CALIFORNIA COASTAL COMMISSION

NORTH COAST AREA 5 FREMONT, SUITE 2000 SAN FRANCISCO, CA 94105-2219 (415) 904-5260





Filed: 49th Day: 180th Day: Staff:

Staff: Staff Report: Hearing Date: Commission Acti October 6, 1997 November 24, 1997 April 4, 1998 Robert Merrill-E November 14, 1997 December 12, 1997

Commission Action:

STAFF REPORT:

CONSENT CALENDAR

APPLICATION NO.:

1-97-15

APPLICANTS:

KENNETH & CONSTANCE KAISER

PROJECT LOCATION:

Adjacent to Arcata Bay, at 1680 Victor Boulevard,

Manila, Humboldt County. APN 400-101-27.

PROJECT DESCRIPTION:

Subdivide a 33,944-square-foot parcel into two parcels

of 7,405 square feet and 26,571 square feet and

construct a 2,500-square-foot single family residence,

an access driveway, and parking area.

Lot area:

33,944 square feet (0.78 acres) to be divided into a 7,405-sq-ft lot (Lot A) and a 26,571-sq-ft

lot (Lot B)

Building coverage:

1,480 square feet existing on Lot A

Ht abv fin grade:

1,848 square feet proposed on Lot B 22 feet existing house on Lot A

Parking spaces:

28 feet proposed house on Lot B

4 spaces on Lot A

Zoning:

5 spaces proposed on Lot B

Residential Single Family, 5,000-square-foot min. parcel size, with Mobile Home and Archaeological

Resource combining zones (RS-5-M/A)

Plan designation:

Residential Low Density (RL)

LOCAL APPROVALS RECEIVED:

Humboldt County: (1) Coastal Development Permit No. CDP-41-96 approved October 2, 1997, and (2) Tentative Map approval No. PMS-16-96 approved October 2, 1997, and (3) CFOA Negative

October 2, 1997, and (3) CEQA Negative Declaration approved September 2, 1997.

OTHER APPROVALS:

None Required.

SUBSTANTIVE FILE DOCUMENTS:

Humboldt County Local Coastal Program

STAFF NOTES

1. Standard of Review.

The proposed project is located within the unincorporated community of Manila in Humboldt County. Humboldt County has a certified LCP, but the portion of the proposed development that is the subject of Coastal Development Permit Application No. 1-97-15 is within the Commission's retained jurisdictional area. Therefore, the standard of review that the Commission must apply to the project is the Coastal Act.

SUMMARY OF STAFF RECOMMENDATION:

Staff recommends that the Commission approve the coastal development permit for a lot split and single-family residence with conditions. The subject property is located on the North Spit along the shoreline of Arcata Bay and includes an area of environmentally sensitive salt marsh and mudflat habitat within its boundaries. The Department of Fish & Game has recommended that a 70-foot-wide open space buffer be established around the habitat to protect it from the proposed development. Therefore, proposed Special Condition No. 1 requires the applicants to record an open space deed restriction over the habitat and recommended buffer area. The proposed house would be built on sandy soil. To prevent geologic instability problems, proposed Special Condition No 2 requires that the applicants submit final foundation and drainage plans for review prepared in accordance with the recommendations of the civil engineer that conducted the soils investigation for the project. Finally, as archaeological resources have been found in the vicinity of the parcel, proposed Special Condition No. 3 would require development to cease and an archaeological investigation to be conducted in the event archaeological resources are discovered on the site during construction. As conditioned, staff believes that the project is fully consistent with the environmentally sensitive habitat area, natural hazard, archaeological resource, and other policies of Chapter 3 of the Coastal Act.

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, is in conformance with the Humboldt County Local Coastal Program, is located between the sea and the 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 Ouality Act.

- II. Standard Conditions. See Attached.
- III. Special Conditions.
- 1. Open Space Deed Restriction for Environmentally Sensitive Habitat:

PRIOR TO ISSUANCE of the Coastal Development Permit, the applicant shall submit for the review and approval of the Executive Director and shall subsequently record, an open space deed restriction over the environmentally sensitive habitat and buffer area on the property. The area subject to the deed restriction encompasses the eastern end of the property including the tidal portions of the property and a 70-foot buffer extending back from the mean high tide line, all as generally shown in Exhibit 10. The deed restriction shall prohibit all development as defined in Section 30106 of the Coastal Act, including grading, placing structures, landscaping, and removing vegetation. The deed restriction shall be recorded free of prior liens and encumbrances except tax liens, shall be irrevocable, running from the date of recordation, and shall run with the land binding the landowner, and his/her heirs, assigns, and successors in interest to the subject property.

2. Final Foundation and Drainage Plans For Proposed Residence:

PRIOR TO THE COMMENCEMENT OF CONSTRUCTION OF THE PROPOSED HOUSE, the applicant shall submit for the Executive Director's review and approval final foundation and drainage plans that incorporate all of the recommendations included in the soils report prepared for the site by Walter B. Sweet, Civil Engineer, dated February, 1997, regarding site drainage and foundations. These recommendations include, but are not limited to, recommendations that drainage be directed away from all foundations and footings, that foundations extend downward through upper disturbed soils to bear upon lower native undisturbed tan dune sands, and that conventional one and two story perimeter foundation spread footing thickness be increased to 16 and 24 inches in width, respectively. Any deviation from the approved plans will require an amendment to this coastal permit.

3. Archaeological Resources.

The project site is located in an area believed to have once contained archaeological resources. If any additional archaeological resources are discovered on the project site during construction authorized by this permit, all work that could damage or destroy these resources shall be suspended. The applicant shall then have a qualified archaeologist inspect the project site, determine the nature and significance of the archaeological materials, and, if he or she deems it necessary, develop appropriate mitigation measures using standards of the State Historic Preservation Office.

Should the qualified archaeologist determine that mitigation measures are necessary, the applicant shall apply to the Commission for an amendment to this permit requesting that the permit be amended to include the mitigation

plan proposed by the qualified archaeologist. The plan shall provide for monitoring, evaluation, protection, and mitigation of archaeological resources on the project site. Should the archaeologist determine that no mitigation measures are necessary, work on the project site may be resumed.

IV. Findings and Declarations

The Commission hereby finds and declares:

1. <u>Site Description</u>

The applicants propose to divide a 33,944-square-foot parcel into two lots and construct a single-family home adjacent to Arcata Bay, along the Samoa Peninsula, at 1680 Victor Boulevard, in the unincorporated community of Manila (see Exhibits 1-5).

The property is approximately 270 feet long (from Victor Blvd to the Bay) and approximately 100 feet wide. The parcel is relatively flat and near level, sloping gently from the street towards the Bay until the downward slope reaches to within approximately 30 feet of mean high tide where there is a sharp break in slope. At the bottom of the approximately 10 foot drop in slope, the site descends more gently again into the intertidal area of the Bay.

The parcel is currently developed with an existing single family home built in the 1940's, with an attached secondary residence. The approximately 1,480-square-foot home is set back approximately 20 feet from Victor Boulevard. Other development on the site includes paved parking areas off the street, landscaping, and fences that extend along the northeast and southwest lot lines and also extend from either side of the house to the aforementioned fences along the sides of the property.

As is the case for much of the Manila area, the site consists largely of disturbed coastal dune habitat. One environmentally sensitive habitat area exists on the site today. Bayward of the drop in slope, the site supports salt marsh habitat which extends off the property into the mudflats of the Bay. The upland portions of the site contain no environmentally sensitive habitat areas and have been largely cleared of vegetation except for grass since the parcel was first developed with a single family residence in the 1940's.

The parcel is designated in the Humboldt Bay Area Land Use Plan (the relevant segment of the County's certified LUP) as Residential Low Density (RL). The purpose of the RL designation is to allow the development of homeowner residential uses, making conservative use of urban land where adequate services are available. The maximum density under this designation is 3-7 units per acre. The parcel is zoned Residential Single Family, 5,000 square foot minimum parcel size, with combining zones to allow mobile homes and to indicate possible archaeological resources (RS-5-M/A). Surrounding parcels are similarly designated and zoned for residential use.

The Archeological Combining Zone was applied to the site because the parcel is an area with known archaeological resources. A project review conducted by the Northwest Information Center of the Historical Resources Information System, Sonoma State University, determined that the subject property is located between two archaeological sites. The Humboldt County Public Works, Natural Resources Division has confirmed that there are two known archaeological sites located within 400 feet of the subject parcel, but that it is highly unlikely that the parcel itself contains intact archaeological resources.

The site is partially within the Commission's retained coastal permit jurisdiction and partially within Humboldt County's coastal permit jurisdiction. The eastern approximately two-thirds of the parcel, including the proposed house site is within the Commission's jurisdiction (see Exhibit 4). The applicant applied separately for a coastal development permit from Humboldt County for the portion of the development in the County's jurisdiction. The County granted local Coastal Development Permit No. CDP-41-96 on October 2, 1997. The County approved coastal development permit was not appealed to the Commission.

2. Project Description

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The applicants propose to divide the 33,944-square-foot parcel into two parcels of 7,405 square feet (Lot A) and 26,571 square feet (Lot B), as well as develop a single family residence on the larger parcel (Lot B). See Exhibit 5.

Lot A would encompass the site of the existing house and extend approximately 30 feet from the end of the house towards the Bay. Lot B would be a flag shape parcel, with the 20-foot-wide flag pole portion of the parcel providing room for a driveway to the proposed new house from Victor Boulevard.

The proposed single-family residence to be constructed on Lot B would have a building footprint covering a total of approximately 1,848 square feet of area (see Exhibits 5-8). The house would be constructed in two phases, with the first phase consisting of a 1,152-square-foot, one-story, rectangular-shaped modular building oriented parallel to the street and the shoreline. The second phase would consist of a 616-square-foot attached garage to be built with a bedroom and living room above in a second story, and an 80-square-foot storage room. The two-story portion of the second phase construction would reach a maximum height of approximately 28 feet. Development of the residence would include construction of a driveway and parking areas, and landscaping. In addition, a parking lane will be constructed along the frontage of the subdivision on Victor Lane to satisfy subdivision requirements imposed by the County.

New Development.

Section 30250 of the Coastal Act provides in applicable part that new development be located within existing developed areas having adequate public services able to accommodate the proposed development and where the proposed development will not have significant adverse effects on coastal resources. The intent of this policy is to channel development toward more urbanized areas where services are provided and potential impacts to resources are minimized.

The subject property is located within the unincorporated but urbanized community of Manila, within the urban limit line designated in the Humboldt Bay Area Plan. As noted previously, the Residential Low Density (RL) designation for the site allows for residential development at a maximum density of up to seven units per acre. The RS-5 zoning applied to the site has a minimum parcel size of 5,000 square feet. The proposed land division will be consistent with the required density and minimum lot size as the divided property will have a density of approximately 2.6 units per acre and parcel sizes of 7,405 square feet and 26,571 square feet. The Manila Community Services District will provide community water and sewer services to the two residential lots resulting from the subdivision. Therefore, the proposed development is consistent with Section 30250(a) to the extent that the development will be located in an existing developed area able to accommodate it.

4. Environmentally Sensitive Habitat Areas.

Section 30240 of the Coastal Act states that environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values and that development in areas near such sensitive habitat areas shall be sited and designed to prevent significant adverse impacts to these areas.

The subject property contains an environmentally sensitive habitat area (ESHA) consisting of salt marsh and mudflat habitat at the base of the drop in slope near the eastern end of the parcel which extends off the property into the mudflats of the Bay. The salt marsh and mudflat habitat support a variety of resident and migratory birds, benthic organisms, and other wildlife resources.

The applicants propose to construct the new house 70 feet back from the ESHA. No other development is currently proposed within the setback area or the ESHA itself. The Department of Fish & Game indicates in a letter to the applicants dated February 25, 1997, that the suggested development setback of 70 feet from the edge of the wetland would be appropriate (see Exhibit 9). The Department notes that a 70-foot setback would be consistent with the setback provided by other development in the area, and states that "development of a residence at the proposed set back will not in this specific case significantly affect fish and wildlife resources."

If the residence authorized by Coastal Development Permit No. 1-97-15 is constructed, future owners of the site might propose minor incidental development within the buffer normally associated with single family residences such as outbuildings and grading for landscaping that could compromise the value of the buffer and have potentially adverse impacts on the environmentally sensitive habitat area. Many of these kinds of development are normally exempt from the need to obtain a coastal development permit under Section 30610(a) of the Coastal Act. In addition, if the land division authorized by the permit is recorded, but the house never constructed, future purchasers of the Lot B, unaware of the history of the Commission's review of the coastal development permit application for the site would likely want to be able to build a new house in the area within 70 feet of the shoreline to take advantage of better views and to be close to the water, and may expect to do so.

Therefore, to prevent future development within the recommended 70 foot buffer area that would adversely affect the ESHA at the bayward end of the property, and to ensure that future purchasers of the property are notified of the need to maintain the development buffer and do not purchase with the expectation to be able to build within 70 feet of the bay shoreline, the Commission attaches Special Condition No. 1. The condition requires that a deed restriction prohibiting all development be recorded over the salt marsh and mudflat habitat at the eastern end of the property and a 70-foot buffer extending back from the mean high tide line of the Bay, as generally shown in Exhibit 10. The deed restriction prohibits all development within the affected area, including grading, placing structures, landscaping, and removing vegetation. As conditioned, the Commission finds that the project is consistent with Section 30240 of the Coastal Act, as the salt marsh habitat will be protected from disturbance.

5. Archaeological Resources

Section 30244 states that reasonable mitigation measures shall be required where development would adversely impact archaeological resources.

In a project review conducted by the Northwest Information Center of the Historical Resources Information System, Sonoma State University, the project site was indicated as being located between two archaeological sites. The Manila area is associated with the Native American Wiyot tribe, part of the Algonkian family. The Wiyots depended heavily upon the fish and shellfish resources of Humboldt Bay, and their heritage is an important resource within the Humboldt Bay area.

The Humboldt County Public Works, Natural Resources Division has confirmed that there are two known archaeological sites located within 400 feet of the subject parcel, but that it is highly unlikely that the parcel contains intact archaeological resources. Thus, no known resources remain on the site that warrant special protection, such as restricting the location of development, capping the resource to seal its contents, or even further study. However,

the possibility exists that important unknown resources may be present. Therefore, the Commission attaches Special Condition No. 3 to this permit. The condition requires that all construction cease should any archaeological resources be discovered during construction, and that an archaeologist be consulted and mitigation measures instituted, if the archaeologist deems it necessary. The Commission finds that, as conditioned, the project is consistent with Section 30244 of the Coastal Act, as any archaeological resources that may be discovered on the site will be protected.

6. Natural Hazards.

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 neither create nor contribute significantly to erosion or geologic instability.

The primary natural hazard affecting development of the subject property is geologic instability. The Humboldt County General Plan's Fire Hazard Rating Map indicates that the project is an area of "Nil" wildfire danger, and the Humboldt County General Plan Flood Map indicates the project site is not in a flood hazard zone area.

A soils investigation study, dated February 25, 1997, was prepared for the proposed residential subdivision by Walter B. Sweet, Registered Civil Engineer. The study found that soils at the site consist mainly of a varying amount of disturbed upper soils and fill within the native root zone overlying undisturbed dune sands. The report concludes that the soil in the proposed building area on the site is suitable for residential development. The Engineer has determined that there is a low probability of liquefaction induced stress for the proposed residence due to the density and free draining character of the near surface soils, provided certain recommendations are implemented during design and construction. The Engineer recommends, among other things, that drainage be directed away from all foundations and footings, that foundations extend downward through upper disturbed soils to bear upon lower native undisturbed tan dune sands, and that conventional one and two story perimeter foundation spread footing thickness be increased to 16 and 24 inches in width, respectively.

To ensure that these recommendations are carried out and that the proposed house will minimize risks to life and property and neither create nor contribute significantly to erosion or geologic instability, the Commission attaches Special Condition No. 4, requiring the submittal of final foundation and drainage plans for the Executive Director's review and approval prior to the commencement of construction of the proposed house on Parcel B that incorporate all of the recommendations included in the soils report. As conditioned, the proposed project is consistent with Coastal Act Section 30253.

7. Visual Resources:

Section 30251 of the Coastal Act provides in applicable part that the scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall: (a) be sited and designed to protect views to and along the ocean and scenic coastal areas, and (b) be visually compatible with the character of surrounding areas.

The proposed project will not block public views to and along the ocean from public roads. The principal through coastal road along the Samoa Peninsula is New Navy Base Road (see Exhibit 2). The proposed residence is located approximately one-quarter mile east of New Navy Base Road, and existing development and vegetation blocks all view of Arcata Bay through the site from Highway 101. The parcel fronts on to Victor Boulevard, a local street within Manila. The portion of the property near the street is already developed with a single family house. Fences extend from the house to each side of the house. Together the house and fences block all view of the Bay through the site from Victor Boulevard. Therefore, construction of the new home as proposed behind or bayward of the existing house would not affect views to and along Arcata Bay.

With respect to the building's visual compatibility with the character of the surrounding area, it should be noted that the subject property is located within an existing residential subdivision. Other one and two-story residences are located within the immediate area of the project site, and the homes in Manila have been built according to a great variety of architectural styles. The proposed modular home would not appear out of character with existing development.

Therefore, the Commission finds that the proposed project is consistent with the visual resource policies of Section 30251 of the Coastal Act as the project will not block views to and along the coast and is compatible with the visual character of the surrounding area.

8. Public Access.

Coastal Act Section 30210 requires in applicable part that maximum public access and recreational opportunities be provided when consistent with public safety, private property rights, and natural resource protection. Section 30211 requires in applicable part that development not interfere with the public's right of access to the sea where acquired through use (i.e. potential prescriptive rights or rights of implied dedication). Section 30212 requires in applicable part that public access from the nearest public roadway to the shoreline and along the coast be provided in new development projects, except in certain instances, such as when adequate access exists nearby or when the provision of public access would be inconsistent with public safety.

In applying Sections 30210, 30211, and 30212, the Commission is limited by the need to show that any denial of a permit application based on those sections,

or any decision to grant a permit subject to special conditions requiring public access, is necessary to avoid or offset a project's adverse impact on existing or potential public access.

The project site fronts on Arcata Bay, but the proposed project will not adversely affect public access. The Bay is currently inaccessible through the subject property due to existing fencing along the front and sides of the property. According to the applicant, this fencing has existed since the existing house on the property was built in the 1940's. In addition, dense vegetation, fences on other property, and mud flats inhibit travel by foot along the Bay's shoreline. No evidence has been presented to suggest that an implied dedication of a public access easement to or along the shoreline of the property has occurred. Therefore, the proposed project will not adversely affect any existing rights of access that may have been acquired through use. In addition, the project will not otherwise adversely affect public access as no existing public access will be blocked and the additional residential unit to be provided by the development will not increase the demand for access facilities sufficiently to overcrowd the public access that exists along the bayfront at Manila Community Park, and at other points along the Samoa Peninsula providing access to both the bay and the ocean shorelines.

Therefore, the Commission finds that public access is not warranted for the proposed development and the project, which does not include public access, is consistent with the public access policies of the Coastal Act.

9. <u>California Environmental Quality Act (CEQA)</u>.

Section 13096 of the California Code of 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 has been conditioned to be found consistent with the policies of the Coastal Act that require the protection of environmentally sensitive habitat areas and archaeological resources, and that new development neither create nor contribute significantly to erosion or geologic instability. Mitigation measures, including requirements that (1) prohibit development from the environmentally sensitive habitat area along the bayfront and an adjacent buffer area, (2) require the submittal for the review and approval of the Executive Director of final foundation and drainage plans prepared in accordance with the recommendation of the investigating civil engineer to ensure that the development will not create nor contribute significantly to geologic instability, and (3) require that all construction cease should any archaeological resources be discovered during construction, and that an archaeologist be consulted and mitigation measures instituted, if

the archaeologist deems it necessary will minimize all adverse environmental impacts.

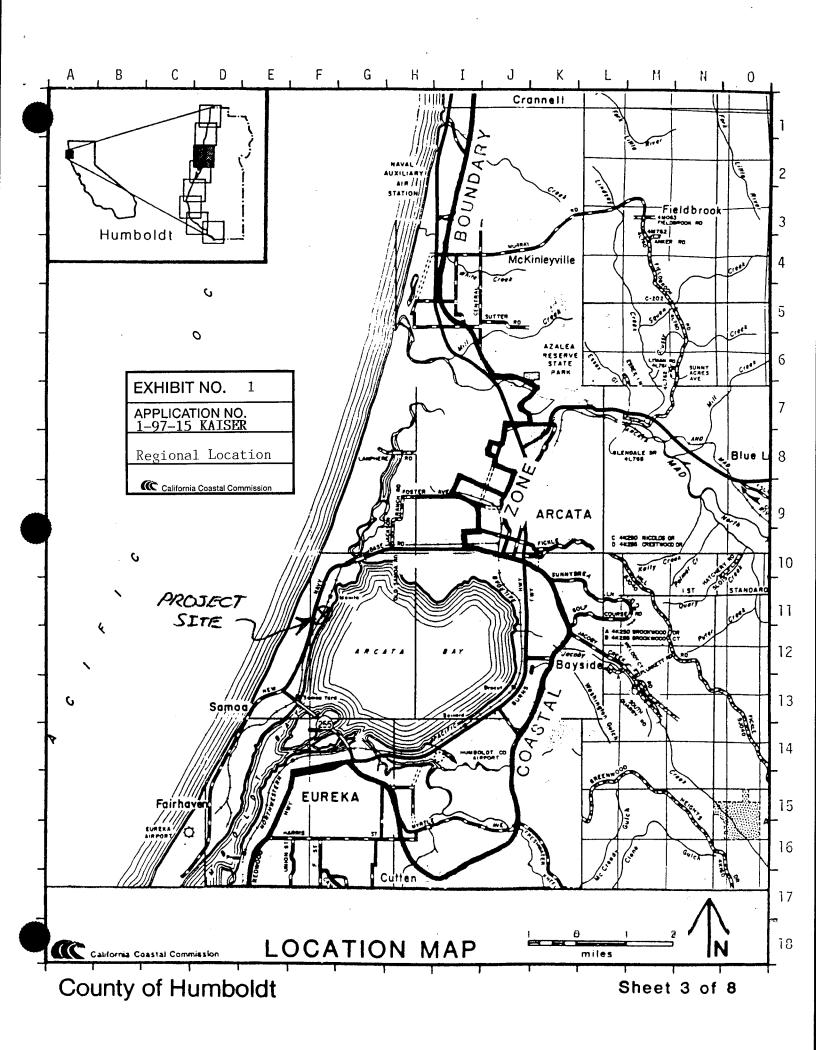
As conditioned, there are no feasible alternatives or feasible mitigation measures available, beyond those required, which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned to mitigate the identified impacts, is the least environmentally damaging feasible alternative and can be found consistent with the requirements of the Coastal Act and to conform to CEQA.

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ATTACHMENT A

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 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. <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 of 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>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.



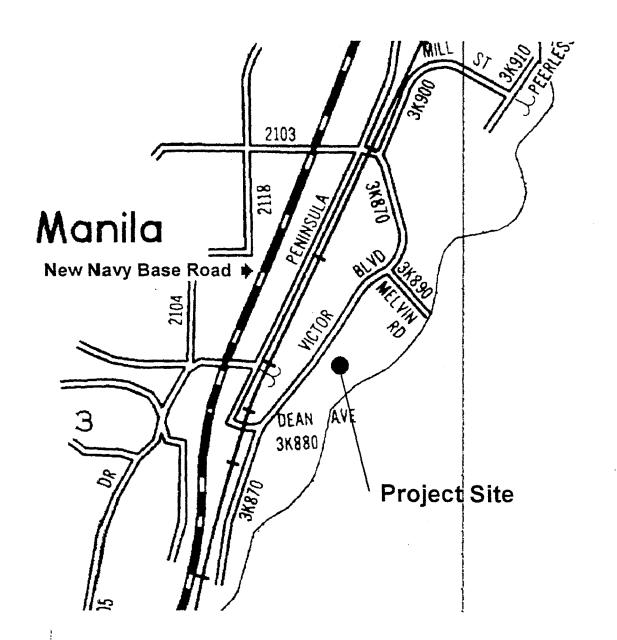


EXHIBIT NO. 2

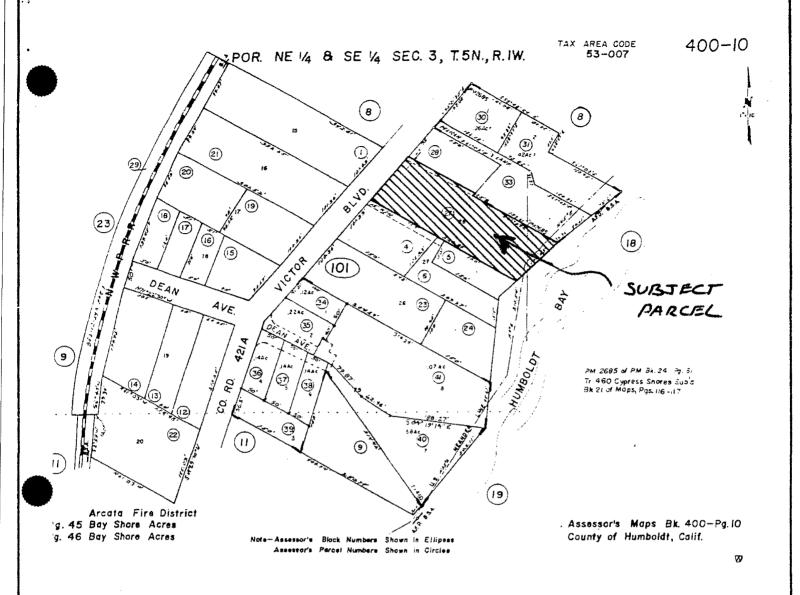
APPLICATION NO. 1-97-15 KAISER

Vicinity Map

California Coastal Commission



Scale: N.T.S.



APPLICATION NO.
1-97-15 KAISER

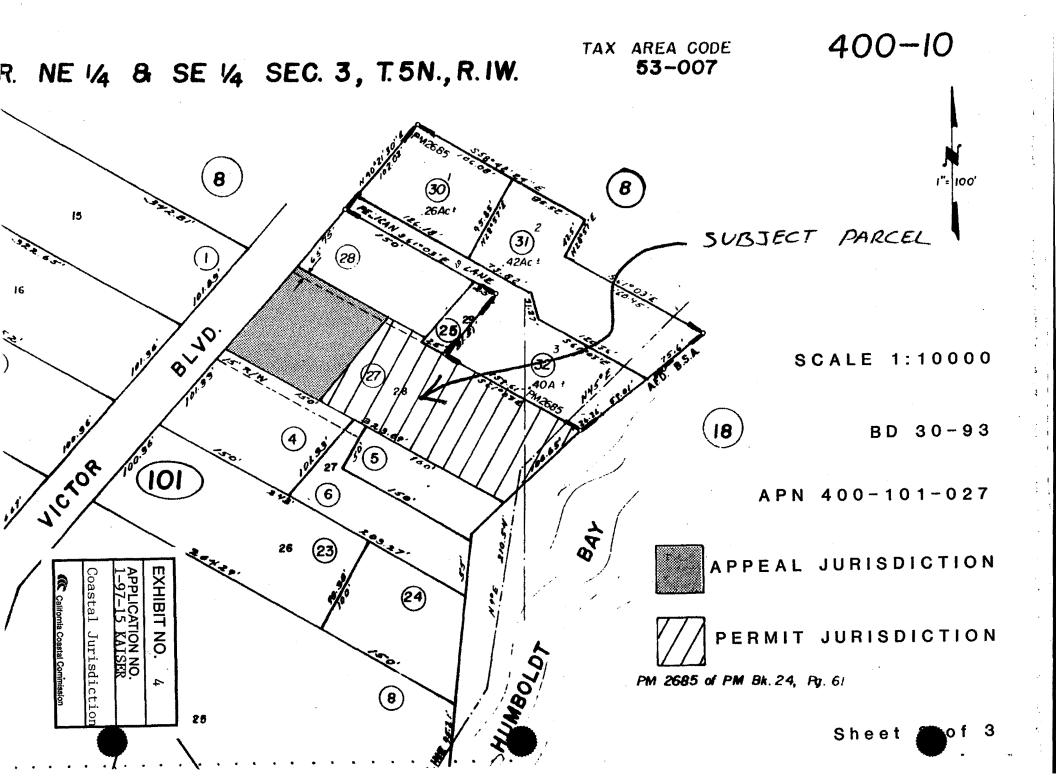
Subject Parcel

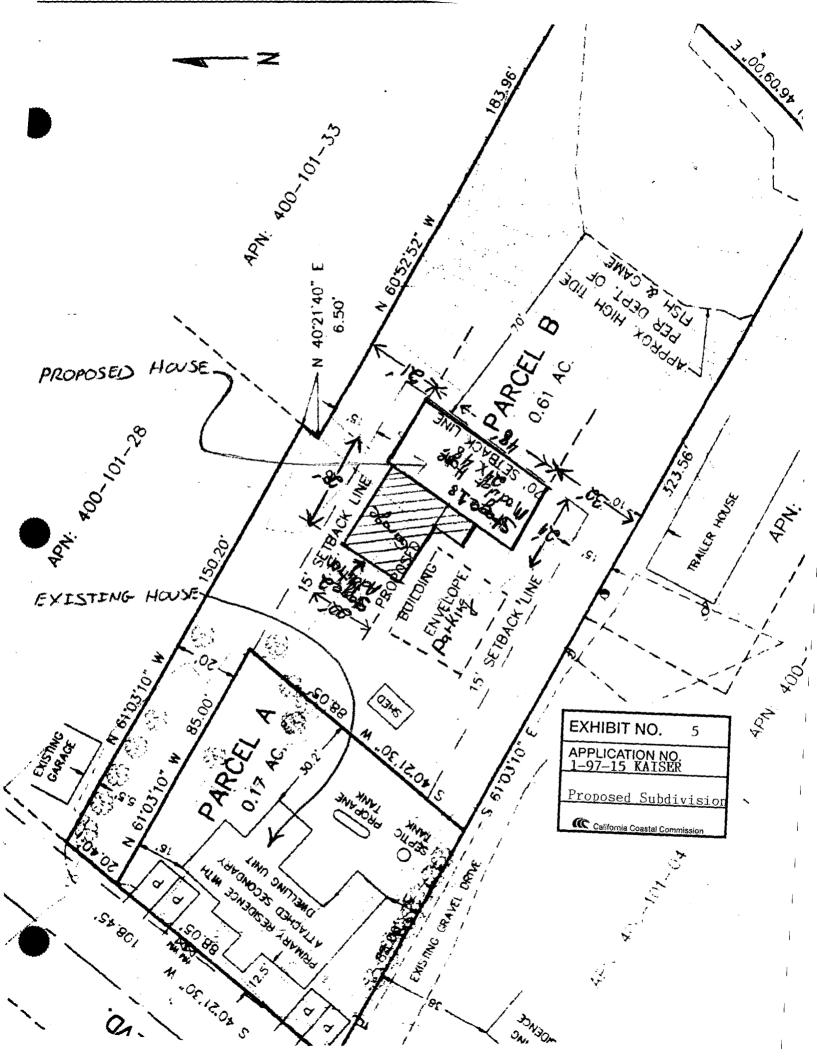
California Coastal Commission

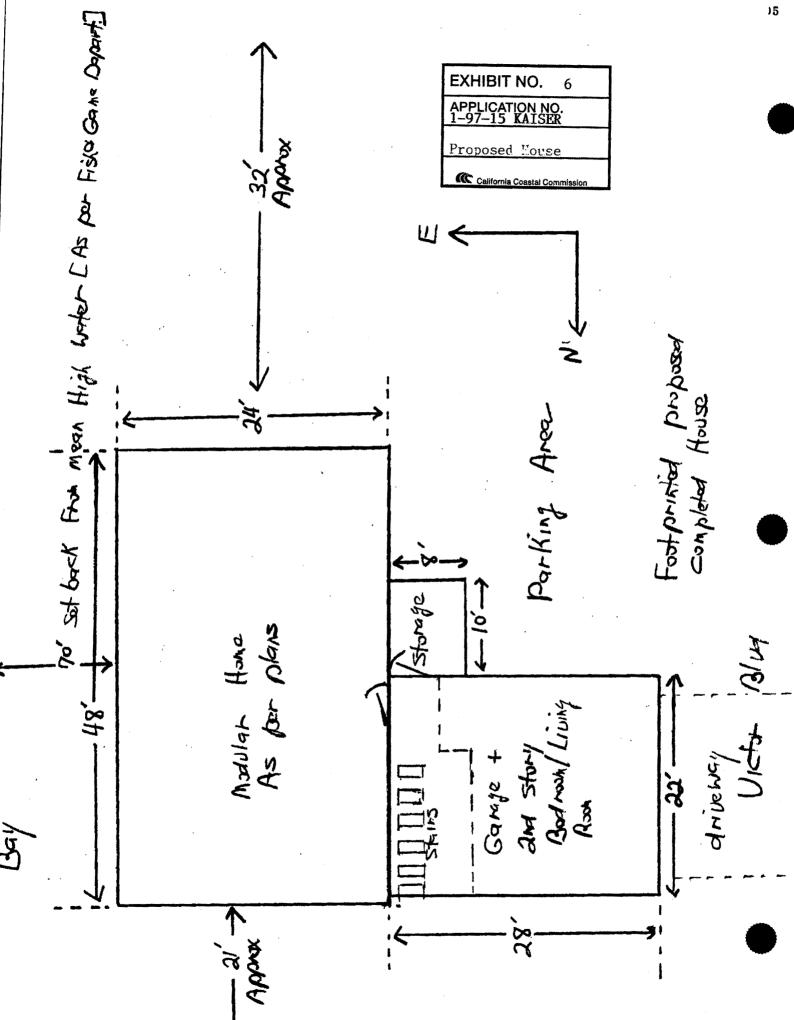
Assessor's Parcel Map

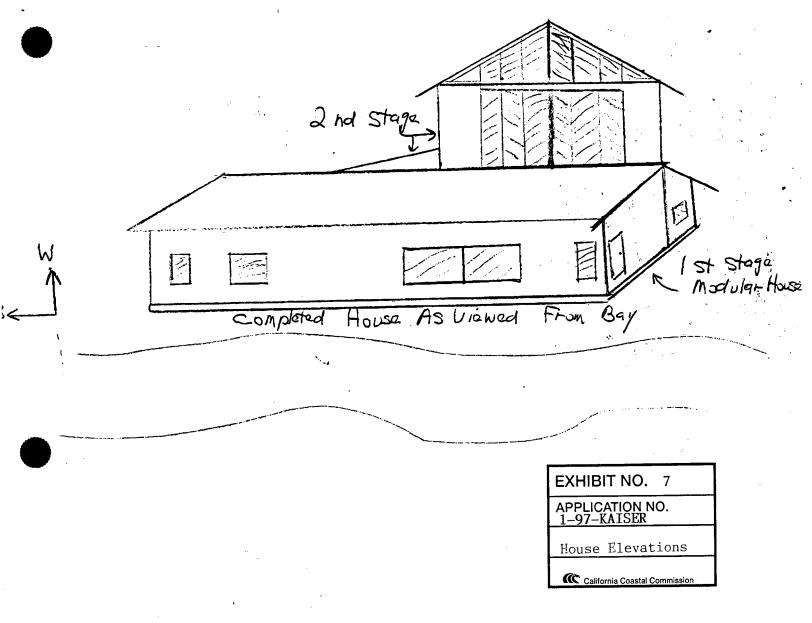


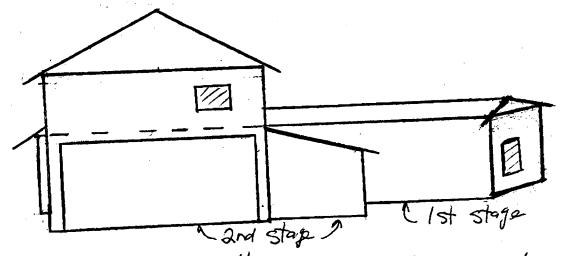
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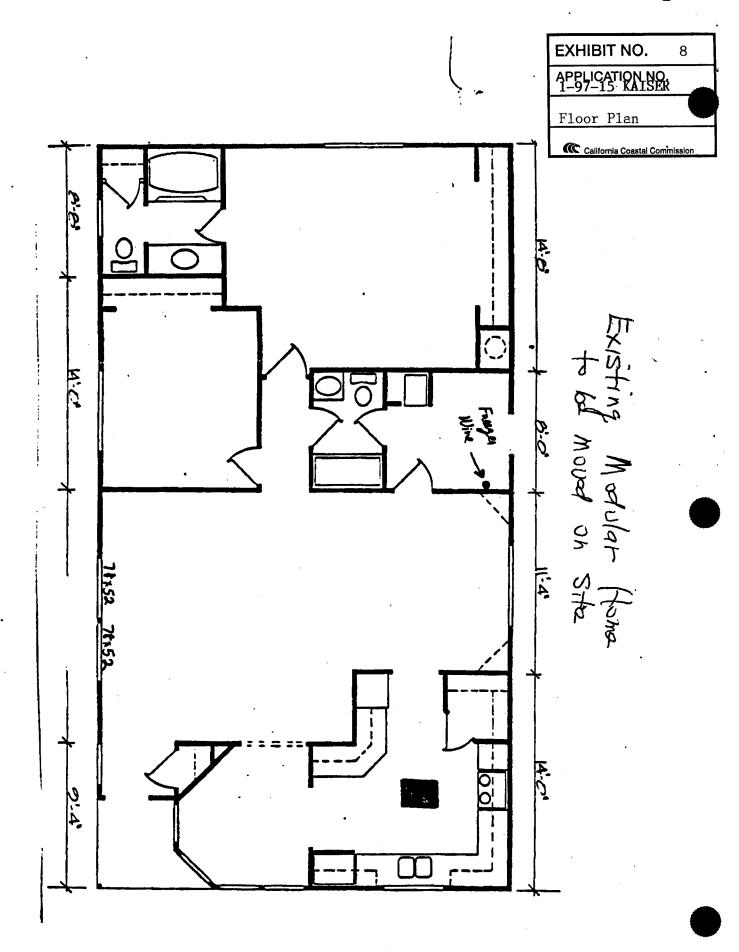








completed House As Viewed From Victor Blut



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DEPARTMENT OF FISH AND GAME

619 SECOND STREET EUREKA, CA 95501 7) 445-6493



February 25, 1997

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PLANNING COMMISSION

Dr. Kenneth L. Kaiser 215 2nd Street Eureka, California 95501

Dear Dr. Kaiser:

The California Department of Fish and Game has reviewed your proposed lot split and residence construction for 1680 Victor Boulevard, in Manila. The suggested developmental setback of 70 feet from the edge of the wetland is acceptable to us. We are basing our recommendation on the location of your lot, the fact that the lot is narrow and that the existing structures on the lots on either side of yours are less than 70 feet from the edge of the wetland. A 70 foot setback is consistent with the set back established on either side of your lot. Development of a residence at the proposed set back will not in this specific case significantly affect fish and wildife resources.

Should you or the Humboldt County Planning Department staff have any questions about our comments on this project, you can contact me at (707) 441-5790.

Sincerely,

Herbert J. Pierce Wildlife Biologist

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EXHIBIT NO.

9

APPLICATION NO. 1-97-15 KAISER

Fish & Game Letter

California Coastal Commission

