

**CALIFORNIA COASTAL COMMISSION**

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

**RECORD PACKET COPY**

Hearing Opened: 10/12/99  
Original Action: 2/17/00  
Staff: S. Hudson  
Staff Report: 3/23/00  
Hearing Date: 4/12/00  
Commission Action:



**STAFF REPORT: APPEAL**  
**De Novo Hearing**  
**Revised Findings**

**LOCAL GOVERNMENT:** City of Carpinteria  
**LOCAL DECISION:** Approved with No Conditions  
**APPEAL NO.:** A-4-CPN-99-119  
**APPLICANT:** Christopher A. Clemens and Lanette K. Loeks Revocable Trust  
**APPELLANTS:** Mary Clark, Vince Mezzio, and Gerald Velasco  
**PROJECT LOCATION:** 4921 Sandyland Road, Carpinteria; Santa Barbara County.

**PROJECT DESCRIPTION:** The applicant is requesting after-the-fact approval for the partial demolition (820 sq. ft.) of an existing 1,620 sq. ft. single family residence with 500 sq. ft. of non-habitable underfloor area and a 3 ft. high retaining wall; and the construction of a new 2,130 sq. ft. single family residence with a 1,000 sq. ft. basement and a 7 ft. high retaining wall.

**DATE OF COMMISSION ACTION:** February 17, 2000 in San Diego

**COMMISSIONERS ON PREVAILING SIDE:** Commissioners Daniels, Desser, Dettloff, Allgood, Kruer, McClain-Hill, Nava, Potter, Reilly, Wooley, and Wan.

**SUBSTANTIVE FILE DOCUMENTS:** City of Carpinteria Local Coastal Program; City of Carpinteria General Plan; City of Carpinteria Administrative Record for all approved development at 4921 Sandyland Road; Winter Protection Berm Project Summary Report by City of Carpinteria dated 1996; Letter to Clemens/Loeks from Perkins Engineering dated 2/6/00.

**PROCEDURAL NOTE**

Staff recommends that the Commission **adopt** the following revised findings in support of the Commission's decision on February 17, 2000, to **approve** the proposed project subject to two (2) special conditions regarding no future shoreline protective devices and assumption of risk. The Commission found that the proposed project is consistent with the policies of the City of Carpinteria's Local Coastal Program and with the applicable policies of the Coastal Act.

Because staff originally recommended denial of this proposed project, revised findings are necessary to reflect the action taken by the Commission. Staff recommends, therefore, that the Commission adopt the following resolution and revised findings in support of its action to approve this permit with conditions. Comments from the public concerning the findings will be limited to discussion of whether the findings reflect the action of the Commission.

## **I. STAFF RECOMMENDATION**

**MOTION:** *I move that the Commission adopt the revised findings in support of the Commission's action on February 17, 2000, concerning approval of Coastal Development Permit Application A-4-CPN-99-119.*

### **STAFF RECOMMENDATION OF APPROVAL:**

Staff recommends a **YES** vote on the motion. Passage of this motion will result in the adoption of revised findings as set forth in this staff report. The motion requires a majority vote of the members from the prevailing side present at the February 17, 2000, hearing, with at least three of the prevailing members voting. Only those Commissioners on the prevailing side of the Commission's action are eligible to vote on the revised findings.

### **RESOLUTION TO ADOPT REVISED FINDINGS:**

The Commission hereby adopts the findings set forth below for approval of Coastal Development Permit A-4-CPN-99-119 on the ground that the findings support the Commission's decision made on February 17, 2000, and accurately reflect the reasons for it.

## **II. Standard Conditions**

1. **Notice of Receipt and Acknowledgment.** The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. **Expiration.** If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. **Compliance.** All development must occur in strict compliance with the proposal as set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.
4. **Interpretation.** Any questions of intent or interpretation of any term or condition will be resolved by the Executive Director or the Commission.
5. **Inspections.** The Commission staff shall be allowed to inspect the site and the development during construction, subject to 24-hour advance notice.
6. **Assignment.** The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
7. **Terms and Conditions Run with the Land.** These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

### **III. Special Conditions**

#### **1. No Future Bluff or Shoreline Protective Device**

- A. By acceptance of the permit, the applicant agrees, on behalf of itself and all successors and assignees, that no bluff or shoreline protective device(s) shall ever be constructed to protect the development approved pursuant to Coastal Development Permit A-4-CPN-99-119 including, but not limited to, the construction of the residence, retaining wall, basement, and any other future improvements in the event that the development is threatened with damage or destruction from waves, erosion, storm conditions, bluff retreat, landslides, or other natural hazards in the future. By acceptance of this permit, the applicant hereby waives, on behalf of itself and all successors and assigns, any rights to construct such devices that may exist under Public Resources Code Section 30235.
- B. By acceptance of this permit, the applicant further agrees, on behalf of itself and all successors and assigns, that the landowner shall remove the development authorized by this permit, including but not limited to the residence, basement, and retaining wall, if any government agency has ordered that the structures are not to be occupied due to any of the hazards identified above. In the event that portions of the development fall to the beach before they are removed, the landowner shall remove all recoverable debris associated with the development from the beach and ocean and lawfully dispose of the material in an approved disposal site. Such removal shall require a coastal development permit.
- C. Prior to issuance Coastal Development Permit A-4-CPN-99-119, the applicant shall execute and record a deed restriction, in a form and content acceptable to the Executive Director which reflects the above restrictions and obligations. The deed restriction shall include a legal description of the applicant's entire parcel(s). 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.

#### **2. Assumption of Risk/Shoreline Protection**

- A. By acceptance of this permit, the applicant acknowledges and agrees (i) that the site may be subject to hazards from liquefaction, storm waves, surges, erosion, and flooding; (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.

#### **IV. Findings and Declarations**

The Commission hereby finds and declares:

##### **A. Project Description and Background**

The applicant is requesting after-the-fact approval for the partial demolition (820 sq. ft.) of an existing 1,620 sq. ft. single family residence with 500 sq. ft. of non-habitable underfloor area and a 3 ft. high retaining wall; and the construction of a new 2,130 sq. ft. single family residence with a 1,000 sq. ft. basement and a 7 ft. high retaining wall.

The project site is located on a 5,227 sq. ft. beachfront parcel of land in the City of Carpinteria between Sandyland Road and Carpinteria City Beach (Exhibit 1). The area surrounding the subject site is characterized as a built-out portion of Carpinteria consisting primarily of multi-family residential development. The project site is designated as a "Zone A" flood hazard area (area with highest potential for flood hazard) by the Carpinteria General Plan, the Federal Emergency Management Agency (FEMA), and the National Flood Insurance Rate Map System (FIRM). In previous years, the City of Carpinteria has constructed a sand berm (subject to a coastal development permit) along Carpinteria City Beach (approximately 20 ft. seaward of the proposed deck dripline) on an annual basis to protect the private residential development located along Sandyland Road which would otherwise be subject to wave action during storm events. The Winter Protection Berm Project Summary Report by the City dated 1996 indicates that if the berm is not constructed each winter, the private residences along Sandyland Road would be subject to significant wave action and flooding.

All proposed development has already been constructed. Although a coastal development permit is required for the proposed project, the proposed project was originally approved in error by the City pursuant to an administrative building permit on November 16, 1998. Although a coastal permit had not been issued, the City issued a Notice of Final Action for a coastal development permit for the project on April 8, 1999, after being informed by Commission Staff that a coastal permit was required. Commission Staff subsequently notified the City on April 12, 1999, that the notice was determined to be insufficient since it contained no written findings for approval. Although a coastal development permit had still not been issued for the project, the City subsequently issued an amended Notice of Final Action on May 3, 1999. Two appeals of the above-described decision were received in the Commission office on May 17 and

18, 1999, and filed on May 18, 1999. In accordance with Section 13112 of the Administrative Regulations, staff requested on May 26, 1999, that the local government forward all relevant documents and materials regarding the subject permit. After several additional requests were made to obtain the administrative record, it was subsequently received on September 14, 1999. In a letter dated June 22, 1999, from Mr. Dave Durflinger, Community Development Director for the City of Carpinteria, to Mr. Vince Mezzio, appellant, Mr. Durflinger states that the City "informed the property owner [Clemens/Loeks] that he proceeds with completion of the house at his own risk in light of that pending appeal" of the project to the California Coastal Commission. At the Commission hearing of October 12, 1999, the Commission found that a substantial issue was raised by the appeal.

In addition, a Stop Work Order was issued by the City on February 12, 1999, for non-compliance with the City building permit. In a letter dated February 22, 1999, the City lifted the previously issued Stop Work Order and stated that portions of the development on the project site had not been constructed in compliance with the approved City building permit (design of the retaining wall/seawall on the basement level of the residence and the location of two balconies on the west and north side of the structure, a portion of the structure itself, and a stairway which extended too far into the 5 ft. wide sideyard setbacks). According to City staff, pursuant to an agreement between the City and the applicant, the final as-built location of the balconies on the west and north side of the structure were modified. However, with respect to the other previously alleged deviations, the City did not pursue these matters further or require changes to the as-built development.

Further, during the course of processing this application, staff has discovered other development on the subject site which appears to have occurred without the required coastal development permit, including additions to existing structures and the seaward extension of development on a sandy beach in 1982 and 1983. Further, the subject parcel has apparently been previously converted from a single lot with two duplex apartment units (4 units) to two single family residence condominiums through the approval of a subdivision/tentative condominium tract map by the City in 1987 (which also occurred without the required coastal development permit). The second condominium residence on the subject site is located directly landward of the structure subject to this application. This application is for the recent demolition/construction of the seawardmost condominium residence on the subject site only. The above mentioned additional unpermitted development is not included as part of this application and will require a future follow-up application for a coastal development permit that seeks to resolve the apparently unpermitted subdivision/tentative condominium tract map change and additions to the existing structures on the subject site.

## **B. Consistency With Local Coastal Program Policies**

Policy 1-1 of the LCP states:

*The City shall adopt the policies of the Coastal Act (Public Resources Code Sections 30210 through 30263) as the guiding policies of the land use plan.*

After certification of a Local Coastal Program (LCP), Section 30603 of the Coastal Act provides for appeals to the Coastal Commission of a local government's actions on certain types of coastal development permits (including any new development which occurs between the first public road and the sea, such as the proposed project site). In this case, the proposed development has been previously appealed to the Commission which found, during a public hearing on October 12, 1999, that a substantial issue was raised.

As a "de novo" application, the standard of review for the proposed development is, in part, the policies and provisions of the City of Carpinteria Local Coastal Program (LCP) which was certified by the Commission on January 6, 1982. In addition, pursuant to Section 30604(c) of the Coastal Act, all proposed development located between the first public road and the sea, including those areas where a certified LCP has been prepared, such as the project site, must also be reviewed for consistency with the Chapter 3 policies of the Coastal Act regarding public access and public recreation. Further, the Chapter 3 policies of the Coastal Act have been incorporated in their entirety in the certified City of Carpinteria LCP as guiding policies pursuant to Policy 1-1 of the LCP.

## **C. Hazards and Geologic Stability**

Policy 3-8 of the LCP states:

*Applications for grading and building permits, and applications for subdivision shall be reviewed for adjacency to threats from, and impacts of geologic hazards arising from seismic events, tsunami runup, landslides, beach erosion, or other hazards such as expansive soils and subsidence areas. In areas of known geologic hazards, a geologic report may be required. Mitigation measures shall be applied where necessary.*

Policy 3-11 of the LCP states in part:

*If the proposed development falls within the floodway fringe, development may be permitted provided...finish floor elevations are above the projected 100-year flood elevation, as specified in the City's Flood Plain Management Plan.*

Policy 3-12 of the LCP states:

*Permitted development shall not cause or contribute to flood hazards or lead to expenditure of public funds for flood control works, i.e., dams, stream channelizations, etc.*

Policy 3-8 of the LCP requires that all proposed development located in or adjacent to areas subject to geologic hazards or beach erosion shall be reviewed to determine any potential impacts of such development. Policies 3-11 and 3-12 of the LCP require that new development be designed in a manner that minimizes hazards from flooding and does not require the expenditure of public funds for flood control works. In addition, Section 30253 of the Coastal Act, which has been included in the certified LCP as a guiding policy, requires that new development minimize risks to life and property in areas of high geologic or flood hazards and assure structural stability and integrity.

The proposed project includes the partial demolition (820 sq. ft.) of an existing 1,620 sq. ft. single family residence with 500 sq. ft. of non-habitable underfloor area and construction of a new 2,130 sq. ft. single family residence with a 1,000 sq. ft. basement. The applicant has submitted a letter from Perkins Engineering which indicates that the proposed residence has been constructed in compliance with current structural building code requirements. The letter from Perkins Engineering dated 2/6/00 states:

*The 1994 Uniform Building Code was used for seismic design and the structural wall elements met code requirements for seismic design. The front, ocean facing masonry, wall was not designed as an ocean resisting element, e.g., seawall.*

Although no information regarding the geologic stability of the subject site or location of the proposed development in relation to wave action has been submitted by the applicant, the Commission notes (based on available information including the sections of the City's General Plan regarding hazards and the engineering reports previously submitted by the City for the construction of an annual sand berm to prevent damage to the subject site from wave action) that the proposed development is located in an area that has been historically subject to an unusually high amount of natural hazards including flooding and severe beach erosion from storm waves. In addition, the entire project site is designated as a "Zone A" flood hazard area (area with highest potential for flood hazard) by the City of Carpinteria General Plan, the Federal Emergency Management Agency (FEMA), and the National Flood Insurance Rate Map System (FIRM). However, in this case, the applicant has indicated that the portions of the proposed residence that are intended for habitable use will be located above the elevation of the flood zone and will not be subject to flood hazard. In addition, the City of Carpinteria's Engineer has determined that the proposed project is consistent with FEMA flood control requirements.

However, the Commission also notes that development located along the shoreline, such as the proposed project, is subject to inherent potential hazard from storm generated wave damage. The El Nino storms recorded in 1982-1983 caused high tides of over 7 feet, which were combined with storm waves of up to 15 feet. The severity of the 1982-1983 El Nino storm events are often used to illustrate the extreme storm event potential of the California coast. The Commission notes that the Carpinteria coast has historically been subject to substantial damage as the result of storm and flood

occurrences--most recently, and perhaps most dramatically, during the 1996/1997 storm season. Damage from storm generated waves to neighboring residential development located on the seaward side of Sandyland Road in 1996 (near the project site) resulted in more than \$100,000 in property damage. In addition, the Winter Protection Berm Project Summary Report by the City of Carpinteria dated 1996 indicates that the construction of a sand berm along the public beach fronting the subject site (approximately 20 ft. seaward of the dripline of the proposed deck) is necessary on an annual basis in order to protect private residential development located along Sandyland Road which would otherwise be damaged by wave action. The Winter Protection Berm Project Summary Report by City of Carpinteria dated 1996 states:

*A severe wave event occurred prior to the construction of the winter protection berm this past year. In fact it was under emergency conditions the berm was built. As a consequence, obtaining accurate estimates of the amount of material incorporated into the berm and the amount of material which was scoured away by natural erosion is difficult. The large wave event, in the absence of the berm, caused approximately one hundred thousand dollars in private property damage and an additional ten thousand dollars in public property damage along the Carpinteria City Beach. Furthermore, due to the emergency nature of the berm installation, the surveys were not taken at the preferred intervals, making calculations difficult.*

*The estimated quantity of sand needed for the 1996/1997 berm project equals approximately ten to twelve thousand cubic yards. This large number is anticipated due to the extreme erosion of the beach in 1995 and the need to build the berm to its design height.*

As discussed above, the Carpinteria coast has historically been subject to substantial damage as the result of storm and flood occurrences--most recently, and perhaps most dramatically, during the 1995 severe winter storm season. Past occurrences have resulted in more than \$100,000 in private property damage to the residences along Sandyland Road in a single storm season. Thus, ample evidence exists that beachfront development located on the seaward side of Sandyland Road in Carpinteria, including the project site, is subject to an unusually high degree of potential risk due to storm waves and surges, high surf conditions, erosion, and flooding.

When development in areas of identified hazards is proposed, the Commission considers the hazard associated with the project site and the potential cost to the public, as well as the individual's right to use the subject property. Therefore, in the case of this project, the Commission finds that due to the possibility of liquefaction, storm waves, surges, erosion, and flooding, the applicant shall assume these risks as conditions of approval. Because this risk of harm cannot be completely eliminated, the Commission requires the applicant to waive any claim of liability against the Commission for damage to life or property which may occur as a result of the permitted development. The applicant's assumption of risk, as required by Special Condition Two (2), when executed and recorded on the property deed, will show that the applicant is



aware of and appreciates the nature of the hazards which exist on the site, and that may adversely affect the stability or safety of the proposed development.

Therefore, the Commission finds, for the reasons set forth above, that the proposed development is consistent with Policies 3-8, 3-11, and 3-12 of the LCP and with Sections 30235 or 30253 of the Coastal Act as included in the LCP as a guiding policies.

#### **D. Shoreline Protective Devices and Seaward Encroachment**

**Policy 3-1** of the LCP states:

*Seawalls shall not be permitted unless the City has determined that there are no other less environmentally damaging alternatives for protection of existing development. Where permitted, seawall design and construction shall respect to the degree possible natural land forms. Adequate provision for lateral beach access shall be made and the project shall be designed to minimize visual impacts by use of appropriate colors and materials.*

**Policy 3-3** of the LCP states:

*To avoid the need for future protective devices that could impact sand movement and supply, no permanent above-ground structures shall be permitted on the dry sandy beach except facilities necessary for public health and safety, such as lifeguard towers.*

**Policy 3-8** of the LCP states:

*Applications for grading and building permits, and applications for subdivision shall be reviewed for adjacency to threats from, and impacts of geologic hazards arising from seismic events, tsunami runup, landslides, beach erosion, or other hazards such as expansive soils and subsidence areas. In areas of known geologic hazards, a geologic report may be required. Mitigation measures shall be applied where necessary.*

**Policy 3-11** of the LCP states in part:

*If the proposed development falls within the floodway fringe, development may be permitted provided...finish floor elevations are above the projected 100-year flood elevation, as specified in the City's Flood Plain Management Plan.*

**Policy 3-12** of the LCP states:

*Permitted development shall not cause or contribute to flood hazards or lead to expenditure of public funds for flood control works, i.e., dams, stream channelizations, etc.*

Policy 3-1 of the LCP, consistent with Section 30235 of the Coastal Act which has been included in the certified LCP as a guiding policy, provides that the construction of shoreline protection devices for existing development may be allowed only when no

feasible less environmentally damaging alternative exists. Policy 3-3 of the LCP prohibits the construction of new development on the dry sandy beach in order to avoid the need for the construction of seawalls for new development. In addition, Policy 3-8 of the LCP requires that all proposed development located in or adjacent to areas subject to geologic hazards or beach erosion shall be reviewed to determine any potential impacts of such development. Further, Policies 3-11 and 3-12 of the LCP require that new development be designed in a manner that minimizes hazards from flooding and does not require the expenditure of public funds for flood control works. In addition, Section 30253 of the Coastal Act, which has been included in the certified LCP as a guiding policy, requires that new development minimize risks to life and property in areas of high geologic or flood hazards and assure stability and structural integrity.

The proposed project includes the partial demolition (820 sq. ft.) of an existing 1,620 sq. ft. single family residence with 500 sq. ft. of non-habitable underfloor area and construction of a new 2,130 sq. ft. single family residence with a 1,000 sq. ft. basement. The proposed project also includes the construction of a 7 ft. high concrete block retaining wall approximately 1.5 ft. landward of the toe of the deck. The subject site is located between Sandyland Road and Carpinteria City Beach in a built-out area of Carpinteria consisting primarily of multi-family residential development. As previously discussed in detail, the Commission notes that Carpinteria City Beach is subject to periodic episodes of beach erosion and flooding from severe storm events and that the proposed development will be subject to potential wave action.

Past Commission review of residential projects along the shoreline has shown that such development results in potential individual and cumulative adverse effects to coastal processes, shoreline sand supply, and public access. Shoreline development, if not properly designed to minimize such adverse effects, may result in encroachment on lands subject to the public trust (thus physically excluding the public); interference with the natural shoreline processes necessary to maintain publicly-owned tidelands and other public beach areas; overcrowding or congestion of such tideland or beach areas; and visual or psychological interference with the public's access to and the ability to use public tideland areas. In order to determine what adverse effects to coastal processes and public access will result from the proposed project, it is necessary to analyze whether the proposed development will result in the seaward encroachment of development on the sandy beach and what effects will result from the construction of a shoreline protection device on the sandy beach.

### **1. Seaward Encroachment by New Development**

One means of controlling seaward encroachment of residential structures to ensure maximum public access and minimize wave hazards, as well as minimize adverse effects to coastal processes, shoreline sand supply, and public views, that the Commission, in past permit actions, has developed is the "stringline" policy. As applied to beachfront development, the stringline limits the seaward extension of a structure to

a line drawn between the nearest corners of adjacent structures and limits decks to a similar line drawn between the nearest corners of the adjacent decks.

The applicant's consultants have indicated to Staff that the applicant is not in agreement with the use of a stringline measurement to define the appropriate seaward limit for development on the subject site. Specifically, the applicant's consultants have asserted that new development on the subject site should be allowed to extend seaward to a "judgement line" determined as part of a previous stipulation agreement between the State Lands Commission, the City of Carpinteria, and the previous property owner in 1978 which occurred as a result of a Superior Court action (Glenn Roberts, et al. v. City of Carpinteria, et al.). The agreement defines the boundary line referred to as a "judgement line" between private property and public beach (Carpinteria City Beach). In addition, the agreement between the above three parties also delineated a second "judgement line" (drawn approximately 20 ft. landward of the property boundary judgement line) seaward of which, no development would be allowed to occur. The approximate location of this most landward "judgement line" is shown on Exhibit 3. Staff notes that use of the above described "judgement line" would allow development on the subject site to extend further seaward than the use of a stringline method.

However, the Commission notes that the above agreement between the State Lands Commission, the City, and the previous property owner is not included in the certified LCP as a policy or development standard and that the City has not submitted any amendment application to the certified LCP to do so. Further, the Commission also notes that the above agreement does not require the approval of new development landward of the judgement line and that the agreement in no way limits the ability of the Commission, or the City, to regulate the appropriate location, or the seaward extent, of new development on the subject site.

In past permit actions regarding new beachfront development along Sandyland Road in Carpinteria, the Commission has, in some cases, required that new development be consistent with a stringline in order to minimize seaward encroachment. Coastal Development Permit 4-85-378 (Mezzio) was approved by the Commission for the construction of a condominium complex on the neighboring parcel located immediately east and adjacent to the subject site in 1985 with a special condition requiring the submittal of revised plans to relocate all development landward of the appropriate structural and deck stringlines. However, the Commission notes that a stringline was not applied in all cases for new development along Sandyland Road in Carpinteria. Coastal Development Permit (CDP) 4-90-041 (Designworks Development) was approved in 1990 for the construction of a condominium complex two lots to the west of the subject site. The staff report for CDP 4-90-041 stated that a stringline was not required for the subject development because of the unique irregular design of the structure (seaward encroachment by portions of the structure would be compensated by other portions of the structure that would be setback further from the beach) and because the LCP does not contain a specific policy regarding the use of a stringline.

However, the Commission notes that the development approved by CDP 4-90-041 was constructed in substantial conformance with a stringline drawn from the nearest corners of the adjacent structures and deck (the deck was located entirely landward of the stringline and only a small portion of the structure extended seaward of the structural stringline).

The Commission notes that the proposed deck for the new residence extends approximately 1.5 ft. further seaward than the previously existing deck and that the proposed residence extends approximately 10 ft. or more further seaward than the previously existing structure. Therefore, the applicant is only seeking to extend the outer "envelope" of the development 1.5 ft. further seaward. The Commission finds that the LCP does not require the Commission to apply a stringline. The Commission further finds that, in the specific case of this project, the proposed extension of the house and deck will not result in the significant seaward encroachment by new development on the Carpinteria City Beach. Based on these determinations, the Commission finds that the proposed development is consistent with the LCP.

## **2. Sea Level Rise**

Sea level has been rising slightly for many years. Sea level rise is expected to increase by 8 to 12 inches in the 21<sup>st</sup> century.<sup>1</sup> There is a growing body of evidence that there has been a slight increase in global temperature and that an acceleration in the rate of sea level can be expected to accompany this increase in temperature. Mean water level affects shoreline erosion several ways and an increase in the average sea level will exacerbate all these conditions.

On the California coast the effect of a rise in sea level will be the landward migration of the intersection of the ocean with the shore. On a relatively flat beach, with a slope of 40:1, every inch of sea level rise will result in a 40-inch landward movement of the ocean/beach interface. For fixed structures on the shoreline, such as a single family residence, pilings, or seawalls, an increase in sea level will increase the inundation of the structure. More of the structure will be inundated or underwater than are inundated now and the portions of the structure that are now underwater part of the time will be underwater more frequently.

Accompanying this rise in sea level will be increased wave heights and wave energy. Along much of the California coast, the bottom depth controls the nearshore wave heights, with bigger waves occurring in deeper water. Since wave energy increases with the square of the wave height, a small increase in wave height can cause a significant increase in wave energy and wave damage. So, combined with the physical increase in water elevation, a small rise in sea level can expose previously protected back shore development to both inundation and wave attack, and those areas that are

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<sup>1</sup> Field et. al., Union of Concerned Scientists and the Ecological Society of America (November 1999) Confronting Climate Change in California, [www.ucsusa.org](http://www.ucsusa.org).

already exposed to wave attack will be exposed to more frequent wave attack with higher wave forces. Structures that are adequate for current storm conditions may not provide as much protection in the future.

A second concern with global warming and sea level rise is that the climatic changes could cause changes to the storm patterns and wave climate for the entire coast. As water elevations change, the transformation of waves from deep water will be altered and points of energy convergence and divergence could shift. The new locations of energy convergence would become the new erosion "hot spots" while the divergence points may experience accretion or stability. It is highly likely that portions of the coast will experience more frequent storms and the historic "100-year storm" may occur every 10 to 25 years. For most of California the 1982/83 El Niño event has been considered the "100-year storm." Certain areas may be exposed to storms comparable to the 1982/83 El Niño storms every few decades. In an attempt to ensure stability under such conditions, the Commission has required that all new shoreline structures be designed to withstand either a 100-year storm event, or a storm event comparable to the 1982/83 El Niño. Also, since it is possible that storm conditions may worsen in the future, the Commission has required that structures be inspected and maintained on a regular basis. The coast can be altered significantly during a major storm and coastal structures need to be inspected on a regular basis to make sure they continue to function as designed. If storm conditions worsen in future years, the structures may require changes or modifications to remain effective. In some rare situations, storm conditions may change so dramatically that existing protective structures may no longer be able to provide any significant protection, even with routine maintenance.

Therefore, if new development along the shoreline is to be found consistent with the Coastal Act, the most landward location must be explored to minimize wave attack with higher wave forces as the level of the sea rises over time. Shoreline protective devices must also be located as far landward as feasible to protect public access along the beach as discussed further below. Limiting the footprint of development on the landscape particularly in vulnerable habitats such as wetlands, areas subject to floods, and beaches, is probably the most important action Californians can take to minimize adverse impacts from sea level rise.<sup>8</sup>

In this case, the Commission notes that the proposed deck for the new residence extends approximately 1.5 ft. further seaward than the previously existing deck and the proposed residence extends approximately 10 ft. or more further seaward than the previously existing structure. However, although the proposed development will be located further seaward than the previously existing development on the subject site, the Commission finds that the project will not result in significant seaward encroachment by new development on a sandy beach. Further, the applicant has stated that a shoreline protective device is neither proposed or necessary to protect the

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<sup>8</sup> Field et. al., Union of Concerned Scientists and the Ecological Society of America (November 1999) *Confronting Climate Change in California*, [www.ucsusa.org](http://www.ucsusa.org).

proposed development. Therefore, to ensure that the proposed project is consistent with Policies 3-1 and 3-3 of the LCP and Section 30235 of the Coastal Act, and to ensure that the proposed project does not result in future adverse effects to coastal processes, Special Condition One (1) requires the applicant to record a deed restriction that would prohibit the applicant, or future land owner, from constructing a shoreline protective device for the purpose of protecting any of the development proposed as part of this application.

### **3. Shoreline Protective Devices**

In past permit actions, the Commission has found that the construction of a shoreline protection device, such as a seawall, results in significant adverse effects to shoreline sand supply and public access. The certified LCP, in recognition of the adverse effects to beach areas that results from the use of shoreline protection devices to protect development, includes several policies which limit the use of such devices. Policy 3-1 of the LCP, consistent with Section 30235 of the Coastal Act which has been included in the certified LCP as a guiding policy, provides that the construction of shoreline protection devices for existing development may be allowed only when no feasible less environmentally damaging alternative exists. Further, Policy 3-3 of the LCP prohibits the construction of new development on the dry sandy beach in order to avoid the need for the construction of seawalls for new development.

In the case of the proposed project, although no seawall is proposed, the project includes the construction of a 7 ft. high concrete block retaining wall approximately 1.5 ft. landward of the toe of the proposed deck. The proposed retaining wall is part of the foundation for the proposed deck and residence and the applicant's engineering consultant has indicated that the proposed retaining wall is not intended to function as a seawall. The Commission notes, pursuant to the above referenced policies of the LCP, that the construction of a shoreline protection device for development, may only be allowed when no feasible alternatives to the construction of the proposed seawall exist.

The construction of shoreline protective devices on a sandy beach has a number of adverse effects on both the dynamic shoreline system and public access along the sandy beach. Dr. Douglas Inman, renowned authority on Southern California beaches has found that, "the likely detrimental effect of the seawall on the beach can usually be determined in advance by competent analysis." Dr. Inman further explains the importance of the seawall's design and location as it relates to predicting the degree of erosion that will be caused by the shoreline protection device. He states:

***While natural sand beaches respond to wave forces by changing their configuration into a form that dissipates the energy of the waves forming them, seawalls are rigid and fixed, and at best can only be designed for a single wave condition. Thus, seawalls introduce a disequilibrium that usually results in the reflection of wave energy and***

*increased erosion seaward of the wall. The degree of erosion caused by the seawall is mostly a function of its reflectivity, which depends upon its design and location.<sup>2</sup>*

In past permit actions, the Commission has found that one of the most critical factors controlling the impact of a shoreline protection device on the beach is its position on the beach profile relative to the surf zone. All other things being equal, the further seaward the wall is, the more often and more vigorously waves interact with it. The best place for a seawall, if one is necessary, is at the back of the beach where it provides protection against the largest of storms. By contrast, a seawall constructed too near to the mean high tide line may constantly create problems related to frontal and end scour, as well as upcoast sand impoundment.

Even though the precise impact of a structure on the beach is a persistent subject of debate within the discipline of coastal engineering, and particularly between coastal engineers and marine geologists, it is generally agreed that a shoreline protective device will affect the configuration of the shoreline and beach profile whether it is a vertical bulkhead or a rock revetment. The main difference between a vertical bulkhead and rock revetment seawall is their physical encroachment onto the beach. However, it has been well documented by coastal engineers and coastal geologists that shoreline protective devices or shoreline structures in the form of either a rock revetment or vertical bulkhead will adversely impact the shoreline as a result of beach scour, end scour (the beach areas at the end of the seawall), the retention of potential beach material behind the wall, the fixing of the back beach and the interruption of alongshore processes. In order to evaluate these potential impacts relative to the proposed structure and its location in relation to the Carpinteria City beach, each of the identified effects will be evaluated below.

#### **a. Beach Scour**

Scour is the removal of beach material from the base of a cliff, seawall or revetment due to wave action. The scouring of beaches caused by seawalls is a frequently-observed occurrence. When waves impact on a hard surface such as a coastal bluff, rock revetment, or vertical bulkhead, some of the energy from the wave will be absorbed, but much of it will be reflected back seaward. This reflected wave energy in combination with the incoming wave energy, will disturb the material at the base of the seawall and cause erosion to occur in front and down coast of the hard structure. This phenomenon has been recognized for many years and the literature acknowledges that seawalls do affect the supply of beach sand.

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<sup>2</sup> Letter dated 25 February 1991 to Coastal Commission staff member and engineer Lesley Ewing from Dr. Douglas Inman.

In past permit actions, the Commission has found that shoreline protective devices which are subject to wave action tend to exacerbate or increase beach erosion. The following quotation summarizes a generally accepted opinion within the discipline of coastal engineering that, "Seawalls usually cause accelerated erosion of the beaches fronting them and an increase in the transport rate of sand along them."<sup>3</sup> Ninety-four experts in the field of coastal geology, who view beach processes from the perspective of geologic time, signed the following succinct statement of the adverse effects of shoreline protective devices:

*These structures are fixed in space and represent considerable effort and expense to construct and maintain. They are designed for as long a life as possible and hence are not easily moved or replaced. They become permanent fixtures in our coastal scenery but their performance is poor in protecting community and municipalities from beach retreat and destruction. Even more damaging is the fact that these shoreline defense structures frequently enhance erosion by reducing beach width, steepening offshore gradients, and increasing wave heights. As a result, they seriously degrade the environment and eventually help to destroy the areas they were designed to protect.<sup>4</sup>*

The above 1981 statement signed by 94 respected coastal geologists indicates that sandy beach areas available for public use can be harmed through the introduction of seawalls. Thus, in evaluating an individual project, the Commission assumes that the principles reflected in that statement are applicable. To do otherwise would be inconsistent with the Commission's responsibilities under the Coastal Act to protect the public's interest in shoreline resources and to protect the public's access along the ocean and to the water.

The impact of seawalls as they are related to sand removal on the sandy beaches is further documented by the State Department of Boating and Waterways:

*While seawalls may protect the upland, they do not hold or protect the beach which is the greatest asset of shorefront property. In some cases, the seawall may be detrimental to the beach in that the downward forces of water, created by the waves striking the wall rapidly remove sand from the beach.<sup>5</sup>*

Finally this observation was underscored more recently in 1987 by Robert G. Dean in "Coastal Sediment Processes: Toward Engineering Solutions":

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3 Saving the American Beach: A Position Paper by Concerned Coastal Geologists (March 1981, Skidaway Institute of Oceanography), pg. 4.

4 Saving the American Beach: A Position Paper by Concerned Coastal Geologists (March 1981, Skidaway Institute of Oceanography), pg. 4.

5 State Department of Boating and Waterways (formerly called Navigation and Ocean Development), Shore Protection in California (1976), page 30.



*Armoring can cause localized additional storm scour, both in front of and at the ends of the armoring...Under normal wave and tide conditions, armoring can contribute to the downdrift deficit of sediment through decreasing the supply on an eroding coast and interruption of supply if the armoring projects into the active littoral zone.<sup>6</sup>*

Dr. Craig Everts found that on narrow beaches where the shoreline is not armored, the most important element of sustaining the beach width over a long period of time is the retreat of the back beach and the beach itself. He concludes that:

*Seawalls inhibit erosion that naturally occurs and sustains the beach. The two most important aspects of beach behavior are changes in width and changes in the position of the beach. On narrow, natural beaches, the retreat of the back beach, and hence the beach itself, is the most important element in sustaining the width of the beach over a long time period. Narrow beaches, typical of most of the California coast, do not provide enough sacrificial sand during storms to provide protection against scour caused by breaking waves at the back beach line. This is the reason the back boundary of our beaches retreats during storms.<sup>7</sup>*

Dr. Everts further concludes that armoring in the form of a shoreline protection device interrupts the natural process of beach retreat during a storm event and that, "a beach with a fixed landward boundary is not maintained on a recessional coast because the beach can no longer retreat."

The Commission has observed this phenomenon up and down California's coast where a shoreline protection device has successfully halted the retreat of the shoreline, but only at the cost of usurping the beach. For example, at La Conchita Beach in Ventura County, placement of a rock revetment to protect an existing roadway has caused narrowing of the existing beach. Likewise, at City of Encinitas beaches in San Diego County, construction of vertical seawalls along the base of the bluffs to protect existing residential development above, has resulted in preventing the bluffs' contribution of sand to the beaches, resulting in narrowing.

As set forth in earlier discussion, Carpinteria City Beach has experienced periodic episodes of beach erosion resulting in significant damage to the residential development located along the shoreline. In addition, if a seasonal eroded beach condition occurs with greater frequency due to the placement of a shoreline protective device on the subject site, then the subject beach would also accrete at a slower rate. The Commission notes that many studies performed on both oscillating and eroding beaches have concluded that loss of beach occurs on both types of beaches where a shoreline protective device exists. Therefore, the Commission notes that the proposed

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6 Coastal Sediments '87.

7 Letter Report dated March 14, 1994 to Coastal Commission staff member and engineer Lesley Ewing from Dr. Craig Everts, Moffatt and Nichol Engineers.

bulkhead, over time, will result in potential adverse effects to the beach sand supply resulting in increased seasonal erosion of the beach and longer recovery periods.

The impacts of potential beach scour is important relative to beach use for two reasons. The first reason involves public access. The subject property is located immediately landward and adjacent to the Carpinteria City Beach (a public beach area) and approximately 400 ft. west (upcoast) of Carpinteria State beach. In addition, the subject site is located approximately 40 ft to the east (downcoast) from an existing public vertical accessway and public beach parking lot located at the terminus of Elm Avenue. If the beach scours at the base of the bulkhead, even minimal scouring in front of the proposed retaining wall/bulkhead will translate into a loss of beach sand available (i. e. erosion) at an accelerated rate than would otherwise occur under a normal winter season if the beach were unaltered. The second impact relates to the potential turbulent ocean condition. Scour at the face of a seawall will result in greater interaction with the wall and thus, make the ocean along Carpinteria City Beach more turbulent than it would along an unarmored beach area. Thus, the Commission has ordinarily required that shoreline protection devices be located as landward as possible in order to reduce adverse effects from scour and erosion.

In this case, the applicant's engineering consultant has indicated that the proposed retaining wall is not intended to function as a seawall. Further, the applicant has stated that a shoreline protective device is neither proposed or necessary to protect the proposed development. Therefore, to ensure that the proposed project is consistent with Policies 3-1 and 3-3 of the LCP and Section 30235 of the Coastal Act, and to ensure that the proposed project does not result in future adverse effects to coastal processes, Special Condition One (1) requires the applicant to record a deed restriction that would prohibit the applicant, or future land owner, from constructing a shoreline protective device for the purpose of protecting any of the development proposed as part of this application.

#### **b. End Effects**

End scour effects involve the changes to the beach profile adjacent to the shoreline protection device at either end. One of the more common end effects comes from the reflection of waves off of the shoreline protection device in such a way that they add to the wave energy which is impacting the unprotected coastal areas on either end. In addition, the Commission notes that the literature on coastal engineering repeatedly warns that unprotected properties adjacent to any shoreline protective device may experience increased erosion. Field observations have verified this concern. Although it is difficult to quantify the exact loss of material due to end effects, in a paper written

by Gerald G. Kuhn of the Scripps Institution of Oceanography, it is concluded that erosion on properties adjacent to a rock seawall is intensified when wave runup is high.<sup>8</sup>

An extensive literature search on the interaction of seawalls and beaches was performed by Nicholas Kraus in which he found that seawalls will have effects on narrow beaches or beaches eroded by storm activity. His research indicated that the form of the erosional response to storms that occurs on beaches without seawalls that are adjacent to beaches with seawalls is manifested as more localized toe scour and end effects of flanking and impoundment at the seawall.<sup>9</sup> Dr. Kraus' key conclusions were that seawalls could be accountable for retention of sediment, increased local erosion and increased end erosion. Kraus states:

*At the present time, three mechanisms can be firmly identified by which seawalls may contribute to erosion at the coast. The most obvious is retention of sediment behind the wall which would otherwise be released to the littoral system. The second mechanism, which could increase local erosion on downdrift beaches, is for the updrift side of the wall to act as a groin and impound sand. This effect appears to be primarily theoretical rather than actualized in the field, as a wall would probably fail if isolated in the surf zone. The third mechanism is flanking i.e. increased local erosion at the ends of walls.*

In addition, preliminary results of researchers investigating the length of shoreline affected by heightened erosion adjacent to seawalls concluded that:

*Results to date indicate that erosion at the ends of seawalls increases as the structure length increases. It was observed in both the experimental results and the field data of Walton and Sensabaugh (1978) that the depth of excess erosion is approximately 10% of the seawall length. The laboratory data also revealed that the along-coast length of excess erosion at each end of the structure is approximately 70% of the structure length.<sup>10</sup>*

A more comprehensive study was performed over several years by Gary Griggs which concluded that beach profiles at the end of a seawall are further landward than natural

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<sup>8</sup> Paper by Gerald G. Kuhn of the Scripps Institution of Oceanography entitled "Coastal Erosion along

Oceanside Littoral Cell, San Diego County, California" (1981).

<sup>9</sup> "Effects of Seawalls on the Beach", published in the Journal of Coastal Research, Special Issue #4, 1988.

<sup>10</sup> "Laboratory and Field Investigations of the Impact of Shoreline Stabilization Structures on Adjacent Properties" by W.G. McDougal, M.A. Sturtevant, and P.D. Komar in Coastal Sediments '87.

profiles.<sup>11</sup> This effect appears to extend for a distance of about 6/10 the length of the seawall and represents both a spatial and temporal loss of beach width directly attributable to seawall construction. These end effects would be expected only when the bulkhead was exposed to wave attack and, under equilibrium or accreting beach conditions, this scour will likely disappear eventually during post-storm recovery. The Commission notes that end effect erosion may be minimized by locating a proposed shoreline protection device as landward as possible in order to reduce the frequency that the seawall is subject to wave action. In this case, the applicant's engineering consultant has indicated that the proposed retaining wall is not intended to function as a seawall. Further, the applicant has stated that a shoreline protective device is neither proposed or necessary to protect the proposed development. Therefore, to ensure that the proposed project is consistent with Policies 3-1 and 3-3 of the LCP and Section 30235 of the Coastal Act, and to ensure that the proposed project does not result in future adverse effects to coastal processes, Special Condition One (1) requires the applicant to record a deed restriction that would prohibit the applicant, or future land owner, from constructing a shoreline protective device for the purpose of protecting any of the development proposed as part of this application.

#### **4. Conclusion**

The proposed project includes the demolition of more than 50% of an existing residence and the construction of a significantly larger new residence with a 7 ft. high concrete block retaining wall. The subject site is located between Sandyland Road and Carpinteria City Beach in a built-out area of Carpinteria consisting primarily of multi-family residential development. As previously discussed in detail, the Commission notes that Carpinteria City Beach is subject to periodic episodes of beach erosion and flooding from severe storm events and that the proposed development will be subject to potential wave action. In past years, the City of Carpinteria has constructed a large sand berm along Carpinteria City Beach (approximately 20 ft. seaward of the proposed deck dripline) on an annual basis (subject to a coastal development permit) to protect the private residential development located along Sandyland Road, including the subject site, which would otherwise be subject to potential wave action during storm events.

The Commission notes that the proposed deck for the new residence extends approximately 1.5 ft. further seaward than the previously existing deck and the proposed residence extends approximately 10 ft. or more further seaward than the previously existing structure. However, although the proposed development will be located further seaward than the previously existing development on the subject site,

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<sup>11</sup> "The Interaction of Seawalls and Beaches: Seven Years of Field Monitoring, Monterey Bay, California" by G. Griggs, J. Tait, and W. Corona, in *Shore and Beach*, Vol. 62, No. 3, July 1994.

the Commission finds that the project will not result in significant seaward encroachment by new development on a sandy beach.

As previously discussed, Carpinteria City Beach has experienced extreme erosion and scour during severe storm events, such as El Nino storms. It is not possible to completely predict what conditions the proposed residence may be subject to in the future. The construction of a shoreline protective device to protect new residential development would result in potential adverse effects to coastal processes, shoreline sand supply, and public access and would not be consistent with Policies 3-1 and 3-3 of the LCP and Section 30235 of the Coastal Act as included in the certified LCP as a guiding policy. In this case, the applicant's engineering consultant has indicated that the proposed retaining wall is not intended to function as a seawall. Further, the applicant has stated that a shoreline protective device is neither proposed or necessary to protect the proposed development. Therefore, to ensure that the proposed project is consistent with Policies 3-1 and 3-3 of the LCP and Section 30235 of the Coastal Act, and to ensure that the proposed project does not result in future adverse effects to coastal processes, Special Condition One (1) requires the applicant to record a deed restriction that would prohibit the applicant, or future land owner, from constructing a shoreline protective device for the purpose of protecting any of the development proposed as part of this application.

Therefore, for the reasons discussed above, the Commission finds that the proposed project is not consistent with Policies 3-1, 3-3, 3-8, 3-11, and 3-12 of the certified LCP or with Sections 30235, 30251, or 30253 of the Coastal Act which have been included in the certified LCP as guiding policies.

### **E. Public Access**

The City of Carpinteria Local Coastal Program, consistent with the Chapter 3 policies of the Coastal Act, mandates the provision of maximum public access and recreational opportunities along the coast. The LCP contains several policies which address the issues of public access and recreation along the coast.

**Policy 7-1** of the LCP states:

*For new developments between Sandyland Road and City Beach, the City shall determine the extent to which the land proposed for development has historically been used by the public for informal parking and beach access and shall require adequate provision for continuation of such use.*

**Policy 7-2** of the LCP states:

*No above-ground structure or other development, except for public health and safety purposes, and recreational facilities of a temporary nature (e.g., volleyball nets) shall be sited on any dry sandy beach within the City's jurisdiction.*

Policy 7-13 of the LCP states, in part:

*For all developments between the first public road and the ocean, granting of lateral easements to allow for public access along the shoreline shall be mandatory...At a minimum, the dedicated easement shall be adequate to allow for lateral access during periods of high tide.*

In addition to the above referenced policies of the LCP, all projects located between the first public road and the sea requiring a coastal development permit must be reviewed for compliance with the public access and recreation provisions of Chapter 3 of the Coastal Act.

Coastal Act Section 30210 states that:

*In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.*

Coastal Act Section 30211 states:

*Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.*

Coastal Act Section 30212(a) provides that in new shoreline development projects, access to the shoreline and along the coast shall be provided except in specified circumstances, where:

- (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources.*
- (2) adequate access exists nearby, or,*
- (3) agriculture would be adversely affected. Dedicated access shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway.*

Section 30220 of the Coastal Act states that:

*Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such use.*

As previously noted, in addition to any applicable policies of the LCP, all projects located between the first public road and the sea requiring a coastal development permit, such as the proposed project, must be reviewed for compliance with the public access and recreation provisions of Chapter 3 of the Coastal Act. Coastal Act sections 30210 and 30211 mandate that maximum public access and recreational opportunities be provided and that development not interfere with the public's right to access the

coast. Likewise, section 30212 of the Coastal Act requires that adequate public access to the sea be provided to allow use of dry sand and rocky coastal beaches. Based on the access and recreation sections of the Coastal Act, the Commission has required public access to and along the shoreline in new development projects and has required design changes in other projects to reduce interference with access to and along the shoreline.

The major access issue in this permit application is the occupation of sandy beach area by a structure and potential adverse effects on shoreline sand supply and public access in contradiction of Coastal Act policies 30211 and 30221. The subject site is located immediately landward and adjacent to the Carpinteria City Beach (a public beach area) and approximately 400 ft. west (upcoast) of Carpinteria State beach. In addition, the subject site is located approximately 40 ft to the east (downcoast) from an existing public vertical accessway and public beach parking lot located at the terminus of Elm Avenue.

The Commission must consider a project's direct and indirect effect on public areas of the beach. To protect public beach areas when beachfront development is proposed, the Commission must consider (1) whether the development or some portion of it will encroach on public beach (i.e., will the development be located below the mean high tide line as it may exist at some point throughout the year) and (2) if not located on public beach land, whether the development will indirectly affect public areas of the beach by causing physical impacts to tidelands and shoreline processes.

In the case of this project, the proposed development will be located further seaward than the previously existing development on the subject site. Specifically, the Commission notes that the proposed deck for the new residence extends approximately 1.5 ft. further seaward than the previously existing deck and that the proposed residence extends approximately 10 ft. or more further seaward than the previously existing structure. However, the Commission finds that the proposed residence will not result in significant seaward encroachment by new development on the sandy beach. As such, the Commission notes that the location of the proposed development will not result in significant adverse effects to public access along the sandy beach.

Although the applicant has not submitted any information regarding the location of the mean high tide line, the Commission notes, based on the width of the subject beach, that the proposed development is likely located landward of the mean high tide line. However, the Commission also notes that even structures located above the mean high tide line, may have an adverse effect on shoreline processes as wave energy reflected by those structures contributes to erosion and steepening of the shore profile, and ultimately to the extent and availability of tidelands. Specifically, the Commission notes that if a shoreline protection device results in increased beach erosion, the effect would be a reduction in the amount of beach available for public use. That is why the Commission also must consider whether a project will have indirect effects on public ownership and public use of shorelands.

In addition to a new development's effects on tidelands and on public rights protected by the common law public trust doctrine, the Commission must consider whether the project will affect a public right to use beachfront property, independent of who owns the underlying land on which the public use takes place. Generally, there are three additional types of public uses identified as: (1) the public's recreational rights in navigable waters guaranteed to the public under the California Constitution and state common law, (2) any rights that the public might have acquired under the doctrine of implied dedication based on continuous public use over a five-year period; and (3) any additional rights that the public might have acquired through public purchase or offers to dedicate.

The beaches of Carpinteria are extensively used by visitors of both local and regional origin and the Commission notes that attendance of recreational sites will continue to increase significantly over the coming years. The public has a right to use the shoreline under the public trust doctrine, the California Constitution and California common law. The Commission must protect those public rights by assuring that any proposed shoreline development does not interfere with or will only minimally interfere with those rights. The construction of a new seawall to protect the proposed new development would not be consistent with Policy 3-1 of the LCP and with Section 30235 of the Coastal Act which has been included in the LCP as a guiding policy. In this case, the applicant's engineering consultant has indicated that the proposed retaining wall is not intended to function as a seawall. Further, the applicant has stated that a shoreline protective device is neither proposed or necessary to protect the proposed development. Therefore, to ensure that the proposed project is consistent with Policies 3-1 and 3-3 of the LCP and Section 30235 of the Coastal Act, and to ensure that the proposed project does not result in future adverse effects to coastal processes, Special Condition One (1) requires the applicant to record a deed restriction that would prohibit the applicant, or future land owner, from constructing a shoreline protective device for the purpose of protecting any of the development proposed as part of this application.

Therefore, the Commission finds that the proposed project is consistent with the public access and recreation policies of the Coastal Act and with the certified Carpinteria Local Coastal Program.

## **F. Visual Resources**

Policy 4-1 of the LCP states, in part, that:

***Broad unobstructed views from the nearest public street to the ocean...shall be preserved to the extent feasible. In addition, new development located on or adjacent to bluffs, beaches, or streams, or adjacent to Carpinteria Marsh shall be designed and sited prevent adverse impacts on the visual quality of these resources.***



Policy 4-1 of the LCP requires that new development be designed and sited in order to prevent any adverse impacts to public views to and along the Carpinteria shoreline. In addition, Coastal Act Section 30251, which is included in the certified LCP as a guiding policy, requires that visual qualities of coastal areas shall be considered and protected and, where feasible, degraded areas shall be enhanced and restored.

The subject site is located immediately landward and adjacent to the Carpinteria City Beach (a public beach area) and approximately 400 ft. west (upcoast) of Carpinteria State beach. In addition, the subject site is located approximately 40 ft to the east (downcoast) from an existing public vertical accessway and public beach parking lot located at the terminus of Elm Avenue. As previously discussed in detail, the proposed development will be located further seaward than the previously existing development on the subject site. Specifically, the Commission notes that the proposed deck for the new residence extends approximately 1.5 ft. further seaward than the previously existing deck and that the proposed residence extends approximately 10 ft. or more further seaward than the previously existing structure. However, in the case of the proposed project, the Commission notes that the proposed project will not result in the significant seaward encroachment by new development on the sandy beach or result in adverse effects public views to or along the sandy beach.

Therefore, the Commission finds that the proposed project is not consistent with Policy 4-1 of the LCP or with Section 30251 of the Coastal Act which has been included in the certified LCP as a guiding policy.

## **G. Violations**

Development has occurred on the subject site without the required coastal development permit consisting of the partial demolition (820 sq. ft.) of an existing 1,620 sq. ft. single family residence with 500 sq. ft. of non-habitable underfloor area and a 3 ft. high retaining wall; and the construction of a new 2,130 sq. ft. single family residence with a 1,000 sq. ft. basement and a 7 ft. high retaining wall. Although a coastal development permit is required for the proposed project, the proposed project was approved, in error, by the City pursuant to an administrative building permit on November 16, 1998. All proposed development has already been constructed.

Although construction has taken place prior to the issuance of a coastal development permit, consideration of the application by the Commission has been based solely upon the policies of the certified Carpinteria Local Coastal Program and the Chapter 3 public access and recreation policies of the Coastal Act. Approval of this permit does not constitute a waiver of any legal action with regard to potential violations nor does it constitute an admission as to the legality of any development undertaken on the subject site without a coastal permit.

In addition, during the course of processing this application, staff has discovered other development on the subject site which appears to have occurred without the required coastal development permit including additions to existing structures and the seaward extension of development on a sandy beach in 1982 and 1983, as well as a subdivision/tentative condominium tract map for the conversion of the parcel from a single lot with two duplex apartment units to two single family residence condominiums in 1987. This additional unpermitted development is not included as part of this application and will require a future follow-up application for a coastal development permit that seeks to resolve the apparently unpermitted subdivision/tentative condominium tract map change or additions to an existing structure.

## **H. CEQA**

Section 13096(a) of the Commission's administrative regulations requires Commission approval of Coastal Development Permit application to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(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 Commission finds that, the proposed project, as conditioned will not have significant adverse effects on the environment, within the meaning of the California Environmental Quality Act of 1970. Therefore, the proposed project, as conditioned, has been adequately mitigated and is determined to be consistent with CEQA and the policies of the Coastal Act.

**SMH-VNT**

File smh/permits/regular/a-4-cpn-99-119 clemens revised findings

## APPENDIX

### STUDIES AND PUBLICATIONS

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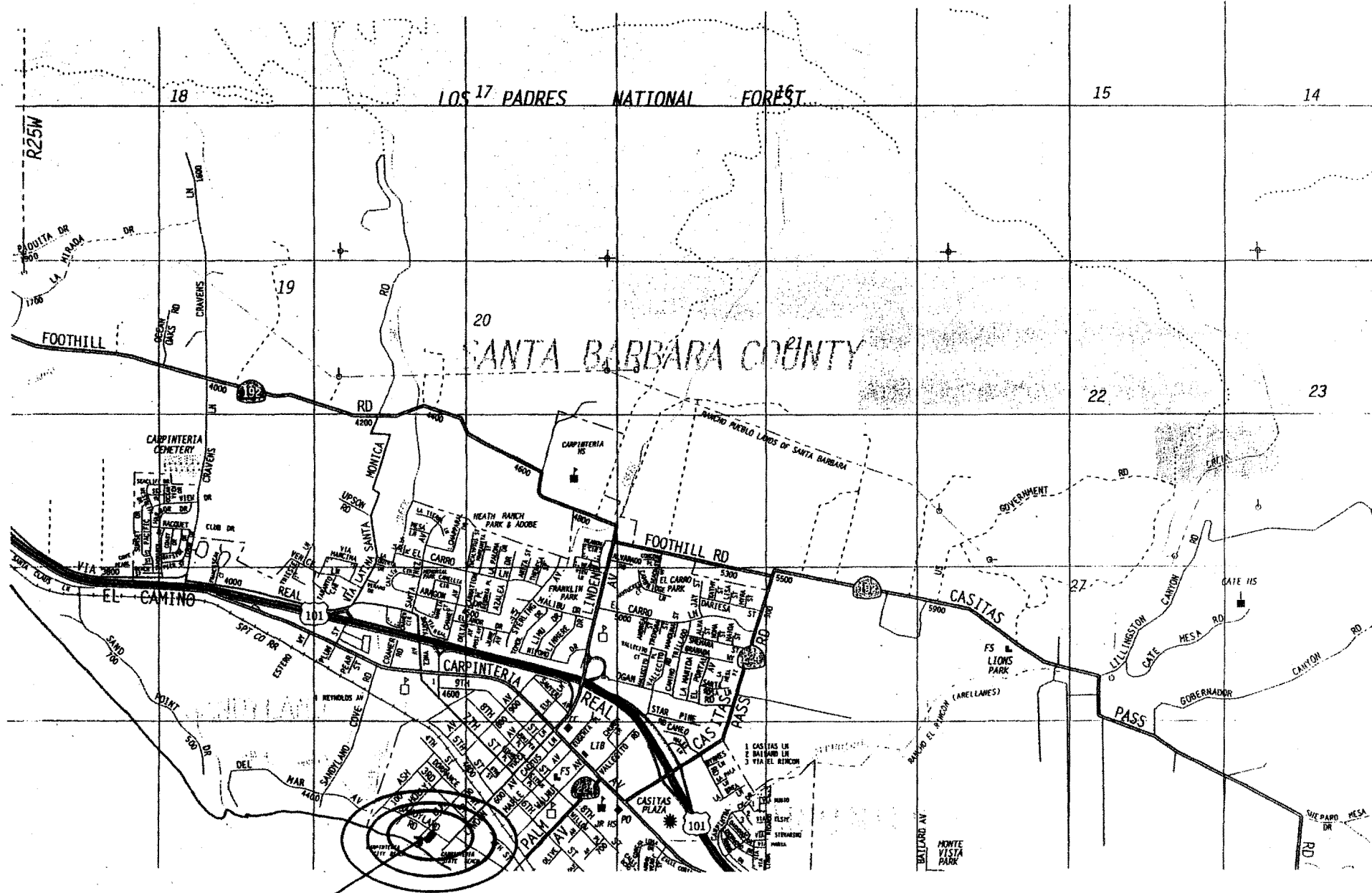
Tait, J.F and G.B. Griggs. "Beach Response to the Presence of a Seawall: A Comparison of Field Observations". Shore and Beach. Vol. 58, No. 2, pp 11-28. 1990.

Thompson, "Seasonal Orientation of California Beaches". Shore and Beach (Vol. 55, Nos. 3-4). July 1987.

### LETTERS and MEMOS

Letter to Lesley Ewing from Douglas Inman, Ph.D., February 25, 1991

Letter to Lesley Ewing from Dr. Craig Everts of Moffatt and Nichols Engineers, March 14, 1994

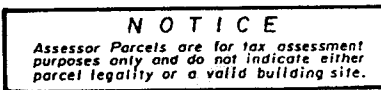


Project Site

**EXHIBIT 1**

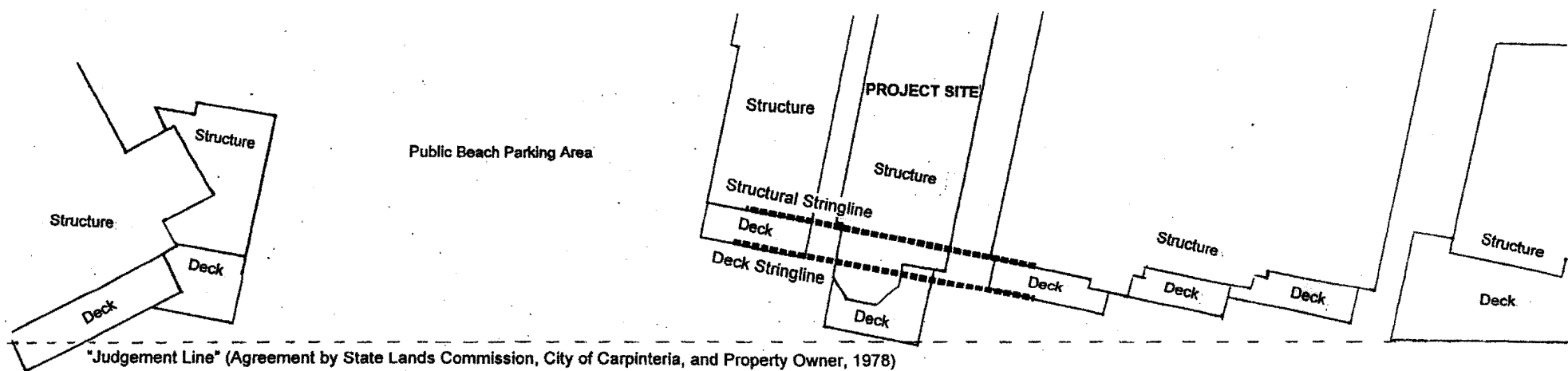
**CDP A-4-CPN-99-119 (Clemens/Loeks Trust)**

**Location Map**



Assessor's Map Bk. 3 - Pg. 85  
County of Santa Barbara, Calif.

## Parcel Map



Carpinteria City Beach

**EXHIBIT 3**

**CDP A-4-CPN-99-119 (Clemens/Loeks Trust)**

**Site Plan/Seaward Limit of Development**

**EXHIBIT 4**

**CDP A-4-CPN-99-119 (Clemens/Loeks Trust)  
Floor Plans (First Floor/Basement)**

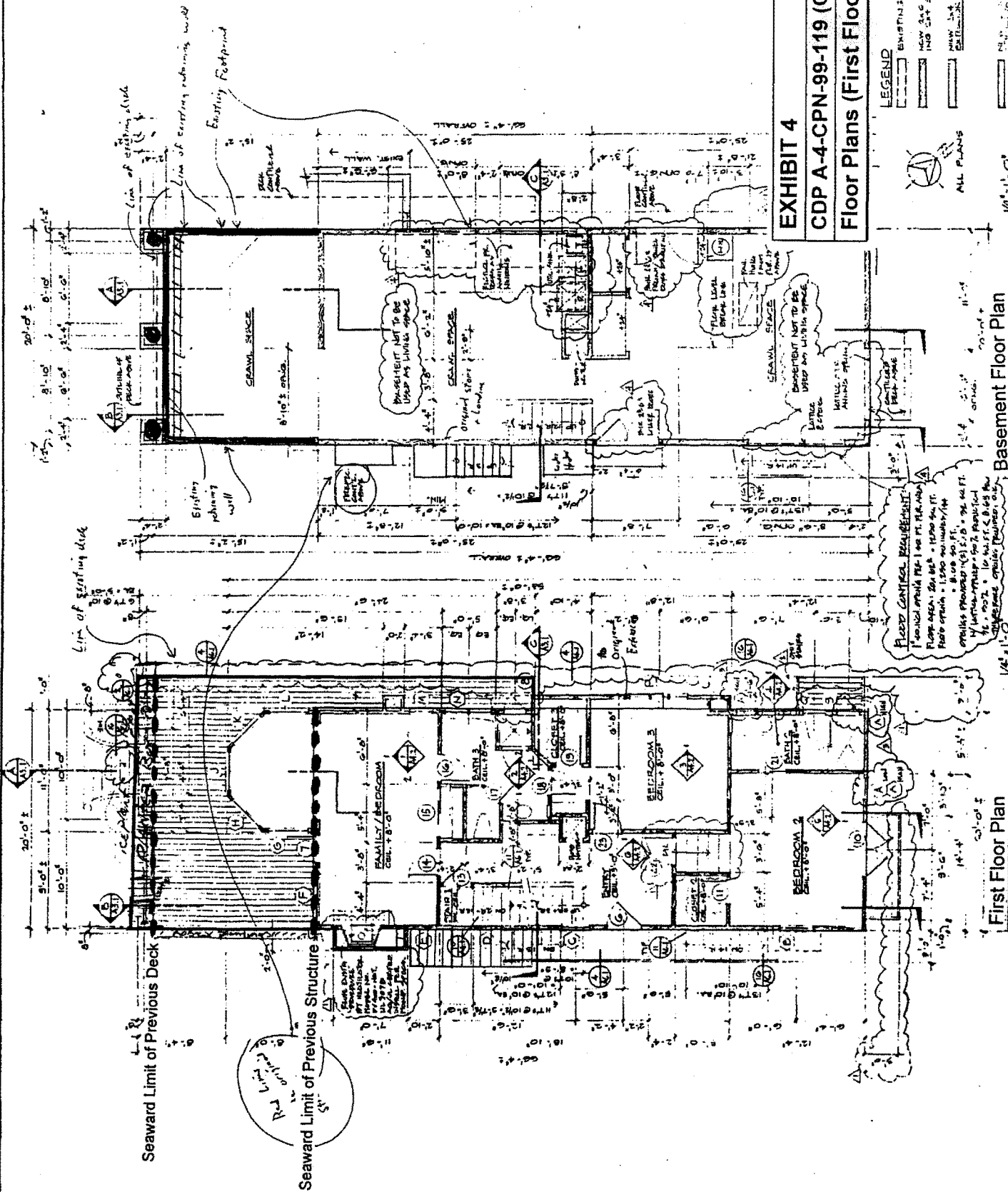
02/03/20

EXPENSES TO THE NATIONAL

ALL PLANTS

## Basement Floor Plan

## First Floor Plan



REVISIONS	
1	5-11
2	
3	
4	
5	
6	
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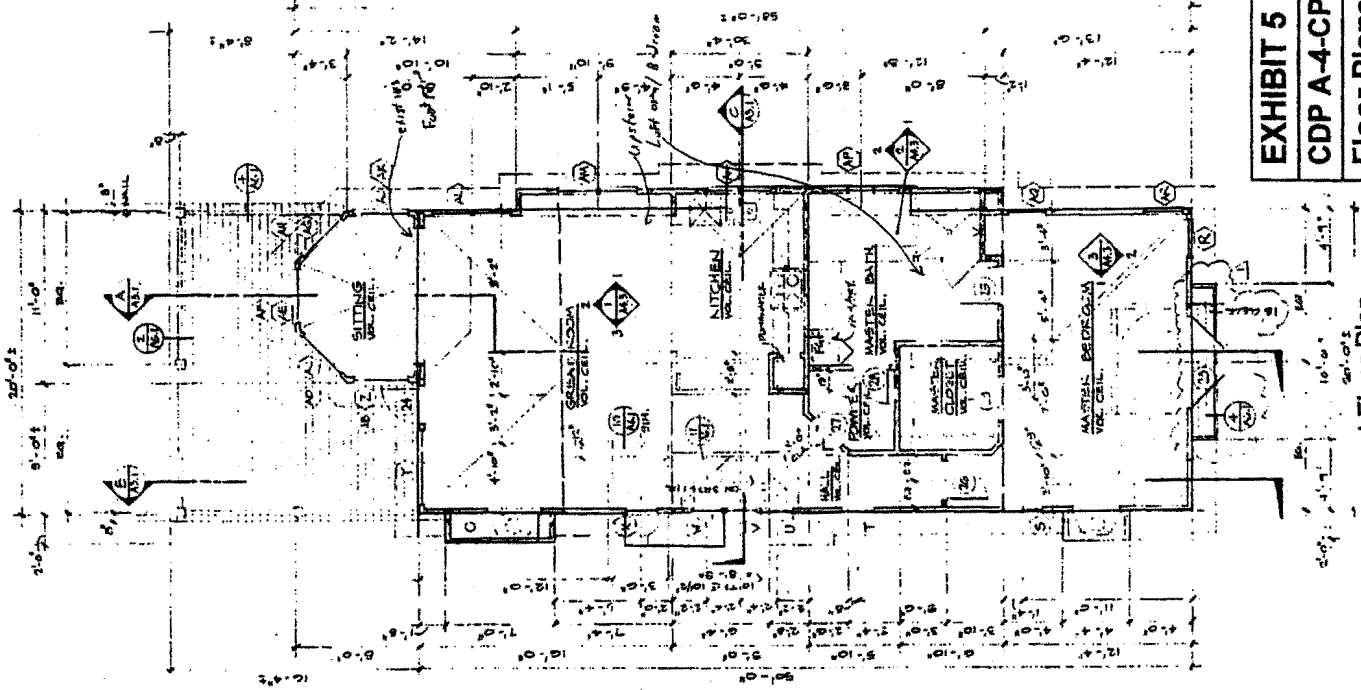
REMODEL FOR  
CHRISTOPHER CLEMENS AND LANNIE LOEKS  
4921 Sandylane Ave., Carpinteria, CA. 93013  
(805)644-1557

LEGEND  
NEW 2x4 STUDS @ 16" O.C. N/A  
EXISTING WALLS & CEILING

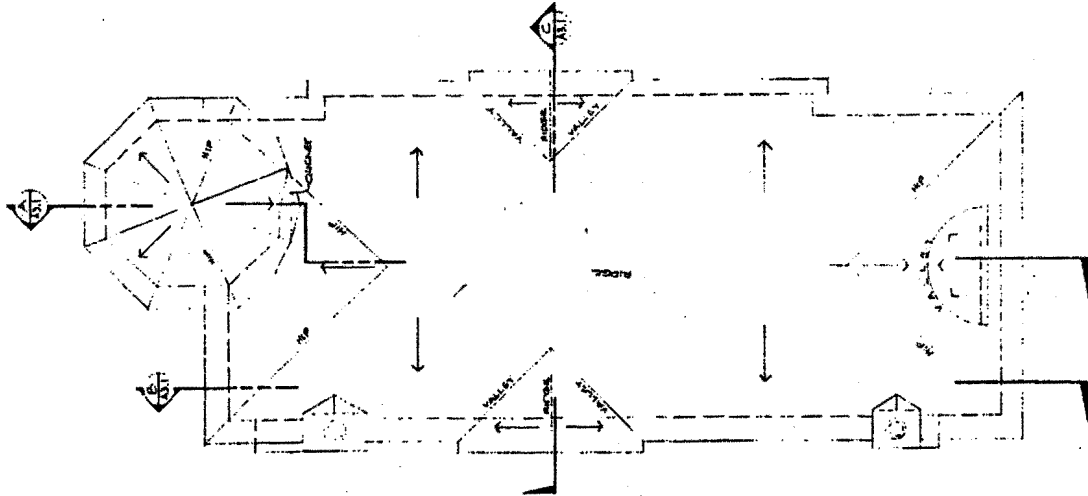
# EXHIBIT 5

CDP A-4-CPN-99-119 (Clemens/Loeks Trust)

Floor Plans (Second Floor)



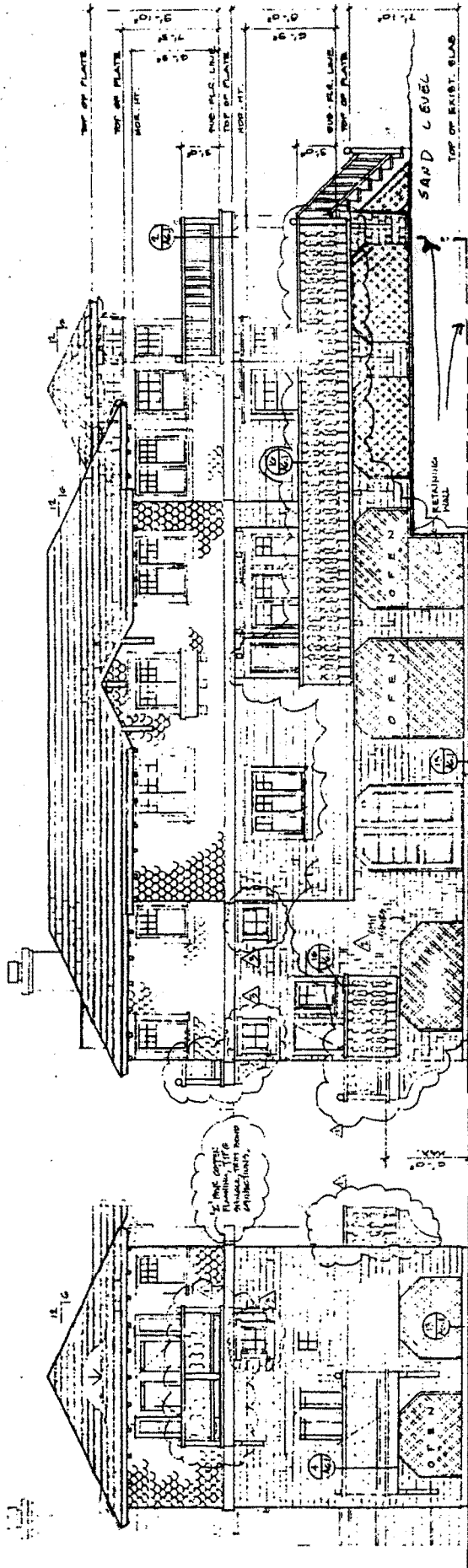
Second Floor Plan



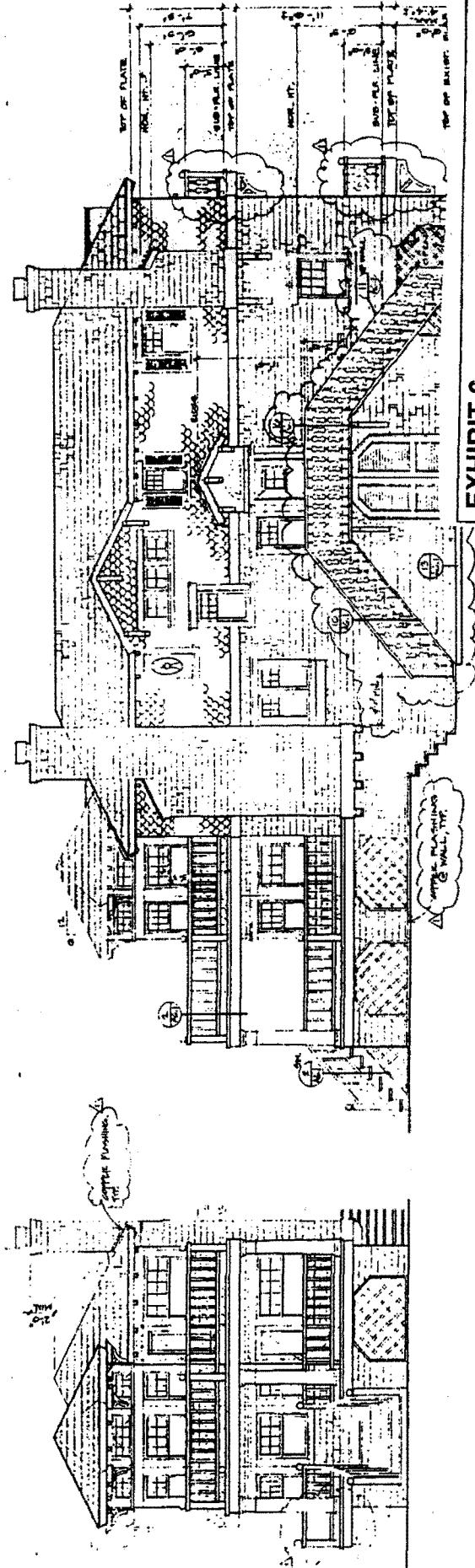
Roof Plan

14'-0" x 14'-0"





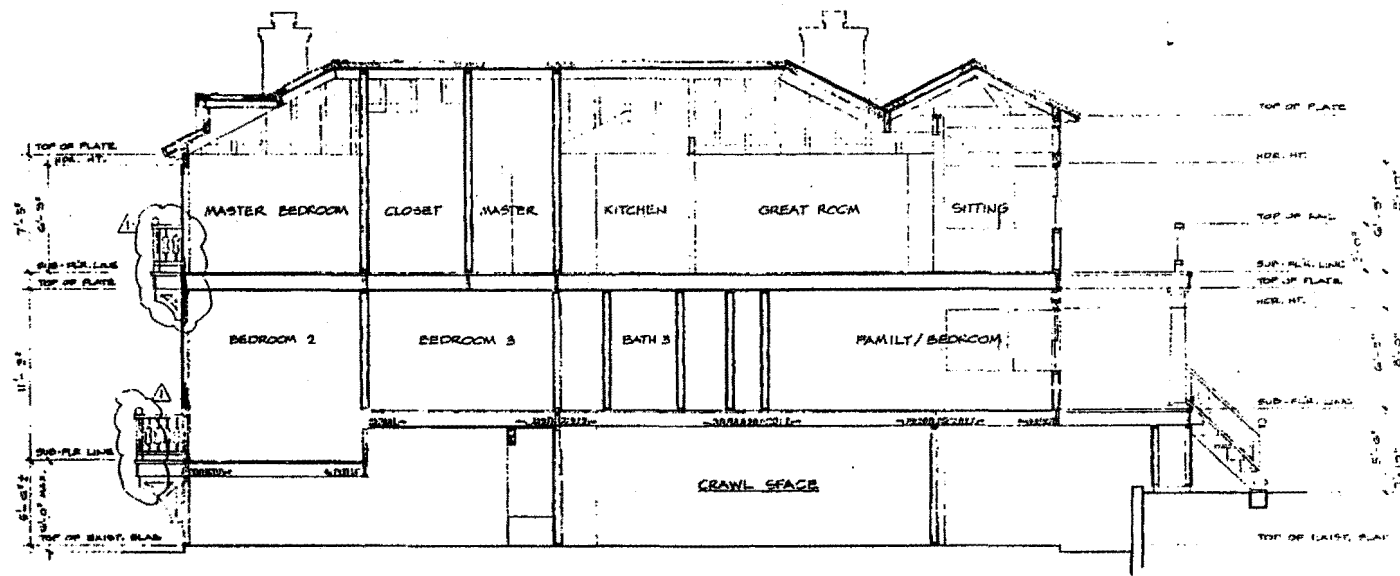
NORTH ELEVATION 1/4" = 1'-0"



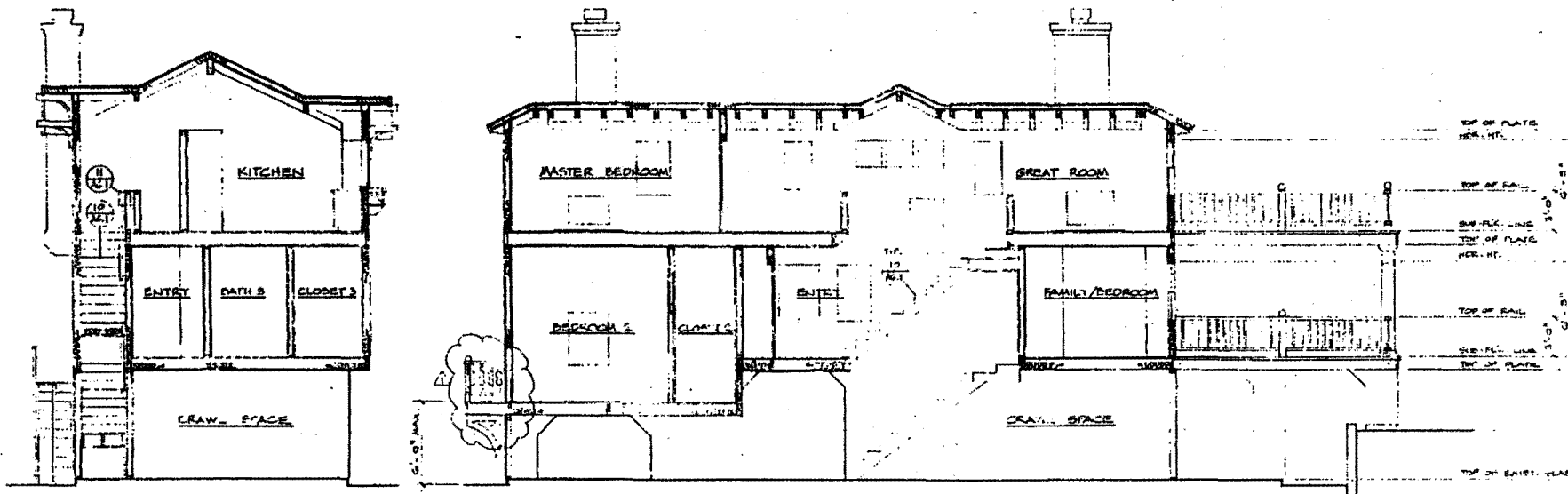
SOUTH ELEVATION 14'-1'-2"

## EXHIBIT 6

**CDP A-4-CPN-99-119 (Clemens/Loeks Trust)**



SECTION 1/4"=1'-0" (A)

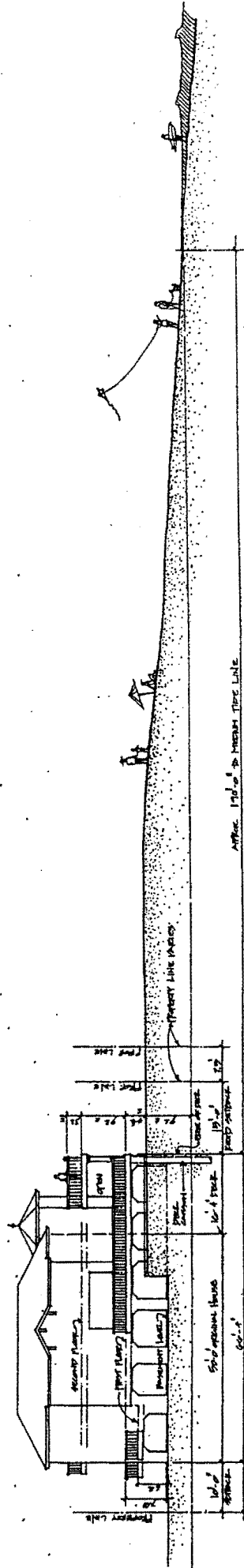


SECTION 1/4"=1'-0" (C)

SECTION 1/4"=1'-0" (B)

REMODEL FOR  
CHRISTOPHER CLEMENS AND LANNIE LOCKS  
4921 Safford Ave., Carpinteria, CA. 93013  
(805) 684-1557

**EXHIBIT 7**  
**CDP A-4-CPN-99-119 (Clemens/Loeks Trust)**  
**Structural Cross Sections**



CLEMENS & LOEKS RESIDENCE / BEACH SECTION  
 8-1-13 10-9-11 POWER LINES, MAINTENANCE

# EXHIBIT 8

CDP A-4-CPN-99-119 (Clemens/Loeks Trust)

Cross Section of Subject Site

