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CALIFORNIA COASTAL COMMISSION

SOUTH CENTRAL COAST AREA 89 SOUTH CALIFORNIA ST., SUITE 200 VENTURA, CA 93001 (805) 641-0142

RECORD PACKET COPY

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Hearing Date: September 10-13, 1996

Commission Action:

STAFF REPORT: REGULAR CALENDAR

APPLICATION NO.: 4-96-85

APPLICANT: Pierre Cossette

AGENT: Jaime Harnish

PROJECT LOCATION: 22368 Pacific Coast Highway, City of Malibu; L.A. County

APNs: 4452-001-015, -004, and -005

PROJECT DESCRIPTION: Addition of 292 sq. ft. kitchen and the reconstruction of an existing deck on parcel 15; combine parcel 15 (22368 PCH) with parcels 4 and 5; construct a pool, trellis, 48 sq. ft. cabana, 48 sq. ft. pool equipment room, and decking on lots 4 and 5.

Lot Area 27,280 sq. ft.

Building Coverage 5,367 sq. ft. existing Pavement Coverage 0 new sq. ft. (%) Landscape Coverage 0 new sq. ft. (%)

Parking Spaces 0 new Project Density 1 dua

Ht abv fin grade 12 feet (Kitchen); 9 feet (Cabana)

LOCAL APPROVALS RECEIVED: Approval in concept from the City of Malibu

SUBSTANTIVE FILE DOCUMENTS: Coastal Development Permit Applications 5-84-828 (U.C.L.A. Foundation), 5-90-590 (Lushing), 5-91-33 (Lushing), and 5-91-740 (Cossette).

SUMMARY OF STAFF RECOMMENDATION:

This is an after-the-fact application for the retention of an addition of a kitchen to the main residence, and backyard improvements including decking and a swimming pool. The deck extends beyond the stringline on the two adjacent lots, but is in conformance on the lot with the residence. Staff recommends that the Commission approve the project with special conditions requiring revised plans which show all development within the stringline, geological recommendations, a waiver of fire liability, an assumption of risk deed restriction, condition compliance, debris and construction responsibility and timing of completion of work.

STAFF RECOMMENDATION

The staff recommends that the Commission adopt the following resolution:

I. Approval with Conditions

The Commission hereby grants, subject to the conditions below, a permit for the proposed development on the grounds that the development, as conditioned, 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, is located between the sea and first public road nearest the shoreline and is in conformance with the public access and public recreation policies 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

- 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 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.
- Compliance. All development must occur in strict compliance with the proposal as 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 development during construction, 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>Ierms 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. Revised Plans

Prior to the issuance of the permit the applicant shall submit, for the review and approval of Executive Director, revised plans which shows that no portion of the proposed development, including the decks, shall extend beyond the

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stringline as drawn from the corner of the deck on parcel 15 to the deck on the adjacent parcel to the east and generally depicted in Exhibit 5.

2. Geologic Recommendations

All recommendations contained in the <u>Limited Geologic and Soils Engineering Investigation</u> dated March 19, 1996, prepared by GeoConcepts, Inc. shall be incorporated into all final design and construction regarding foundations and drainage, and all plans must be reviewed and approved by the consultants prior to commencement of development. Prior to issuance of the coastal development permit the applicant shall submit evidence to the Executive Director of the Consultant's review and approval of all final design and construction plans.

The final plans approved by the consultant shall be in substantial conformance with the plans approved by the Commission relative to construction, and drainage. Any substantial changes in the proposed development approved by the Commission which may be required by the consultant shall require an amendment to the permit or a new coastal permit.

3. Assumption of Risk Deed Restriction

Prior to the issuance of the coastal development permit, the applicant as landowner shall execute and record a deed restriction, in a form and content acceptable to the Executive Director, which shall provide: (a) that the applicant understands that the site may be subject to extraordinary hazard from wave run-up during storms, flooding and erosion and the applicant assumes the liability from such hazards; and (b) that the applicant unconditionally waives any claim of liability on the part of the Commission and agrees to indemnify and hold harmless the Commission and its advisors relative to the Commission's approval of the project for any damage due to natural hazards. The document shall run with the land, binding all successors and assigns, and shall be recorded free of prior liens which the Executive Director determines may affect the interest being conveyed, and free of any other encumbrances which may affect said interest.

4. Wild Fire Waiver of Liability

Prior to the issuance of the coastal development permit, the applicant shall submit a signed document which shall indemnify and hold harmless the California Coastal Commission, its officers, agents and employees against any and all claims, demands, damages, costs, expenses of liability arising out of the acquisition, design, construction, operation, maintenance, existance, or failure of the permitted project in an area where an extraordinary potential for damage or destruction from wild fire exists as an inherent risk to life and property.

5. Condition Compliance

The requirements specified in the foregoing special conditions that the applicant is required to satisfy as a prerequisite to the issuance of this permit must be fulfilled within 90 days of Commission action. Failure to comply with such additional time as may be granted by the Executive Director for good cause, will terminate this permit approval.

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6. Construction Responsibilities and Debris Removal

The applicant agrees not to store any construction materials or waste where it is subject to wave erosion and dispersion. In addition, no machinery will be allowed in the intertidal zone at any time. The permittee shall remove from the beach area any and all debris that result from the construction period.

7. <u>Timing of Completion of Work</u>

The applicant shall remove those portions of the deck that extend beyond the stringline, as shown in Exhibit 5, within 45 days of the issuance of the permit. The executive Director may grant a one time extension of 60 days for good cause.

IV. Findings and Declarations.

The Commission hereby finds and declares:

A. Project Description and Background

This is an after-the-fact permit application for the construction of a 292 square foot kitchen in the residence, reconstruction of the deck on lot 15 and expansion of the deck onto lots 4 and 5 (See Exhibits 3 and 4). This application also includes work which has not yet occurred including the lot recombination of lots 15, 4 and 5 as one lot, the construction of a swimming pool, 45 sq. ft. cabana and 45 sq. ft. pool equipment room on lot 5. The applicant is proposing a trellis over the two small structures on lot 5 (cabana and equipment room).

The residence on lot 15 (22368 Pacific Coast Highway) was built prior to the to the effectiveness date of the Coastal Act. The decking on this site extends to the bulkhead, and appears to have always been this way. During the early 1980's there was landscaping in the seaward half of the deck area; however it appears that the decking also existed. In 1984, under coastal development permit 5-84-828, the Commission granted the previous owners approval to replace the existing concrete seawall on lot 15 with a wood piling sea wall in the same location. In 1991, under coastal development permit 5-91-740, the current property owner was granted a permit for a 681 square foot addition to the master bedroom and bathroom.

On lots 4 and 5 there was a swimming pool, motor court, and bulkhead which predate the Coastal Act. In 1990, under coastal development permit 5-90-590 (Lushing), the swimming pool and motor court were removed from the site, the bulkhead remained on site. Also under this permit, the previous owner recieved a coastal development permit to replace an existing drainage pipe under lot 4 and replace the existing wood seawall with a concrete seawall. In 1991, the previous owner received a coastal development permit [5-91-033 (Lushing)] for the construction of a single family residence across lots 4 and 5. Although that permit was issued, the work was never done. Today, lots 4 and 5 area vacant. The only remaining development on these lots is the below grade drainage pipe, the bulkhead and grass.

B. Shoreline Development and Seaward Encroachment

The proposed project includes a minor addition to the existing residence which does not involve seaward encroachment of the structures and the replacement of

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a deck, a new deck, a swimming pool, cabana, equipment room and trellis. Some of this development does include a seaward encroachment. The addition of the kitchen in minor in nature, does not involve the seaward encroachment of the structure and has received an approval in concept from the City of Malibu. The Commission finds that this portion of the development does not raise any significant Coastal Act issues.

On the other hand, the remaining portions of the development include the replacement of a deck on lot 15, an extension of that deck onto lots 4 and 5 and improvements to lots 4 and 5 with a swimming pool, cabana, equipment room, trellis and landscaping. These developments could trigger potential issues with regards to public access, public views, and seaward encroachment.

All projects requiring a Coastal Development Permit must be reviewed for compliance with the public access provisions of Chapter 3 of the Coastal Act. The Commission has required public access to and along the shoreline in new development projects and has required design changes in other projects to reduce interference with access to and along the shoreline. The applicable policies in this case are as follows:

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 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. New development in highly scenic area 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.

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.

Section 30212 of the Coastal Act states:

- (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 access way 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 access way.

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The major access issue in such permits is the occupation of sand area by a structure, in contradictions of Coastal Act policies 30211, 30212, and 30221. However, a conclusion that access may be mandated does not end the Commission's inquiry. As noted, Section 30210 imposes a duty on the Commission to administer the public access policies of the Coastal Act in a manner that is "consistent with ... the need to protect ... rights of private property owners... "The need to carefully review the potential impacts of a project when considering imposition of public access conditions was emphasized by the U.S. Supreme Court's decision in the case of Nollan vs. California Coastal Commission. In that case, the court ruled that the Commission may legitimately require a lateral access easement where the proposed development has either individual or cumulative impacts which substantially impede the achievement of the State's legitimate interest in protecting access and where there is a connection, or nexus, between the impacts on access caused by the development and the easement the Commission is requiring to mitigate those impacts.

The Commission's experience in reviewing shoreline residential projects in Malibu indicates that individual and cumulative impacts on access of such projects can include among others, encroachment on lands subject to the public trusts thus physically excluding the public; interference with natural shoreline processes which are necessary to maintain publicly-owned tidelands and other public beach areas; overcrowding or congestion of such tideland or beach areas; and visual or psychological interference with the public's access to an ability to use and cause adverse impacts on public access such as above.

In this case, the proposed development involves the seaward extension of the decks on lots 15, 4 and 5. A review of the permit history and aerials of these sites it appears that the deck on lot 15 always extended to the bulkhead. At one point there was extensive vegetation across a portion of the decking making it difficult to determine if the deck was still there. The applicant has submitted a photograph which shows that deck to the bulkhead. Although it is clearly not current, it is not dated. The Commission, based on the present evidence, finds that the deck repairs that occurred did not result in any seaward encroachment of the deck.

However, on lots 4 and 5 there is clear evidence that there has not historically been a deck which extends to the seaward extension of the bulkhead. In previous permit actions on lots 4 and 5 the stringline has always been drawn from the seaward corners of the decks on lot 15 and the residence to the east of lots 4 and 5. As such, the Commission finds that the stringline for these two lots is a line drawn from the corner of the deck on lot 15 to the deck on the eastern residence, as shown in Exhibit 5. The swimming pool, cabana, equipment room and trellis are well within the stringline as shown on Exhibits 4 and 5. However, the deck on lots 4 and 5 does extend beyond the stringline.

As explained in the next section, the Commission, in past permit actions, has required that all development be within a stringline drawn from the corners of the nearest adjacent neighbors. In doing so, development would be constrained by neighboring developments and encroachments onto the beach would be limited. Without this containment of development through the stringline, seaward encroachment of development could have cumulative adverse impacts to lateral access by encouraging neighboring residences to build decks beyond the stringline in small increments further seaward. Thus the allowance of a deck beyond the stringline could create a domino effect on this beach, allowing

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private developments to encroach onto potential public lands and block lateral access across the beach.

Therefore, the Commission finds that in order to ensure that this development is consistent with the public access policies of the Coastal Act, the applicant shall submit revised plans to bring the site into conformance with the stringline. The applicant shall submit revised plans, as required in special condition 1, which show that the deck shall be built in conformance with the stringline. The plans shall detail those portions of the deck which are to be removed. As this is an after-the-fact application, the Commission finds it necessary to require the applicant to remove those portions of the development which extend beyond the stringline in a timely manner, as outlined in special condition 6. Only as conditioned, can the Commission find that the proposed development will not create adverse individual or cumulative impacts on public access.

In order to avoid negative impacts on public access, the project must also not be located on public lands. Pursuant to Public Resources Code sections 30401 and 30416, the State Lands Commission is the agency entrusted with management of all state lands, including tide and submerged lands; the Commission is compelled to both respect the State Lands Commissions assertion of jurisdiction over this area and to also avoid issuing a permit for the project which the Lands Commission has indicated could not be permitted. In this case, no development is proposed seaward of the bulkhead which exists on site. The Commission notes, that so long as the development is restricted to the stringline of the adjacent neighbors, there should be no encroachment onto public lands. Therefore, the Commission finds that this development is consistent with the public resource sections regarding public access, and encroachment onto public lands.

C. Geological Hazards

Section 30253 of the Coastal Act states:

New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.
- (2) 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.

Section 30253 of the Coastal Act requires that new development minimize risks to life and property in areas of high geologic, flood and fire hazard, and assure stability and structural integrity. The proposed development is located on a sandy beach, and as such, is subject to flooding and wave damage from storm waves and storm surge conditions. The proposed development will require a seaward encroachment of the deck.

Taken literally, Section 30253 might require denial of any beachfront development, because on an eroding coast, no development can be assured of safety. While this decision would free the developer from the hazard of periodic storm waves, it would deny the applicant use of his property during

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the years when there are no storms, and deny the applicant the same use presently enjoyed by his neighbors. To carry out this policy, the Commission has generally required new development including additions to conform to a stringline, and in some cases to extend no further seaward than the existing house. As applied to beachfront development in past Commission actions, the stringline, in most situations, limits extension of a structure to a line drawn between the <u>nearest</u> corners of adjacent structures and/or decks (emphasis added). In addition, the Commission has approved the "stringline policy" in the certified Malibu/Santa Monica Mountains Land Use Plan:

On sites exposed to potentially heavy tidal or wave action, new development and redevelopment shall be sited a minimum of 10 feet landward of the mean high tide line. In a developed area where new construction is generally infilling and is otherwise consistent with LCP policies the proposed new structure may extend to the stringline of existing structures on each side.

Although the certified Malibu/Santa Monica Mountains Land Use Plan is no longer legally effective within the new City, many standards contained in the LUP are still applicable to development within the City and will continue to be used as guidance. The Commission has found the stringline policy to be an effective means of controlling seaward encroachment to insure maximum public access as required by Sections 30210 and 30211 and to protect public views and the scenic quality of the shoreline as required by Section 30251 of the Coastal Act.

In this case, the applicant's proposal does involve a seaward encroachment. As stated above, the deck extension across lots 4 and 5 is beyond the stringline, and is required to be revised to be within the stringline as noted in special condition 1.

The applicant has had the site reviewed by a geotechnical engineer. The geotechnical engineer prepared a limited geologic and soils engineering investigation. The report is dated March 19, 1996. In this report, the geotechnical engineer states:

It is the finding of this corporation, based upon subsurface data, that the proposed project will not be adversely effected by excessive settlement, landsliding, or slippage and will not adversely affect adjacent property, provided this corporation's recommendations and those of the Los Angeles County Code are followed and maintained.

Based on the recommendations of the consulting geotechnical engineer, the Commission finds that the development should be free from geologic hazards so long as all recommendations regarding the proposed development are incorporated into project plans. Therefore, the Commission finds it necessary to require the applicant to submit project plans, as noted in special condition 2, that have been certified in writing by the consulting geotechnical consultant, GeoConcepts, Inc., as conforming to their recommendations.

The Coastal Act recognizes that new development, such as the proposed additions, may involve the taking of some risk. Coastal Act policies require the Commission to establish the appropriate degree of risk acceptable for the proposed development and to establish who should assume the risk. When development in areas of identified hazards is proposed, the Commission

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considers the hazard associated with the project site and the potential cost to the public, as well as the individual's right to use his property.

There is currently a bulkhead across the three subject lots. Changes to the bulkhead were approved under previous coastal development permits as noted in the project description and background. No additional changes or additions to the bulkhead is proposed at this time. The applicant is proposing development on a sandy beach which includes the decking, a swimming pool and appurtenant structures. These structures are subject to wave attack, flooding and erosion.

The Commission finds that due to the unforseen possibility of wave attack, erosion, and flooding, the applicant shall assume these risks as a condition of approval, as outlined in special condition 3. Because this risk of harm cannot be completely eliminated, the Commission must require the applicant to waive any claim of liability on the part of the Commission for damage to life or property which may occur as a result of the permitted development. The applicant's assumption of risk, when executed and recorded on the property deed, will show that the applicant is aware of and appreciates the nature of hazards which exist on the site, and which may adversely affect the stability or safety of the proposed development.

Next, due to the fact that the proposed project is located in an area subject to an extraordinary potential for damage or destruction from wild fire, the Commission can only approve the project if the applicant assumes the liability from the associated risks. Through the wavier of liability (Special condition 4) the applicant acknowledges and appreciates the nature of the fire hazard which exists on the site and which may affect the safety of the proposed development.

This development includes construction of a deck, swimming pool and other structures on a beach front parcel. Access to the site with machinery and the storage of construction material on the beach could cause adverse impacts to access and water quality. Debris, machinery or construction materials on the wet sand will create negative impacts to the wildlife in the wet sand by disruption their sensitive habitat and disturbing the sand. Debris and construction materials in the wet sand have the potential to be washed out to sea and thereby become pollution. Finally, construction materials, debris and machinery in the wet and will most likely be in State tides lands. As such, These materials will impact public access. In order to ensure that none of the impacts occur, the Commission finds it necessary to require the applicant to refrain from using machinery in the wet and and storing construction material and debris in the wet sand. As noted in special condition 6, the applicant shall be responsibility for all construction activities.

Finally, as noted above, this project involves the application for after-the-fact work on site. Until the permit is issued and all conditions are implemented, the project will not be in conformance with the Coastal Act. Therefore, the Commission finds is necessary to require the applicant to satisfy the foregoing conditions in a timely manner as noted in special condition 5.

The Commission finds that only as conditioned above to require revised plans, the implementation of those plans, the recordation of an assumption of risk deed restriction, the waiver of fire liability, the responsibility for construction materials and conditions compliance is this project consistent with Section 30253 of the Coastal Act.

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D. Violation

Although development has taken place prior to submission of this permit application, consideration of the application by the Commission has been based solely upon the Chapter 3 policies of the Coastal Act. Approval of this permit does not constitute a waiver of any legal action with regard to any violation of the Coastal Act that may have occurred.

E. Local Coastal Program

Section 30604(a):

(a) Prior to certification of the local coastal program, a coastal development permit shall be issued if the issuing agency, or the commission on appeal, finds that the proposed development is in conformity with the provisions of Chapter 3 (commencing with Section 30200 of the division and that the permitted development will not prejudice the ability of the local government to prepare a local coastal program that is in conformity with the provisions of Chapter 3 (commencing with Section 30200).

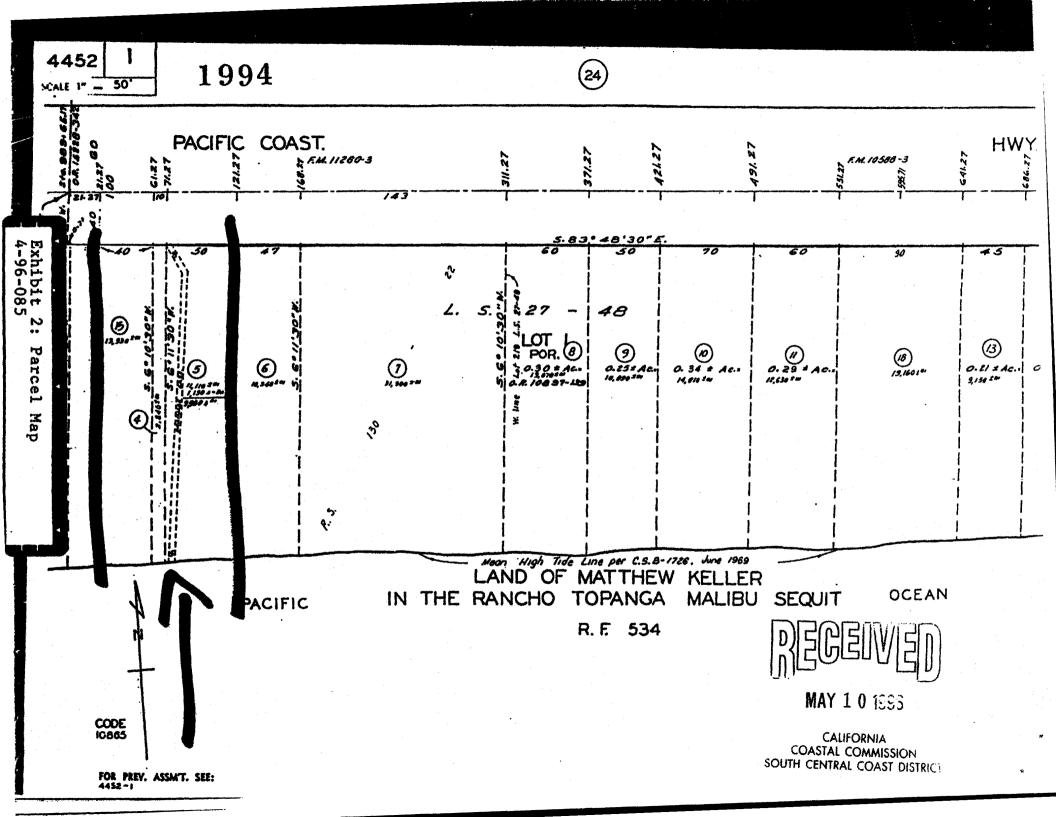
Section 30604(a) of the Coastal Act provides that the Commission shall issue a Coastal Permit only if the project will not prejudice the ability of the local government having jurisdiction to prepare a Local Coastal Program which conforms with Chapter 3 policies of the Coastal Act. The preceding sections provide findings that the proposed project will be in conformity with the provisions of Chapter 3 if certain conditions are incorporated into the project and accepted by the applicant. As conditioned, the proposed development will not create adverse impacts and is found to be consistent with the applicable policies contained in Chapter 3. Therefore, the Commission finds that approval of the proposed development, as conditioned, will not prejudice the City's ability to prepare a Local Coastal Program for Malibu which is also consistent with the policies of Chapter 3 of the Coastal Act as required by Section 30604(a).

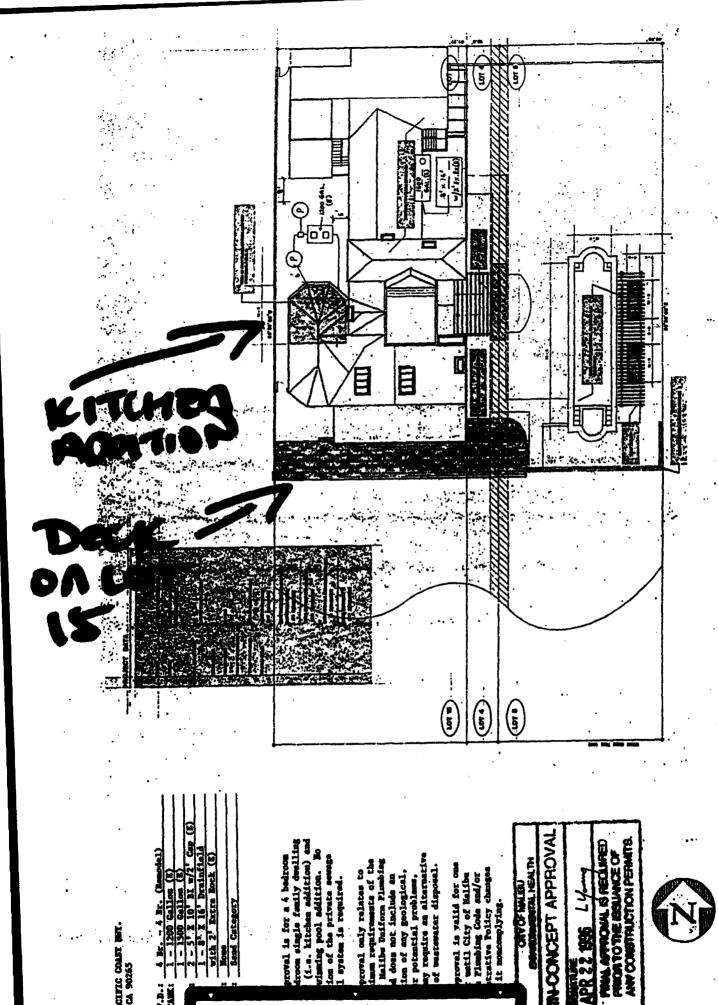
F. CEOA

Section 13096 of the Commission's administrative regulations requires Commission approval of Coastal Development Permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, 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, as conditioned, is consistent with the applicable polices of the Coastal Act. There are no feasible alternatives or mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the proposed permit, as conditioned, is found consistent with CEQA and the policies of the Coastal Act.

Exhibit 1: Location Map 4-96-085







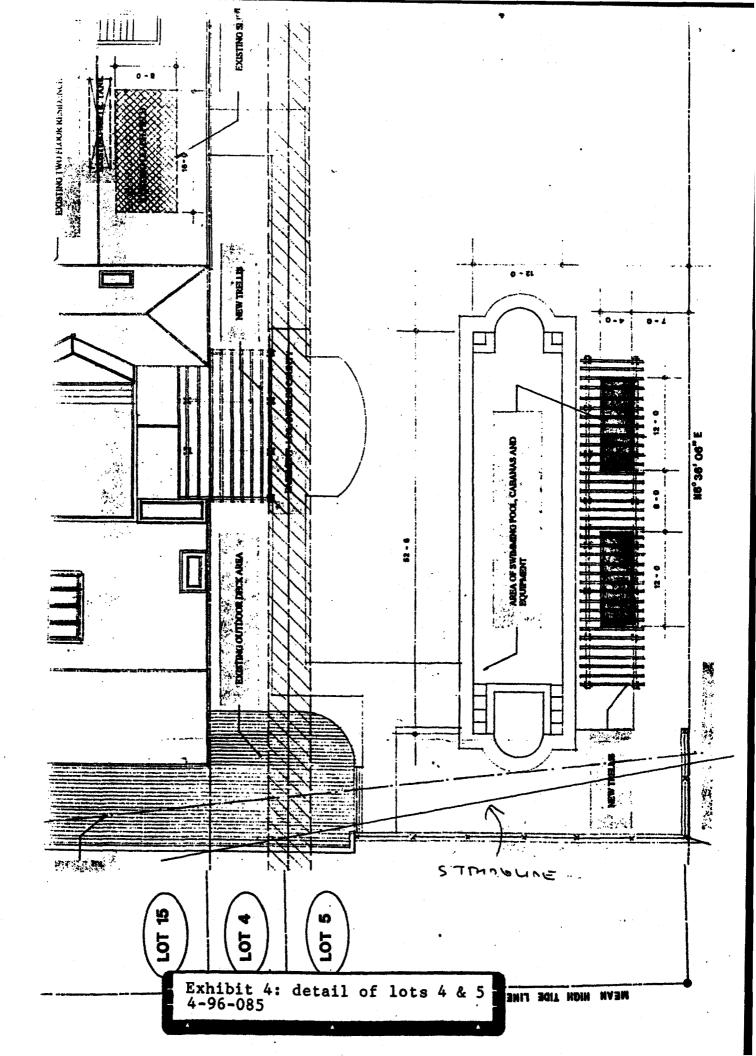
FINAL APPROVAL IS RECURED FRICATED TO THE ISSUANCE OF ANY CONSTRUCTION PERMITS

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Exhibit 3: Site Plan 4-96-085

22368 PACIFIC COAST BHT. MALIBU, CA 90265



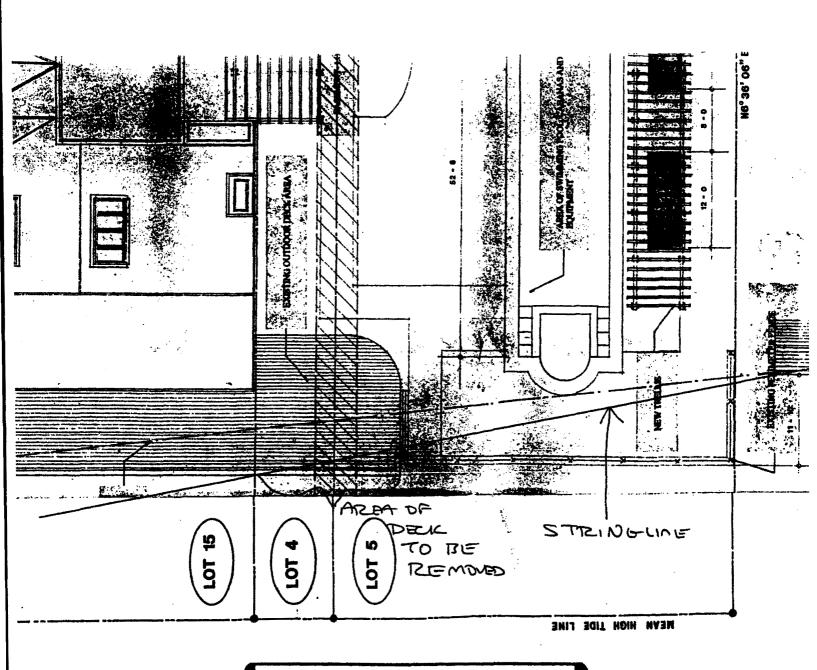


Exhibit 5: Stringline Map 4-96-085

