CALIFORNIA COASTAL COMMISSION

South Coast Area Office 200 Oceangate, Suite 1000 og Beach, CA 90802-4302 2) 590-5071

Filed:

September 9, 1998

49th Day:

October 28, 1998

180th Day:

March 8, 1999

Staff: Staff Report:

John T. Auyong-LB September 24, 1998

Hearing Date:

October 13-16, 1998

Commission Action:

STAFF REPORT: REGULAR CALENDAR

APPLICATION NUMBER:

5-98-251

APPLICANT:

Bill Boehringer for 21 Bay Drive LLC

AGENT:

Morris Skenderian and Associates

PROJECT LOCATION:

21 Bay Drive, Three Arch Bay, City of Laguna Beach, County of

Orange

PROJECT DESCRIPTION: Addition of 1,790 square feet of living area and 309 square feet of deck area to an existing single-family residence. Also proposed is the installation of caissons for foundation support.

Lot Area

10,151 square feet

Building Coverage Pavement Coverage

2,185 square feet 820 square feet

Landscape Coverage

300 square feet 6,846 square feet

Unimproved area Parking Spaces

Four

Height above final grade

34'-0" at top of elevator roof

LOCAL APPROVALS RECEIVED: City of Laguna Beach Variance 6509 and Design Review 98-115

SUBSTANTIVE FILE DOCUMENTS: City of Laguna Beach Certified Land Use Plan; Coastal development permit 5-97-371 (Conrad); "Engineering Geologic Investigation – 21 Bay Drive, Laguna Beach, prepared for Gerald Raymond by Coastal Geotechnical dated August 8, 1992; August 27, 1997 letter to Bill Boehringer from Soil Engineering Construction, Inc.; September 24, 1997 letter from Specialty Construction Design to Morris Skenderian; July 19, 1998 letter from Coastal Geotechnical to Skenderian Architects

SUMMARY OF STAFF RECOMMENDATION:

Staff is recommending approval of the proposed project with special conditions regarding: 1) and assumption-of-risk deed restriction, 2) conformance with geotechnical recommendations, 3) the use of drought-tolerant, primarily native landscaping, 4) prohibiting the staging and storage of construction materials and equipment on the beach, and 5) conveying drainage

away from the bluff edge/face, or, if that's not possible, over the bluff in a controlled, non-erosive manner.

Issues to be resolved include whether the special condition language in the assumption-of-risk deed restriction shall include a provision that no seawall can be built on the parcel. The Commission at the August 1998 hearing added this language to coastal development permits 5-98-020 (Conrad), 5-98-064 (Barnes), 5-98-165 (Danninger/Tassin), and 5-98-178 (McMullen), for new homes in Three Arch Bay. The proposed development involves additions to an existing home. Further, the subject site is located adjacent to the shoring wall stabilization project approved by coastal development permit 5-97-371 (Conrad). This project, also approved at the Commission's August 1998 hearing, involves the placement of tiebacks on the subject site. Staff is recommending that any changes to the plans for the proposed project which may result because of changes to the stabilization project shall require an amendment to this permit or a determination by the Executive Director that no permit amendment is needed.

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, locate between the first public road and the sea, will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976 (including the public access and recreation policies of Chapter 3), will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3 of the Coastal Act, and will not have any significant adverse effects on the environment within the meaning of the California Environmental Quality Act.

II. Standard Conditions:

- Notice of Receipt and Acknowledgment. The permit is not valid and development shall
 not commence until a copy of the permit, signed by the permittee or authorized agent,
 acknowledging receipt of the permit and acceptance of the terms and conditions, is
 returned to the Commission office.
- 2. <u>Expiration.</u> If development has not commenced, the permit will expire two years from the date this permit is reported to the Commission. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
- 3. <u>Compliance.</u> All development must occur in strict compliance with the proposal as set forth in the application for permit, subject to any special conditions set forth below.

Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.

- 4. <u>Interpretation.</u> Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 5. <u>Inspections.</u> The Commission staff shall be allowed to inspect the site and the project during its development, subject to 24-hour advance notice.
- 6. <u>Assignment.</u> The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
- 7. <u>Terms and Conditions Run with the Land.</u> These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. Special Conditions

- PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT Assumption-of-Risk. PERMIT, the applicant and all landowners shall execute and record a deed restriction, in a form and content acceptable to the Executive Director, which shall provide: (a) that the applicant understands that the entire site may be subject to extraordinary hazards from landslides/slope failure and wave attack, and the applicant assumes the liability from such hazards; (b) that the applicant unconditionally waives any claim of liability on the part of the Commission and agrees to indemnify and hold harmless the Commission, its officers, agents, and employees relative to the Commission's approval of the project for any damage due to the natural hazards, (c) that the applicant agrees that no shoreline protective devices shall be constructed on the parcel, and (d) the applicant accepts sole responsibility for the removal of any structural debris resulting from landslides, slope failures or erosion on the site. The document shall run with the land, binding all successors and assigns, and shall be recorded free of prior liens that the Executive Director determines may affect the enforceability of the restriction. This deed restriction shall not be removed or changed without a Coastal Commission-approved amendment to this coastal development permit unless the Executive Director determines that no amendment is required.
- 2. Geotechnical Recommendations. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for the review and approval of the Executive Director, two sets of final revised site plans, floor plans, elevations, grading, drainage, foundation, and engineering plans for all the development, including the proposed caisson shoring system, approved by this permit. These final revised plans shall be consistent with the preliminary plans dated March 31, 1998, prepared by Soil Engineering Construction, Inc. (Job No. 98-050), except that these plans shall incorporate the recommendations pertaining to the development contained in: 1) the "Engineering Geologic Investigation 21 Bay Drive, Laguna Beach, prepared for Gerald Raymond by Coastal Geotechnical dated August 8, 1992; 2) the August 27, 1997 letter to Bill Boehringer from Soil Engineering Construction, Inc.; and 3) the September 24, 1997 letter from Specialty Construction Design to Morris Skenderian. These final revised plans shall clearly show the final depth of embedment of all

proposed caissons, as well as the final number, locations, and dimensions of all proposed tie-backs.

PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for the Executive Director's review and approval, evidence that the appropriate licensed professional has reviewed and approved the final revised plans described above and certified that each of those final revise plans incorporates all of the recommendations specified in the above referenced documents.

The approved development shall be constructed in accordance with the final revised plans as approved by the Executive Director. Any proposed deviations from said plans, including any proposed changes which may be required because of the design of the shoring system on the adjacent property at 23 Bay Drive on the upcoast side of the subject site, shall require a Coastal Commission-approved amendment to this permit, unless the Executive Director determines a permit amendment is not needed.

- 3. Landscaping. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for the review and approval of the Executive Director, revised landscaping plans. The revised landscaping plans shall: 1) be consistent with the preliminary landscaping plans dated June 18, 1998 prepared by Studio Landscape Architecture, 2) be prepared by a licensed landscaped architect, and 3) incorporate the following criteria: (a) planting shall be of drought tolerant plants (native, non-invasive drought tolerant plants are preferred), and (b) only temporary irrigation to help establish new landscaping shall be allowed in addition to any existing irrigation systems currently used for existing landscaping. The applicant shall comply with the plans approved by the Executive Director.
- 4. <u>Staging and Storage of Construction Materials and Equipment</u>. Construction material and equipment shall not be staged or stored on the beach. Any accidental spills of construction equipment fluids shall be immediately contained on-site and disposed of in an environmentally safe manner as soon as possible.
- 5. <u>Drainage</u>. All runoff and drainage from the site shall be directed to the street except where it is infeasible to do so. Where it is infeasible to direct drainage and runoff to the street, drainage and runoff shall be appropriately collected and conveyed to the beach in a non-erosive manner and discharged at the base of the bluffs with an energy dissipator at the drain outlet. The drainage devices which direct runoff and drainage to the beach shall be below grade unless it is infeasible to do so. If the drainage devices cannot be below grade, they shall be designed to blend in with and maintain the natural character of the bluffs.

IV. Findings and Declarations:

The Commission hereby finds and declares:

A. Project Description and Location

The applicant is proposing additions to an existing 2,199 square foot, single-family residence with 380 square feet of deck area and a detached 504 square foot two-car garage on a

blufftop lot. The existing home is two stories tall, and is set below the level of the street. The existing garage is at street level. The subject site is located at 21 Bay Drive in the private community of Three Arch Bay in the City of Laguna Beach in Orange County.

The proposed additions consist of 1,790 square feet of habitable area and 309 square feet of deck area. (see Exhibit B) The resultant structure would be four levels, consisting of the two levels of the existing home, the street level garage, and a new spa deck level in between the top of the home and under the garage. The proposed home would be 44 feet high from the finished floor of the lowest level to the top of the roof of the garage. The top of the roof of the garage would extend fourteen feet above the centerline of Bay Drive. The proposed additions would connect the garage with the home and would be located in the middle portion of both levels of the home. The proposed additions would not result in seaward encroachment.

Also proposed are caissons on the upcoast edge of the property. (see Exhibit C) The upcoast side is adjacent to the properties at 23-31 Bay Drive, upon which a landslide has occurred. Thus, the subject site has lost lateral support on its upcoast edge. The proposed caissons are intended to provide lateral support for the property. The proposed caissons are in two basic locations. A line of eight caissons, placed essentially perpendicular to Bay Drive, is proposed to be installed under the general alignment of the stairs which lead from the garage to the home. The caissons will be 24 inches in diameter, drilled to depths between 22 and 27 feet and attached to a grade beam. The line of caissons is setback about eight feet from the upcoast property line. The caissons are spaced 7 feet apart, measured from their centers. Four tiebacks will anchor the proposed caissons. The area between the proposed caissons and existing structures will be chemical grouted. Also proposed is a shallow arc of 11 caissons along the upcoast property line. The caissons are 30 inches in diameter and spaced a varying intervals ranging from 5 to 9 feet. They are anchored by ten tiebacks.

B. Chapter 3 Policy Analysis

1. Geologic Hazards

Section 30253 of the Coastal Act states, in relevant part:

New development shall:

- (I) 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 subject site is a blufftop lot. The upcoast side is adjacent to the properties at 23-31 Bay Drive, upon which a landslide has occurred. Thus, the subject site has lost lateral support on its upcoast edge. The adjacent properties have had a history of landslide episodes. Thus, the

subject site is adjacent to an area of high geologic hazard. At its August 1998 hearing, the Commission approved coastal development permit 5-97-371 (Conrad) for a comprehensive landslide remediation and shoring project at the adjacent site.

The geotechnical reports submitted by the applicant's geotechnical consultant are: 1) "Engineering Geologic Investigation – 21 Bay Drive, Laguna Beach, prepared for Gerald Raymond by Coastal Geotechnical dated August 8, 1992; 2) August 27, 1997 letter to Bill Boehringer from Soil Engineering Construction, Inc.; 3) September 24, 1997 letter from Specialty Construction Design to Morris Skenderian; 4) July 19, 1998 letter from Coastal Geotechnical to Skenderian Architects; and 5) September 23, 1998 letter from Coastal Geotechnical to Morris Skenderian and Associates.

The proposed project needs to be carried out in a manner which meets the minimum factor of safety of 1.5 which is required by the City of Laguna Beach and Orange County. The geotechnical consultant who authored the September 24, 1997 letter determined that the proposed project is able to achieve a minimum factor of safety of 1.5, which was also a part of the stabilization project/shoring wall approved under coastal development permit 5-97-371. The geotechnical consultant who authored the July 19, 1998 letter concluded that erosion of the seaward slope of the subject site is not anticipated because it is composed of resistant San Onofre Breccia. Further, because of the vegetation growth at the base of the bluff, the consultant also determined that wave uprush has not reached the base of the bluff in over 40 years. The geotechnical consultant who authored the September 23, 1998 letter determined that the proposed residential construction is feasible from a geotechnical standpoint, and impacts to the subject site and adjacent properties low, if the geotechnical recommendations are incorporated.

The geotechnical reports contains recommendations that, if incorporated into the proposed project design, would assure stability and structural integrity. The recommendations include, for example: 1) design of groundwater drainage, 2) minimum caisson size, 3) criteria for retaining wall design, 4) criteria for bearing capacities, and lateral loads and resistance, 5) tieback requirements, and 6) the use of Type V concrete.

Therefore, as a condition of approval, to ensure structural stability, the Commission finds that it is necessary to require the applicant to submit final revised plans which include signed statements of the applicant's geotechnical consultants. However, because the bluff repair/slope stabilization project approved under coastal development permit 5-97-371 requires the installation of tiebacks on the subject site, the proposed caisson project may need to be modified. Therefore, as a condition of approval, the Commission finds that modifications to the plans which may be necessary must be approved by an amendment to this permit or by the Executive Director.

Further, because landsliding has occurred several times adjacent to the subject site, and the current adjacent slide is jeopardizing existing development on the subject site, the Commission also finds that, as a condition of approval, the applicant must record an assumption-of-risk deed restriction to inform the applicant and all future owners of the subject site that the site is subject to hazards from landslides and coastal erosion/wave attack.

In addition, because groundwater levels have contributed to the landslide episodes on the subject site, the Commission finds that it is necessary to minimize irrigation on the site and require drought-tolerant landscaping. Minimizing irrigation and use of drought-tolerant landscaping would lessen the amount of water added to the groundwater supply that would cause erosion.

Therefore, as conditioned for: 1) recordation of an assumption-of-risk deed restriction, 2) the incorporation of geotechnical recommendations of the applicant's geologist, 3) the use of drought-tolerant landscaping, 4) prohibiting the staging and storage of construction equipment and material on the beach, and 5) control of drainage, the Commission finds that the proposed development is consistent with Section 30253 of the Coastal Act.

2. Marine Resources/Water Quality

Section 30230 of the Coastal Act states:

Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that would sustain the biological productivity of coastal waters and that would maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

Section 30231 of the Coastal Act states:

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.

A health risk to marine life and swimmers would be created if toxic substances from construction equipment on the beach were to get on the sand and leak into the ocean. In addition, staging or storing construction equipment and material on the beach would take up beach area needed for grunion spawning, thus resulting in adverse impacts on the grunion.

In order to ensure that adverse impacts to marine resources and water quality are minimized, the Commission finds that it is necessary to require a condition which prohibits the staging or storing of construction equipment or materials on the beach and to minimize and control spillage of toxic substances. Further, the Commission finds that directing runoff from the site to the street rather than the beach and ocean, to the maximum extent feasible, would reduce adverse impacts on the quality of coastal waters. As conditioned, the proposed project is consistent with Section 30231 of the Coastal Act.

3. Public Access

Section 30212 of the Coastal Act states, in relevant part:

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:

(2) adequate access exists nearby . . .

The subject site is a beachfront site located between the nearest public roadway and the shoreline in the private community of Three Arch Bay. The beach is a cove beach separated from public beaches by rocky headlands. Thus, the beach is not readily accessible from nearby public beaches. The proposed project would not result in seaward encroachment of the structure. The proposed development would not result in an intensification of use of the site. The proposed development would not result in direct adverse impacts, either individually or cumulatively, on physical vertical or lateral public access, or on sovereign lands seaward of the mean high tide line. Vertical and lateral public access and public recreation opportunities are provided at nearby Salt Creek County Beach Park a mile to the southeast. Therefore, the Commission finds that no public access is necessary with the proposed development. Thus, the Commission finds that the proposed development is consistent with Section 30212 of the Coastal Act.

4. Visual Quality

Section 30251 of the Coastal Act states:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

The proposed project involves improvements to an existing home. The proposed additions would not result in seaward encroachment of the structure. The existing home is stepped down the hillside, with only the garage located at street level. Thus, when viewed from the level of Bay Drive (a private street), only the garage is visible. This is similar to the character of the existing home nearby at 33 Bay Drive, as well as the adjacent homes approved by coastal development permits 5-98-020 (Conrad), 5-98-064 (Conrad), and 5-98-178 (McMullen), where only the garages of the homes are visible since the remainder of the homes step down the hillside. The proposed additional spa level would be located under the garage and thus not raise the height of the structure.

In addition, the proposed project is located in a private community. Therefore, the proposed project would not block any public views to the shoreline. Public views along the coast from public trust land seaward of the mean high tide line would be similar to the views which currently exist since the bluffs are altered and developed with homes which step down the bluff face. Further, since the private beach is flanked on either side by rocky headlands which extend several hundred feet into the ocean, it would be difficult for the public to access the part of the beach seaward of the mean high tide line in order to view the bluffs. Even if the public were to be able to view the private bluffs (e.g., from a boat offshore), the proposed development would be consistent with existing or approved homes which are also multi-level and step down the hillside.

Further, the proposed caissons are located on the side property line near the street and would not be visible from the beach because they would be hidden by other structures. In addition, any drainage facilities which direct runoff over the bluff must be buried or otherwise designed to be subordinate to the natural character of the bluffs. Thus, the Commission finds that the proposed project is consistent with Section 30251 of the Coastal Act.

C. Local Coastal Program

The City of Laguna Beach local coastal program ("LCP") is effectively certified. However, several locked-gate beachfront communities are deferred, including Three Arch Bay. The subject site is located in Three Arch Bay. Therefore, the standard of review for the proposed project is conformity with the Chapter 3 policies of the Coastal Act and not the certified LCP. However, Section 30604(a) provides that a coastal development permit should not be approved for development which would prejudice the ability of the local government to prepare an LCP consistent with the Chapter 3 policies.

The proposed project, as conditioned, would be consistent with the geologic hazards, visual, and marine resources policies of Chapter 3 of the Coastal Act. Therefore, the Commission finds that the proposed project would not prejudice the ability of the City of Laguna Beach to prepare an LCP for the Three Arch Bay community, the location of the subject site, that is consistent with the Chapter 3 policies of the Coastal Act.

D. California Environmental Quality Act

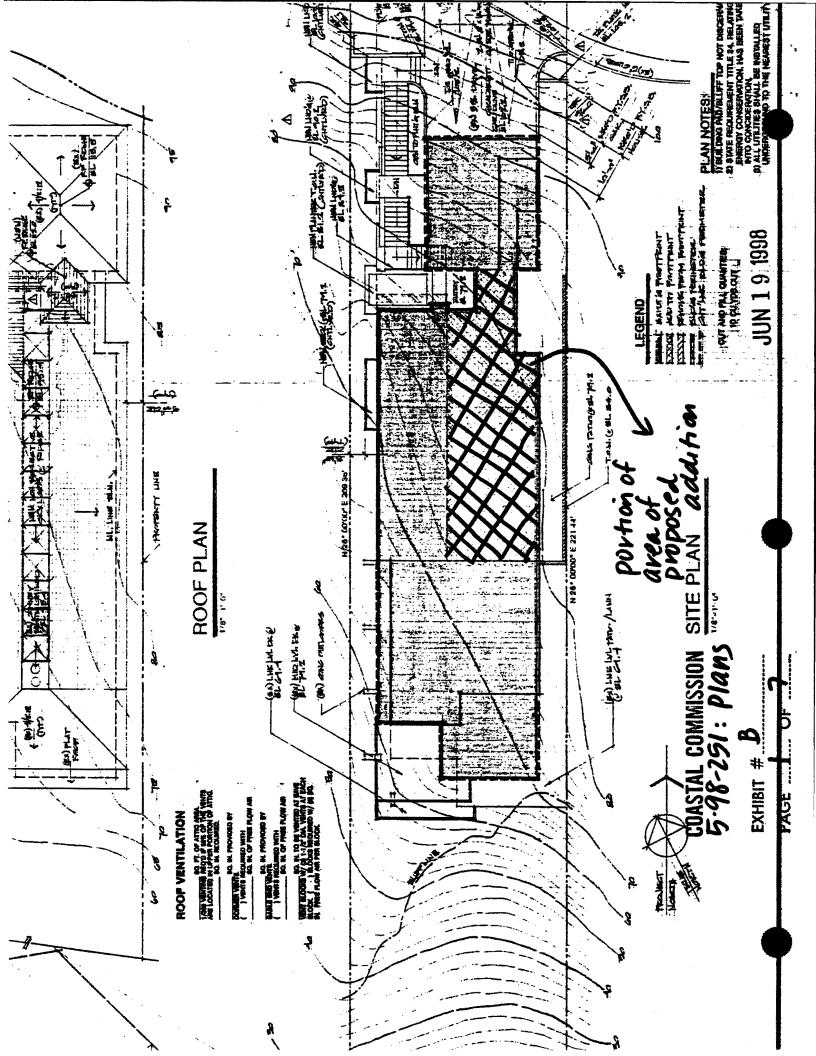
Section 13096 of Title 14 of the California Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(A)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

Development exists on the subject site. The proposed project has been conditioned in order to be found consistent with the geologic hazards and marine resources of Chapter Three of the Coastal Act. Feasible mitigation measures requiring: 1) an assumption-of-risk deed restriction, 2) conformance with geotechnical recommendations, 3) landscaping requirements,

4) prohibiting the staging and storing of construction equipment and materials on the beach, and 5) ensuring drainage facilities down the bluff face a visually compatible with the surrounding area; would minimize all significant adverse environmental effects.

As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned, can be found consistent with the requirements of the Coastal Act to conform to CEQA.



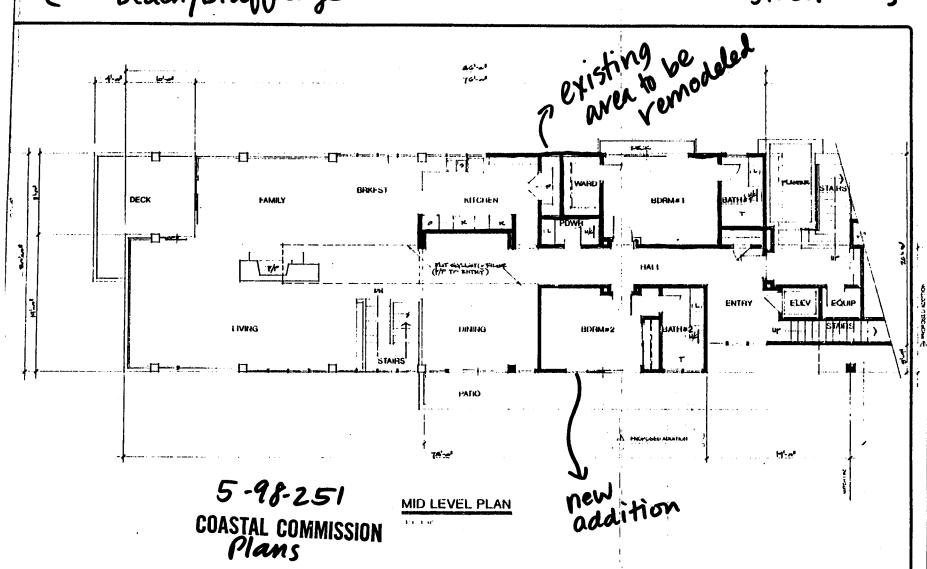


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EXHIBIT # B

PAGE 2 OF 7

street -



JUL 21 1998

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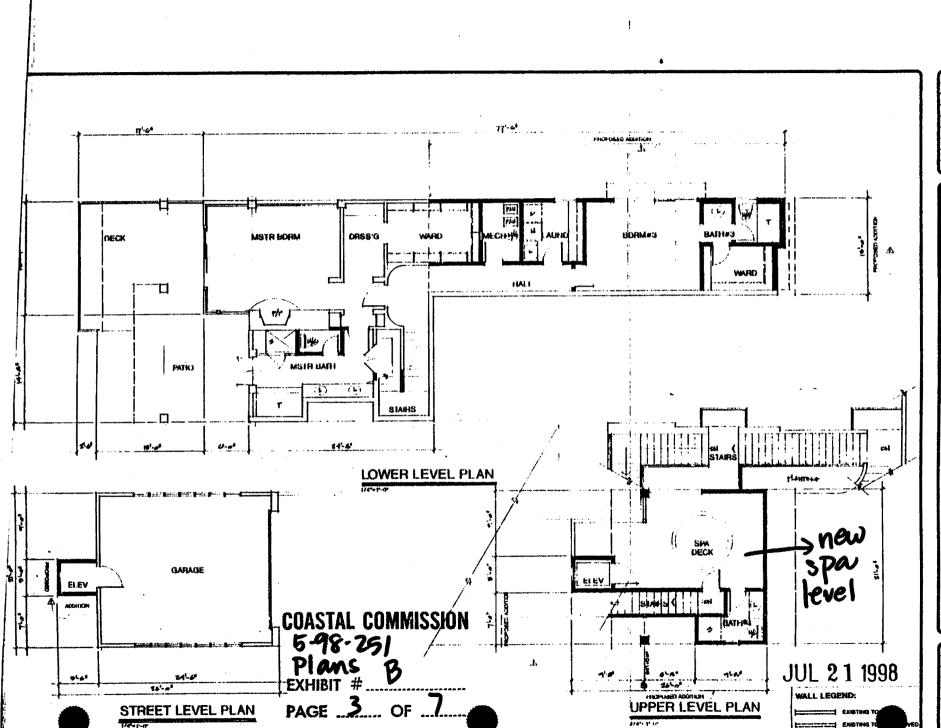
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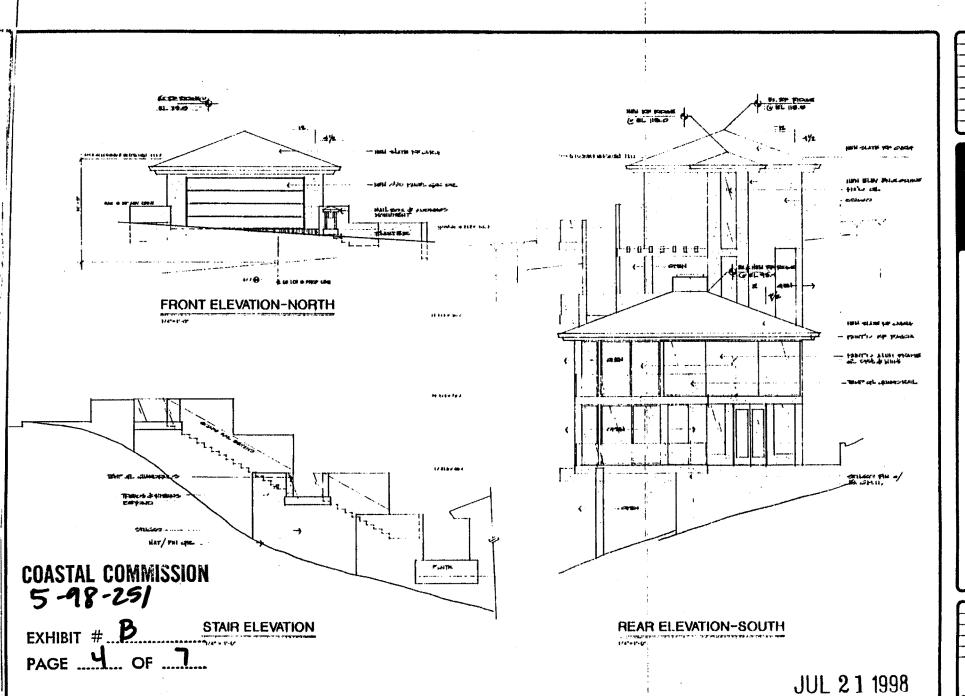
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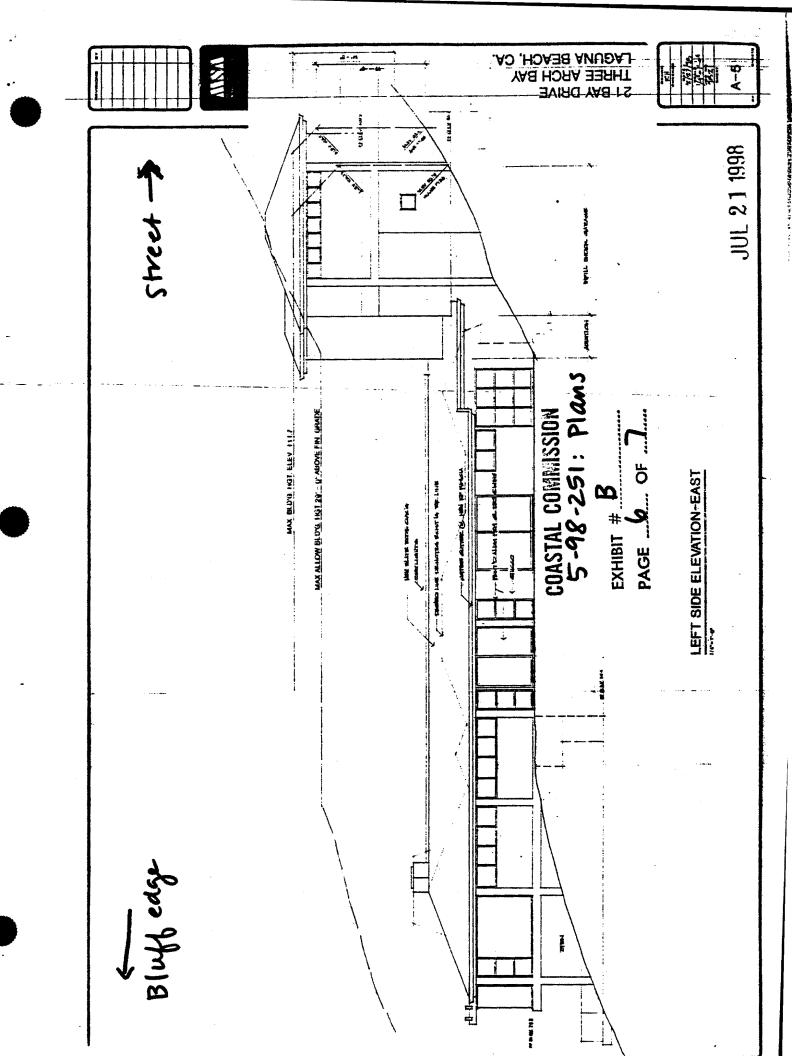
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July 19, 1998



GEOLOGY STUDIES - SOIL & ROCK

Skenderian Architects 2094 Pacific Coast Highway Laguna Beach, CA. 92651

SUBJECT: Engineering Geologic Review, Coastal Commission Letter, dated July 14, 1998. Re: Improvements to existing residence, 21 Bay Drive, Laguna Beach, CA.

Dear Mr. Skenderian:

This letter has been prepared after reviewing the letter referenced above, our file on the project, and ocean engineering texts.

Our response to Coastal Commissions questions are to only paragraphs 1 and 2 in the referenced letter.

- 1. The tieback system existing at #21 Bay Drive assumed no lateral support along the common property line for #21/#23 Bay Drive. The hard bedrock, beneath the slide at #21 Bay Drive, would stand unsupported in vertical backcuts proposed by the consultants for James Conrad Architects.
- 2. Estimated storm wave runup on the natural slopes on #21 Bay Drive will be at a greater elevation than those calculated for the engineered fill slope on the adjacent proposed development as the angle of slope is steeper than 39°. It is estimated runup on the steeper slope would be to the +17 feet contour on the seaward facing natural slope. There is no evidence that such an event has occurred as the coastal sage-type growths have not been disturbed in 40 years nor is there evidence of a niche point at the base of the slope.

No erosion is anticipated as the seaward slope is comprised of bedrock that is part of the San Onofre Breccia. This portion of the property rests on competent bedrock and it is not involved in a bedrock landslide.

Please contact this office if there are any questions regarding this response. 5-98-25!

Respectfully submitted, STERED GEOLOGIC

COASTAL GEOTECHNICAT Fred Pratley, CE 12

Expires 12/31/99

FRED PRATLEY
NO. 125
CERTIFIED
ENGINEERING
GEOLOGIST

FATE OF CALIFORNIA

COASTAL COMMISSION Geology

EXHIBIT # _____OF _____

