and approved by a licensed landscape architect.

IV. FINDINGS

A. Project Description

The applicant proposes to construct an 80,180 square foot support services building and a 396 space parking structure on Hoag Hospital's Lower Campus.

The proposed Support Services Building consists of three stories of above-grade administrative office functions, a partial subterranean conference/education center, and a two-story seismically-isolated communications/data center. "Seismically isolated" means that the two story communications/data center is structurally separated from the remainder of the building to allow it to move independent of the main structure in the event of an earthquake. This structural movement gap is not apparent from the appearance or function of the building.

The parking structure will be a single story above grade (with parking at grade and on the first story roof deck), and two subterranean levels of parking. Between the parking structure and the Support Services Building a motor court for passenger loading or short-term delivery is proposed.

Grading consisting of 45,000 cubic yards of export is proposed. The excavated material will be exported off-site to the Frank R. Bauerman landfill. The Frank R. Bauerman landfill is located outside the coastal zone.

The building entry and motor court are located at the second floor level which is at the level of Hoag Drive. The site ascends from the level of West Coast Highway (approximate elevation of 8 feet) to the level of Hoag Drive (approximate elevation of 16 feet). The motor court is proposed approximately one story above West Coast Highway. Both structures are proposed to be screened from West Coast Highway by a landscaped earthen berm and/or landscaping. However, final landscaping plans have not yet been submitted.

B. Project Background

The subject development is proposed at the Hoag Hospital site. The Hoag Hospital site is comprised of two areas known as the Upper Campus and the Lower Campus. Only a small portion of the Upper Campus falls within the coastal zone. No development is currently proposed on the portion of the Upper Campus which lies within the coastal zone.

The Lower Campus is located entirely within the coastal zone. The Lower Campus is approximately 20.4 acres in size. The Lower Campus is located adjacent to and inland of West Coast Highway, between Superior Avenue and Newport Boulevard. Existing development on the Lower Campus includes the 65,000 square foot, three story Cancer Center (5-86-866), and the 7,590 square foot, single story Child Care Center (5-88-866 A).

On February 15, 1994 the Commission approved Coastal Development Permit 5-93-253 (Hoag), Development Agreement D5-93-2 (City of Newport Beach and Hoag Hospital), and Newport Beach Land Use Plan Amendment 1-93 Part B all regarding the subject site. Coastal development permit 5-93-253 approved 387,100 cubic yards of mass grading on the lower campus. The mass grading was to occur in phases. The first phase of grading was approved for 30,300 cubic yards of cut and 400 cubic yards of fill. This phase of grading has been completed. City of Newport Beach Land Use Plan Amendment 1-93 Part B changed the land use designation at the subject site from Recreational and Environmental Open Space to Government, Educational and Institutional Facilities. The development agreement, D5-93-2, incorporated Hoag Hospital's Master Plan for future expansion.

The development agreement included the Planned Community District Plan (PCDP), which is attached to the development agreement as exhibit C. The PCDP

includes the Planned Community Development Criteria (PCDC) and District Regulations. The approved Master Plan did not specify building locations or specific building functions, but rather established a development envelope, or area, within which development consistent with the regulations established by the PCDP would occur. The PCDP sets development caps as a function of allowable densities established by the Newport Beach General Plan. The PCDP provides the guidelines for development of the entire Hoag Hospital site. The PCDC includes height limits, building setbacks and other criteria for limiting the amount, type, bulk, and location of development.

Coastal Development Permit 5-95-204 was approved on October 11, 1995. That permit allowed construction of a 346 space parking lot and grading of 19,700 cubic yards of cut and 19,700 cubic yards of fill. The grading was balanced on site. Development allowed under 5-95-204 has been completed.

C. Public Access

Section 30210 of the Coastal Act states:

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

The subject site is located at the intersection of West Coast Highway and Newport Boulevard. Coast Highway is a major beach access road. Coast Highway runs parallel to the coast throughout Orange County. In the subject area Coast Highway feeds into both Newport Boulevard and Balboa Boulevard. Newport Boulevard and Balboa Boulevard provide access to the Balboa Peninsula. Many visitor destinations are located on the peninsula including miles of public ocean beaches, access to Newport Harbor, the Newport and Balboa piers, the boardwalk, the Balboa Fun Zone, access to harbor tours and Catalina boat excursions. Also, ferry access from the Balboa Peninsula to Balboa Island is available.

In addition to the amenities available on the Balboa Peninsula, Coast Highway provides access to visitor amenities along Coast Highway in Newport Beach including restaurants, sailing facilities, and more. Travel along Coast Highway is necessary to reach Corona del Mar State Beach as well as Crystal Cove State Beach and inland parks located south of the City. From Newport Beach, access to the miles of public beaches in Huntington Beach is available via Coast Highway. In addition to the many attractions available as destinations via Coast Highway, a drive along Coast Highway is a visitor experience in itself. Views of the coast are available from much of Coast Highway in Orange County. West Coast Highway is a designated scenic corridor. For these reasons West Coast Highway is a heavily traveled beach access corridor.

Newport Boulevard is the major connector route between the San Diego freeway and Coast Highway and so to all the amenities mentioned above. Newport Boulevard is a major beach access route from inland locations. West Coast Highway is State Route 1. Newport Boulevard is State Route 55. As State Routes, the California Department of Transportation has jurisdiction along these routes.

The proposed project includes excavation of 45,000 cubic yards of material, all of which will be hauled off site. The EIR prepared for the Hoag Master Plan states that a typical haul truck has a capacity of 20 cubic yards. Based on this figure, the proposed 45,000 cubic yards of material would require 2,250 truck trips to haul the material off site. Based on this information, the proposed amount of grading can be hauled within the nine month non-peak summer use period. This high volume truck traffic has the potential to adversely impact beach and visitor traffic along Coast Highway. To address this potential adverse public access impact, the Commission required the applicant to submit a construction phasing and traffic control plan for each phase of grading as a condition of approval of the previous coastal development permit at the site (5-93-253).

The applicant has submitted a construction phasing and traffic control plan which has been reviewed and approved by the Newport Beach Public Works Department. Under the proposed haul route the haul trucks exit the site onto West Coast Highway, and proceed to Newport Boulevard and then out of the coastal zone to the Frank R. Bauerman landfill.

The proposed plan would limit truck trips between June 1 and September 1 to sixteen truck trips per hour. Sixteen truck trips per hour equates to an average of one truck trip every four minutes. One truck trip includes both exiting and entering the site. Which means one truck would be exiting and one truck entering the site on the average of every four minutes. This volume of trucks entering the flow of traffic on Coast Highway has a high potential to disrupt the flow of visitor traffic on both major coastal access routes Coast Highway and Newport Boulevard.

Heaviest beach and visitor traffic occurs during the summer, which the Commission typically recognizes as between Memorial Day Weekend through Labor Day inclusive. Peak use within this period occurs on weekends and holidays. As stated above, given the amount of export proposed and the capacity of the haul trucks, the export could be accomplished within a nine month period. However, even if export activities extend beyond nine months, impacts to beach traffic can be minimized by prohibiting truck trips on summer weekends and holidays, still allowing export to occur on summer weekdays.

In order to assure that adverse impacts to beach access due to construction traffic are minimized the project has been conditioned to prohibit the use of haul trucks during the maximum visitor traffic period, i.e. summer weekends and holidays, and to submit a construction phasing and traffic control plan that has been reviewed and approved by a California Department of Transportation (Caltrans) traffic engineer. Therefore, as conditioned, the Commission finds the proposed development consistent with Section 30210 of the Coastal Act regarding maximizing public access.

D. Hazard

Section 30253 of the Coastal Act states, in part:

New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.

1. Geologic Stability

Section 30253 requires that new development assure stability and structural integrity, neither create nor contribute to erosion or geologic instability. The proposed development includes approximately 45,000 cubic yards of grading. The applicant has indicated that the grading figure may increase once final calculations are done. The applicant states that any increase in the amount of grading would be due to refinements in the final calculations, not from changes to the proposed structures or surrounding area. Only the structures reflected on the plans submitted with the application are being considered under this permit application.

Coastal development permit 5-93-253 approved the master grading plan, which allowed 387,300 cubic yards of cut, to be accomplished in phases. The special conditions of that permit required that final grading plans be submitted prior to commencement of each phase of grading. The proposed amount of grading, together with past grading conducted pursuant to the first phase of coastal development permit 5-93-253 and grading conducted pursuant to 5-95-204, is within the amount approved under coastal development permit 5-93-253. Consistent with the previous permit and as necessary to assure conformance with Section 30253 of the Coastal Act, the applicant shall, as a condition of approval, submit final grading plans for the review and approval of the Executive Director prior to issuance of this coastal development permit.

Earth movement of this magnitude can increase risk of destructive erosion and geologic instability. A Report of Geotechnical Investigation for the proposed support services development was prepared by Law/Crandall (dated June 5, 1996). The Report of Geotechnical Investigation states:

Based on the available geologic data, no known active or potentially active faults exist beneath the proposed Support Services Building. Accordingly, the potential for surface rupture at the site due to faulting is considered low. Although the site could be subjected to strong ground shaking in the event of an earthquake, this hazard is common in Southern California and the effects of ground shaking can be mitigated if the buildings are designed and constructed in conformance with current building codes and engineering practices.

The relatively level topography in the area of the proposed development precludes slope stability hazards. The potential for other geologic hazards such as liquefaction, seismic settlement, subsidence, flooding, tsunamis, and seiches affecting the site is considered low.

This indicates that the proposed development is feasible from a geologic standpoint. The Report of Geotechnical Investigation contains numerous recommendations designed to assure stability and structural integrity and minimize geologic instability of the proposed development. These recommendations include recommendations regarding foundations, excavation and slopes, walls below grade, and subdrains. In order to assure that geologic hazard is minimized, these recommendations must be incorporated into the design of the structures. These recommendations should be reflected in the final grading and foundation plans. As a condition of approval, the applicant shall submit for the review and approval of the Executive Director, final

grading and foundation plans, reviewed and approved by the geologic consultant indicating that the recommendations have been incorporated into the design of the project. Therefore, as conditioned, the Commission finds the proposed development consistent with Section 30253 of the Coastal Act regarding minimization of geologic hazard.

2. Methane Gas

Methane gas occurs naturally below the surface of the Hoag site and the Balboa Coves community directly across Coast Highway from the site. The gas is believed to be biogenic in origin. Despite several studies conducted since 1985 (GeoScience Analytical, Inc., 1986, "The Roberti Study"; Omnibus Environmental Services, 1986), the exact formation producing the gas, as well as the method of production of the gas, is not known.

There is an existing gas collection and burn-off system at the site. It collects the gas from both the Hoag site and the Balboa Coves area. The purpose of the existing flare is to prevent combustible gas accumulation.

In February of 1993, the Commission approved a scrubber system (5-92-368) which is expected to reduce the concentration of sulfur compounds being emitted and allow the gas collected from the sites to be purified and put to use rather than simply burned off.

The 1986 report prepared by GeoScience Analytical, Inc., for the State Department of Conservation, Division of Oil and Gas reviewed 8 areas in Southern California thought to be high risk due to the presence of gas naturally occurring in the soil. One of the study areas was the Newport Beach Oil Field, which includes the subject area. The study found that the areas where high concentrations of methane gas occurred, such as the subject site, could become hazardous if the gas is allowed to accumulate in building basements, subterranean parking areas, etc. The report recommended the installation of 24 hour methane monitors and shallow-vent wells.

The design plans for the proposed support services building and parking structure include methane gas mitigation measures. The methane gas mitigation measures proposed include:

- electronic combustible gas sensors will be installed in all enclosed spaces within the structures including parking areas, elevators, stairwells, hallways, and rooms;
- visual and audible alarms will be installed throughout the structures which will be interfaced to the electronic combustible gas sensors and capable of providing notification of evacuation;
- the electronic combustible gas sensor system shall be interfaced to the structures' ventilation system which will provide a minimum of four changes of fresh air on demand in the event combustible gas is identified within the structure;
- an active/passive gas collection system will be installed under the structures' slabs which will be capable of (1) passively venting subsurface gases at low concentrations through the structures' roof into the atmosphere and (2) actively venting subsurface gases at high concentrations to a burner;

- subsurface gas extraction wells and gas collection "French Drains" interfaced to a burner shall be located on, and adjacent to, the subject site which shall serve to reduce subsurface gas pressures and vertical migration of gases to the atmosphere;
- the electronic combustible gas sensor system shall be calibrated quarterly;
- the active/passive gas collection system shall be monitored weekly.

The mitigation measures proposed as part of the project are consistent with the measures described in the Hoag Hospital Master Plan Environmental Impact Report. These mitigation measures will minimize the hazard due to the on-site presence of methane gas. Therefore, the Commission finds that the proposed project is consistent with Section 30253 of the Coastal Act which requires hazards be minimized.

E. Public Views

Section 30251 of the Coastal Act states:

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 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. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

Coast Highway is a designated scenic corridor. In approving coastal development permit 5-93-253, the Commission required as a condition of approval that landscaping be provided in the setback area adjacent to Coast Highway. The landscaping was required to include vertical elements which, at maturity, would soften and enhance the facades of the future buildings constructed at the site. A landscaping plan for the entire Lower Campus was submitted as condition compliance for coastal development permit 5-93-253. The approved landscaping plan identified the plant palette to be used and plant placement in addition to the earthen berm. In order to assure that the proposed buildings will be adequately screened as viewed from Coast Highway a landscaping plan specific to the proposed project should be submitted for review and approval of the Executive Director. The landscaping plan should be consistent with the master landscaping plan approved under permit 5-93-253. The Commission finds that only as conditioned to provide a landscaped buffer area will the proposed project provide the necessary screening to effectively buffer views along scenic Coast Highway, as required by Section 30251 of the Coastal Act.

In addition to views from Coast Highway, public views of the harbor and ocean exist from the public bicycle path and bluff top park adjacent to the site. The Planned Community Development Criteria and District Regulations, approved in conjunction with Development Agreement D5-93-2, established a maximum building height. The height limit at the location of the proposed building is

51 feet above mean sea level. The proposed Support Services Building will have a maximum height of 51 feet above mean sea level and an average height of 40 feet above the centerline of West Coast Highway (the elevation of West Coast Highway is 8 feet MSL). The proposed parking structure will have a maximum height of 35 feet above mean sea level and an average height above the centerline of West Coast Highway of 25 feet.

In addition, the PCDC requires that "no building shall exceed the height of the existing slope." The height of the existing slope (the bluff at the eastern edge of the site) is 54 feet above mean sea level. The bluff top park is located at the top of the existing slope. Site sections analyzing the view from the bluff top park to the ocean were prepared for each of the proposed structures. The sightline was measured from 4 feet above the grade of the viewpark. Four feet was considered the height of a person sitting on a bicycle. The bluff top view park does not extend to the area behind the existing Cancer Center, however, the public bicycle path does. The site section for the proposed parking structure indicates that it will not obstruct existing horizon views. Blue water views from the bluff top park are already obstructed by the existing Cancer Center, and will not be any further effected by the parking structure. The site section for the support Services building indicates that neither views to the horizon nor blue water views will be obstructed by the proposed structure.

The proposed development is consistent with the previously approved Planned Community Development Criteria. The proposed development will not create adverse visual impacts as viewed from the public bluff top view park. As conditioned for submittal of a landscaping plan, the proposed development will not create adverse visual impacts as viewed from scenic West Coast Highway. Therefore, the Commission finds that the proposed development is consistent with Section 30251 of the Coastal Act for minimizing adverse visual impacts.

F. Local Coastal Program

Section 30604(a) of the Coastal Act provides that a coastal development permit shall be issued only if the proposed development would not prejudice the ability of the local government having jurisdiction to prepare a local coastal program (LCP) which conforms with, and is adequate to carry out, the Chapter 3 policies of the Coastal Act.

The Newport Beach LUP was certified on May 19, 1982. The proposed development is consistent with the certified Land Use Plan land use designation for the site. The proposed development has been conditioned to conform to the public access, visual quality, and geologic hazard policies of the Coastal Act. Therefore, the Commission finds that the proposed development, as conditioned, would not prejudice the ability of the City of Newport Beach to prepare a local coastal program consistent with the Chapter 3 policies of the Coastal Act.

G. California Environmental Quality Act

Section 13096 of Title 14 of the California Code of Regulations requires Commission approval of coastal development permits to be supported by a finding showing the permit, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) of CEQA prohibits a proposed development from being

approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment.

The proposed project has been conditioned in order to be found consistent with the public access, visual quality, and geologic hazard policies of the Coastal Act. Mitigation measures including review and approval of final grading and landscaping plans, and construction phasing and traffic control plan, as well as methane gas mitigation measures incorporated into the design of the project, will minimize all adverse impacts. As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the Commission finds that the proposed project can be found consistent with the requirements of the Coastal Act to conform to CEQA.

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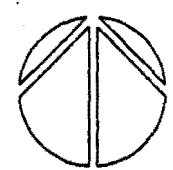
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CALIFORNIA
COASTAL COMMISSION
SOUTH COAST DISTRICT



HOAG MEMORIAL HOSPITAL PRESBYTERIAN
SUPPORT SERVICES BUILDING

5-96-118



Scale 1:24,000

Source: 7.5 minute USGS
Topographic Quadrangle

COASTAL COMMISSION

5-96-118

EXHIBIT # A

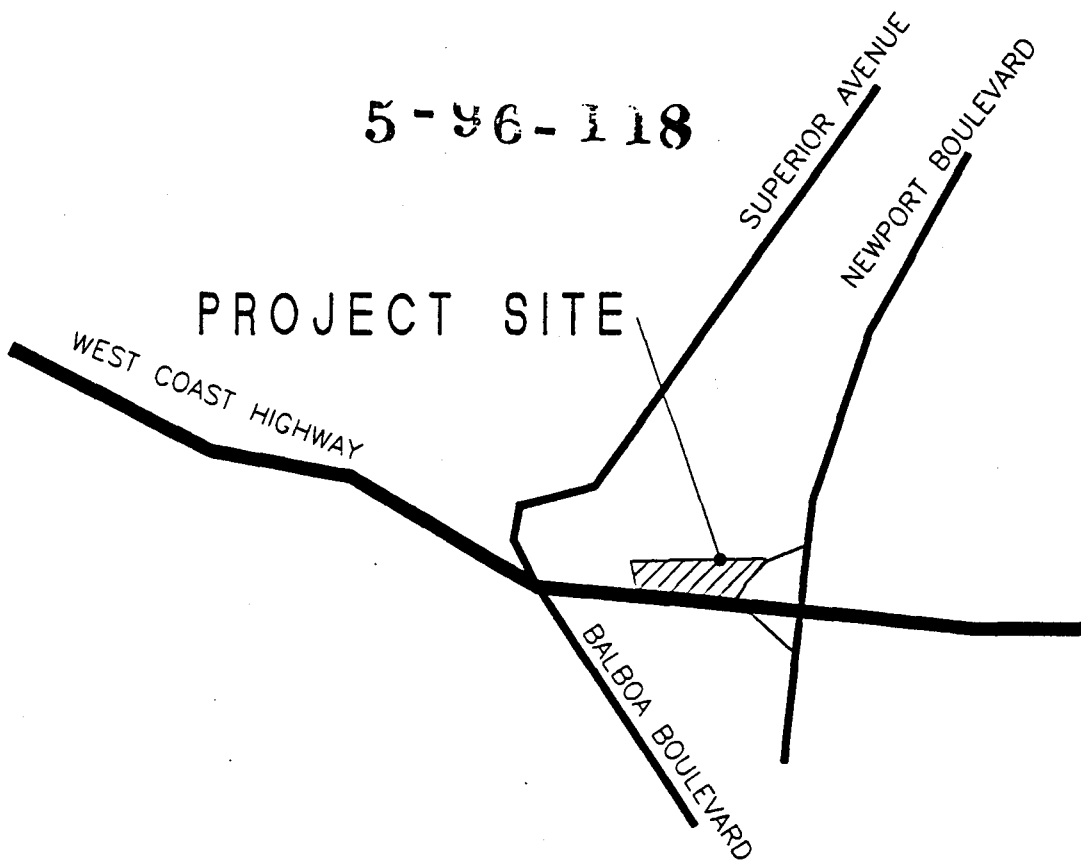
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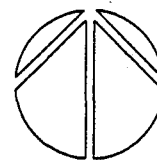
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SOUTH COAST DISTRICT

5-96-118



PROJECT SITE

HOAG MEMORIAL HOSPITAL PRESBYTERIAN
SUPPORT SERVICES BUILDING



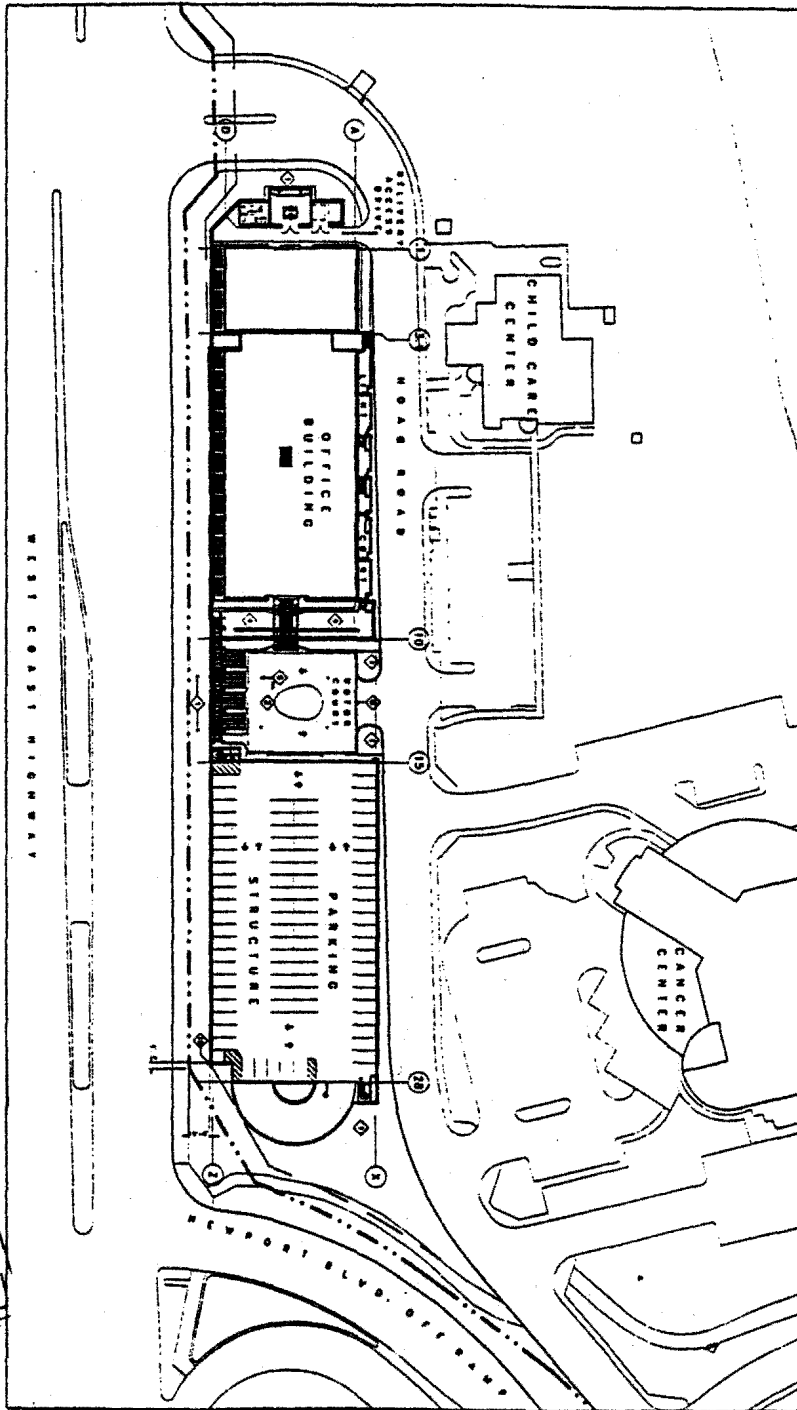
NO SCALE

COASTAL COMMISSION

5-96-118

EXHIBIT # B

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- NOTES**
- 1. All dimensions are in feet and inches.
 - 2. All areas are to be finished to the same level unless otherwise noted.
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NOVA HOSPITAL
SUPPORT SERVICES
BUILDING

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5-96-118
SITE PLAN C
EXHIBIT #

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