

CALIFORNIA COASTAL COMMISSION

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JULY 30, 1997

To: Commissioners

From: Leatha Bradshaw  
Mail & Records

Re: Staff Report

Item No. THX3b 4-97-102 (Rod and Sandra Campbell), staff report was incomplete, please replace said staff report with the attached.

We apologize for any inconvenience this may have caused.

Th 3b

**CALIFORNIA COASTAL COMMISSION**

SOUTH CENTRAL COAST AREA  
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Filed: 7/15/97  
49th Day: 9/2/97  
180th Day: 1/11/98  
Staff: S. Hudson  
Staff Report: 7/24/97  
Hearing Date: August 12-15, 1997  
Commission Action:

**STAFF REPORT: CONSENT CALENDAR**

APPLICATION NO.: 4-97-102

APPLICANT: Rod and Sandra Campbell

AGENTS: Richard Scott

PROJECT LOCATION: 24734 Pacific Coast Highway, City of Malibu; Los Angeles County

PROJECT DESCRIPTION: Construction of a new 8,143 sq. ft., two-story, single family residence with a 748 sq. ft. guesthouse over a 1,354 sq. ft. detached garage, soldier piles, retaining walls, hydraulaugers, driveway, footpath, trellis, entry gate, pitch and putt golf area and 941 cu. yds. grading (486 cu. yds. cut and 455 cu. yds. fill) and 2,345 cu. yds. of grading for recompaction. The project also includes removal of an unpermitted trailer/manufactured home, paved road, turnaround area, and concrete tiebacks on bluff face and a bluff restoration and revegetation program.

Lot area:	258,782 sq. ft.
Building coverage:	6,546 sq. ft.
Pavement coverage:	16,685 sq. ft.
Landscape coverage:	12,000 sq. ft.
Parking spaces:	6
Ht abv ext grade:	28 ft.

LOCAL APPROVALS RECEIVED: City of Malibu Approval in Concept, Approval in Concept City of Malibu Health Department (Septic).

SUBSTANTIVE FILE DOCUMENTS: Geotechnical Engineering and Geologic Report dated 1/27/97 by RJR Engineering Group, Inc.; Geotechnical Engineering Addendum Letter dated 6/10/97 by RJR Engineering Group, Inc.; Biological Review dated 2/18/97 by City of Malibu; and Archaeological Survey and Proposal by W and S Consultants dated 3/26/97.

**SUMMARY OF STAFF RECOMMENDATION:**

Staff recommends approval of the proposed project with ten (10) special conditions regarding landscaping and erosion control, bluff restoration, archaeological resources, plans conforming to

**summary continued**

geologic recommendations, drainage, removal of existing structures, future development, condition compliance, assumption of risk and wildfire waiver of liability. The project involves the demolition of an existing single family residence (SFR) and two guest units (demolition for the SFR and one of the two guest houses has been previously approved by the Commission under Coastal Development Permit Waiver 4-97-141) and the construction of a new SFR and single guest house over a detached garage. Archaeological resources, an active landslide and unpermitted structures in violation of the Coastal Act (to be removed under this permit) are present on the project site which is located on a bluff top parcel between Pacific Coast Highway and Malibu Road. The site is also adjacent to the Puerco Canyon Environmentally Sensitive Resource Area (ESHA) which contains Puerco Creek designated as a blueline stream by the United States Geologic Service.

**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 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 development during construction, 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. Landscaping and Erosion Control Plan

Prior to issuance of the coastal development permit, the applicant shall submit landscaping and erosion control plans for review and approval by the Executive Director. The landscaping and erosion control plans shall be reviewed and approved by the consulting geologic and geotechnical consultants to ensure that the plans are in conformance with the consultants' geotechnical recommendations. The plans shall incorporate the following criteria:

(a) All graded & disturbed areas on the subject site shall be planted and maintained for erosion control and visual enhancement purposes. To minimize the need for irrigation and to screen or soften the visual impact of development all landscaping shall consist primarily of native/drought resistant plants as listed by the California Native Plant Society, Santa Monica Mountains Chapter, in their document entitled Recommended List of Plants for Landscaping in the Santa Monica Mountains, dated October 4, 1994. Invasive, non-indigenous plant species which tend to supplant native species shall not be used.

(b) All cut and fill slopes shall be stabilized with planting at the completion of final grading. Planting should be of native plant species indigenous to the Santa Monica Mountains using accepted planting procedures, consistent with fire safety requirements. Such planting shall be adequate to provide 90 percent coverage within two (2) years, and this requirement shall apply to all disturbed soils.

(c) Should grading take place during the rainy season (November 1 - March 31), sediment basins (including debris basins, desilting basins, or silt traps) shall be required on the project site prior to or concurrent with the initial grading operations and maintained through the development process to minimize sediment from runoff waters during construction. All sediment should be retained on-site unless removed to an appropriate approved dumping location.

(d) The plan shall include a long-term fuel modification plan that includes the radii of the required fuel modification zones along with notations showing what work is required in each zone (i.e. clearing, trimming, removal of dead vegetation) and how often thinning is to occur. Vegetation clearance within the riparian corridor of the stream channel shall be minimized to the greatest extent feasible and shall be limited to hand clearance and thinning only. In addition, the applicant shall submit evidence that the fuel modification plan has been reviewed and approved by the Forestry Department of Los Angeles County.

#### 2. Bluff Restoration Plan

Prior to issuance of the coastal development permit, the applicant shall submit for the review and approval of the Executive Director, a detailed bluff restoration plan prepared by a qualified Landscape Architect, resource specialist or biologist. The plan shall be reviewed and approved by the geotechnical consultant to ensure that the plans are in conformance with the consultants' geotechnical recommendations. The plans shall include, but not be limited to, the following criteria:

(a) Provisions and specifications for removal of all non-native plants; the unpermitted paved road, turnaround, and concrete tiebacks. An unpaved footpath of no more than three (3) ft. in width may be retained for the purpose of landscape and slope maintenance.

(b) Bluff revegetation program which utilizes only native drought resistant plants, endemic to coastal bluffs. The revegetation program shall use a mixture of seeds and container plants to increase the potential for successful revegetation. No hydroseeding shall occur in areas of the bluff where native plant material is already established. A temporary irrigation system may be used until the plants are established, as determined by the consulting landscape architect or resource specialist, but in no case shall the irrigation system be in place longer than three (3) years. Disturbed slopes shall be planted within 30 days of disturbance to minimize erosion and bluff instability.

(c) Monitoring and maintenance program to ensure the successful revegetation of the bluff. The bluff restoration plan shall be implemented within 90 days of the issuance of this permit. However, the removal of exotic vegetation and revegetation with native species may be carried out in several phases to minimize bluff disturbance. The applicant may request an extension of time in order for revegetation to coincide with the 1997-1998 rain season. In no event, should the planting occur later than March 1, 1998. Revegetation shall provide 90 percent coverage within three (3) years and shall be repeated, if necessary, to provide such coverage. This time period may be extended by the Executive Director for good cause

### 3. Archaeological Resources

(a) By acceptance of this permit the applicant agrees to have a qualified archaeologist(s) and appropriate Native American consultant(s) present on-site during all grading, excavation and site preparation that involve earth moving operations. The number of monitors shall be adequate to observe the earth moving activities of each piece of active earth moving equipment. Specifically, the earth moving operations on the project site shall be controlled and monitored by the archaeologist(s) with the purpose of locating, recording and collecting any archaeological materials. In the event that any significant archaeological resources are discovered during operations, grading work in this area shall be halted and an appropriate data recovery strategy be developed, subject to review and approval of the Executive Director, by the applicant's archaeologist, the City of Malibu archaeologist and the native American consultant consistent with CEQA guidelines.

(b) All recommendations contained in the Archaeology Report dated 3/26/97 by W & S Consultants, as well as, any additional recommendations developed by the archaeologist(s) during the Phase II Archaeological Evaluation, shall be incorporated in to all final design and construction. Prior to issuance of the coastal development permit, the applicant shall submit, for review and approval by the Executive Director, a report of the Phase II Archaeological Evaluation of the projects site. If the consulting archaeologist's recommendations, based on the Phase II Archaeological Evaluation of the site, require a substantial modification or redesign of the proposed project plans, an amendment to this permit is required.

### 4. Plans Conforming to Geologic Recommendation

All recommendations contained in both the Geotechnical Engineering and Geologic Report dated 1/27/97 and the Geotechnical Engineering Addendum Letter dated 6/10/97 by RJR Engineering Group, Inc.; shall be incorporated into all final design and construction including foundations, grading and drainage. All plans must be reviewed and approved by the consultant. Prior to the issuance of the coastal development permit, the applicant shall submit, for review and approval by the Executive Director, evidence of the consultant's review and approval of all project plans.

The final plans approved by the consultant shall be in substantial conformance with the plans approved by the Commission relative to construction, grading and drainage. Any substantial changes in the proposed

development approved by the Commission which may be required by the consultants' shall require an amendment to the permit or a new coastal permit.

5. Drainage Plans and Maintenance Responsibility

Prior to the issuance of the Coastal Development Permit, the applicant shall submit for the review and approval of the Executive Director, a run-off and erosion control plan designed by a licensed engineer which assures that run-off from the roof, patios, and all other impervious surfaces on the subject parcel are collected and discharged in a non-erosive manner which avoids ponding on the pad area. Site drainage shall not be accomplished by sheetflow runoff. With acceptance of this permit, the applicant agrees that should the project's drainage structures fail or result in erosion of the bluff, the applicant/landowner or successor interests shall be responsible for any necessary repairs and restoration.

6. Removal of Unpermitted Structure

With acceptance of this permit, the applicant agrees that the unpermitted trailer/manufactured home, as shown on Exhibit One, shall be removed from the site to an approved location within thirty days of issuance of the Certificate of Occupancy for the residence from the City of Malibu.

7. Future Improvements

Prior to the issuance of a coastal development permit, the applicant shall execute and record a document, in a form and content acceptable to the Executive Director, stating that the downstairs portion of the structure (designated as garage) shall remain non-habitable space with no interior access between the first and second levels of the structure and that any future structures, additions, or improvements related to the guest house/garage or second unit, approved under coastal development permit number 4-97-102, will require a permit from the Coastal Commission or its successor agency. The document shall run with the land, binding all successors and assigns, and shall be recorded free of prior liens and any other encumbrances which the Executive Director determines may affect the interest conveyed.

8. 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. Failure to comply with such additional time as may be granted by the Executive Director for good cause, will terminate this permit approval.

9. Assumption of Risk

Prior to permit issuance, applicant shall execute and record a deed restriction, in a form and content acceptable to the Executive Director, which shall provide that: (a) the applicant understands that the site may be subject to extraordinary hazard from landsliding and erosion, and the applicant assumes the liability from such hazards; and (b) the applicant unconditionally waives any claim of liability on the part of the California Coastal Commission and agrees to indemnify and hold harmless the California Coastal Commission, its officers, agents, and employees relative to the California Coastal Commission's approval of the project for any damage from such 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.

#### 10. 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, operations, maintenance, existence, 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.

#### IV. Findings and Declarations.

The Commission hereby finds and declares:

##### A. Project Description and Background

The applicant proposes to construct a new 8,143 sq. ft., two-story, single family residence with a 748 sq. ft. guesthouse over a 1,354 sq. ft. detached garage, soldier piles, retaining walls, hydraulaugers, driveway, footpath, trellis, entry gate, pitch and putt golf area and 941 cu. yds. grading (486 cu. yds. cut and 455 cu. yds. fill) and 2,345 cu. yds. of grading for recompaction. The project also includes removal of an unpermitted trailer/manufactured home, paved road, turnaround area, and concrete tiebacks on bluff face and a bluff restoration and revegetation program. The subject site is a 5.94 acre lot located in a built out section of Malibu between Pacific Coast Highway to the north, Malibu Road to the south, and Puerco Canyon to the east. Slopes descend from the building pad in an easterly direction to Puerco Creek. Puerco Creek is located on the adjacent property approximately 250 ft. to the east and is designated as both a blue line stream by the United States Geologic Service and an environmentally sensitive habitat (ESHA) by the Santa Monica Mountains Land Use Plan. In addition, offshore kelp beds, also designated as ESHA are located along this portion of coast. The southern portion of the property is designated as a coastal bluff and descends from the building pad in a southerly direction to Malibu Road.

The site has been previously developed with an approximately 6,000 sq. ft. single family residence and two guest units. A portion of archaeological site CA-LAN-19 extends onto the proposed project site. On July 8, 1997, the Commission issued Coastal Development Permit Waiver 4-97-141 to the applicant for the demolition of the existing single family residence and one guest house in order to allow a Phase II Archaeological Study of the locations for the new proposed single family residence and guest house to be carried out. The remaining existing guest house (trailer/manufactured home), which was constructed by the previous owner during the mid 1980's without the benefit of a coastal development permit, will be removed upon completion of construction.

A landslide is present on the bluff slope to the south of the building pad. Emergency Coastal Development Permits P-5209 and P-5274 were issued for this site in 1979 for the placement of 10,000 cu. yds of fill to stabilize the landslide. In addition, tiebacks along the headscarp, a paved road down the bluff to Malibu Road, turnaround area, and seven hydraulaugers to de-water the slope

were also installed at this time without the benefit of coastal development permits. The applicant is now proposing to restore the bluff habitat, remove the road, turnaround, and concrete tiebacks after installation of the new soldier piles is completed. The applicant is requesting "after the fact" approval for the hydrauger system.

B. Blufftop Development/Geologic Stability

Section 30253 of the Coastal Act states in part that 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.*

The proposed development is located in the Santa Monica Mountains, an area which is generally considered to be subject to an unusually high amount of natural hazards. Geologic hazards common to the Santa Monica Mountains include landslides, erosion, and flooding. In addition, fire is an inherent threat to the indigenous chaparral community of the coastal mountains. Wild fires often denude hillsides in the Santa Monica Mountains of all existing vegetation, thereby contributing to an increased potential for erosion and landslides on property.

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 will only approve the project if the applicant assumes liability from the associated risks. Through the waiver of liability, 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, as incorporated by special condition ten (10).

In addition, Section 30253 of the Coastal Act requires that new development minimize risk to life and property in areas of high geologic, flood and fire hazard, and assure stability and structural integrity. Coastal bluffs, such as this one are unique geomorphic features that are characteristically unstable. By nature, coastal bluff are subject to erosion from sheet flow across the top of the bluff and from wave action at the base of the bluff. The bluffs along this stretch of the coast are not subject to erosion from wave addition because of intervening residential development with shoreline protective devices and Malibu Road. However, due to the geologic structure and soil composition, these bluffs are susceptible to failure, especially with excessive water infiltration. In addition, these bluffs are subject to erosion from runoff at the top of the slope. Finally, since these bluffs are highly erodible and geologically unstable, the Commission, in past permit actions, has consistently required a 25 ft. setback or compliance with a stringline, whichever is greater, for development located at the top of the bluff.

Malibu Road and single family residences on the seaward side of the road separate theses bluffs from the shore. However, prior to the construction of Malibu Road, these bluffs were a part of the shoreline habitat. These bluffs still retain native vegetation and are habitats for many plants and animals. As such, these bluffs still provide nesting, feeding, and shelter sites and remain a part of

the shoreline ecosystem. Further, this site is morphologically unique in that the bluff edge transitions from the southerly facing coastal blufftop edge (110 ft. elevation) to an easterly facing canyon blufftop edge (120 ft. elevation).

Due to the geologic instability of bluffs and their continuing role in the ecosystem, the certified Los Angeles County Malibu/Santa Monica Mountains Land Use Plan (LUP) contains a number of policies regarding development on or near coastal bluffs. Although the City of Malibu is now incorporated, these policies are still used as guidance by the Commission in order to determine the consistency of a project with Section 30253 of the Coastal Act. As noted above, Section 30253 of the Coastal Act mandates that new development provide for geologic stability and integrity and minimize risks to life and property. The LUP policies suggest that geology reports be required for development in unstable areas, and that development minimize both grading, landform alteration and other impacts to natural physical features. Finally, the LUP suggests that new development be set back a minimum of 25 ft. from the top of the bluff or a stringline, whichever distance is greater, but in no case less than would allow for a 75-year useful life for the structure. The LUP also suggests that no permanent structures be permitted on a bluff face. Therefore, in this case, a 25 ft. development setback is appropriate. As proposed, all structures are to be located more than 25 ft. from the top of the bluff and are consistent with past Commission action regarding blufftop development setbacks. The applicant has submitted a Geotechnical Engineering and Geologic Report dated 1/27/97 and a Geotechnical Engineering Addendum Letter dated 6/10/97 by RJR Engineering Group, Inc.

The January 27, 1997, report states:

*Discussions and Conclusions of Slope Stability*

*Based on the analysis performed for the site, the landslide under existing conditions has a factor of safety between 1.15 and 1.30. The installation of additional hydraugers to further de-water the slide could increase the factor of safety...The area of the proposed residence has a factor of safety in excess of 1.5 and is considered stable. However, the stability of this area is dependent on the adjacent area, and a long-term concern would be continued degradation of the headscarp area.*

*Based on this study, the proposed swimming pool and deck will extend into the existing slide area. The southern portion of the residence will be within a block of landslide debris between the crack in the trench and the landslide headscarp.*

The geotechnical consultant also recommended a number of measures to ensure the structural stability of the proposed development. The January 27, 1997, report states:

*Summary and Conclusions*

*The proposed improvements are feasible from a geologic and geotechnical standpoint, and should be free of landslides, slumping and excess settlement as described in this report, assuming the recommendations presented in this report are implemented during*

*the design and construction of the project. In addition, the stability of the site and surrounding areas will not be adversely affected by the proposed residential addition.*

In addition, the June 10, 1997, letter states in order to improve site stability that:

*Piles will be constructed at the headscarp area (top) of the landslide...The piles will be constructed in front of the pool and house. The pool and house will also be supported on piles, as specified in report. The soldier piles have been designed to extend into competent bedrock...to resist any future movement and provide adequate support for the upslope structures.*

As conditioned above, the consulting geotechnical consultant has included a number of geotechnical recommendations which will increase the stability and geotechnical safety of the site. To ensure the recommendations of the geotechnical consultant are incorporated into the project plans, the Commission finds that it is necessary to require the applicant, as required by special condition four (4), to submit project plans certified by the consulting geotechnical engineer as conforming to all recommendations.

Due to the potential hazardous geologic conditions on this site, including the presence of an active landslide, the Commission can only approve the project if the applicant assumes the liability from the associated risks as required by special condition nine (9). This responsibility is carried out through the recordation of a deed restriction. The assumption of risk deed restriction, when recorded against the property, will show that the applicant is aware of and appreciates the nature of the hazards which exist on the site and which may adversely affect the stability or safety of the proposed development and agrees to assume any liability for the same.

It should be noted that an assumption of risk deed restriction for hazardous geologic conditions is commonly required for new development throughout the greater Malibu/Santa Monica Mountains region in areas where there exist potentially hazardous geologic conditions, or where previous geologic activity has occurred either directly upon or adjacent to the site in question. The Commission has required such deed restrictions for other development throughout the Malibu/Santa Monica Mountains region.

The Commission also finds that minimization of site erosion will add to the stability of the site. Erosion can best be minimized by requiring the applicant to landscape all disturbed areas of the site with native plants, compatible with the surrounding environment. In addition, the applicant's Geotechnical Engineering Geologic Report dated 1/27/97 by RJR Engineering Group, Inc. states:

*In general, it is our opinion that the surficial soils under certain conditions may be prone to future erosion and slumping and steps should be taken to minimize the future potential. We recommend that all slopes be vegetated and/or constructed with an erosion control mat as soon as possible, and a thorough maintenance plan be implemented at the end of construction to ensure proper drainage, vegetation cover, and prevention of burrowing rodents.*

Therefore, the Commission finds that special condition one (1) is required to ensure that all proposed disturbed areas are vegetated to minimize erosion and ensure stability of the bluff. The January 27, 1997, report also states:

*Drainage should not be allowed to pond anywhere on the pad, foundations or pavements and should be directed towards suitable collection and discharge facilities.*

Uncontrolled runoff over the bluff and canyon slopes will result in erosion and destabilization of the bluff, canyon slopes and eventually the building site. Therefore, to ensure that drainage is conveyed off site in a non-erosive manner, the Commission finds that it is necessary to require the applicant, as required by special condition five (5), to submit drainage plans certified by the consulting geotechnical engineer as conforming to their recommendations.

Previous slope remediation activity includes the placement of 10,000 cu. yds. of fill at the base of the bluff slope along Malibu Road in an effort to halt the slumping of the hillside after the occurrence of a landslide. Emergency permits EME-5209 and EME-5274 were issued in 1979 for the placement of the fill. However, various unpermitted development has also occurred on the bluff slope. Construction of concrete tiebacks, a paved road, turnaround area, and seven hydraugers was carried out on the bluff slope without the benefit of coastal development permits. The certified Malibu/Santa Monica Mountains LUP contains a number of policies regarding geologic stability and development on coastal bluffs. These policies have been certified as consistent with the Coastal Act and used as guidance by the Commission in numerous past permit actions in evaluating a project's consistency with Sections 30253 and 30251 of the Coastal Act. For example, in order to assure stability of the bluff slope and structural integrity of new development, Policy 165 prohibits the placement of any permanent structures on a bluff face, with the exception of engineered staircases or accessways to provide public beach access where no feasible alternative exists. The unpermitted development which has occurred on the bluff face is inconsistent with this policy and Section 30253 of the Coastal Act. Commission staff notes that the road could actually contribute to bluff instability as it has not been designed to any engineered standard.

The applicant has proposed to remove all unpermitted structures on the bluff face with the exception of the seven hydraugers which are to be maintained in proper working order. Removal of the unpermitted development will promote long-term site stability and serve to restore the bluff environment to a more natural condition. However, the applicant has not provided detailed plans for the bluff restoration. Therefore, the Commission finds it is necessary, as required by special condition two (2), for the applicant to submit plans to ensure the removal of the unpermitted structures and restoration of the bluff face.

The Commission finds that based on the findings of the geologic and geotechnical reports, and as conditioned to incorporate the recommendations of the geologic consultants, the proposed project is consistent with Section 30253 of the Coastal Act.

### C. Archaeological Resources

PRC Section 30244 of the Coastal Act states that:

*Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.*

Archaeological resources are significant to an understanding of cultural, environmental, biological, and geological history. The proposed development is located in a region of the Santa Monica Mountains which contains one of the most significant concentrations of archaeological sites in southern California. The coastal act requires the protection of such resources to reduce the potential adverse impacts through the use of reasonable mitigation measures.

Degradation of archaeological resources can occur if a project is not properly monitored and managed during earth moving activities and construction. Site preparation can disturb and/or obliterate archaeological materials to such an extent that the information that could have been derived would be permanently lost. In the past, numerous archaeological sites have been destroyed or damaged as a result of development. As a result, the remaining sites, even though often less rich in materials, have become increasingly valuable as a resource. Further, because archaeological sites, if studied collectively, may provide information on subsistence and settlement patterns, the loss of individual sites can reduce the scientific value of the sites which remain intact.

The applicant proposes to remove an existing trailer/manufactured home, road, turnaround, and concrete tiebacks and construct a new 8,143 sq. ft., two-story, single family residence with a 748 sq. ft. guesthouse over a 1,354 sq. ft. detached garage, soldier piles, retaining walls, hydraulaugers, driveway, trellis, footpath, entry gate, pitch and putt golf area, bluff restoration including the removal of exotic plant species, 941 cu. yds. grading (486 cu. yds. cut and 455 cu. yds. fill) and 2,345 cu. yds. of grading for recompaction. The property lies within the mapped boundaries of archaeological site CA-LAN-19. This site has been subject to extensive archaeological testing and evaluation intermittently since its original discovery in 1949. The applicant's Archaeological Reconnaissance Report dated 3/28/97 by W & S Consultants states:

*Based on the previous archaeological work that has been conducted on CA-LAN-19, we can infer that the property is likely to contain intact archaeological deposits, and that these should prove to maintain importance based on the research potential criterion outlined in both CEQA Appendix K and 36 CFR 60.4.*

To ensure that impacts to archaeological resources are minimized, special condition three (3) requires that the applicant have a qualified archaeologist(s) and appropriate Native American consultant(s) present on-site during all grading, excavation and site preparation in order to monitor all earth moving operations. In addition, if any significant archaeological resources are discovered during construction, work shall be stopped and an appropriate data recovery strategy shall be developed by the City of Malibu archaeologist and the Native American consultant consistent with California Environmental Quality Act (CEQA) guidelines. The Commission further finds that it is

necessary to require the applicant to implement all other recommendations contained in Archaeological Survey and Proposal by W and S Consultants dated 3/26/97.

In addition, the City of Malibu has required that a Phase II archaeological evaluation of the footprint area of the proposed structures be conducted before construction may commence. In order to evaluate any new information produced by the pending Phase II Evaluation, special condition number three (3) has been required in order to ensure that any recommendations developed by the archaeologist(s) during the Phase II Evaluation shall be incorporated as part of the project and that the applicant submit a report of the evaluation. In addition, if the recommendations require a substantial modification or redesign of the proposed project, the applicant shall be required to submit an amendment to this permit.

Thus, the Commission finds that based on the findings of the archaeological report and other available evidence, the proposed development, as conditioned to monitor the site during earth moving activities and to incorporate the recommendations of the archeological consultant (Phase I and II) to mitigate any adverse impacts on archaeological resources, is consistent with Section 30244 of the Coastal Act.

#### **D. Environmentally Sensitive Habitat Areas**

Section 30231 of the Coastal Act states that:

*The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.*

Section 30240 of the Coastal Acts states:

*(a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.*

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

The proposed project site is located adjacent to the Puerco Canyon Environmentally Sensitive Habitat Area (ESHA) containing Puerco Creek which is also designated as a blueline stream by the United States Geologic Service. The ESHA is mostly located outside of the property boundaries, downslope and to the east of the project site, and includes the stream course and the associated riparian vegetation of Puerco Creek between Pacific Coast Highway and Malibu Road. In addition, offshore kelp beds, also designated as ESHA are located along this portion of coast. Although, the bluff in this area is separated from the beach by residential development and Malibu Road and is not designated as ESHA, these bluffs do provide nesting, feeding and shelter sites for shore birds

and remain a part of the shoreline ecosystem. A paved road, turnaround and concrete tiebacks have been previously constructed without the benefit of a coastal development permit on the bluff face. In order to resolve the violation, the applicant has proposed to include restoration of the bluff environment as part of this project. Restoration will include the revegetation with native species of areas disturbed by either the removal of unpermitted structures or of the invasive non-native plant species. The proposed bluff restoration and revegetation will restore and enhance the degraded bluff habitat, as well as, minimize the spread of non-native plants into the adjacent stream corridor. The applicant has not submitted a detailed bluff restoration plan. Therefore, special condition two (2) requires the applicant to submit a bluff restoration plan for approval by the Executive Director which will include the removal of the unpermitted development and non-native plants from the bluff slope and revegetation with native plants.

Section 30231 of the Coastal Act requires that the biological productivity and the quality of coastal waters and streams be maintained and, where feasible, restored through among other means, minimizing adverse effects of waste water discharge and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flows, maintaining natural buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

The Commission has in past actions, required a minimum 50 ft. setback from the riparian canopy of streams in order to provide adequate protection of the riparian habitat. As all proposed structures will be setback more than 200 ft. from the designated ESHA, this project will have an adequate buffer zone from the proposed development provided that the intensity of use of the structures and area remains the same.

However, the Commission also notes that the proposed project is located upslope from the Puerco Creek ESHA, which in turn drains directly to the ocean and the offshore kelp beds (also designated as ESHA). Increased erosion on site would subsequently result in an increase in the sedimentation of the downslope stream and offshore kelp beds. The Commission finds that the minimization of site erosion will reduce the project's individual and cumulative contribution to sedimentation of the adjacent stream and offshore kelp beds. Erosion can best be minimized by requiring the applicant to landscape all disturbed areas of the site with native plants, compatible with the surrounding environment. Therefore, special condition one (1) has been required to ensure that all proposed disturbed areas are stabilized and vegetated in order to minimize the proposed project's cumulative contribution to sedimentation of the stream and offshore kelp beds. Special condition five (5) has also been required to ensure that project drainage be achieved in a non-erosive manner and that the applicant assume responsibility for the maintenance of all drainage devices on site.

In addition, fire department fuel modification requirements for the proposed development requires that vegetation be thinned around the proposed structures with allowances made to minimize clearance in and around the riparian corridor. Although vegetation thinning will not extend to the riparian corridor, excessive thinning on the slope above the drainage course may increase the potential for erosion. In order to ensure that vegetation clearance adjacent to the riparian corridor is minimized, a fuel modification plan has been included as part of special condition one (1) which requires the applicant to submit a fuel modification plan approved by the forestry department for

the review and approval of the Executive Director. The Commission finds that the proposed project, as conditioned, is consistent with Section 30231 of the Coastal Act.

E. Visual Impacts

Section 30251 of the Coastal Act states that:

*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 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 subordinated to the character of its setting.*

Although the proposed residence is quite large it does not exceed 28 ft. in height from the existing natural grade and is similar to surrounding development. Public view corridors from the north looking towards the water will not be adversely impacted by the proposed project. The proposed structures will be located behind a rise in the land and vegetative screening and will not be easily visible from Pacific Coast Highway. Puerco Creek Canyon, which is adjacent to the site, provides a view corridor of the coast and water from the highway.

However, the single family residence, patio, and footpath will be visible from Malibu Road, the beach, and the public accessway to the beach located at the base of the coastal bluff. The unpermitted paved road and concrete tiebacks are also visible from these public view corridors. The applicant has included the removal of the unpermitted structures as part of the proposed project but has not yet submitted detailed plans of their removal. Therefore, special condition two (2) has been required in order to ensure that the paved road and concrete tiebacks are removed. In order to reduce visual impacts resulting from development, the landscape plan mentioned in the previous section, and required by special condition one (1), shall also include adequate vertical elements to screen the proposed development from Malibu Road and the public accessway to the beach. Therefore, the Commission finds that the proposed development, as conditioned, is consistent with Section 30251 of the Coastal Act.

F. Violations

Various developments have been carried out on site without the benefit of coastal development permits. A second guest unit (trailer/manufactured home), hydraugers and tiebacks for bluff stabilization, and a paved road down the bluff slope with turnaround area have all been constructed by the previous owner of the property without coastal development permits. Although the applicant has agreed to include the removal of these developments (with the exception of the hydraugers for bluff stability) as part of the project description for this permit application in order to resolve any violation issues, detailed plans for the bluff restoration have not yet been submitted. Therefore, special condition number two (2) has been required in order to ensure removal of the unpermitted paved road, turnaround, and concrete tiebacks on the bluff slope and implement a bluff restoration plan. The applicant proposes to construct a permeable surface foot path, not to exceed

three (3) ft. in width, in the same location as the former road in order to maintain landscaping and bluff vegetation. The applicant has requested to retain the existing hydraugers since the applicant's geologic consultant has recommended that additional hydraugers be placed for de-watering purposes in order to increase the stability of the slope.

On July 8, 1997, the Commission issued Coastal Development Permit Waiver 4-97-141 to the applicant for the demolition of the existing single family residence and one of the two existing guest units in order to allow a Phase II Archaeological Study of the new proposed single family residence and guest house locations to be carried out. As a new guest unit is proposed as part of the project description, the applicant proposes to remove the remaining unpermitted guest unit (trailer/manufactured home) upon completion of construction activity. Special condition six (6) has been required in order to ensure that the existing trailer/manufactured home (placed without the benefit of a coastal development permit) is removed within 30 days of issuance of the Certificate of Occupancy from the City of Malibu. Furthermore, as the violations on site can not be resolved until the unpermitted structures are removed and the restoration of the bluff slope has been completed, the Commission finds it necessary to require special condition eight (8) in order to ensure compliance with all conditions within a timely manner. In addition, special condition two (2) has been required in order to specifically ensure that the unpermitted development located on the bluff slope is removed and revegetation is carried out within a timely manner.

Consideration of this 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 the alleged violation nor does it constitute an admission as to the legality of any development undertaken on the subject site without a coastal permit.

#### G. Second Residential Unit

Sections 30250 and 30252 of the Coastal Act address the cumulative impacts of new developments. Section 30250 (a) of the Coastal Act states:

*(a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.*

Section 30252 of the Coastal Act states:

*The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing non-automobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise*

*office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.*

New development raises coastal issues related to cumulative impacts on coastal resources. The construction of a second unit on the site where a primary residence exists intensifies the use of a parcel raising potential impacts on public services, such as water, sewage, electricity and roads. New development also raises issues regarding the location and amount of new development maintaining and enhancing public access to the coast.

Based on these policies, the Commission has limited the development of second dwelling units (the guest house) on residential parcels in the Malibu and Santa Monica Mountain areas. In addition, the issue of second units on lots with primary residences has been the subject of past Commission action in the certifying the Malibu Land Use Plan (LUP). In its review and action on the Malibu LUP, the Commission found that placing an upper limit on the size of second units (750 sq. ft.) was necessary given the traffic and infrastructure constraints which exist in Malibu and given the abundance of existing vacant residential lots. Furthermore, in allowing these small units, the Commission found that the small size of units (750 sq. ft.) and the fact that they are likely to be occupied by one or at most two people, such units would have less impact on the limited capacity of Pacific Coast Highway and other roads (as well as infrastructure constraints such as water, sewage, electricity) than an ordinary single family residence. (certified Malibu Santa Monica Mountains Land Use Plan 1986, page 29 and P.C.H. (ACR), 12/83 page V-1 - VI-1).

The second unit issue has also been raised by the Commission with respect to statewide consistency of both coastal development permits and Local Coastal Programs (LCPs). Statewide, additional dwelling units on single family parcels take on a variety of different functions which in large part consist of: 1) a second unit with kitchen facilities including a granny unit, caretaker's unit, and farm labor unit; and 2) a guesthouse, without separate kitchen facilities. Past Commission action has consistently found that both second units and guest houses inherently have the potential to cumulatively impact coastal resources. As such, conditions on coastal development permits and standards within LCP's have been required to limit the size and number of such units to ensure consistency with Chapter 3 policies of the Coastal Act (Certified Malibu Santa Monica Mountains Land Use Plan 1986, page 29).

As proposed, the 748 sq. ft. guest unit above the garage conforms to the Commission's past actions allowing a maximum of 750 sq. ft. for a second dwelling unit in the Malibu area. The Commission notes that any use of the downstairs portion of the proposed structure (designated as garage) as habitable space, or the installation of any interior accessway between the first and second levels of the structure would increase the size of the guest unit beyond the maximum of 750 sq. ft. and constitute a violation of this coastal development permit. As proposed, access to the second-level guest unit is from an exterior stairway with no interior access between levels. To ensure that the downstairs portion of the structure shall not be converted to habitable space or connected to the upstairs guest unit by an interior accessway, any additions or improvements that could further

intensify the use of this guest unit or second residential unit will be reviewed by the Commission as required by special condition seven (7).

In addition, although the applicant has previously been issued Coastal Development Permit Waiver 4-97-141 to remove the first guest unit and now proposes to remove the second existing guest unit (trailer/manufactured home) under this permit application, the Commission notes that retention of either structure in addition to the construction of the new proposed guest unit would constitute a violation of this coastal development permit. As such, special condition six (6) has been required in order to ensure the removal of both existing second units before a Certificate of Occupancy may be issued for any new structure. Therefore, the Commission finds that, as conditioned, the proposed development is consistent with Sections 30250 and 30252 of the Coastal Act.

#### H. Septic System

The Commission recognizes that the potential build-out of lots in Malibu and the Santa Monica Mountains, and the resultant installation of septic systems, may contribute to adverse health effects and geologic hazards in the local area. Section 30231 of the Coastal Act states that:

*The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, minimizing alteration of natural streams.*

The proposed development includes constructing a septic system for the new residence to provide for adequate sewage disposal. The applicant has submitted approval from the City of Malibu Environmental Health Department stating that the proposed septic system is in conformance with the minimum requirements of the City of Malibu Uniform Plumbing Code. The City of Malibu's minimum health code standards for septic systems have been found protective of coastal resources and take into consideration the percolation capacity of soils along the coastline, the depth to groundwater, etc. Therefore, the Commission finds that the proposed project is consistent with Section 30231 of the Coastal Act.

#### I. Local Coastal Program.

Section 30604 of the Coastal Act states that:

*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 this division and that the permitted development will not prejudice the ability of the local government to prepare a local 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 of Malibu's ability to prepare a Local Coastal Program which is also consistent with the policies of Chapter 3 of the Coastal Act as required by Section 30604(a).

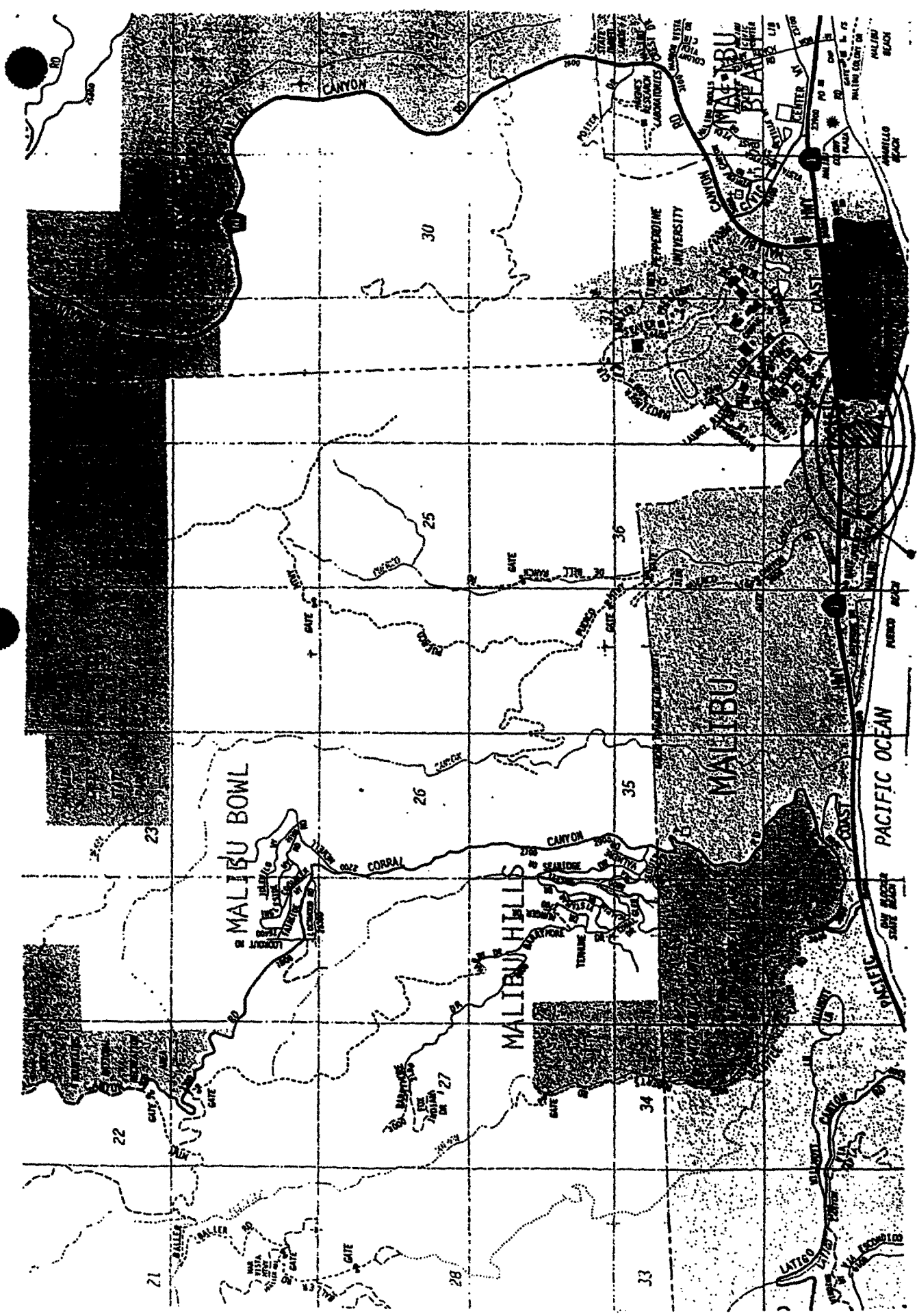
#### J. CEQA

Section 13096(a) of the Commission's administrative regulations requires Commission approval of Coastal Development Permit application 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 will not have significant adverse effects on the environment, within the meaning of the California Environmental Quality Act of 1970. Therefore, the proposed project, as conditioned, has been adequately mitigated and is determined to be consistent with CEQA and the policies of the Coastal Act.

**SMH-VNT**

File: SMH1/4-97-102



PROJECT SITE

Exhibit No. 1: (4-97-102) Location Map

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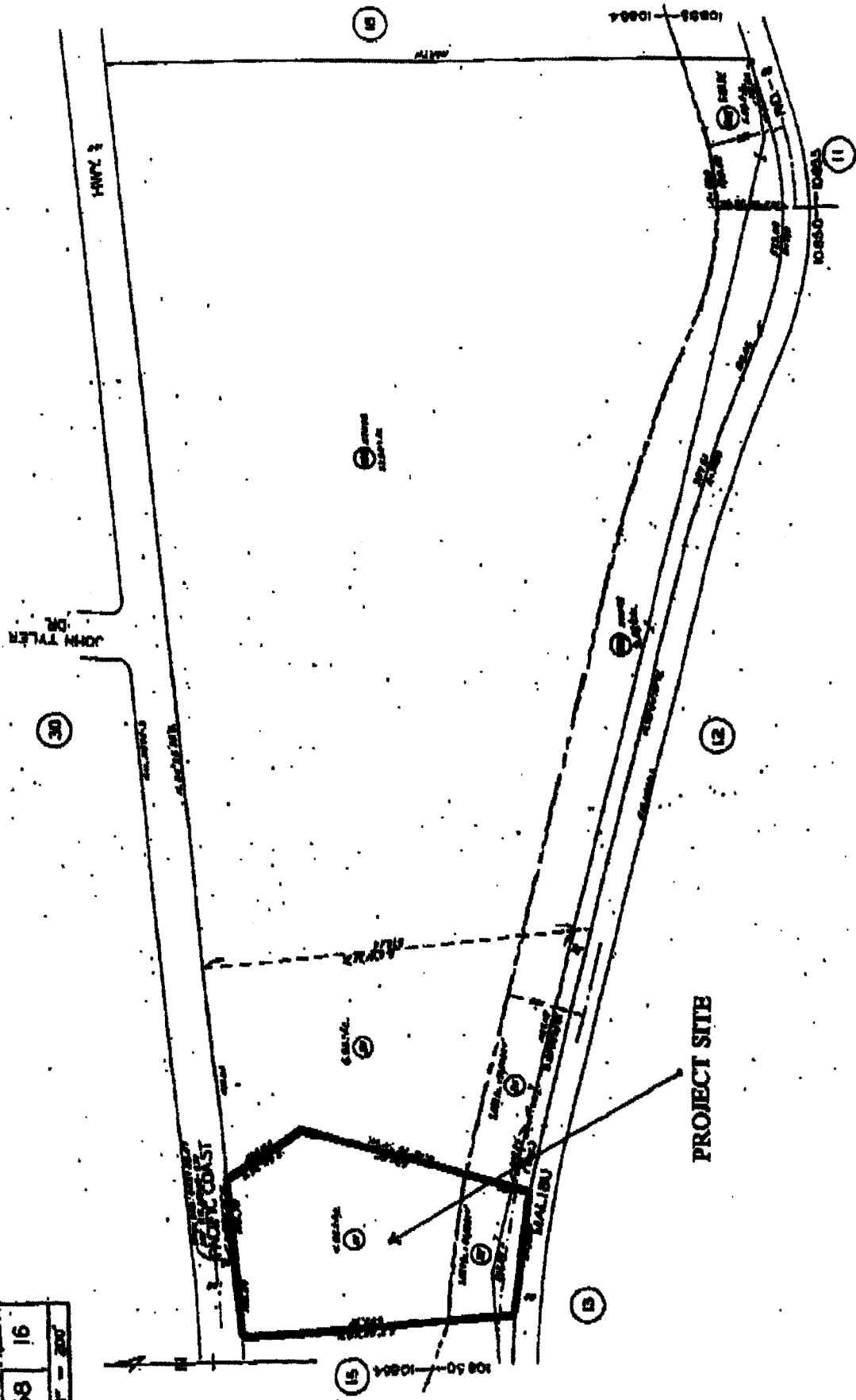
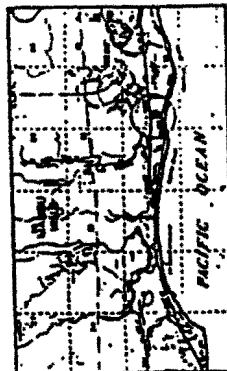


Exhibit No. 2: (4-97-102) Paved Map for Project Site



VICINITY MAP

24734 Pacific Coast Highway  
Malibu, CA 90265

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SEE FIVE DEPT. NOTICES ON PAGE 2.

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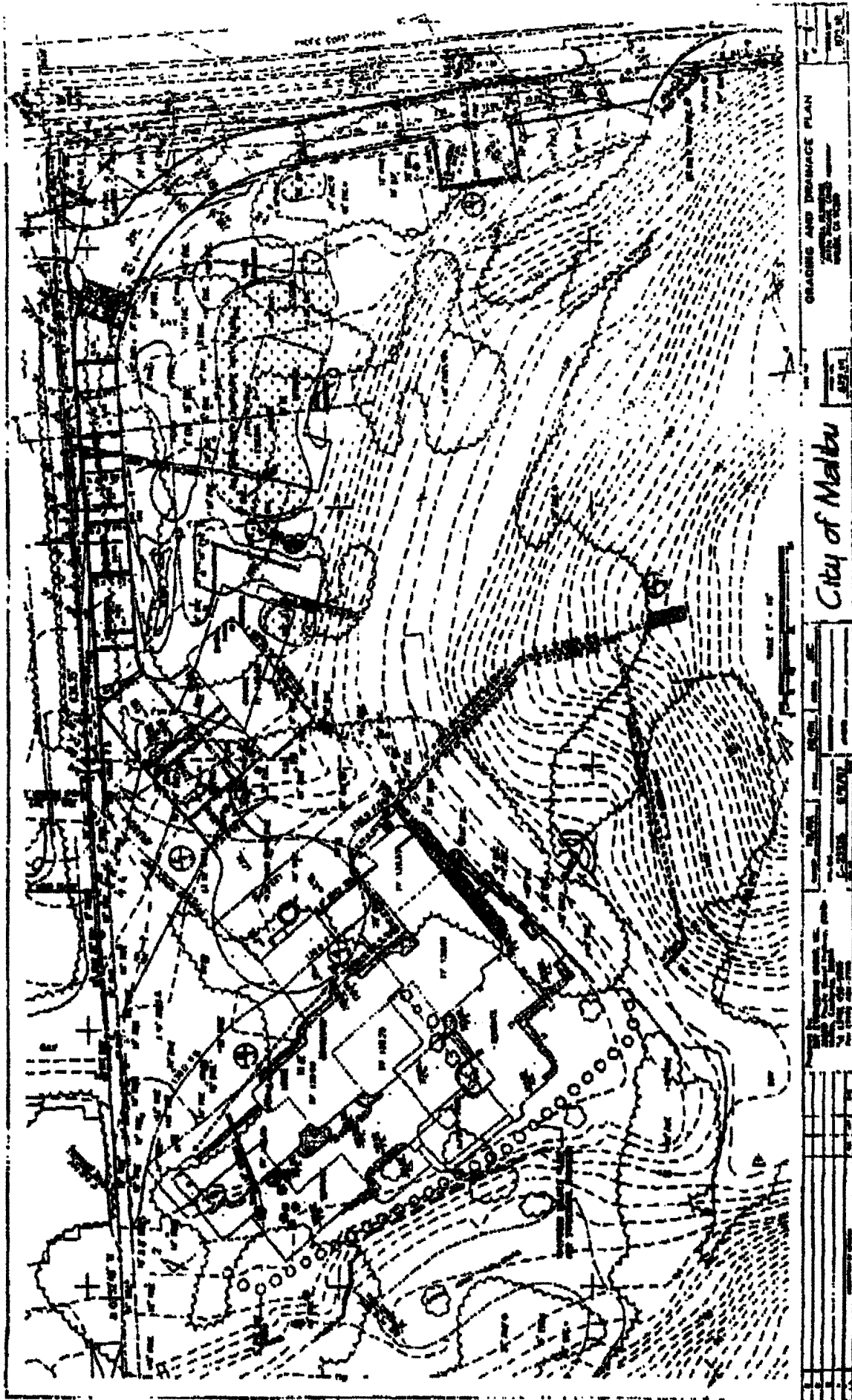
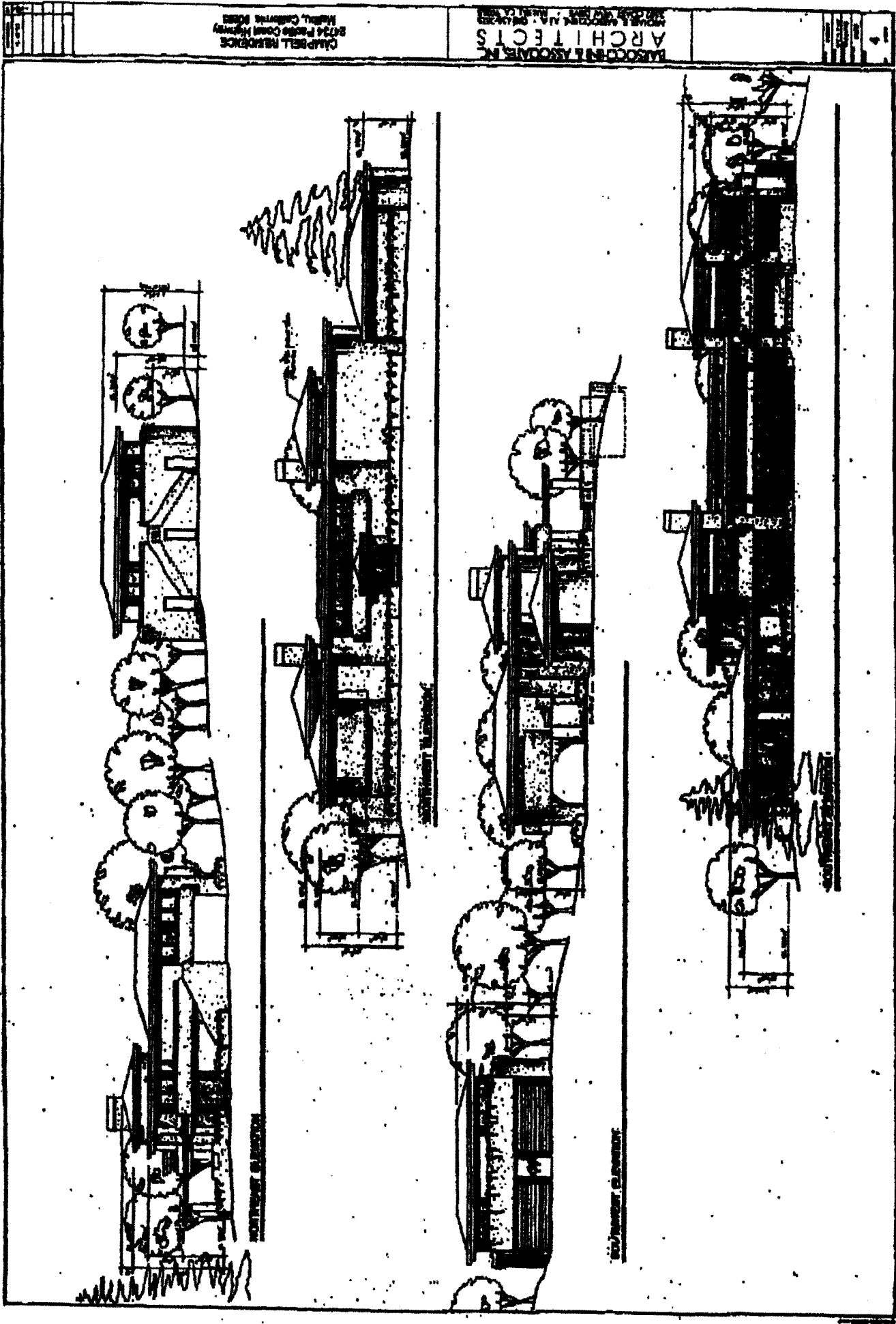


Exhibit No. 4: (4-97-102) Grading Plan for Project Site



**Exhibit No. 5: (4-97-102) Floor Plan for Single Family Residence**



CAMPBELL RESIDENCE  
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Malibu, California 90263

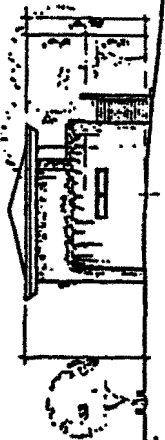
ARCHITECTS  
JANCOCK & ASSOCIATES, INC.  
10000 Wilshire Blvd., Suite 200  
Beverly Hills, California 90210

Exhibit No. 6: (4-97-102) Elevations of Proposed Single Family Residence

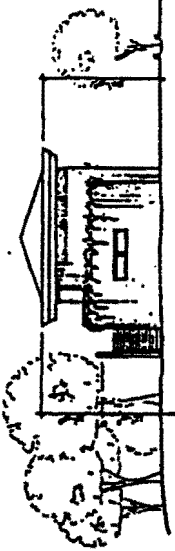
CAMPBELL RESIDENCE  
24734 Pacific Coast Highway  
Malibu, California 90265

ARCHITECTS  
BASCOCHINI & ASSOCIATES, INC.  
1000 COAST VIEW DRIVE - MALIBU CA 90265

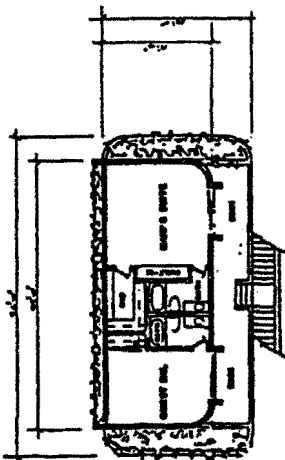
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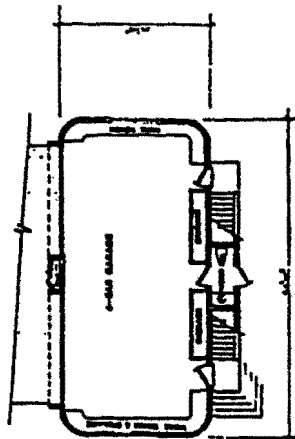
NORTHWEST ELEVATION



SOUTHEAST ELEVATION



GUEST HOUSE FLOOR PLAN



GARAGE FLOOR PLAN

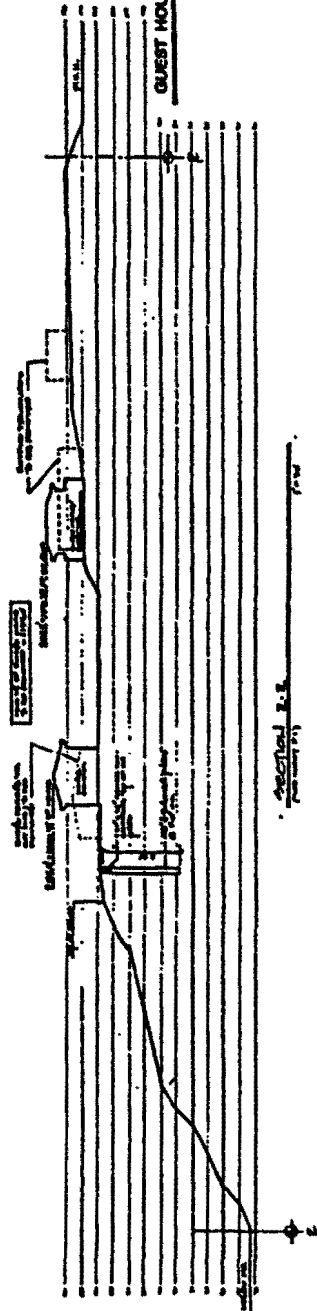


Exhibit No. 7: (4-97-102) Cross Section of Project Site and Guest Unit Floor Plans/Elevations

