STATE OF CALIFORNIA—THE RESOURCES AGENCY

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Staff:

RECORD PACKET COPY

PETE WILSON, Governor

CALIFORNIA COASTAL COMMISSION

SOUTH COAST AREA

245 W. BROADWAY, STE. 380 D. BOX 1450

IONG BEACH, CA 90802-4416 (310) 590-5071 Filed: 49th Day: 180th Day: November 5, 1996 December 24, 1996

May 4, 1997

John T. Auyong 54171

Staff Report: December 18, 1996 Hearing Date: December 10-13, 1996

Commission Action:

STAFF REPORT: CONSENT CALENDAR

APPLICATION NO.:

5-96-218

APPLICANT:

Jim Collins

AGENT:

John Morgan

PROJECT LOCATION:

7300 West Oceanfront, City of Newport Beach, County of

Orange

PROJECT DESCRIPTION: Demolition of an existing single-family residence and construction of a new 26'6" high, two-story, 2,548 square foot single-family residence with attached 367 square foot two-car garage, one compact uncovered parking space, patio encroachments (15'x30', 4" thick concrete slab surrounded by 3' high walls) on the Oceanfront public right-of-way on the seaward side of the proposed home, and a new 59'x4', 4" thick concrete sidewalk encroachment onto the Sonora Street public right-of-way. The public may use this sidewalk to reach the beach from Sonora Street.

Lot area:

Building coverage: Pavement coverage: Landscape coverage:

Zonina:

Land Use Plan designation:

2,250 square feet 1,419 square feet

631 square feet 200 square feet

R-1

Two Family Residential

LOCAL APPROVALS RECEIVED: City of Newport Beach Approval-in-Concept 1633-96

SUBSTANTIVE FILE DOCUMENTS: Coastal Development Permits 5-93-114, 5-94-091, 5-95-010, and 5-96-106 (City of Newport Beach (street-ends)), 5-94-054 (Riegelsberger), 5-94-178 (RJH Properties), 5-94-280 (Hood); City of Newport Beach Certified Land Use Plan

STAFF RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution:

I. Approval with Conditions.

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

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

III. Special Conditions.

1. Deviation from Approved Encroachments

This coastal development permit approves encroachments onto the Oceanfront public right-of-way. Said encroachments consist of a 15'x30', 4" thick concrete patio slab, 3' high perimeter walls and a 36"x36" wood gate. This coastal development permit also approves encroachments onto the public land on the Sonora Street side of the property. Said encroachments consist of a new 59'x4', 4" thick concrete sidewalk which the public may use to reach the beach from Sonora Street. Any deviations from the approved encroachments shall require an amendment to this coastal development permit from the Coastal Commission or its successor agency.

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2. Submission of Encroachment Permit

Prior to commencement of construction of the encroachments described herein, the applicant shall submit a copy of the valid, approved City encroachment permits for review and approval by the Executive Director.

3. City's Right to Revoke Encroachment Permit

Approval of this coastal development permit shall not restrict the City's right and ability to revoke, without cause, the approved City encroachment permits in order to construct public improvements within either the Oceanfront or the Sonora Street the public rights-of-way.

4. <u>Implied Private Property</u>

The permittee shall not post signs or use other means to imply that the Sonora Street sidewalk is private property or otherwise frustrate the public's ability to use the Sonora Street street-end to reach the beach.

IV. Findings and Declarations.

A. <u>Project Description</u>

The applicant is proposing to demolish an existing single-family residence and construction of a new 26'6" high, two-story, 2,548 square foot single-family residence with attached 367 square foot two-car garage, and one compact uncovered parking space.

Also proposed are ground level patio encroachments on the unimproved Oceanfront public right-of-way on the seaward side of the property. These encroachments would consist of a four inch thick, 15'x30', concrete patio surrounded by a 36" high block wall. A 36" wide by 36" high wood gate would allow entry from the proposed patio to the beach (see Exhibit C).

In addition, a proposed public sidewalk would be located on the south side (Sonora Street side) of the proposed home. The proposed sidewalk would be concrete and would be four inches thick, 59 feet long by 4 feet wide and would be located on City property. The proposed sidewalk would lead from the Sonora Street street-end to the front main entry of the proposed home. The public may use the proposed sidewalk to reach the beach from Sonora Street (see Exhibit B).

B. Public Access/Recreation

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.

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Section 30211 of the Coastal Act states:

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

1. Encroachments

a. Oceanfront Public Right-of-Way

The proposed development includes patio encroachments onto the Oceanfront public right-of-way on the seaward side of the home. The public right-of-way is currently unimproved and consists of sandy beach area. Thus, the proposed patio encroachments would reduce the amount of public sandy beach area available for public access and recreation.

The proposed patio encroachments would contribute to the cumulative adverse impact on beach use resulting from the various existing encroachments on the public right-of-way in the area. The cumulative adverse impact would make it difficult in the future for the City to improve the public right-of-way for lateral access purposes. For instance, the public right-of-way could be used to extend the City's concrete bikeway/walkway along the beach. The bike path currently runs inland in the vicinity of the subject site.

This cumulative impact is addressed by the mitigation plan contained in the City's Certified Land Use Plan ("LUP"). The mitigation plan requires that all patio encroachments in the area, including the proposed encroachment, must be approved by encroachment permits issued by the City. The fees generated by these encroachment permits are then used to fund the improvements of street-ends in the area, including the provision of two metered public parking spaces per street-end. With this mitigation plan, the Commission found the LUP policies allowing patio encroachments to be consistent with the public access and recreation policies of Chapter 3 of the Coastal Act.

Therefore, the permit is being conditioned for the submission of the valid, paid City encroachment permit for the proposed patio encroachment, pursuant to the LUP mitigation program. Purchase of the encroachment permit would mitigate the adverse impacts on public access and recreation resulting from the proposed encroachments by funding street-end improvements to enhance vertical access in the area. The permit is also being conditioned so that future deviations from the approved encroachments require an amendment to this permit. This would allow the Commission to evaluate future deviations for adverse public access and recreation impacts. The permit is being conditioned further to provide that issuance of the coastal development permit does not restrict the City's right to revoke its encroachment permit, without cause, in order to construct public access and recreation improvements in the public right-of-way. This would ensure future opportunities for public access and recreation.

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The Commission previously approved coastal development permits 5-94-054 (Riegelsberger), 5-94-178 (RJH Properties) and 5-94-280 (Hood) which incorporated similar conditions to minimize the adverse impacts to public access resulting from similar patio encroachments onto the Oceanfront Public right-of-way in the area. The Commission finds that the proposed patio encroachments onto the Oceanfront public right-of-way, only as conditioned, would be consistent with the public access and recreation policies of the Coastal Act.

b. Sonora Street Encroachments

The applicant is also proposing a new public sidewalk which would encroach onto the Sonora Street street-end adjacent to the subject site. As proposed, the public may use this sidewalk to go from Sonora Street to the beach. Encroachments onto street-ends, however, such as the proposed sidewalk, are not covered under the LUP encroachment policies mentioned above. The Sonora Street street-end is one of the West Newport street-ends to be improved pursuant to the LUP encroachment policies.

The City has been improving street-ends from east to west. To date, only the street-ends for 37th through 50th Streets have been improved, and improvements to the street-ends for 51st through 55th Streets are under construction. The City anticipates submitting a coastal development permit application in 1997 for improvements to the street-ends of 56th through 59th Streets.

However, since the subject site and the adjacent Sonora Street street—end are approximately thirteen blocks west of 59th Street, it will be some time before the City improves the Sonora Street street—end. Therefore, the applicant has volunteered to construct one of the two public sidewalks (one on each side of the street) normally constructed as part of the street—end improvements. The proposed public sidewalk, at four feet wide, would not be any wider than the sidewalks constructed as part of the street—end improvements. Therefore, the proposed public sidewalk would not interfere with nor restrict the City's ability to construct eventually the remainder of the Sonora Street street—end improvements, such as parking spaces and landscaping.

The coastal development permit is being conditioned so that approval of the encroachments does not waive the City's right to improve the Sonora Street street—end pursuant to the LUP encroachment policy mitigation program. Further, the permit is being conditioned so that the permittee shall not imply that the proposed public sidewalk is private property, by posting signs to that effect or other means. In addition, the permit is being conditioned so that any future deviations to the proposed public sidewalk require an amendment to this permit. This would allow the Commission to review any future deviations for adverse impacts to public access.

Therefore, only as conditioned for facilitating public access does the Commission find that the proposed Sonora Street sidewalk would be consistent with the public access and recreation policies of Chapter 3 of the Coastal Act.

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2. <u>Development on Private Property</u>

Section 30212 of the Coastal Act states, in part:

- (a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:
- (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources.
- (2) adequate access exists nearby, or,
- (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway.

The subject site is located between the nearest public roadway and the shoreline. A public access dedication can be required pursuant to Section 30212 of the Coastal Act only if it can be shown that the development, either individually or cumulatively, directly impacts physical public access, e.g. it impacts historic public use or precludes use of public trust lands. The proposed single-family residence would not be an intensification of use over the previously existing single-family residence on-site. The proposed project would provide three parking spaces, consistent with the Commission's regularly used standard of two spaces per residential dwelling unit. The development as proposed on private property would not result in direct adverse impacts, neither individually nor cumulatively, on physical public access. Further, vertical access to the beach exists via the adjacent Sonora Street street-end. Therefore, the Commission finds that the portion of the proposed development located entirely on private property would be consistent with the public access and recreation policies of Chapter 3 of the Coastal Act.

C. Local Coastal Program

Section 30604(a) of the Coastal Act provides that, prior to certification of a local government's local coastal program ("LCP"), the Commission shall issue a coastal development permit if the permitted development would not prejudice the ability of the local government to prepare an LCP that is in conformity with the Chapter 3 policies of the Coastal Act. The City of Newport Beach Land Use Plan ("LUP") component of its LCP was originally certified on May 19, 1982. However, the City has not yet prepared the LCP implementation plan.

On January 9, 1991, the Commission denied as submitted City of Newport Beach LUP Amendment 90-1 to establish policies regarding encroachments of private development onto public rights-of-way along the beaches of West Newport and the Balboa Peninsula. On June 11, 1991, the Commission approved the LUP amendment with suggested modifications. The Commission found the amendment as modified to be consistent with the Chapter 3 policies of the Coastal Act.

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A public right-of-way runs between private property and the beach along West Newport and the Balboa Peninsula. Portions of the right-of-way are developed with a public bikeway/walkway which provides public access and recreation opportunities. However, in West Newport (including in the vicinity of the subject site) and the eastern end of the Balboa Peninsula, the public right-of-way is unimproved. Because he public right-of-way in these areas is not physically improved and instead is sandy beach area, there are no public improvements to serve as a barrier preventing private encroachment onto the public beach.

There had been a history of patios, decks, and landscaping which had been built onto the public right-of-way in a hodge-podge manner. The City submitted LUP Amendment 90-1 as a way to address these encroachments. The LUP encroachment policies include encroachment zones of varying depth out onto the public right-of-way and a three foot vertical height limit on structures allowed in these zones. The LUP policies prohibit encroachments which would interfere with access and which would be so significant in nature as to require the issuance of a City building permit.

The LUP amendment as certified by the Commission established a program to mitigate the adverse impacts of the encroachments by using encroachment permit fees to fund street-end improvements. The street-end improvements enhance public access to the beach in the areas of the encroachment zones. Coastal Development Permits 5-93-114, 5-94-091, 5-95-010, and 5-96-106 (City of Newport Beach) approved such street-end improvements. Thus, the City has begun to implement this mitigation program.

LUP Encroachment Policy 6B states that property owners waive and give up any right to contest the validity of the unimproved public right-of-way on which the encroachments are located. Policy 6B further provides that City encroachment permits are revokable, without cause, if the City proposes to construct public improvements on the public right-of-way in the future.

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

D. <u>Consistency with the California Environmental Ouality Act (CEOA).</u>

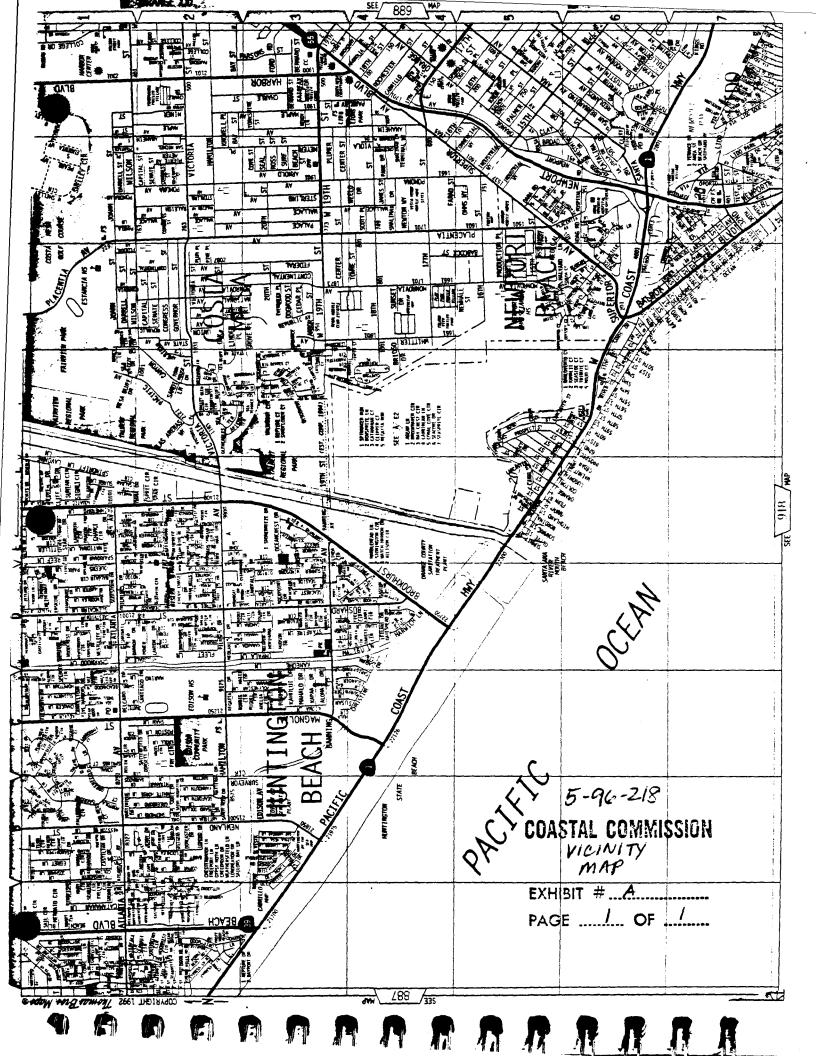
Section 13096 of Title 14 of the California Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) 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.

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The proposed project has been conditioned in order to be found consistent with the public access and recreation policies of the Coastal Act. Mitigation measures include conformance with the standards of the City's LUP encroachment policies and submission of the approved City encroachment permit, the fees from which are used to fund street-end improvements to enhance public access, 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.

In addition, development previously existed on the site. The proposed development would not result in an intensification of use of the site. The proposed project would be infill development in an urbanized area. All infrastructure necessary to serve the proposed project exists in the area. Therefore, the Commission finds that the proposed project can be found consistent with the requirements of the Coastal Act to conform to CEQA.

7958F:jta



JOHN T. MORGAN JR. • ARCHITECT

10131 CENTRAL AVE. • GARDEN GROVE, OA 92643

• Tel. (714) 638-4017 • Fax (714) 638-4516

November 12, 1996

California Coastal Commission 245 W. Broadway Avenue, Suite 380 P.O. Box 1450 Long Beach, CA 90802-4416

Re: 7300 West Oceanfront Newport Beach, CA

Coastal Number: 5-96-218

Dear Mr. Auyong,

I am responding to a letter dated November 6, 1996, sent to me by you. The answers to your questions are as follows:

- 1. The sidewalk proposed at the east side property line is new and will be built where one does not currently exist. The land is owned by the city. The sidewalk will be built and paid for by the applicant, Mr. Collins. The public may use this sidewalk to reach the beach from Sonora St. and an encroachment permit was obtained from the city on October the 30th 1996. A copy of this permit is forthcoming in the mail as you have requested.
- 2. The exact dimensions of the sidewalk will be 59' long x 4' wide as the encroachment drawing will indicate. As you assumed, a separate permit for this work was required and obtained.

If any questions arise, please don't hesitate to call me and I will assist you.

Thank You,

Jim J. Muyan

ARCHITECT
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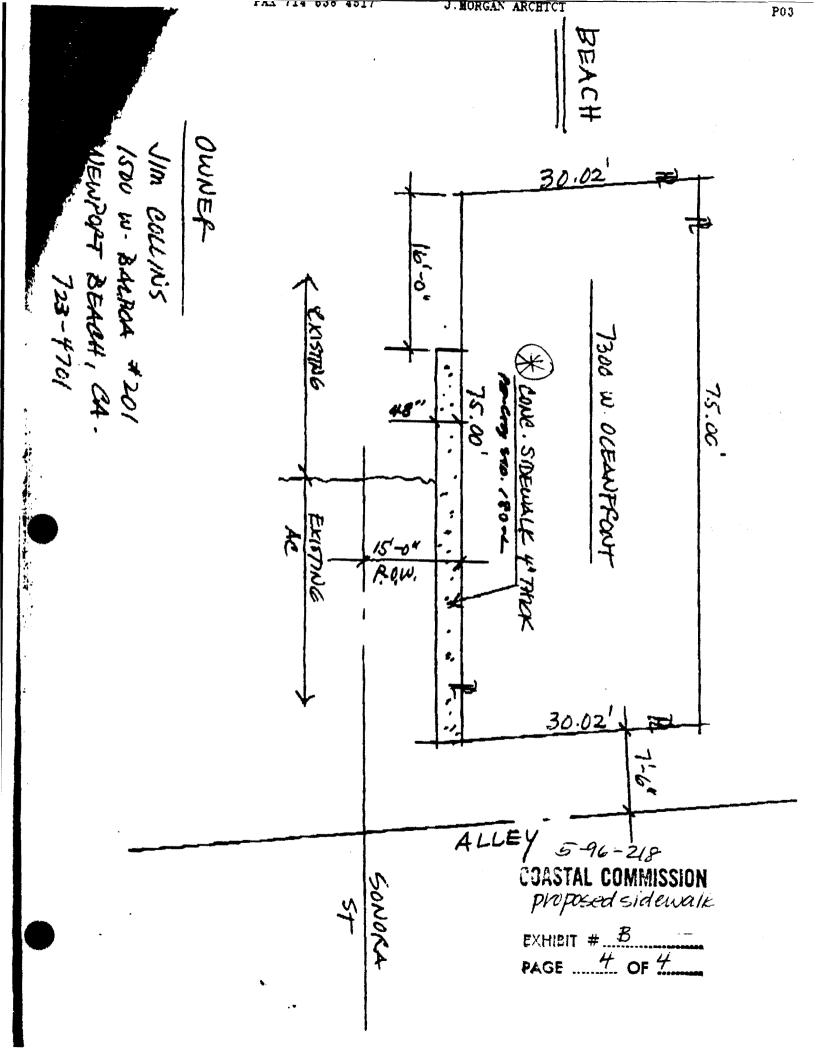
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COASTAL COMMISSION
Proposed public sidewalk

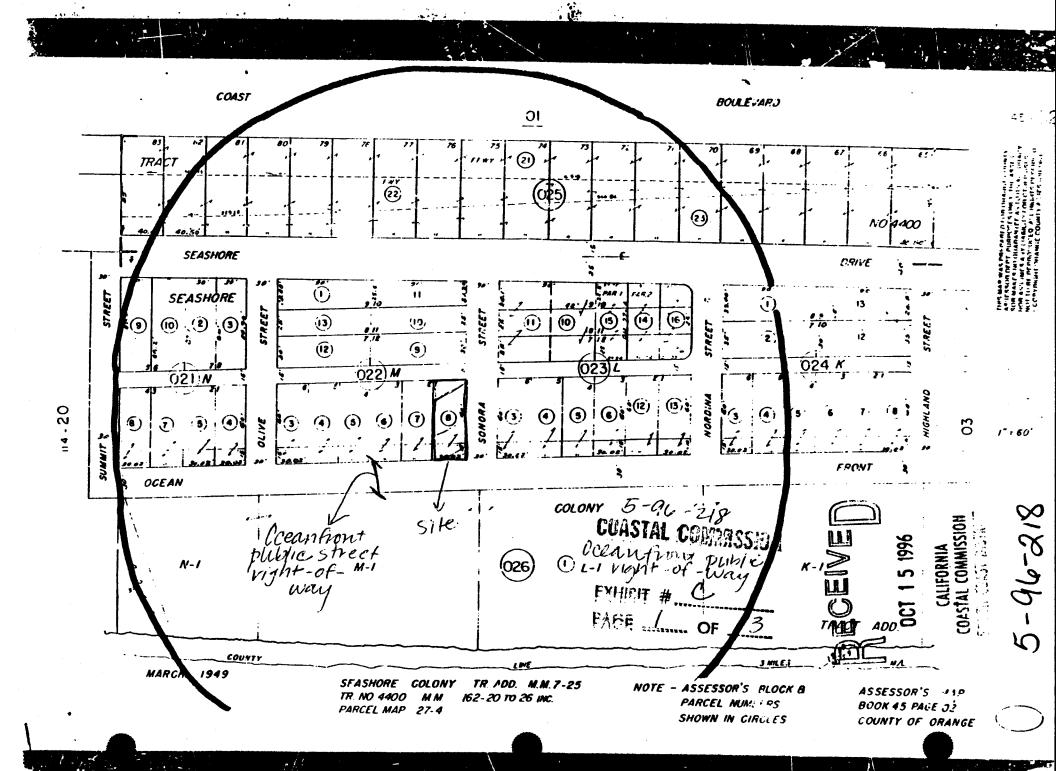
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| JIM COLLINS | Newport Beach | 1 Phone 723-4701 |
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Mita - Parait

Pink - Temporary
Office Capy

Yellow - Applicant

