

CALIFORNIA COASTAL COMMISSION

South Coast Area Office 00 Oceangate, Suite 1000 ing Beach, CA 90802-4302 562) 590-5071

Filed:

April 14, 1999

49th Day: 180th Day: June 2, 1999 October 11, 1999

Staff:

KFS-LB >

Staff Report:

May 20, 1999

Hearing Date:

June 8-11, 1999

Commission Action:

STAFF REPORT: REGULAR CALENDAR

APPLICATION NUMBER:

5-99-072

APPLICANT:

Robin and Judie Vivian

AGENT:

Brent Sears, Architect

PROJECT LOCATION:

506 Ocean Avenue, City of Seal Beach, County of Orange

PROJECT DESCRIPTION:

Construction of a 4,260 square foot 3-story single family

residence, with a seaside patio, lap pool and spa, property line perimeter walls, and an

attached 565 square foot 2-space garage. Grading of 720 cubic yards is also proposed. There are presently no structures on the subject property.

Lot Area

6,370 square feet

Building Coverage

1,782 square feet

Paved Area

3,320 square feet 1,268 square feet

Landscape Coverage

Two

Parking Spaces

Zonina Ht above final grade Residential Low Density

25 feet street side 35 feet ocean side

LOCAL APPROVALS RECEIVED: City of Seal Beach approval-in-concept dated February 18, 1999.

SUBSTANTIVE FILE DOCUMENTS: Coastal development permits 5-95-185 (Sloan); 5-94-005 (Green); P-7-30-73-1579 (Green); 5-94-005 (Green), 5-97-319 (Steffensen), 5-86-844 (Baldwin), 5-86-153 (Kredell), and 5-85-437 (Arnold); Preliminary Foundation Soils Exploration at 506 Ocean Boulevard, Seal Beach, CA (JN:F-7396-95), by Geo-Etka, Inc. of Orange, California.

SUMMARY OF STAFF RECOMMENDATION:

Staff is recommending approval of the proposed project with special conditions regarding demonstration of compliance with geotechnical recommendations, an assumption-of-risk deed restriction, and notification of coastal development permit requirements for any change in intensity of use of the site. The major issue of this staff report concerns beachfront development that could be affected by flooding during strong storm events.

As of the date of this staff report, the applicant has indicated some disagreement with the imposition of an assumption-of-risk deed restriction. However, the applicant has also indicated their willingness to comply should the Commission impose the restriction (see Exhibit 3).



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STAFF RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution:

I. APPROVAL WITH CONDITIONS

The Commission hereby **GRANTS** a permit, subject to the conditions below, for the proposed development on the grounds that the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3 of the Coastal Act, is located between the sea and first public road nearest the shoreline and is in conformance with the public access and public recreation policies of Chapter 3 of the Coastal Act, and will not have any significant adverse effects on the environment within the meaning of the California Environmental Quality Act.

II. STANDARD CONDITIONS:

- 1. <u>Notice of Receipt and Acknowledgment.</u> 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.
- Compliance. 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. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

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III. SPECIAL CONDITIONS

1. Conformance of Design and Construction Plans to Geotechnical Report

- All final design and construction plans, including foundations, grading and drainage plans, shall be consistent with all recommendations contained in the engineering geologic report *Preliminary Foundation Soils Exploration at 506 Ocean Boulevard, Seal Beach, CA* (JN:F-7396-95), by Geo-Etka, Inc. of Orange, California. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for the Executive Director's review and approval, evidence that an appropriately licensed professional has reviewed and approved all final design and construction plans and certified that each of those final plans is consistent with all of the recommendations specified in the above-referenced geologic evaluation approved by the California Coastal Commission for the project site.
- B. The permittee shall undertake development in accordance with the approved final plans. Any proposed changes to the approved final plans shall be reported to the Executive Director. No changes to the approved final plans shall occur without a Commission approved amendment to this coastal development permit unless the Executive Director determines that no amendment is required.

2. Assumption of Risk, Waiver of Liability and Indemnity

- A. By acceptance of this permit, the applicant acknowledges and agrees (i) that the site may be subject to hazards from flooding and wave uprush; (ii) to assume the risks to the applicant and the property that is the subject of this permit of injury and damage from such hazards in connection with this permitted development; (iii) to unconditionally waive any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards; and (iv) to indemnify and hold harmless the Commission, its officers, agents, and employees with respect to the Commission's approval of the project against any and all liability, claims, demands, damages, costs (including costs and fees incurred in defense of such claims), expenses, and amounts paid in settlement arising from any injury or damage due to such hazards.
- B. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall execute and record a deed restriction, in a form and content acceptable to the Executive Director incorporating all of the above terms of this condition. The deed restriction shall include a legal description of the applicant's entire parcel. The deed restriction 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 Commission amendment to this coastal development permit.

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3. Future Improvement/Parking

This coastal development permit 5-99-072 is only for the development, located at 506 Ocean Avenue, in the City of Seal Beach, County of Orange, as expressly described and conditioned herein. Any future improvements or development as defined in Section 30106 of the Coastal Act, including a change in the number of residential units or any other change in the intensity of use of the property, shall require an amendment to this permit or a new coastal development permit from the Coastal Commission or its successor agency.

IV. FINDINGS AND DECLARATIONS:

The Commission hereby finds and declares:

A. PROJECT DESCRIPTION AND LOCATION

Construction of a 4,260 square foot 3-story single family residence (including a partly subterranean beach level "basement"), with an attached 565 square foot 2-space garage. A seaside patio, lap pool and spa, equipment housing structures, and outdoor shower are also proposed. In addition, a new six foot high, concrete block, property line wall is proposed to enclose the subject site. A sliding gate will provide access from the enclosed yard to the beach (Exhibit 2). The subject site is a vacant, sandy, lot which slopes from approximately 22 feet above sea level, at street grade, to approximately 12 feet above sea level, at beach grade. The proposed structure will be 25 feet high from the street level (2 stories visible) and 35 feet high on the ocean side beach level (3 stories visible). Accordingly, the beach grade level living area (i.e. partly subterranean basement) will not be visible from street level. Grading will consist of 520 cubic yards of cut and 200 cubic yards of fill (720 cubic yards total). All soils exported from the site will be disposed outside the coastal zone at a disposal site located at 8537 Acacia, Cypress, CA.

The subject site is located at 506 Ocean Avenue, in the City of Seal Beach, Orange County (Exhibit 1). The site is a beachfront lot located between the first public road and the sea. The project is infill development, in an existing urban residential area, located generally northwest of the Seal Beach Municipal Pier. The proposed structures, including the pool and perimeter block walls, are consistent with adjacent development and prior Commission action at the subject site, as described below, and in the area including 5-94-005 (Green) and 5-97-319 (Steffensen). There is a wide sandy beach between the subject property and the mean high tide line. Vertical public access to this beach is available approximately 43 feet northwest of the subject site at the end of Fifth Street.

B. PREVIOUS COMMISSION ACTION AT THE SITE

1. Coastal Development Permit P-7-30-73-1579

On September 4, 1973, the South Coast Regional Conservation Commission approved coastal development permit P-7-30-73-1579 for construction of a single family dwelling at the subject site. The coastal development permit was issued on September 19, 1973. No conditions were imposed. Based upon the Commission's records, the approved development was not constructed. The permit has since lapsed.

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2. Coastal Development Permit 5-94-005

On February 15, 1994, the California Coastal Commission approved coastal development permit 5-94-005 for the construction of a 4,708 square foot, three story, single family residence, with an attached 500 square foot, two car garage, including 750 cubic yards of grading. The approved development was 25 feet high on the street side and 36 feet high on the beach side.

Issues explored included public access and recreation and hazards related to beach erosion, wave action, and flood hazards. In order to find the proposed development consistent with section 30253 of the Coastal Act, the Commission imposed a prior to permit issuance Assumption-Of-Risk Deed Restriction special condition requiring the applicant to execute and record a deed restriction stating that the owner was aware of and assumed the liability for hazards related to beach erosion, wave action, and flood hazards. A notice of intent to issue permit was released on March 2, 1994. However, the applicant did not submit evidence of compliance with the special conditions, therefore, the permit was not issued. The approval has since lapsed.

3. Coastal Development Permit 5-95-185

On October 11, 1995, the California Coastal Commission approved coastal development permit 5-95-185 for the construction of a 4,075 square foot, three story, single family residence, with an attached 557 square foot, two car garage. The approved development was 25 feet high on the street side and 34 feet high on the beach side.

Issues explored included public access and recreation and hazards related to beach erosion, wave action, and flood hazards. Since the proposed development was designed with a living area easily convertible to a separate dwelling unit, which would result in a two space parking deficiency, the Commission imposed a *Future Change in Intensity of Use Deed Restriction* special condition. In addition, in order to find the proposed development consistent with section 30253 of the Coastal Act, the Commission imposed a prior to permit issuance *Assumption-Of-Risk Deed Restriction* special condition requiring the applicant to execute and record a deed restriction stating that the owner was aware of and assumed the liability for hazards related to beach erosion, wave action, and flood hazards. A notice of intent to issue permit was released on October 11, 1995. However, the applicant did not submit evidence of compliance with the special conditions, therefore, the permit was not issued. The approval has since lapsed.

C. HAZARDS

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

New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire
- (2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding

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area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

1. Wave and Flooding Hazards

In 1983, severe winter storms caused heavy damage to beachfront property in the vicinity of the municipal pier as well as to the area known as Surfside, southeast of the pier and Anaheim Bay. The beaches in these parts of the City do not adequately buffer beachfront homes from wave uprush during heavy storm events. Since then, the Commission has required assumption-of-risk deed restrictions for new homes on beachfront lots in Seal Beach. During heavy winter storms, such as those most recently in 1998, temporary sand berms were constructed between the ocean and homes northwest and southeast of the municipal pier to provide some protection against wave uprush and flood hazards. However, some flooding was still encountered.

The subject site is located on a beach front parcel, northwest of the municipal pier within the Old Town area of Seal Beach. Presently, there is a wide sandy beach between the subject property and the ocean. This wide sandy beach presently provides homes in the area some protection against wave uprush and flooding hazards. However, similar to the City's Surfside area, southeast of the subject site, the wide sandy beach is the only protection from wave uprush hazards.

Beach areas are dynamic environments which may be subject to unforeseen changes. Such changes may include modifications to beach processes, including sand regimes. The mechanisms of sand replenishment are complex and may change over time, especially as beach process altering structures, such as jetties, are modified, either through damage or deliberate design. Therefore, the presence of a wide sandy beach, at this time, does not preclude wave uprush damage and flooding from occurring at the subject site. The width of the beach may change, perhaps in combination with a strong storm event like those which occurred in 1994 and 1998, resulting in future wave and flood damage to the subject property.

Therefore, the Commission finds that it is necessary to require the recordation of an assumption-of-risk deed restriction. With this standard waiver of liability condition, the applicant is notified that the home is being built in an area that is potentially subject to flooding and wave uprush hazards that could damage the applicant's property. The applicant is also notified that the Commission is not liable for such damage as a result of approving the permit for development. In addition, the condition ensures that future owners of the property will be informed of the risks and the Commission's immunity of liability.

The assumption-of-risk condition is consistent with prior Commission actions for homes in Seal Beach since the 1982-83 El Nino storms. For instance, the Executive Director issued administrative permits 5-86-676 (Jonbey), 5-87-813 (Corona), and more recently 5-97-380 (Haskett) with assumption-of-risk deed restrictions for improvements to existing homes. In addition, the Commission has consistently imposed assumption-of-risk deed restrictions on construction of new beachfront homes throughout Seal Beach, whether on vacant lots (as is the case of the proposed development) or in conjunction with the demolition and replacement of an existing home. Examples include two coastal development permits for the subject site, 5-95-185 (Sloan) and 5-94-005 (Green), as well as coastal development permits for similar projects in Seal Beach including 5-86-844 (Baldwin), 5-86-153 (Kredell), and 5-85-437 (Arnold).

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The applicant asserts that the proposed development should not be subject to an assumption-of-risk deed restriction because of the following: 1) the proposed home is 1,046 feet from the mean high tide line; 2) there has been no history of flooding due to wave action at the site; 3) the flood plain is at + 12 feet above sea level whereas the finished floor of the proposed structure is at + 13.5 feet (i.e. 1.5 feet above the flood plain); and 4) the proposed concrete perimeter wall would provide additional protection (see Exhibit 3). However, the applicant did not submit any flood hazard maps, site specific historical data on flooding, or any flood/wave hazard analysis by an appropriately licensed professional to substantiate these assertions regarding any lack of flooding and wave hazards at the subject site. As noted above, there is a history of flooding and wave damage to beachfront property in the City of Seal Beach. In addition, the presence of a wide sandy beach at the subject site, at this time, does not preclude future flooding and wave damage made possible by erosion of the beach and/or a heavy storm event.

The Commission finds that extraordinary hazards remain from wave uprush and flooding at the subject site. Therefore, per Special Condition 2, an assumption-of-risk deed restriction is imposed. As conditioned, the Commission finds that the proposed project is consistent with section 30253 of the Coastal Act.

2. Geologic Hazards

A Preliminary Foundation Soils Exploration was performed by Geo-Etka, Inc. of Orange, California, for the subject site. This report explored soils conditions at the site in order to make recommendations for the foundation design for the proposed residence. Recommendations were provided for load values to be used for the foundation design. In addition, construction guidelines regarding sequence, materials, and soil compaction were identified. Finally, recommendations for the design of excavation shoring was provided to prevent impacts upon adjacent existing structures. This report concluded, based upon implementation of the recommendations regarding foundation and shoring design, the site was suitable for the construction of a residential structure and that the proposed development would not affect the stability of surrounding structures.

Since the geotechnical report provides recommendations regarding the design of shoring necessary to assure the stability of adjacent structures during excavation for the proposed project, the Commission finds it is necessary to impose a special condition requiring the submission of revised plans for grading and foundation which incorporates the recommendations contained in the above referenced geotechnical investigation. These revised plans shall contain a statement prepared and signed by the geotechnical consultant certifying that the recommendations contained in the *Preliminary Foundation Soils Exploration at 506 Ocean Boulevard, Seal Beach, CA* (JN:F-7396-95), by Geo-Etka, Inc. of Orange, California, have been incorporated into the revised plans. The plans as submitted do not indicate that the recommendations in the geotechnical investigation have been incorporated, nor do they indicate that the geotechnical consultant has approved the plans to ensure that the recommendations have been incorporated.

To affirm that the proposed development will assure stability and structural integrity, and neither create nor contribute significantly to geologic instability, or destruction of the site or surrounding area and to assure that risks to life and property are minimized, per Special Condition 1, the Commission finds that the applicant shall, as a condition of approval, incorporate the geologist's recommendations into the final design and construction plans of the proposed project. Therefore, as conditioned, the Commission finds the proposed project to be consistent with section 30253 of the Coastal Act.

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D. 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...

Section 30252 of the Coastal Act states, in part:

The location and amount of new development should maintain and enhance public access to the coast by: (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation.

The subject site is a beachfront lot located between the nearest public roadway and the shoreline in the Old Town area of the City of Seal Beach. The beach seaward of the subject site is available for lateral public access. Vertical access to this beach is available one lot north of the subject site at the end of Fifth Street. Therefore, the Commission finds the proposed development is consistent with section 30212 of the Coastal Act.

When a private development does not provide adequate on-site parking, users of that development are forced to occupy public parking used by visitors to the coastal zone. Thus, all private development must provide adequate on-site parking to minimize adverse impacts on public access.

The Commission has consistently found that two parking spaces is adequate to satisfy the parking demand generated by one individual residential unit. The proposed single family residence does provide two parking spaces consistent with the standard of two parking spaces per residential dwelling unit. However, the proposed single family dwelling is designed with living accommodations on the beach level partly subterranean "basement" that includes a food and drink preparation area separate from kitchen facilities on the street level (i.e. "first floor"). This basement could, through simple modifications, be made into a second dwelling unit. If a dwelling unit were created, the parking demand at the subject site would increase from two parking spaces to four parking spaces. Since the proposed structure has only two parking spaces, the site would be deficient by two parking spaces, thus leading to adverse impacts on public access.

Therefore, the Commission finds that it is necessary to place a condition informing the current permittee and future owners of the subject site that a new coastal development permit, or an amendment to this permit, would be required for any future development at the subject site, including a change in the intensity of use of the site which may result in increased parking demand. Thus, as conditioned, the Commission finds that the proposed development is consistent with Section 30252 of the Coastal Act.

E. LOCAL COASTAL PROGRAM

Section 30604 of the Coastal Act provides for the issuance of coastal development permits directly by the Commission in regions where the local government having jurisdiction does not

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have a certified local coastal program. The permit may only be issued if the Commission finds that the proposed development will not prejudice the ability of the local government to prepare a Local Coastal Program which conforms with the Chapter 3 policies of the Coastal Act.

On July 28, 1983, the Commission denied the City of Seal Beach Land Use Plan (LUP) as submitted and certified it with suggested modifications. The City did not act on the suggested modifications within six months from the date of Commission action. Therefore, pursuant to Section 13537(b) of the California Code of Regulations, the Commission's certification of the land use plan with suggested modifications expired. The LUP has not been resubmitted for certification since that time.

The proposed development, as conditioned, is consistent with the Chapter Three policies of the Coastal Act. Therefore, the Commission finds that the proposed development as conditioned would not prejudice the ability of the City to prepare a certified coastal program consistent with the Chapter Three policies of the Coastal Act.

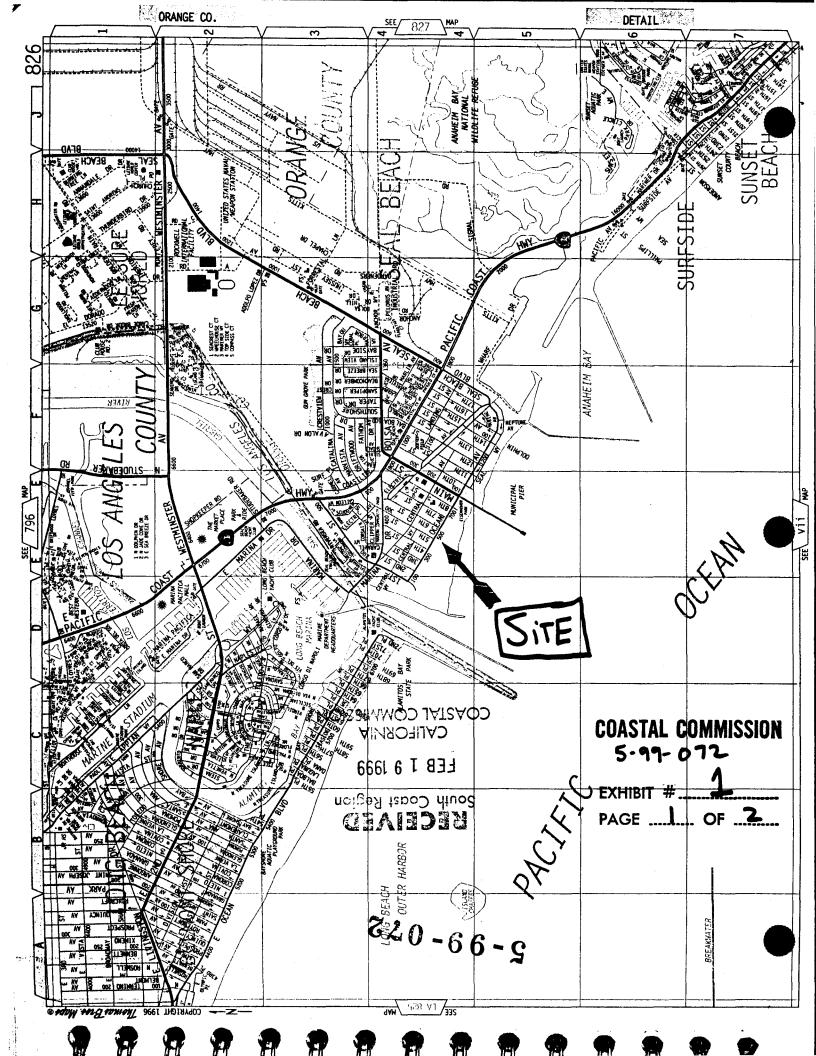
F. CALIFORNIA ENVIRONMENTAL QUALITY ACT

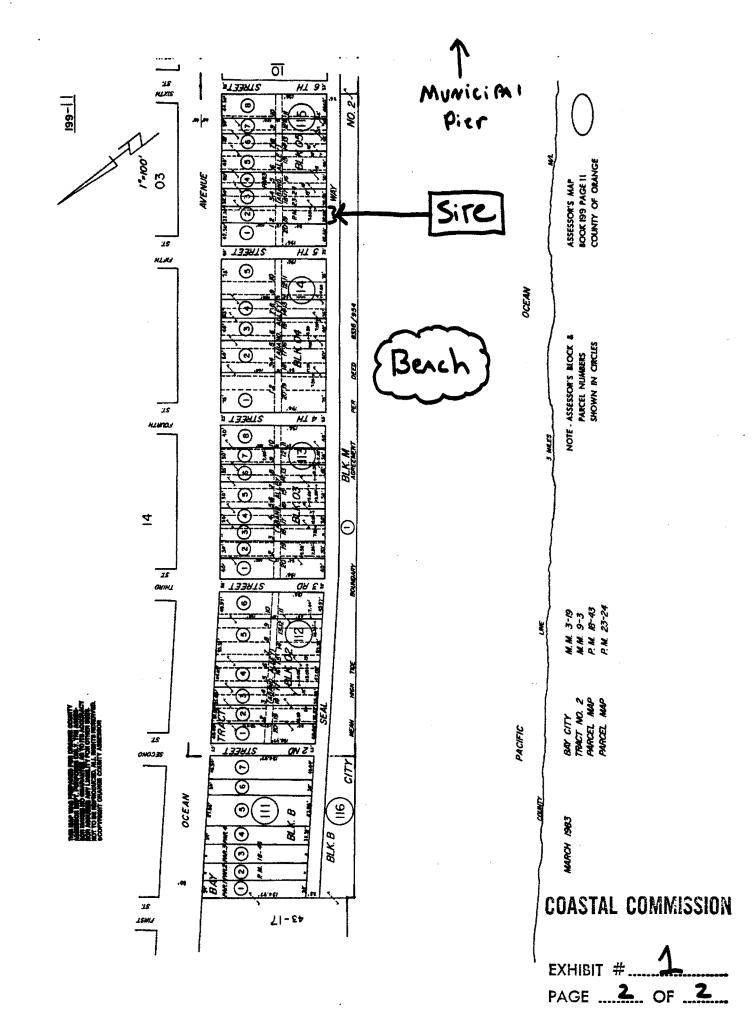
Section 13096(a) of the Commission's administrative regulations requires Commission approval of Coastal Development Permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(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.

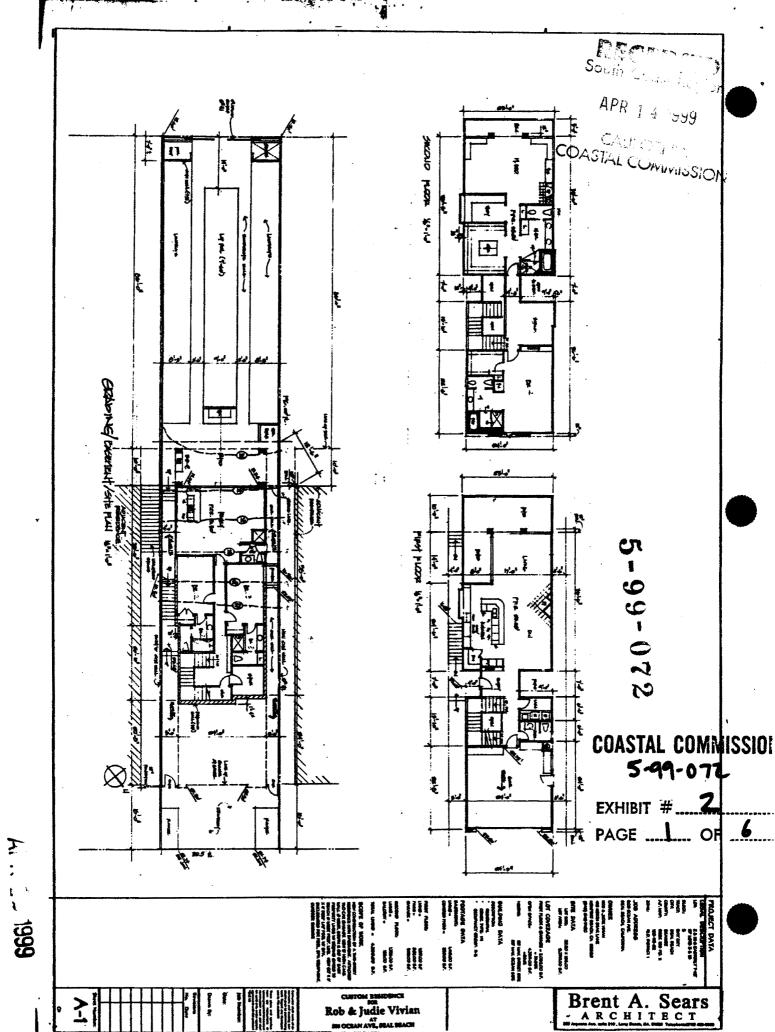
The proposed project is located in an urban area. All infrastructure necessary to serve the site exist in the area. As conditioned, the proposed project has been found consistent with the hazard and public access policies of Chapter Three of the Coastal Act. Mitigation measures requiring conformance with geotechnical recommendations, an assumption-of-risk deed restriction, and notification regarding coastal development permit requirements for any change in intensity of use of the site, will minimize all significant adverse effects which the activity may have on the environment.

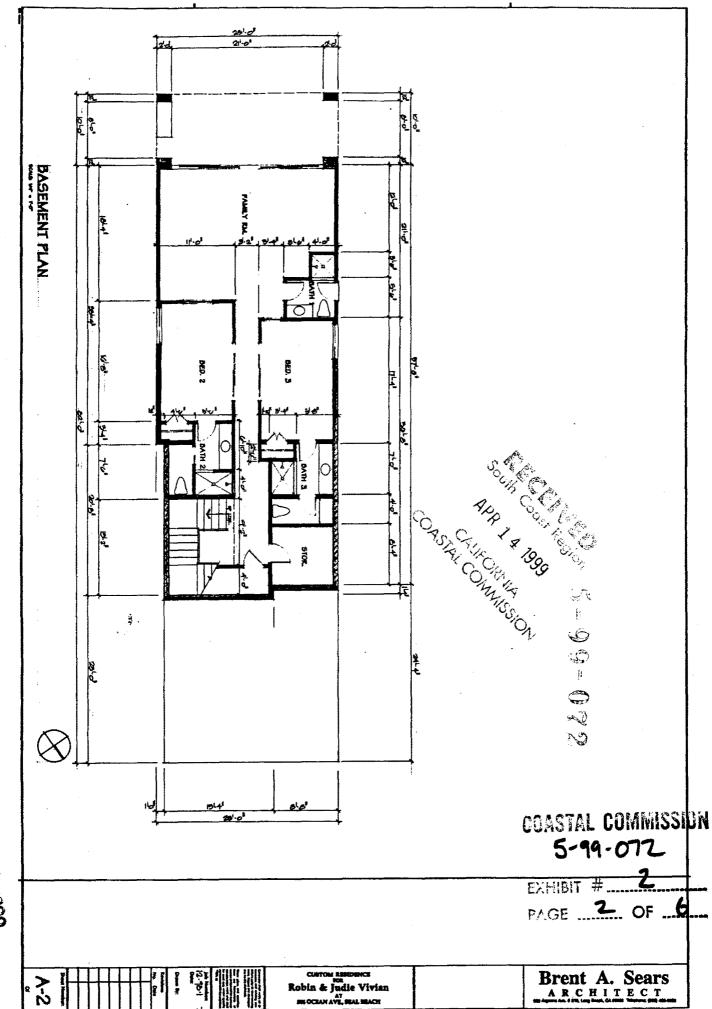
As conditioned, no feasible alternatives or feasible mitigation measures are known, beyond those required, which would substantially lessen any identified significant effect which the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned, is the least environmentally damaging feasible alternative and is consistent with CEQA and the policies of the Coastal Act.

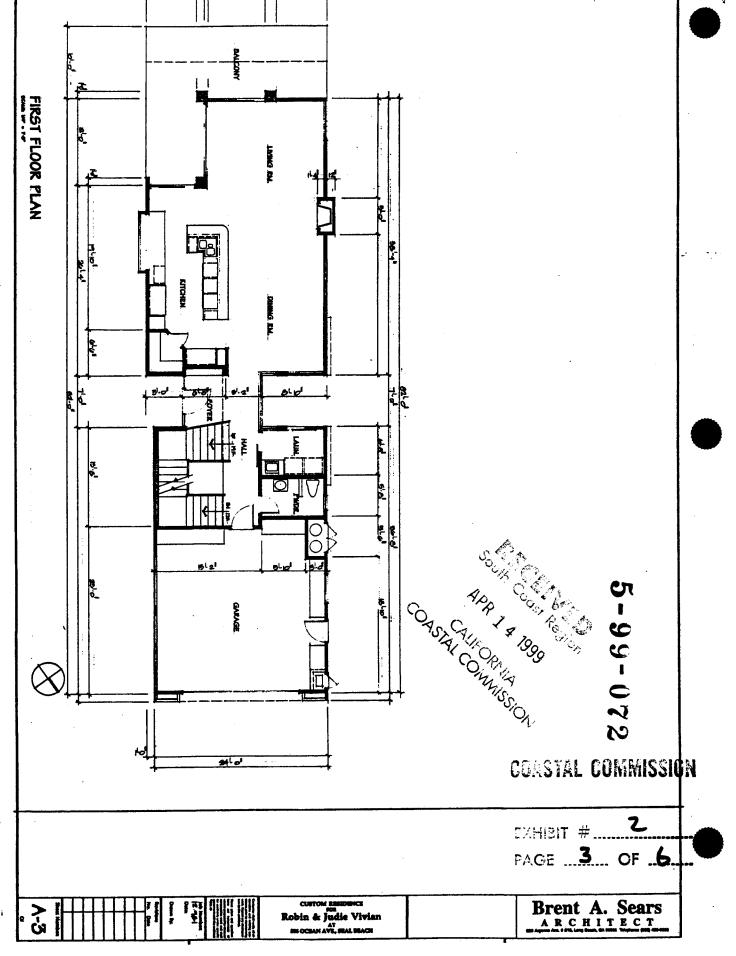
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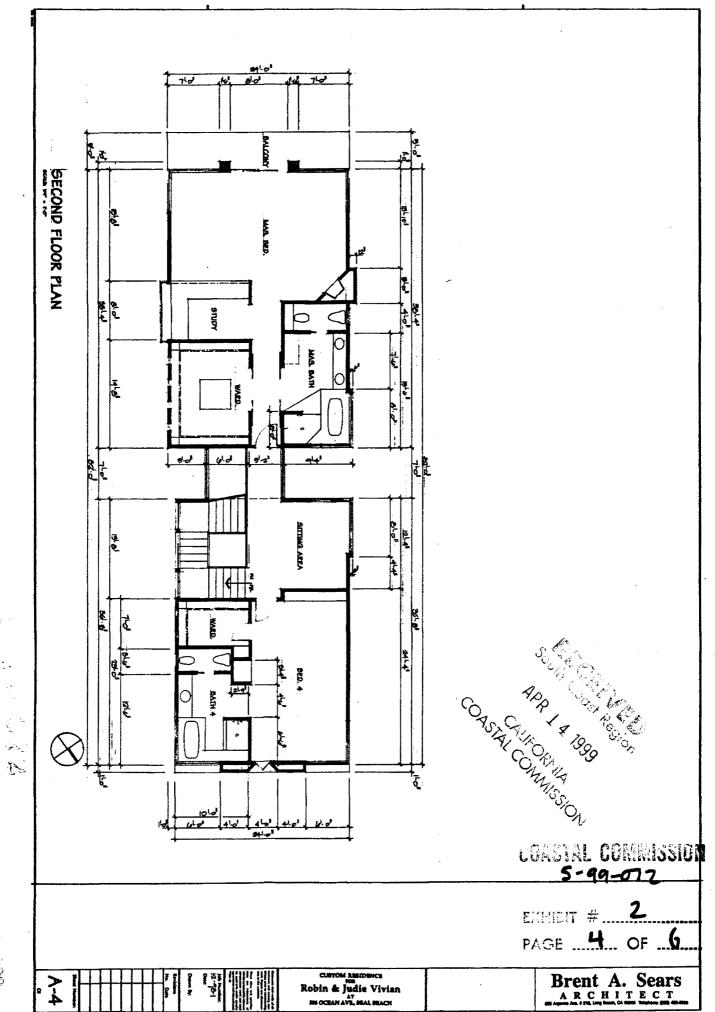


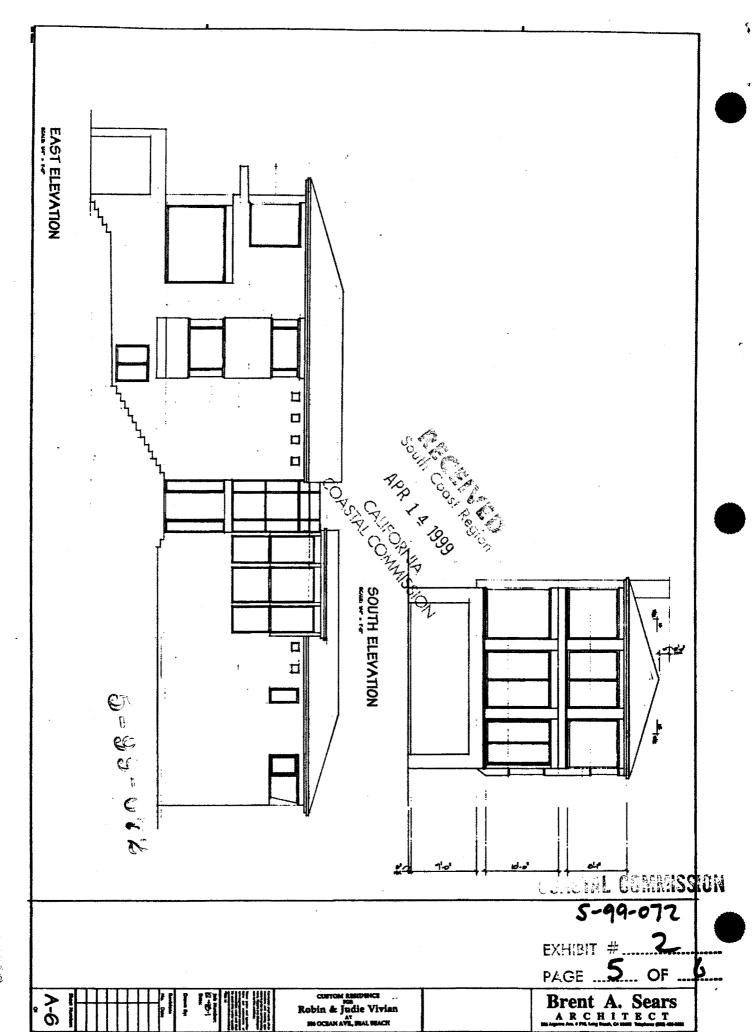


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WEST ELEVATION **::** 0 NORTH ELEVATION CASIAI COMPANSION 5-99-072 2 135 Brent A. Sears **7-7** Robin & Judie Vivian

Brent A. Sears ARCHITECT5-99-072 203 Argonne Ave. #210 Long Beach, CA 90803 (562) 438-9938

Karl Schwing, Coastal Program Analyst California Coastal Commission 200 Oceangate, Suite 1000 Long Beach, CA 90802-4302

April 2, 1999

and •

RE

Subject: Coastal Development Permit Application 5-99-072

506 Ocean Ave., Seal Beach

API I A NOV

This letter is in response to items in your letter dated March 16, 1999.

- Item#1 Please find a check for \$505.00 as requested.
- Item#2 Adjacent structures and "stringline" are shown on the site plan. Two additional copies and one reduced copy are attached. The proposed project meets or exceeds the cities setback requirements. Evidence of this comes from the fact that the city has reviewed the plans and stamped them with their "Approval in Concept" stamp.
- Item #3 The contractor has identified the disposal site of the grading spoils to be 8537 Acacia, Cypress, Ca. This site is not in the coastal zone.
- Item #4 Grading and drainage information has been added to the site plan sheet. Two copies and one reduced copy are attached.
- Item #5 One complete set of reduced plans are attached.
- Stamped envelopes for owners and occupants with-in 100' radius were included with the original submittal. Item #6 In case these were misplaced an additional set of envelopes and radius map is attached.

Finally, the following comments speak to the "extraordinary hazards from flooding and wave hazards". The beach is very wide at this project location. The mean high tide line is approximately 950 feet from the seaward edge of the property. The seaward edge of the structure is 96 feet from this property line, therefore the house is 1,046 feet from the mean high tide line. Historically there has been no flooding due to wave action at this site which is located north—west of the Seal beach Pier and south—east of the jetty. All past flooding has occurred to the south of the Seal Beach pier where the beach is quite narrow. It is not anticipated there is any risk of future flooding. This is due to the wide beach and the proposed concrete block wall at the seaward edge of the property. The site is in a floodplain with a flood elevation at +12.00 feet above mean sea level. The site is sloping with the lowest natural grade elevation at +12.2 feet and the highest at +21.74 feet above sea level. The lowest proposed finish floor elevation is at +13.5 feet (which is 1.5 feet above the floodplain). The concrete block wall between the structure and the sea has a top of wall elevation at approximately +16.8 feet which will provide further protection. Another new home I designed in the three hundred block of Ocean Ave. was not required to provide a deed restriction, but we will obviously comply if the Commission sees a need.

COASTAL COMMISSION

EXHIBIT	# 3	
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