STATE OF CALIFORNIA-THE RESOURCES AGENCY

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

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 Staff Report:
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 Hearing Date:
 Jan. 14, 1999

 Commission Action:

STAFF REPORT: AMENDMENT

APPLICATION NO.: 5-90-246-A1

APPLICANT: Gerri Gilliland

AGENT: Jamie Harnish

PROJECT LOCATION: 1400 Corral Canyon Road, Malibu (Los Angeles County)

DESCRIPTION OF PROJECT PREVIOUSLY APPROVED: Construction of a one story, 5,637 sq. ft., 29 ft. high, single family residence with attached 2,100 sq. ft. workshop and storage area, 1,641 sq. ft. 4-car garage, swimming pool, water well, septic system, 750 sq. ft. guesthouse, 5,577 cu. yds. of grading (3,390 cu. yds. of cut and 2,187 cu. yds. of fill) and the temporary placement of a mobile home on the site until construction of the residence is completed. The proposed residence will be a natural sand buff color and the roof will be a peach buff color.

DESCRIPTION OF AMENDMENT: After the fact approval for the placement of 400 cu. yds. of excavated fill within the open space easement and the revision of the floor plan of the approved guesthouse to include a 147 sq. ft. loft, a 1,561 sq. ft. patio area, a 90 sq. ft. pool bath area, a 122 sq. ft. storage room, and the construction of a glass window screen on two sides of the patio. The proposed project also includes the revegetation of the open space easement with plant species native to the Santa Monica Mountains and the relocation of the temporary mobile home.

LOCAL APPROVALS RECEIVED: Los Angeles County Building & Safety "Approval-in-Concept"; Los Angeles County Health Department.

SUBSTANTIVE FILE DOCUMENTS: Certified Malibu/ Santa Monica Mountains Land Use Plan, Coastal Development Permit 5-90-246 (Bolton); Coastal Development Permit Assignment T-5-90-246 (Gilliland); Coastal Development Permit4-95-243 (Cortazzo): 4-95-237 (Perman); Coastal Development Permit 4-95-043 (Rotter).

PROCEDURAL NOTE: The Commission's regulations provide for referral of permit amendment requests to the Commission if:

1) The Executive Director determines that the proposed amendment is a material change,

2) Objection is made to the Executive Director's determination of immateriality, or





3) The proposed amendment affects conditions required for the purpose of protecting a coastal resource or coastal access.

If the applicant or objector so requests, the Commission shall make an independent determination as to whether the proposed amendment is material. 14 Cal. Admin. Code 13166.

SUMMARY OF STAFF RECOMMENDATION

Staff recommends that the Commission take one (1) vote adopting the following two-part resolution for the subject proposal:

Part A to approve the revegetation with plant species native to the Santa Monica Mountains of the open space easement, and the relocation of the temporary mobile home, with special conditions requiring the implementation of the restoration plan, monitoring program, approved development, removal of development within the open space easement, and condition compliance.

Part B to deny the after-the-fact approval for the revision of the floor plan of the previously approved guesthouse including a 147 sq. ft. loft, a 122 sq. ft. storage room, a 90 sq. ft. pool bath, 1,561 sq. ft. of patio area, and the placement of glass window screens along two sides of the patio.

STAFF RECOMMENDATION:

The staff recommends that the Commission take one (1) vote adopting the following two-part resolution:

A. MOTION:

I move that the Commission approve with special conditions Coastal Development Permit Amendment 5-90-246-A1 for the revegetation of the open space easement and the relocation of the temporary mobile home and deny the revised 1,111 sq. ft. guesthouse.

STAFF RECOMMENDATION OF APPROVAL IN PART AND DENIAL IN PART:

Staff recommends a **YES** vote and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

RESOLUTION

Part A: Approval with Conditions of a Portion of the Development.

The Commission hereby approves the portion of the coastal development permit amendment, involving the revegetation of the open space easement and the relocation of the temporary mobile home, subject to the conditions below, on the grounds that as modified, 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.

NOTE: All standard and special conditions attached to the previously approved permit remain in effect.

Part B: Denial of the Remainder of the Development

The Commission hereby **denies** a coastal development permit amendment for the portion of the proposed development involving the revision of the floor plans of the guesthouse on the grounds that the development will not be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, and would prejudice the ability of the local governments having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3 of the Coastal Act; and would result in significant adverse effects on the environment within the meaning of the California Environmental Quality Act.

II. Special Conditions

1. Revised Restoration Monitoring Program

Prior to the issuance of the coastal development permit amendment the applicant shall submit for the review and approval of the Executive Director a revised restoration monitoring program. The plan shall incorporate a five year monitoring plan performed by a qualified biologist or resource specialist to ensure the successful restoration of the open space easement. The applicant shall submit to the Executive Director annual reports on the status of the restoration program, prepared by a qualified restoration specialist or biologist with an expertise in restoration. These reports shall be submitted to the Executive Director no later than the first of May each year. The first report shall be required at the end of the 1998-1999 rainy season, but no later than May 1, 1999.

The annual report shall outline the success or failure of the restoration project and include recommendations for additional restoration measures if necessary. If the consulting biologist determines that additional or different plantings are required, the applicant shall be required to do additional plantings by the beginning of the rainy season of that year (November 1). If at the completion of the third year of monitoring, the consulting specialist determines that the restoration project has in part, or in whole, been unsuccessful the applicant shall be required to

submit a revised supplemental program to compensate for those portions of the original program which were not successful. The revised or supplemental restoration program shall be processed as an amendment to the original coastal development permit.

2. Implementation of the Restoration Plan

The applicant shall implement revegetation measures of the Revegetation Plan prepared by Dennis Turner dated April 1, 1997 (Exhibit 3) in accordance with such plans. The applicant shall complete implementation of the proposed Revegetation Plan within 60 days of the issuance of the coastal development permit amendment. The Executive Director may grant additional time for good cause.

3. Approved Development

The approval of this permit is limited to the revegetation of the open space easement and the relocation of the temporary mobile home as shown in Exhibit 5. This approval does not include the revision of the floor plans of the guesthouse as shown in Exhibits 7-9.

4. Removal of Development from the Open Space

Within 90 days of Commission action on this coastal development permit application, the applicant shall remove all permanent development located within the deed restricted open space easement including non-native vegetation and a chain link fence. Temporary irrigation necessary for the restoration of the open space area is permitted. The Executive Director may grant additional time for good cause.

5. Removal of Temporary Construction Trailer

With the acceptance of this permit the applicant agrees to remove the temporary construction trailer within 60 days of the issuance of the Certificate of Occupancy for the main residence by the Los Angeles County Department of Building and Safety.

6. Condition Compliance

Within 90 days of Commission action on this coastal development permit application, or within such additional time as the Executive Director may grant for good cause, the applicant shall satisfy all requirements specified in the conditions hereto that the applicant is required to satisfy prior to issuance of this permit. Failure to comply with this requirement may result in the institution of enforcement action under the provisions of Chapter 9 of the Coastal Act.

III. Findings and Declarations.

A. Project Description and Background

The applicant is requesting an amendment to the original coastal development permit for an asbuilt revision to the floor plan of the originally approved 750 sq. ft. guesthouse to include a 90 sq. ft. attached pool bath, 122 sq. ft. storage, 147 sq. ft. second floor loft, and 740 sq. ft. open patio area. The pool bath and storage areas are accessible from an outside access only and there are no interior doorways that connect these rooms with the rest of the guesthouse. The applicant is also proposing to relocate the temporary construction trailer. The trailer will be bisecting the subject site (APN: 4461-004-030) and the adjacent property (APN: 4461-004-004)). The applicant has obtained a written agreement with the adjacent property owner (APN 4461-004-004) to temporarily place the mobile trailer at the proposed location property until the completion of the single family residence (Exhibit 11). Finally, the applicant is proposing to restore a deed restricted open space area approximately 880 sq. ft. in size. Restoration of the site includes revegetating the area with plant species native to the Santa Monica Mountians.

The subject site is a 39.63 acre lot located on a southeast trending ridgeline on Shultz Ridge Road just off Corral Canyon Road. (Exhibit 1 & 2). The Malibu/ Santa Monica Mountains Land Use Plan (LUP) indicates that the building site is located just outside of the Solstice Canyon Significant Watershed Area. The LUP designates this land as a combination of Rural Land I (1du/10 acres), Rural Land II (1du/5 acres), and Mountain Land- M2 (1du/20 acres). The subject parcel is located just north of the Malibu Bowl Small Lot Subdivision and just south of the State Park Land. The Malibu 50 trail, an undeveloped trail, traverses a portion of the subject parcel and the building site is visible from the Backbone trail. Although the Malibu 50 trail is not recognized by the Los Angeles County Trails Map, the trail is a historic trail which has been used by hikers and equestrians for a number of years and therefore, should be protected against development.

On May 29, 1990 the Commission approved coastal development permit 5-90-246 (Bolton) for the construction of a one story, 5,637 sq. ft., 29 ft. high, single family residence with attached 2,100 sq. ft. workshop and storage area, 1,641 sq. ft. 4-car garage, swimming pool, water well, septic system, 750 sq. ft. guesthouse, 5,577 cu. yds. of grading (3,390 cu. yds. of cut and 2,187 cu. yds. of fill) and the temporary placement of a mobile home on the site until construction of the residence is completed. The approved guesthouse was one story, two bedrooms, with 750 gross sq. ft. As mitigation for the large amount of grading, potential visual impacts, and the properties location within a significant watershed area, the Commission required the applicant to record a deed restriction irrevocably offering to dedicate the undeveloped portion of the property as open space with the exception of a small level area adjacent to Schultz Ridge Road (Exhibit 4). To date only the guesthouse has been constructed under the original coastal development permit.

On December 4, 1995 Coastal Development Permit Assignment T-5-90-246 was issued to transfer the underlying permit from Mr. Ray Bolton to Ms. Gerri Gilliland, the applicant. In April of 1996, Commission Enforcement Staff discovered that approximately 400 cubic yards of excavation materials from the guesthouse was dumped on a knoll located within the open space area to create a flat pad area without the benefit of a coastal development permit. In addition, the approved guesthouse was not built in conformance with the floor plans approved and the

permit approved by the Commission because the built guest unit is approximately 361 sq. ft. larger than the one approved by the Commission. The current guesthouse is a one bedroom, two-story structure with 1,111 sq. ft. of gross space including a 90 sq. ft. pool bath, 122 sq. ft. storage area, and 1,561 sq. ft. patio, thus, the area of the guesthouse exceeds the permit area by 361 sq. ft. Research indicates that the plans the applicant submitted for the guesthouse indicated that the that the second unit including the attached bath and storage area was 750 sq. ft. However, the actual square footage was 1,002 sq. ft. The attached patio area has been enclosed with glass windows. The applicant is proposing to remove the glass on two sides of the structure, leaving the other sides to protect against unfavorable weather conditions.

B. Cumulative Impacts

Sections 30250 and 30252 of the Coastal Act address the cumulative impacts of new development. 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 **30105.5** of the Coastal Act defines the term "cumulatively," as it is used in Section 30250(a), to mean:

"The incremental effects of an individual project shall be reviewed in conjunction with the effects of past projects, the effects of other current projects, and the effects of probable future projects."

Section 30252 of the Coastal Act states:

The location and amount of new development should maintain and enhance public access to the coast by (l) 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. In addition, the certified Malibu/ Santa Monica Mountains Land Use Plan (LUP) which the Commission considers as guidance for implementing the Chapter 3 policies of the Coastal Act contains policies regarding secondary units.

P 271 "In any single-family residential category, the maximum additional residential development above and beyond the principal unit shall be one guesthouse or other second unit with an interior floor space not to exceed 750 gross square feet, not counting garage space."

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 increasing impacts on public services, such as water, sewage, electricity and roads. New development also raises issues as to whether the location and amount of new development maintains and enhances public access to the coast.

Based on these policies, the Commission has limited the development of second dwelling units (including guesthouses) on residential parcels in the Malibu and Santa Monica Mountain areas. The issue of second units on lots with primary residences has been the subject of past Commission action in the certification of the Santa Monica Mountains/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 would cause such units to have less impact on the limited capacity of Pacific Coast Highway and other roads (including 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 forms which in large part consist of: 1) a second unit with kitchen facilities including a granny unit, caretaker's unit, or farm labor unit; and 2) a guesthouse, with or without separate kitchen facilities. Past Commission action has consistently found that both second units and guesthouses inherently have the potential to cumulatively impact coastal resources. Thus, 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 in this area (Certified Malibu Santa Monica Mountains Land Use Plan 1986, page 29).

To better understand the statewide practice regarding second units, an examination of Commission practice is in order. With respect to LCPs and subsequent amendments that have been certified by the Commission, other cities and counties have strictly defined the size, location and use of second units. Staff review of LCP implementation policies indicates that typical limitations placed on their development include: a maximum size restriction; the allowance of no more than 1 (one) second unit; the location in proximity to the primary residence

of less than 250 ft.; the approval of a conditional use permit; the use of sewer rather than septic system; and, the assurance that parking and circulation will not be adversely impacted.

As reviewed by staff several LCPs have been amended to include revised provisions to the implementation component of the LCP. In 1995 the Commission approved revisions to the City of Encinitas (LCPA 1-95-B) and County of San Luis Obisbo (LCPA 2-95) LCPs. Under the City of Encinitas LCP, second units were limited to 750 sq. ft. and guesthouses were limited to 640 sq. ft. The City's LCP allows no more than 1 unit per site, where the minimum lot size must be greater than 10,000 sq. ft. This policy is more restrictive than the Malibu/ Santa Monica Mountains Land Use Plan (LUP) guest unit restriction in that the second unit potential in Los Angeles County is afforded an additional 110 sq. ft. (750 sq. ft.). The approved County of San Luis Obisbo amendment encouraged smaller detached units of 640 sq. ft. to 800 sq. ft. However, the amendment also allows structures up to 1200 sq. ft. in size providing that lots which are on private septic systems are a minimum of 1 acre in size. In the case of the larger second units, the LCP placed performance standards on such approvals and required that detached second units could only be approved on a 1 acre site or larger where the site is served by on-site septic system. Additionally, where the larger units are proposed on lots in a land use category other than residential, the site must be larger than five acres. In contrast to the County of Los Angeles, there are no lot size minimums and the geographic area contains a vast number of lots which are smaller than 1 acre.

Under Santa Barbara County's LCP amendment #3-93-B (certified by the Commission in 1994) there were revisions to the County's Housing Element programs that were located within the coastal zone. The amendment contained a number of components which included provisions for both attached and detached guest units. Specific review of policies pertaining to detached second units find that the County's certified LCP limits the size of second units to 1,000 sq. ft. and precludes the construction of second units within rural residential areas (such as Tecolote Canyon and Summerland) and within land use designations of Special Problem Areas or Special Treatment Areas. Furthermore, the total gross floor area of all covered structures, including the detached residential second units can not exceed 40% of the gross lot area. As such, the County estimated the total potential buildout of detached second units within the County Coastal Zone at only 49 units. This is in certifying this amendment, the Commission found that the limited number of second units would not compete significantly with Coastal Act priority land uses for limited public resources. In addition the Commission found that by limiting the location of the second units to existing residential developed areas where sufficient infrastructure was available to accommodate the increased demand further insured consistency with the applicable cumulative impact sections of the Coastal Act. Thus, 1,000 sq. ft. was appropriate where only 49 units were contemplated and where there was enough infrastructure. This is in contrast to the Malibu/Santa Monica Mountains area where 2,110 residential units are the maximum number of units which may be constructed prior to the construction of upgrades to the existing infrastructure (Policy 274 of the Malibu LUP, which is considered as guidance). This policy is based on evidence that the area's infrastructure cannot support more development [Certified Malibu Santa Monica Mountains Land Use Plan 1986, pg. 29 and P.C.H. (ACR), 12/83 pg. V-1 - VI-1].

In 1995, the Commission certified Del Norte County LCP amendment #1-95 which involved the establishment for a use permit procedure to allow (in part) for second units. The Commission found that the permanent and temporary placement of second units was consistent with the

County's LCP based on modifications that insured that the second units were consistent with the allowable land use plan density and that the subject parcel was twice the minimum parcel size. In the case of granny units, which were proposed for senior housing, the size of the units, were limited to 700 sq. ft. As proposed by the County and modified by the Commission, second units were not allowed on all sites where the construction of such a unit would conflict with the maximum density under the LUP map certified by the Commission. Moreover, the Commission found that an increase in the County's existing densities, which were established in order to insure that adequate services were available to accommodate allowable future increases in development, would create adverse impacts on coastal resources. In comparison to Del Norte County, the Malibu/ Santa Monica Mountains area does not require a minimum lot size to construct a second unit. In addition, the size of the units are restricted to a maximum of 700 sq. ft. as opposed to the allowed 750 sq. ft. in the Malibu/Santa Monica Mountains area. As set forth above, the Commission has certified policies and implementing measures that are at the present more restrictive than what is presently imposed in this area of the coast.

With respect to permit conditions, Commission action on second units and guesthouses has varied based upon such factors as the types of units proposed, the differences in conditions (or lack thereof) attached by local governments, and differences in the characteristics of the communities where such units are proposed. In the case of the unincorporated Santa Monica Mountains, limitations on the size of second units/guesthouses have historically been placed on their construction for several reasons still existent today. First, a second unit is normally characterized as a self-contained dwelling unit with kitchen facilities on a parcel that is developed with a single-family residence. Second units as typically described would include a granny unit, caretaker unit or farm labor unit. In areas, such as the Santa Monica Mountains, where public service capacities are limited to support Coastal Act priority land uses (i.e. commercial visitor serving) and public access to the coast, the limit in size of the guest unit ensures against the potential for a large number of occupants. As such, the smaller number of occupants which would range from one to two persons ensures a limited impact on both traffic and sewage disposal. Second, the smaller sized second unit/guesthouse reduces the likelihood that these structures will become separate dwelling units. Third, as set forth in the Malibu LUP, the Commission has found limitations to the capacity of Pacific Coast Highway to serve additional development. Policy 274 of the LUP includes a cap on the number of residential units and commercial square footage, which may be approved before improvements to Pacific Coast Highway are made. As stated in this policy, the second units/guesthouses are assigned a halfresidential unit allocation based on their small size and limited occupancy of these structures. The basis for imposing caps on the number of residential units and the square footage of commercial development and the necessary improvements to the highway came from data designed to measure highway capacity produced by the California Department of Transportation (Certified Malibu/Santa Monica Mountains Land Use Plan 1986, pg. 29). To date no improvements to the existing infrastructure has occurred and, therefore, there is no basis to alter the present policy, which limits development as certified by the Commission in certifying the LUP.

The Coastal Act requires that new development be permitted only where public services are adequate and only where public access and coastal resources will not be cumulatively affected by such development. The Commission has repeatedly emphasized the need to address the cumulative impacts of new development in the Malibu/Santa Monica Mountains area in past permit actions. The cumulative impact problem stems from the existence of thousands of undeveloped and poorly sited parcels in the mountains along with the potential for creating additional parcels and/or residential units through subdivisions and multi-unit projects. Because of the large number of existing undeveloped lots and potential future development, the demands on road capacity, services, recreational facilities, and beaches could be expected to grow tremendously. In addition, future build-out of second units on each existing lot within the Coastal Zone would create adverse cumulative impacts on coastal resources and public access.

As stated previously, the proposed project has received a Development Permit from the County of Los Angeles. As asserted by the applicant this approval was granted based on consistency with the County of Los Angeles' Building Code which does not include the square footage of non-habitable space or lofts in the size calculation of second units square footage.

As evidenced in other certified LCPs, the issue of second units relative to coastal zone resources and public access is unique to each coastal community. The Commission finds that an expansion of the current second unit/guesthouse size limitation is not in order, given that the County has not produced any updated technical studies or new information since the 1986 Plan, which might support the applicant's applications. This planning issue, more appropriately, should be resolved in the LCP. The Commission finds that given that a cumulative impacts study that counts the actual number of lots that could potentially contain second units and or guesthouses has not been performed by the County or anyone else, a deviation from the present 750 sq. ft. policy would result in a tremendous incremental increase in development. As evidenced in the past permit approvals and existing Land Use Designation Maps for this area, the Commission acknowledges that the vast majority of the area is developed with single family residential structures. This indicates that a large number of lots could be subject to future development of second units. Further, the Commission finds that allowing one 1,111 sq. ft. second unit in addition to a single family residence would be similar to allowing a parcel to be subdivided without performing the environmental analysis necessary to approve such development. The Commission finds that any future cumulative impacts study should include the review of impacts associated with constructing a second or potential third septic system on sites subject to instability.

In addition, the Commission staff does not have any evidence that the required infrastructure upgrades (as stated in Policy 274 of the certified Malibu LUP which is considered as guidance) are no longer necessary. Where modifications to past restrictions are proposed, it is incumbent upon the responsible jurisdiction to provide evidence and to outline some sort of "performance standards" to insure the second units would not do the following: 1) significantly out-compete Coastal Act priority land uses; 2) increase the demand on existing infrastructure in a way that would impact coastal resources; and, 3) inhibit public access to the coast. As stated above, the traffic and build-out study are outdated and new studies analyzing the necessary improvements to Pacific Coast Highway based on the potential residential and commercial development have not been conducted or submitted to the Commission for consideration. Therefore, the Commission has no new evidence shedding doubt on its earlier findings. For all of the reasons stated above, a revision from the Commission's prior policy of limiting residential development to one single family residence and one detached 750 sq. ft. second unit/guesthouse is not appropriate.

The Commission finds that the construction of a second unit greater than 750 sq. ft. or in this case 1,111 sq. ft., which is approximately 350 sq. ft. larger than the maximum allowed unit, is

similar to or the equivalent of developing one small lot with a 500 sq. ft. single family residence. In comparing the two developments, one 500 sq. ft. house and a second unit that is 350 sq. ft. over the maximum allowed structure size, a number of parallels may be drawn. For example, the 500 sq. ft. house would require a septic system, driveway, garage, fire clearance and site improvements. Similarly, a larger unit at 1,111 sq. ft. is detached and sited away from the single family residence and requires the construction of a larger septic system, a larger area of fire clearance, a separate driveway for access and additional site improvements.

In comparing the 1,111 sq, ft, unit against a 750 sq. ft. unit, the 750 sq. ft. unit might also include a driveway, septic system, fire clearance, etc., however, the smaller unit would still be seen as an ancillary or accessory use to an existing single family residence in that they typically do not become or have less potential to become full-time rental units. Although the increase in square footage may only be 350 sq. ft, the cumulative impacts is much greater because the additional space results in a structure size that can contain two to three bedrooms, two baths and full kitchen and can become permanent rental or living quarters for a family of three to five. As such, the additional 350 sq. ft. that could accommodate a family of three to five would also typically result in two cars, a larger septic system, more visitors, and a greater number of vehicle trips than a smaller 750 sq. ft. structure. The smaller 750 sq. ft. structure which is typically not occupied full time would only be occupied by one or two persons with one car at most, less septic capacity, less visitors and a smaller number of vehicle traffic trips and, therefore, results in a less intense use of the site. The Commission notes that a large number of the 750 sq. ft. structures, as presently constructed, are utilized in the capacity of rental units. Rental units differ from guest and granny units in that the daily trips associated with a full time occupant would typically exceed that of a guest's visit or senior citizen's occupancy. The increase in trips would impact the area's main ingress and egress, and thereby impact public access. Because of the smaller size of the unit, a separate driveway is not typically proposed and usually no garage is proposed (many 750 sq. ft. second units are sited above the existing garage and use the same driveway), the unit can use a small septic system with a leachfield common to the single family residence or a reduced number of seepage pits, and area of total vegetation removal is minimized (given the unit's close proximity to the single family residence). Additionally, a 750 sq. ft. guesthouse typically does not have kitchen facilities.

In this specific case, the subject site has two separate building pads, the main pad for the underlying permit and a separate pad located on the southern portion of the property. Special Condition Three (3) of Coastal Development Permit 5-90-246 required the applicant to record a document stating that the second building pad cannot be developed until Schultz Ridge Road is improved in conjunction with a Coastal Commission approved development off of Schultz Ridge Road. As previously stated, construction of the single-family residence has not been completed at this time. However, the site could potentially be subdivided and developed with a single-family residence and a secondary structure causing additional traffic along Corral Canyon Road.

In addition, The Commission finds that the development of a larger unit would allow for permanent residency to be established on the site where one primary residence already exists and would thereby increase the traffic generation into the coastal zone. As explained in the preceding paragraph, the larger unit could accommodate a family of three to five and as such the family would require a greater number of daily trips. In addition, a family accommodated by a larger unit would seek recreational uses in an area where recreational opportunities primarily consist of limited public beach areas with limited parking. The increase in vehicle traffic in

combination with the present congestion realized on PCH and the limited public beach opportunities in this area would result in potential impacts on public access to the coast.

The Commission notes that concerns about the potential future impacts on coastal resources and coastal access might occur with any further development of the subject property. Impacts such as traffic, sewage disposal, recreational uses, visual scenic quality and resource degradation would be associated with the development of the additional unit in this area. Special Condition Five (5) of Coastal Development Permit 5-90-246 required the applicant to include a future improvements deed restriction that specifically limits any future development or improvements to the subject site. The recorded deed restriction allows for future development on the site provided that such development is consistent with the relative policies of the Coastal Act and the Commission approves a coastal development permit or amendment for such development.

The project as proposed would allow for a revised 1,111 square foot guesthouse, which is significantly greater than the 750 square foot limit the Commission has previously imposed on second units. As discussed above, allowing a secondary structure to be greater than the 750 square foot maximum area has potential adverse cumulative effects on the surrounding area. Therefore, the Commission finds that the proposed 1,111 sq. ft. guest unit is not consistent with Sections 30250(a) and 30252 of the Coastal Act and denies this portion of the request.

C. Environmentally Sensitive Resources:

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 Act states that:

- (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 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 certified Malibu/ Santa Monica Mountains Land Use Plan (LUP), which is still used as guidance in evaluating a project's consistency with Coastal Act Policy, and through past permit actions has designated the southern portion of the property lying within the Solstice Canyon as a significant watershed area. 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. In addition, Section 30240 of the Coastal Act states that environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values.

The Commission found in approving Coastal Development Permit 5-90-246 (Bolton) that the proposed single family residence, guest unit, and driveways required grading on moderately steep portions of the site which would increase the potential for erosion. Any additional grading or landform alteration could adversely effect the subject site and surrounding area. Therefore, the permit was approved attached with Special Condition Four (4) of Coastal Development Permit 5-90-246 (Bolton) requiring the applicant to "submit to the Executive Director, the location of the proposed dump site for all excess fill material not required for the construction of the building pad or driveway for the main residence." In April of 1996 during the construction of the guesthouse, approximately 400 cu. yd. of excavated fill material was placed on an onsite knoll. A survey performed by CDP associates indicates that the knoll was located within the area deed restricted as open space easement.

In determining the consistency of the project with Sections 30240 and 30231 of the Coastal Act, the Commission must address whether the proposed revegetation assures site stability, and whether any environmentally sensitive resource areas are adversely affected. The Commission notes that the proposed project is located upslope from a significant watershed, which in turn drains directly into Solstice Creek. Increased erosion on site would subsequently result in an increase in the sedimentation of the downslope stream and riparian ESHA. The minimization of site erosion will reduce the project's individual and cumulative contribution to sedimentation.

As previously mentioned approximately 400 cubic yards of excavation materials were placed on a knoll within the open space easement to create a flat pad area. The added fill has slightly altered the topography of the site from a gently sloping knoll to a flat pad area that drops into the canyon and watershed area. The applicant has not included a proposal in this amendment request to remove the unpermitted fill. The Commission finds that the placement of fill is inconsistent with the Chapter Three (3) policies of the Coastal Act. Resolution of this issue will take place through enforcement measures. The applicant is proposing to revegetate the small knoll through restorative grading. The applicant is proposing to revegetate this disturbed area with native plant species to restore and protect the valuable watershed and habitable characteristics of this area.

Restoration of the site is important to minimize the effects of erosion on the nearby significant watershed and streams. An increase in erosion from the site would also increase the amount of mudflow and sedimentation allowed into the stream. Thus, the presence of sedimentation would reduce the water quality within the significant watershed and stream.

The applicant has submitted a Restoration Replanting Plan, prepared by Dennis Turner, a licensed landscape architect, dated April 1, 1997 (Exhibit 5). Within the area disturbed by the placement of unpermitted excavated fill, the applicant proposes to remove all exotic landscape plants and revegetate the area with native plants and trees. Restoration of the site includes the seeding of the disturbed area with forty (40) pounds of seed mixture. The Commission finds that restoration of the site will restore the native vegetation and minimize erosion and visual impacts created by the unpermitted development. Restoring the native plant species within that area will reduce the rate of water run-off, thus decreasing the risk of erosion and sedimentation into the significant watershed and restore the habitat value of this area.

The Revegetation Plan prepared by Dennis Turner includes a one (1) year monitoring program. However, to ensure that the restoration plan is successful, the Commission finds it necessary to require the applicant to carry out a five (5) year monitoring plan. The applicant is proposing to revegetate the area with plant species native to the Santa Monica Mountains. Native plant species are typically slow growing plants that require an adequate amount of time establish their deep setting roots. Also, if the exotic weeds are not controlled and removed from the site they could potentially take over the native plant species. Therefore, the Commission finds that prior to the issuance of the coastal development permit the applicant must to submit for the review and approval of the Executive Director a revised monitoring and maintenance plan. The plan shall include proposed irrigation measures and maintenance including weeding.

The applicant shall carry out the five (5) year monitoring plan and submit annual reports to the Executive Director. The annual reports shall include any recommendations for modifications to the project if the initial restoration efforts fail and shall be submitted no later than May 1 for a period of 5 years. The details of restoration and revegetating monitoring are outlined in Special Condition one (1).

Due to the adverse effects the existing unpermitted development is causing on the site, the Commission finds that this permit can only be approved with special conditions relating to the timing deadlines. Special Condition Four (4) requires the applicant to submit the required information to satisfy the prerequisite conditions of the permit within 90 days of the Commission's action on this permit. In addition, to ensue that this restoration project is carried out in a timely manner, the Commission finds it necessary to require the applicant to implement the restoration plan within 60 days of the issuance of the permit as noted in Special Condition Two (2).

In addition, a chain link fence is currently located within the open space easement which surrounds the boundaries of the knoll. As previously mentioned, in reviewing the underlying permit the Commission found it necessary to require the applicant to irrevocably offer to dedicate as open space the portion of the property outside of the building pads. Special Condition One (1) of the underlying permit states:

Prior to transmittal of the coastal development permit, the applicant as landowner shall execute and record a document, in a form and content acceptable to the Executive Director, which irrevocably offers to dedicate to a public agency or private association acceptable to the Executive Director, an easement for open space, view preservation and habitat protection... The easement shall restrict the applicant from grading, landscaping (other than required by this permit), vegetation removal or placement of structures within the easement area."

The open space easement was required as mitigation against any adverse effects to the significant watershed and nearby streams resulting from development. The existing chain link fence alters the property from open space to a potentially developable. In addition, the fence acts as a barrier to wildlife by preventing small animals from inhabiting the area. Thus, the Commission finds that the proposed restoration can only be approved attached with Special Condition Four (4) which requires the applicant to removal all development including non-native vegetation and the chain link fence from the open space easement.

In summary, the Commission finds that by revegetating the knoll the proposed project will protect the quality of the watershed and will not contribute to erosion of the site or surrounding area as required per Sections 30231 and 30240 of the Coastal Act. The Commission finds that only as conditioned to include a monitoring report and a condition to guarantee implementation will the restoration program be consistent with the Coastal Act.

D. Visual and Landform Alteration

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.

According to Section 30251 of the Coastal Act, the scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. The site is located on a large 39 acre parcel just south of a minor peak and a southeast trending ridgeline on Schultz Ridge Road just off of Corral Canyon Road. The subject site is visible from the Backbone Trail, State Parkland, and Corral Canyon Road.

The applicant is proposing to relocate a temporary construction trailer adjacent to Schultz Ridge Road. Due to the existing vegetation the trailer will not be visible from Corral Canyon Road. The trailer is only a temporary structure and will not require any grading or landform alteration other than minor vegetation removal to relocate. However, in order to ensure that the trailer is temporary and will not be converted into livable space, the Commission finds it necessary that the applicant remove the trailer within two months upon the issuance of the certificate of occupancy for the main residence as stated in Special Condition Five (5).

The proposed coastal development permit amendment also includes the restoration of an approximately 880 square foot area located within the deed restricted open space easement.

The Commission approved Coastal Development Permit 5-90-246 (Bolton) attached with a special condition that required the applicant to submit to the Executive Director the location of the dump site for the excess excavation materials. However, during the construction of the guesthouse approximately 400 cu. yd. of fill was dumped just outside of the building pad and spread out over approximately 900 sq. ft. of open space easement for the construction of a horse corral. The applicant is proposing to revegetate the site with plant species native to the Santa Monica Mountains. Restoration of the site will reduce the effects of landform alteration including the increased flows of water runoff and restore the site to be more visibly compatible with the surrounding areas.

The Commission finds that the proposed development will be sited and designed to protect the public view along the scenic coastal area and will be visibly compatible with the surrounding area. Therefore, the Commission finds that the proposed project, attached with conditions, is consistent with Section 30251 of the Coastal Act.

E. Violation

Unpermitted development has taken place prior to submission of this permit application including the alteration of the previously approved guesthouse floor plan, the placement of 400 cu. yd. of excavated fill, creation of a pad, installation of a chain link fence, and the placement of a temporary trailer. Through this coastal development permit amendment the applicant is proposing to restore and revegetate the hilltop. The placement of unpermitted fill will be resolved through enforcement issues. To ensure that the restoration project is carried out in a timely manner, Special Condition Six (6) requires that the applicant satisfy all conditions of this permit which are prerequisite to the issuance of the permit within 90 days of the Commission action. In addition, Special Condition Two (2) requires that the applicant implement the restoration plan within 60 days of the issuance of the permit.

Consideration of the application by the Commission has been based solely upon the Chapter 3 policies of the Coastal Act. Approval of portions of the 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.

F. 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 Chapter 3 (commencing with Section 30200) and that the permitted development will not prejudice the ability of the local government to prepare a local coastal program that is in conformity with 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 as conditioned for approval for a portion of the project and as modified for denial of a portion of the project, will not create adverse impacts and is consistent with the Chapter 3 policies of the Coastal Act. The Commission finds that the portion of the project that is approved will not prejudice the ability of the County of Los Angeles to prepare a Local Coastal Program for the unincorporated area of Malibu that is also consistent with the policies of Chapter 3 of the Coastal Act as required by Section 30604(a). The portion of the project that is denied will prejudice the ability of the County of Los Angeles to prepare a Local Coastal Program for the unincorporated area of Malibu that is also consistent with the policies of Chapter 3 of the Coastal Act as required by Section 30604(a). The portion of the project that is denied will prejudice the ability of the County of Los Angeles to prepare a Local Coastal Program for the unincorporated area of Malibu that is also consistent with the policies of Chapter 3 of the Coastal Act.

G. California Environmental Quality Act

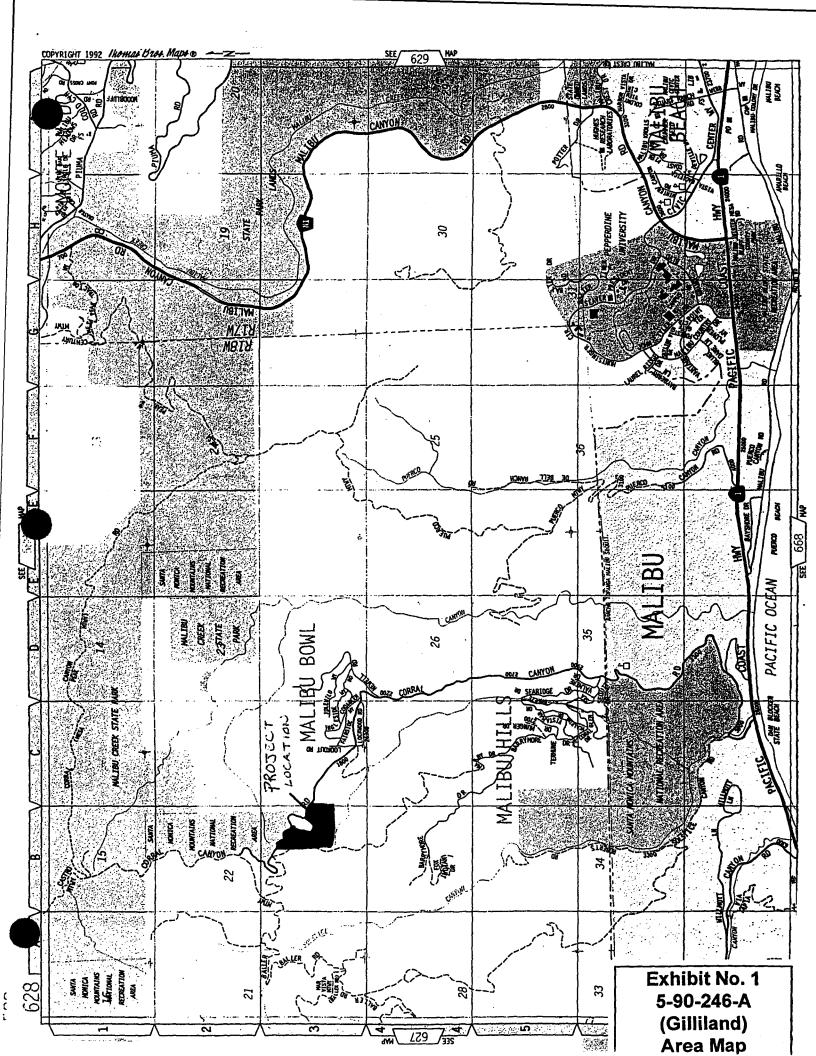
The Coastal Commission's permit process has been designated as the functional equivalent of CEQA. Section 13096(a) of the California Code of Regulations requires Commission approval of Coastal Development Permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of 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 that would substantially lessen any significant adverse impacts that the activity may have on the environment.

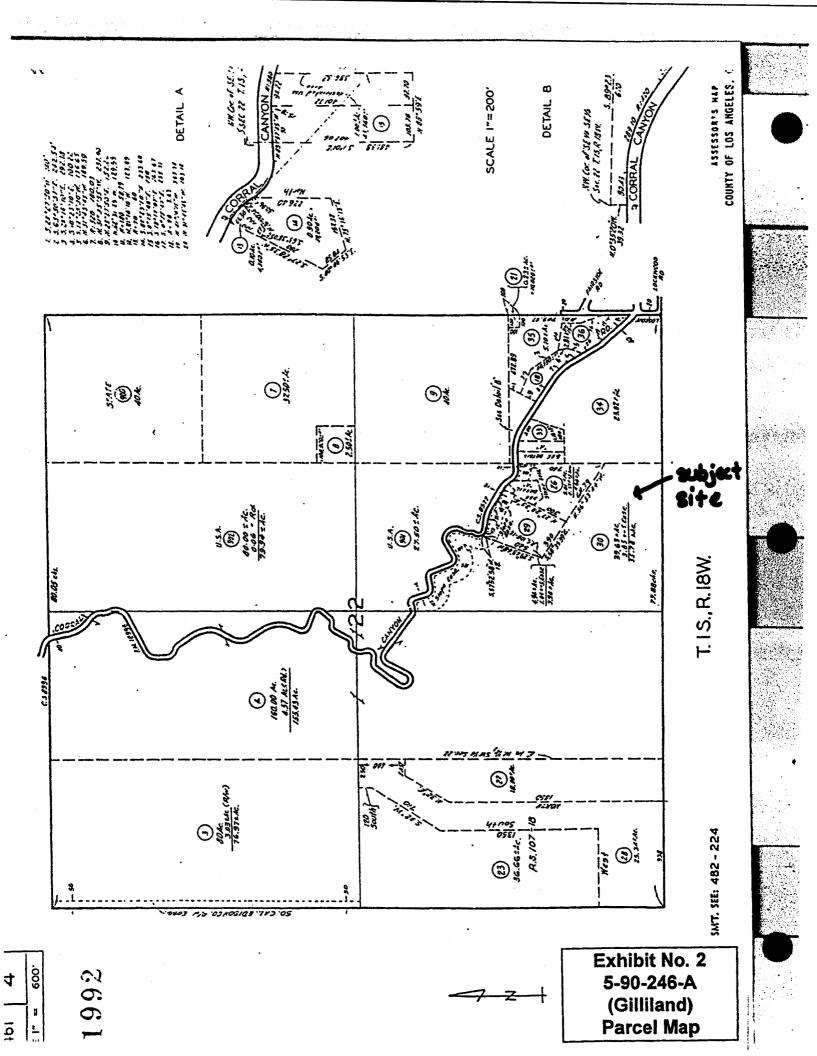
There are no negative effects caused by the approval of a portion of the development which have been adequately mitigated. Therefore, the portion of the project involving the relocation of the construction trailer and revegetation of the of the open space easement, as conditioned, will not have significant adverse effects on the environment, within the meaning of the California Environmental Quality Act of 1970. Therefore, the proposed amendment, as conditioned, has been adequately mitigated and is determined to be consistent with CEQA and the policies of the Coastal Act.

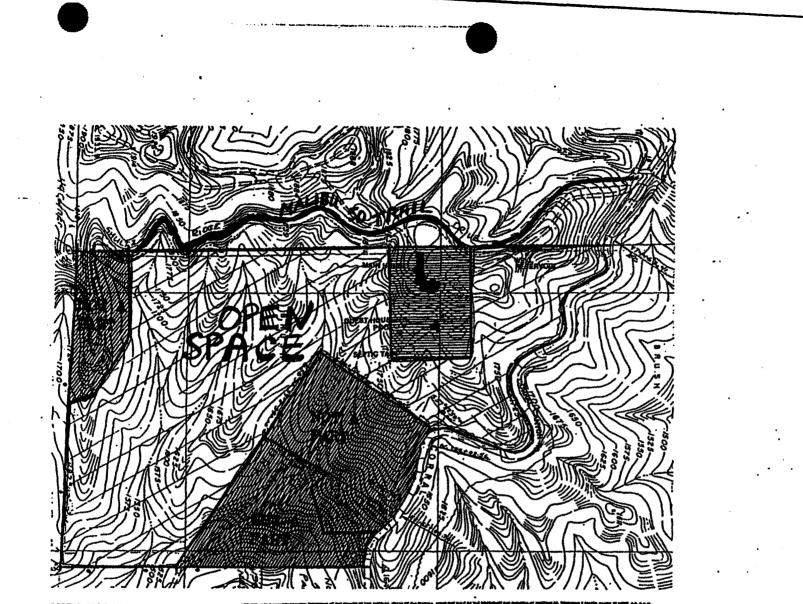
However, the remainder of the development, which consists of the revised guest unit floor plans, is not consistent with CEQA and the policies of the Coastal Act. There are feasible alternatives to this portion of the development that would lessen the impact on the environment. CEQA requires that the alternatives be reviewed whether or not the project has been completed. One alternative would be to construct the guest unit as originally approved. The Commission finds that the revised guest unit floor plans are inconsistent with CEQA and the policies of the Coastal Act. There are feasible alternatives which would eliminate the adverse impacts caused by this development. Therefore, the revised guesthouse portion of the amendment request is denied.

SMB-VNT

File: SMB/permit/amed/Gilliland 5-90-246-A







DESCRIPTION OF DEVELOPMENT AREA

Exhibit No. 3 5-90-246-A (Gilliland) Site Man

Approximately 6 a.c. starting 320° from n.w. corner of property following the section line 640° due south. A 520° line starting at the 320° point angeling 77° south joining a 400° long line that is 505° due east of the section line and paralleling said line. The southernly border would be a 520° line angeling 77° north, originating at the s.w. point 960° from the n.w. corner of property and joining the southern point of the400° line paralleling the section line.

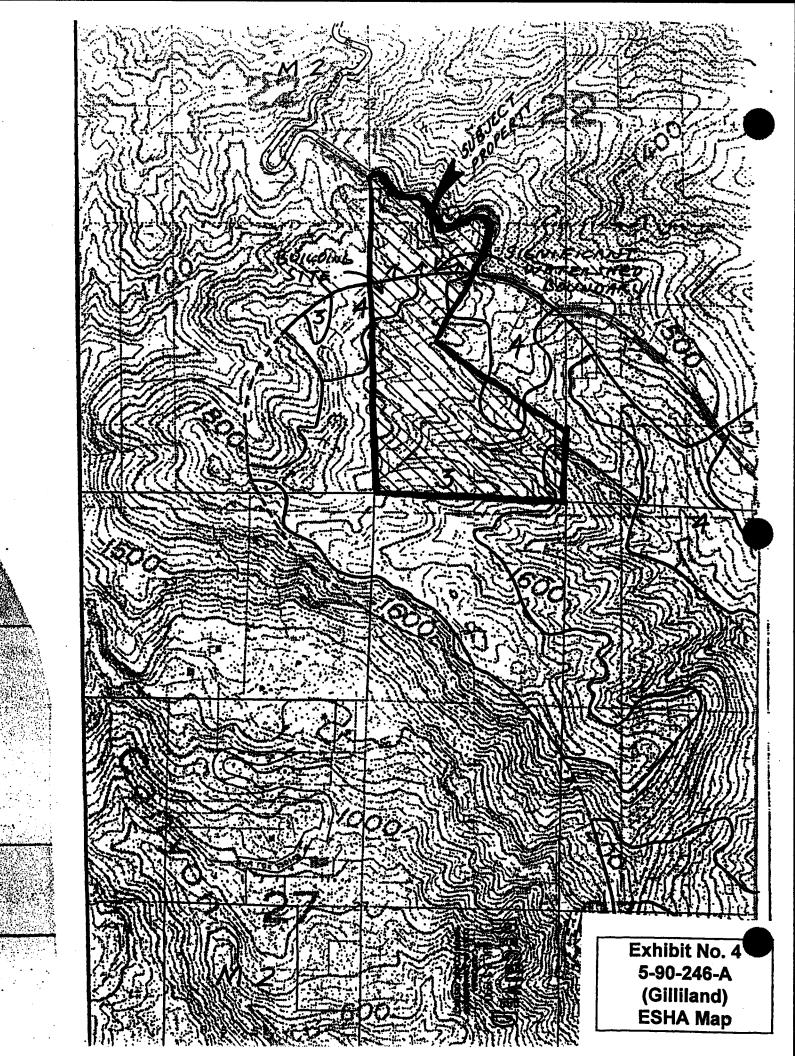
BOLITON RESIDENCE: AT MALIBU

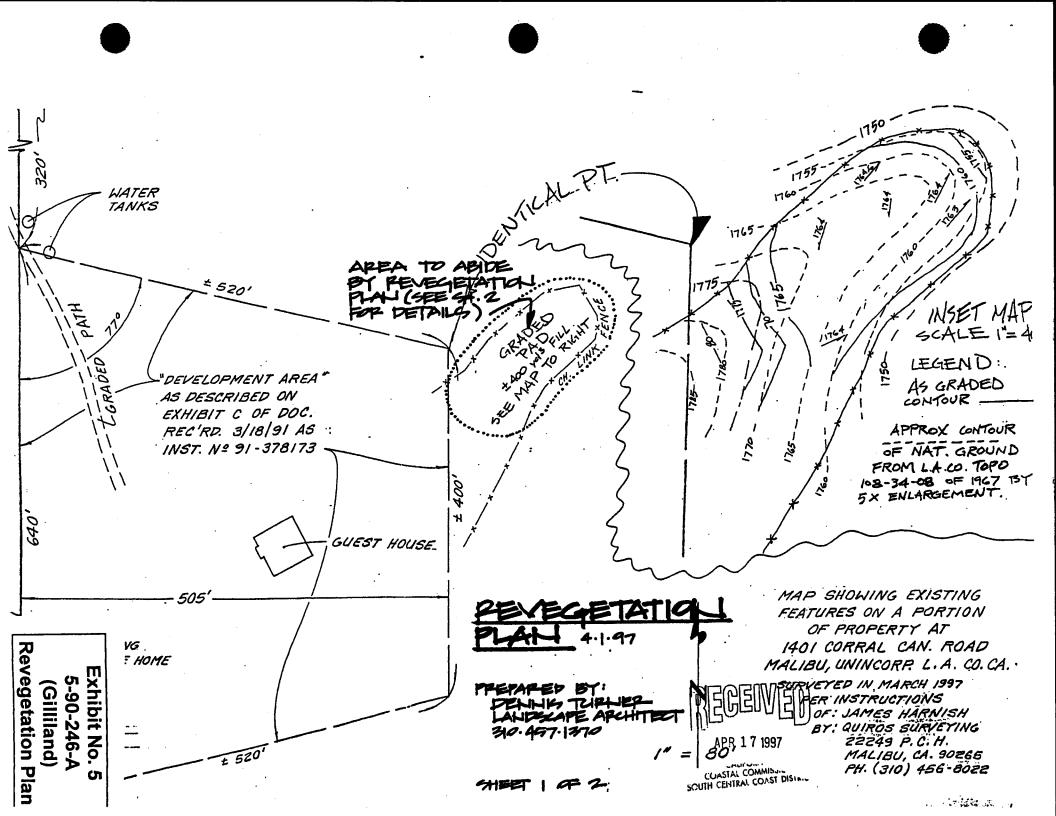


Exhibit C



PARCEL # 30 A.M.B. P-4461-4-30 CERT. COMPLIANCE # 88-1478





REVEGETATION PLAN

1401 Corral Canyon Road, Malibu, California

GOALS:

- 1. To support existing native growth and to revegetate an area disturbed by grading 2 1/2 years ago with plant species native to the Santa Monica Mountains.
- 2. To promote genetic diversity.
- 3. To ensure that all exotic species will not invade this area.

EXISTING CONDITION ON SITE AS OF APRIL 1. 1997:

The revegetation site is a ridge with a downward slope to the Northeast approximately 2000 square feet in size, which was graded with an additional 400 cubic yards of compacted fill 2 1/2 years ago Northeast of the guest house. During the past 2 1/2 years, the area shows no sign of slippage, movement or drainage problems. Many native plant species have reestablished themselves during this 2 1/2 year period.

RECOMMENDED TREATMENT:

- 1. At this point in time, the sited area should be left as is so as to not disturb the existing revegetation that has been established during the past 2 1/2 years with the following.
- 2. The area in guestion shall be identified and delineated in the field.
- 3. Remove all exotics in this designated area. Care shall be taken not to remove any existing and/or reseeded natives.
- 4. Any existing native plants with damaged trunk shall be cleaned up to encourage quick healing.
- 5. Dying plants or any organic material shall be left as mulch.

6. The ground surface of all barren areas within the destined area shall be scratched and seeded with the following seed mixture prior to the next rair season:

ibs/acre	Species	Common Name
2	Artemisia california	California Coastal Sage
3	Baccharis pilularis	Coyote Bush
3	Eriogonum fasiculatum	California Buckwheat
3	Eriophyllum confertiflorum	Golden Yarrow
2.5	Lasthenia californica	Goldenfields
10	Lotus scoparius	Deerweed
2	Lupinus hirsutissimus	Hairy Lupine
3	Lupinus succulentus	Arroyo Lupine
3	Mimulus longiflorus	Bush Monkeyflower
1.5	Orthocarpus purpurecens	Owl's Clover
2	Phacelia parryl	Parry's Phacelia
2	Sisyrinchium bellum	Blue Eyed Grass
1.5	Stipa pulchra	Purple Needle Grass
2	Heteromeles arbutifolia	Toyon

40 pounds per acre total

Seed barren areas evenly. Some plants from this mixture are expected to establish and form the cover while other plants will reseed annually and p seasonal flowering.

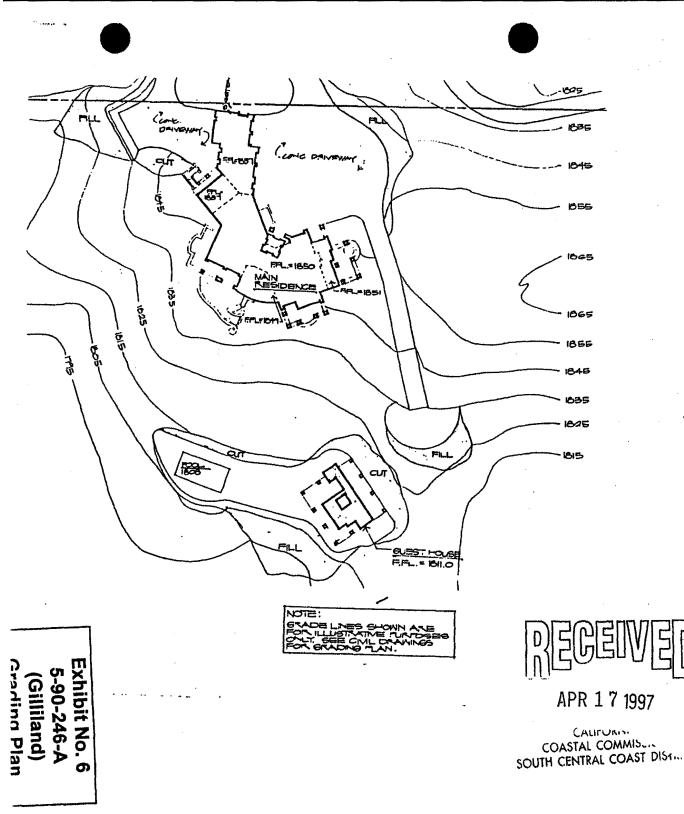
- Six months after seeding, these areas will be weeded for all exotics. All w exotics shall be removed from the site. Care shall be taken as not to disturnew native plantings.
- 8. One year after seeding, the area shall be monitored for coverage. All exot shall be removed and if needed barren areas shall be reseeded with the s mixture.



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APR 1 7 1997

COASTAL COMMIS.



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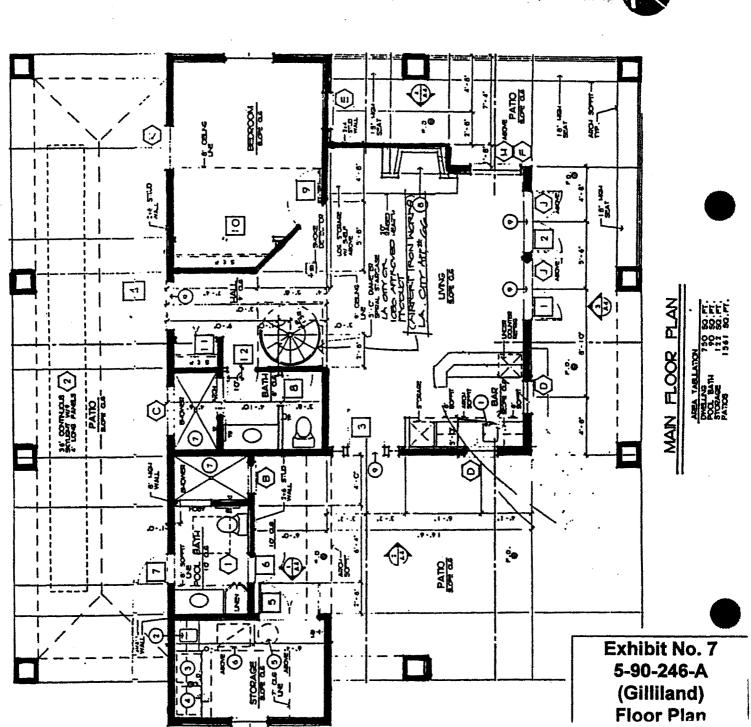
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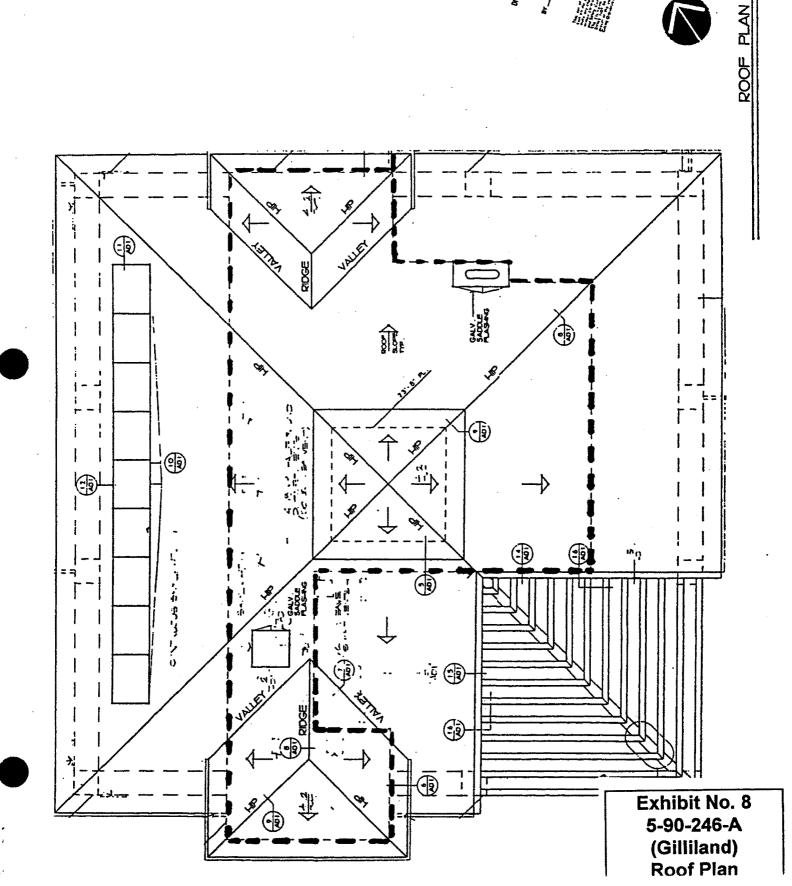
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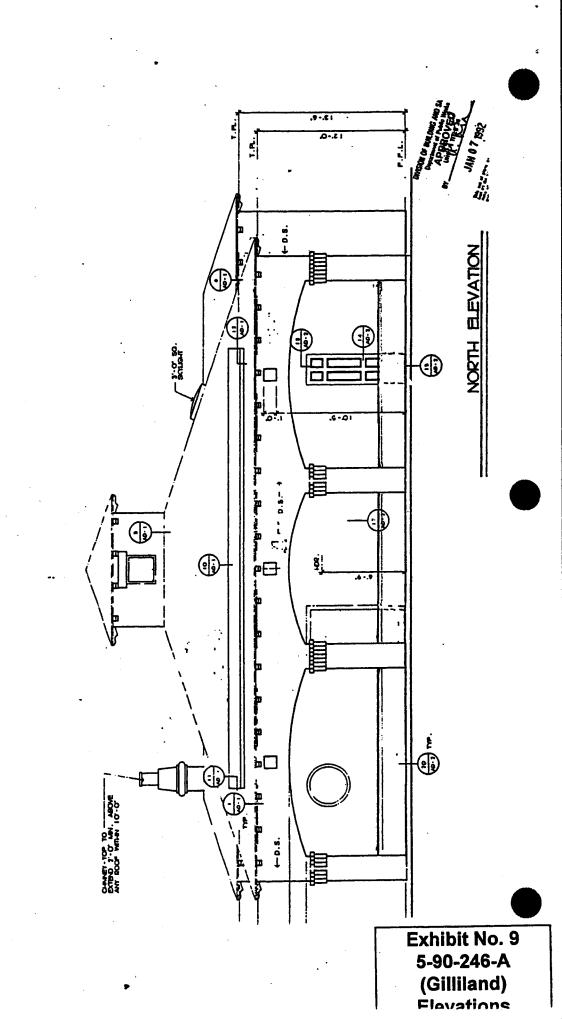


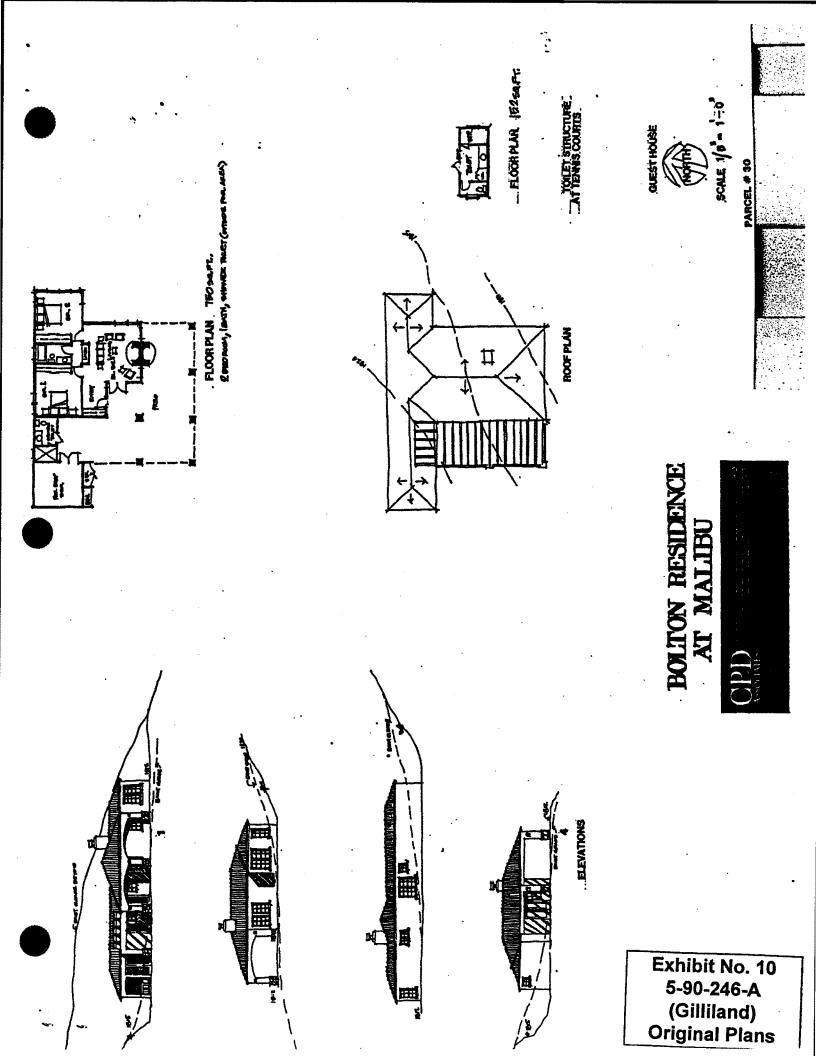
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OFFSITE COVENANT

1401 Corral Canyon Road Malibu, CA 90265

JANUARY 2, 1998

This agreement between Bernard Mc Donald and Marsha Hale and Vidi Vici " Grantor", owners of real property described in attached document and Gerri Gilliland and Theodore Lonsway, "grantees" owners of real property described in attached document allows for the placement of temporary structures, trailers, construction materials etc during construction of the primary residence of Gerri Gilliland and Theodore Lonsway on said property that lies due West of the Gilliland/Lonsway Western property over to and including described road easement held in common by both parties.

Gerri G

theadono. Theodore

Bernard Mc Donald

Marsha ⊦

Date

1-23-0 Date

Date

Exhibit No. 11 5-90-246-A (Gilliland) Agreement