CALIFORNIA COASTAL COMMISSION

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Filed: 49th Day: 180th Day: August 5, 2002 September 23, 2002 February 1, 2003

Staff: Staff Report: Hearing Date:

FSY-LB FSY November 21, 2002 December 10-13, 2002

Commission Action:

STAFF REPORT: REGULAR CALENDAR

APPLICATION NUMBER:

5-01-453

RECORD PACKET COPY

APPLICANTS:

Douglas & Sandra Jackson

AGENT:

William Peters & Associates; Attn: William Peters

PROJECT LOCATION:

3631 Ocean Boulevard, City of Newport Beach, County of Orange

PROJECT DESCRIPTION:

Demolition of an existing two story single-family home (2,924 square feet) and construction of a new three story single-family home (5,494 square feet) on a coastal bluff face with a 450 square foot two car garage and a total of 500 square feet for decks located on all three floors. Due to sloping terrain, the rooftop of the proposed home will be at the same elevation as the curb on Ocean Boulevard. The project also includes paving, retaining walls, fencing, lighting, landscaping and irrigation. There will be 1,845 cubic yards of grading, 20 cubic yards of fill and 1,820 cubic yards of export to an

area outside of the coastal zone.

SUMMARY OF STAFF RECOMMENDATION:

The subject site is a coastal bluff face lot located between the first public road and the sea in Corona Del Mar (Newport Beach). The proposed Lower Level deck located at the rear portion of the proposed home is seaward of a deck stringline. Commission staff recommends that the Lower Level deck be modified so that it conforms with the deck stringline setback. The primary issues addressed in this staff report are the conformance of the proposed development with the geologic hazard, visual resources and public access policies of the Coastal Act.

Staff is recommending <u>APPROVAL</u> of the proposed project with seven (7) special conditions regarding: 1) assumption of risk; 2) future development restriction; 3) evidence of conformance with geotechnical recommendations; 4) revised plans showing adherence to the rear yard deck stringline setback; 5) a drainage and run-off control plan; 6) a revised landscaping plan; and 7) a deed restriction against the property, referencing all of the Special Conditions contained in this Staff Report.

LOCAL APPROVALS RECEIVED: Negative Declaration for the proposed project "Jackson Residence (PA 2001-062)" by the City of Newport Beach Planning Department; Approval in Concept (#2561-2001) from the City of Newport Beach Planning Department dated November 19, 2001; Variance No. 2001-001 & Modification Permit No. 2001-092 from the City of Newport Beach

Planning Department; Encroachment Permit No. N2002-0034 from the City of Newport Beach Public Works Department; and Encroachment Agreement approved by the City of Newport Beach City Council dated April 4, 2002.

SUBSTANTIVE FILE DOCUMENTS: Coastal Development Permits 5-98-353 (Spataro) and 5-98-135 (Slack), 5-97-061 (Feldman); City of Newport Beach Land Use Plan, letter to William Peters (Agent) from staff dated December 28, 2001; letter to staff from William Peters received June 6, 2002; letter to William Peters (Agent) from staff dated July 5, 2002; letter from William Peters (Agent) to staff dated July 31, 2002; and *Geotechnical Investigation, Proposed Single-Family Residence, 3631 Ocean Boulevard, Corona Del Mar, California.* (J.N. 358-00) dated June 5, 2001 prepared by Petra.

LIST OF EXHIBITS

- 1. Location Map
- 2. Assessor's Parcel Map
- 3. Site Pan/Roof Plan
- 4. Floor Plans
- 5. Elevations Plans
- 6. Section Plans
- 7. Grading Plans/Drainage Plans
- 8. Landscape Hardscape Plan
- 9. Landscaping/Planting Plan
- 10. Irrigation Plan
- 11. Foundation Plan

STAFF RECOMMENDATION:

Staff recommends that the Commission adopt the following motion and resolution:

MOTION:

"I move that the Commission approve Coastal Development Permit No. 5-01-453 pursuant to the staff recommendation."

Staff recommends a <u>YES</u> vote. Passage of this motion will result in approval of the permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

I. APPROVAL WITH CONDITIONS

The Commission hereby **GRANTS** a coastal development permit for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the policies of Chapter 3 of the Coastal Act and 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. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been

incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

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.
- 3. <u>Interpretation.</u> Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 4. <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.
- 5. <u>Terms and Conditions Run with the Land.</u> These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. SPECIAL CONDTIONS

1. Assumption of Risk, Waiver of Liability and Indemnify

A. By acceptance of this permit, the applicants acknowledge and agree (i) that the site may be subject to hazards from flooding and wave uprush; (ii) to assume the risks to the applicants 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.

2. Future Development

A. This permit is only for the development described in Coastal Development Permit No. 5-01-453. Pursuant to Title 14 California Code of Regulations Section 13250(b)(6), the exemptions otherwise provided in Public Resources Code Section 30610(a) shall not apply to the development governed by Coastal Development Permit No. 5-01-453. Accordingly, any future improvements to the single family

house authorized by this permit, including but not limited to change in use from a permanent residential unit and repair and maintenance identified as requiring a permit in Public Resources Section 30610(d) and Title 14 California Code of Regulations Sections 13252(a)-(b), shall require an amendment to Permit No. 5-01-453 from the Commission or shall require an additional coastal development permit from the Commission or from the applicable certified local government.

3. Conformance with Geotechnical Recommendations

- A. All final design and construction plans, including foundations, grading and drainage plans, shall be consistent with all recommendations contained in the geologic engineering investigation: Geotechnical Investigation, Proposed Single-Family Residence, 3631 Ocean Boulevard, Corona Del Mar, California. (J.N. 358-00) dated June 5, 2001 prepared by Petra.
- B. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants 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 the recommendations specified in the above-referenced geologic engineering report.
- C. 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 amendment unless the Executive Director determines that no amendment is required.

4. Revised Project Plans

- A. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit, for the Executive Director's review and approval, two (2) full size sets of revised project plans. The revised plans shall demonstrate that the lower level deck has been modified to conform to the deck stringline based on the Commission's practice of using the stringline.
- B. The permittees 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 amendment to this coastal development permit unless the Executive Director determines that no amendment is required.

5. Drainage and Runoff Control Plan

A. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit, for review and approval of the Executive Director, a drainage and runoff control plan. The drainage and runoff control plan shall show that all roof drainage, including roof gutters and collection drains, and sub-drain systems for all landscape and hardscape improvements for the residence and all

- yard areas, shall be collected on site for discharge to the street through piping without allowing water to percolate into the ground.
- B. The permittees shall undertake development in accordance with the approved final plan. Any proposed changes to the approved final plan shall be reported to the Executive Director. No changes to the approved final plan shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that no amendment is required.
- C. The applicants shall maintain the functionality of the approved drainage and runoff control plan to assure that water is collected and discharged to the street without percolating into the ground.

6. Landscaping Plan

- A. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit, for the review and approval of the Executive Director, a landscaping plan that demonstrates the following:
 - (1) All planting shall provide 90 percent coverage within 90 days and shall be repeated if necessary to provide such coverage;
 - (2) All plantings shall be maintained in good growing condition throughout the life of the project, and whenever necessary, shall be replaced with new plant materials to ensure continued compliance with the landscape plan;
 - (3) Landscaped areas in the rear yard area not occupied by hardscape shall be planted and maintained for erosion control and native habitat enhancement purposes. To minimize the need for irrigation and minimize encroachment of non-native plant species into adjacent existing native plant areas all landscaping shall consist of native or non-native non-invasive, drought resistant plants.
 - (4) Landscaped areas in the front yard area shall consist of native or non-native non-invasive, drought tolerant plants.
 - (5) No permanent in-ground irrigation systems shall be installed on site. Temporary above ground irrigation is allowed to establish plantings.
- B. The permittees shall undertake development in accordance with the approved plan. Any proposed changes to the approved final plan shall be reported to the Executive Director. No changes to the approved final plans shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that no amendment is required.

7. Deed Restriction

PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit to the Executive Director for review and approval documentation demonstrating that the landowners have executed and recorded against the parcel(s) governed by this permit a deed restriction, in a form and content acceptable to the Executive Director: (1) indicating that, pursuant to this permit, the California Coastal Commission has authorized development on the subject property, subject to terms and conditions that restrict the use and enjoyment of that property; and (2) imposing the Special Conditions of this permit as covenants, conditions and restrictions on the use and enjoyment of the Property. The deed restriction shall include a legal description of the entire parcel or parcels governed by this permit. The deed restriction shall also indicate that, in the event of an extinguishment or termination of the deed restriction for any reason, the terms and conditions of this permit shall continue to restrict the use and enjoyment of the subject property so long as either this permit or the development it authorizes, or any part, modification, or amendment thereof, remains in existence on or with respect to the subject property.

IV. FINDINGS AND DECLARATIONS

The Commission hereby finds and declares:

A. Project Location and Project Description

The proposed single-family residence is on a lot situated on the seaward side of Ocean Boulevard at the intersection of Poinsettia Avenue and Ocean Boulevard in the community of Corona del Mar (Newport Beach) (Exhibits #1-2). These bluff lots have garages at the Ocean Boulevard street level and residential development in this area is located on and down the bluff face. Ocean Boulevard terminates at a city park overlooking Little Corona Beach/Buck Gully to the Southeast and a vista viewpoint to Corona del Mar State Beach to the north (Exhibit #1).

The project is located within an existing developed urban residential area and the historic bluff has been substantially altered by other similar residential structures. The residential development along this southern portion of Ocean Boulevard, south of Inspiration Point, is located on the coastal bluff face. These bluff lots have garages at the Ocean Boulevard street level and the residences are stepped down the bluff face. To the Northeast of the project site is Ocean Boulevard. To the Northwest and Southeast is existing single-family residential development. To the Southwest of the site are a natural sea bluff and the Pacific Ocean. Seaward of the existing residence is a relatively small sloping area with an average slope of approximately 1:1 above a near vertical cliff with an average slope of approximately 1:5. The sea bluff descends steeply 50-60 feet to an approximately 30 foot wide gravel and cobble beach. The upper portion of the bluff consists of ice plant, weeds, grasses and occasional trees. The lower portion of the bluff is essentially bare.

The proposed development consists of the demolition of an existing two story single-family home (2,924 square feet) constructed in 1962 and replacing it with a new three story single-family home (5,494 square feet) on a coastal bluff face with a 450 square foot two car garage and a total of 500 square feet for decks located on all three floors (Exhibits #3-11). Due to sloping terrain, the rooftop of the proposed home will be at the same elevation as the curb on Ocean Boulevard. The

project also includes: removal of an existing gunite "V" ditch along the lower level area, paving, retaining walls, elevator, spa, storm drain lift station, stairs, fencing, lighting, landscaping and irrigation. In addition, the proposed project includes the changes to the existing driveway and front yard landscaping presently located within the public right of way. There will be 1,845 cubic yards of grading, 20 cubic yards of fill and 1,820 cubic yards of export to an area outside of the coastal zone. Also, a caisson and grade beam foundation system will be used.

The proposed project received a Variance to exceed established height limits of the Zoning Code due to unique topographical circumstances. The project, as proposed, requires a Variance to exceed the 24/28 feet height limit. However, City of Newport Beach Municipal Code also requires that roof heights on new construction do not exceed the top of the curb height at Ocean Boulevard as is the proposed project. The garage rooftop elevation, as proposed, will be at the elevation of the Ocean Boulevard curb. The rear portion of the upper level of the proposed residence will exceed the 24 foot height limit by approximately 10'-6", as it will be approximately 34 feet high, but it will still not exceed the top of the curb height of Ocean Blvd. The proposed project also received a Modification Permit to deviate from the required front yard setback of 10 feet by reducing it to a 0' to 4' front yard setback

Variance, Modification Permit and Encroachment Permit

The proposed development conforms with the applicable standards for development in the R-1 District, except for the height of the rear portion of the home exceeding the 24 foot height limit, as it will be approximately 34 feet high, and encroachments into the front yard setback area. The City of Newport Beach approved both of these exceptions. The Modification Permit and Encroachment Permit that allows the encroachments into the front yard setback were issued in conjunction for the siting of garages and driveways. The elevation of the proposed residence will be at the same elevation of the top of curb of Ocean Boulevard. The Variance was issued to allow the project to exceed the allowable height for the proposed home, so that a larger home can be constructed.

The proposed encroachments within the Ocean Boulevard right of way will be below curb level and will not obstruct the view of adjacent residents and/or properties on the other side of Ocean Boulevard or public views toward the ocean from Ocean Boulevard. The proposed landscaping was approved with a conditioned height restriction to the views of other residents and pedestrians along the street and sidewalk of Ocean Boulevard by the City of Newport Beach Planning Department. The proposed improvements to occur in the public right of way are: 1) grouted limestone tiles over a concrete base patio; 2) lighted concrete steps with sandblast finish; 3) three lighted concrete planter areas; 4) additional planter areas with stainless steel railings and lights and 5) a sawcut pattern concrete driveway with sandblast finish and cantilevered planters with lights (Exhibit #8).

B. Geological Hazard

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

New development shall:

(I) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.

5-01-453 (Jackson) Regular Calendar Page 8 of 19

(2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

The findings in this section of the staff report include generalized findings regarding the susceptibility of coastal bluffs to erosion and site-specific findings from the geological report.

1. General Findings on Bluff Erosion

The proposed development is located on a coastal bluff, which is subject to wave attack and erosion. Coastal bluffs in California are located at the intersection of land and ocean, are composed of relatively recent uplifted geologic materials and are exposed to severe weathering forces.

Coastal bluff erosion is caused by a combination of inherent environmental factors and erosion caused by man. Environmental factors include gravity, seismicity, wave attack, wetting and drying of bluff face soils, wind erosion, salt spray erosion, rodent burrowing and piping, percolation of rain water, poorly structured bedding, surface water runoff and poorly consolidated soils.

Factors attributed to man include: improper irrigation practices; building too close to the bluff edge; improper site drainage; use of impermeable surfaces which concentrate runoff; use of water-dependent vegetation; pedestrian or vehicular movement across the bluff top, face and toe, and breaks in irrigation lines, water or sewer lines. In addition to irrigation water or runoff at the bluff top, increased residential development inland leads to increased water percolating beneath the surface soils and potentially outletting on the bluff face along fracture lines in the bluff or points of contact of different geologic formations, forming a potential slide plane.

2. Site Specific Bluff Information

Erosion

To address bluff erosion, the applicants have submitted a geotechnical investigation prepared by Petra (J.N. 358-00) dated June 5, 2001. The geotechnical investigation states: "Based on information obtained during our review of available literature and on our geotechnical investigation, the coastal sea bluff comprising the southwesterly portion of the property is considered to be grossly stable and free from mass movement and excessive erosion. This conclusion is based on the favorable structure of the Monterey Formation bedrock and terrace deposits and on the thick growth of protective vegetation that covers the upper portion of the slope." It further states: "Minor erosion and spalling of the slope face may occur locally due to weathering of the bedrock, the relative steepness of the bluff face, and to the effects of rain and irrigation water. Small block failures may also occur to localized out-of-slope bedding resulting from the intense folding of the bedrock."

The toe of the coastal bluffs at the proposed development site are subject to wave attack and erosion caused by the environmental and human factors mentioned above. However, the geotechnical investigation notes that: "...the site is protected from westerly facing swells by the Newport Harbor jetties and the base of the bluff is partially protected from wave erosion by very hard and resistant bedrock that extends from the base of the bluff into the ocean. This acts as a buffering zone which dissipates the erosional energy of the waves."

5-01-453 (Jackson) Regular Calendar Page 9 of 19

Although the coastal sea bluff comprising the southwesterly portion of the property is considered to be grossly stable and free from mass movement, a conservative estimate of 10 feet of bluff erosion over the next 50 years may be anticipated is stated in the geotechnical investigation. The site is eroding and the rate of erosion can be accelerated by heavy rainfall, storm surges, and poor landscaping, irrigation and maintenance practices. The geotechnical investigation determined that no additional measures for mitigation of erosion are recommended provided that the existing slope protection and proper landscaping are maintained.

Along the urbanized seacliffs of southern California, geologic instability has been increased through the addition of large volumes of irrigation water required to maintain lawns and non-native vegetation in the yards of cliff top homes. Landscape irrigation alone is estimated to add the equivalent of 50 to 60 inches of additional rainfall each year to garden and lawn areas. This irrigation has led to a slow, steady rise in the water table that has progressively weakened cliff material and lubricated joint and fracture surfaces in the rock along which slides and block falls are initiated. In addition to these effects, surface runoff discharged through culverts at the top or along the face of the bluffs leads to gullying or failure of weakened surficial materials.

The Negative Declaration states that the proposed project will not substantially increase runoff or violate water quality standards or waste discharge requirements. The project site is already developed with an existing single-family residence and the existing site drainage is collected and transported to the base of the coastal bluff. The applicants have submitted a drainage and run-off control plan (Exhibit #7) and states that the proposed on site runoff will now be redirected away from the bluff face via the use of deck, building and site drains, which will assist in preventing any damage to the structural stability of the bluff. The runoff will be collected and pumped to Ocean Boulevard that flows into the storm drain system and ultimately into the ocean. The Negative Declaration further states that the runoff expected from the site can be described as residential in nature and less than significant amounts of contaminates are expected from a single-family residence.

The Negative Declaration states that the existing landscaping on site includes non-native, ornamental vegetation. The non-native ornamental vegetation will be graded and replaced with new, ornamental plant materials. The Negative Declaration additionally states that the proposed project will not directly or indirectly have any impacts on sensitive biological resources.

The applicants have submitted a landscaping plan (Exhibit #9) detailing what the landscaping improvements involve. The submitted landscaping plan proposes use of the following vegetation: Azalea South ind "Brilliant", Bambusa Multiplex "G.G.", Bergenia Crassifolia, Bougainvillea "Tahitian Dawn", Carissa Macrocarpa "Green Carpet", Cyperus Papyrus, Hemerocalis Hybrid, Liriope Muscari, Nephrolepis Cordifolia, Tibouchina Urvilleana, Trachelospernum Jasminiodes Star Jasmine and Wisteria Sinensis. Much of the existing vegetation is ornamental non-native variety due to surrounding residential development. However, use of native or non-native vegetation that is invasive can have an adverse impact on the existence of native vegetation. The proposed landscaping plan does not contain any invasive species. Furthermore, as discussed previously, any plants in the landscaping plan should be drought tolerant to minimize the use of water. However, five (Azalea South ind "Brilliant", Liriope Muscarii, Tibouchina Urvilleana, Trachelospernum Jasminiodes Star Jasmine and Wisteria Sinensis) of the twelve plants in the landscaping plan are not drought tolerant. In addition, watering needs of four (Bougainvillea "Tahitian Dawn", Cyperus Papyrus, Hemerocalis Hybrid, and Nephrolepis Cordifolia) of the twelve plants in the landscaping plan could not be determined.

5-01-453 (Jackson) Regular Calendar Page 10 of 19

Due to the fragile nature of coastal bluffs and their susceptibility to erosion, the Commission requires special conditions regarding submittal of a drainage and runoff-control plan and a revised landscaping/planting plan for the review and approval of the Executive Director. The use of native or non-native non-invasive drought tolerant plants will minimize any adverse impacts that the landscaping plan may have on coastal bluff stability and on native plants. To minimize any effect on any native vegetation in the area, either native or non-native drought tolerant vegetation, which would not supplant native species, should be used. A further discussion of these two special conditions can be found later in this report on pages 14-15.

Geotechnical Issues

To address site-specific geotechnical issues, the applicants submitted a geotechnical investigation prepared by Petra (J.N. 358-00) dated June 5, 2001. The purposes for this investigation were to determine the nature of subsurface soil conditions, to evaluate their in-place characteristics, and to then provide geotechnical recommendations with respect to site grading, and for design and construction of building foundations. The scope of the investigation also included: review of published and unpublished literature and geotechnical maps with respect to active faults located in proximity to the site which may have an impact on the seismic design of the proposed structure.

The geotechnical investigation concludes:

From a soils engineering and engineering geologic point of view, the subject property is considered suitable for the proposed development provided the following recommendations are incorporated into the design criteria and project specifications. It is our opinion that proposed grading and construction will not adversely affect the stability of adjoining properties provided grading and construction are performed in accordance with the recommendations in this report.

The geotechnical investigation additionally states:

There are several conditions inherent to the property that may adversely impact the gross stability of the building site and the adjacent bluff if not corrected during grading.

Among the recommendations contained in the geotechnical investigation, including those that deal with the gross stability of the site are: 1) in order to provide proper lateral support of adjacent properties, it is recommended that soldier piles and lagging be used for shoring of the temporary cuts necessary to construct the northeasterly, northwesterly and southeasterly building retaining walls; 2) the southwest most retaining wall be founded in bedrock utilizing cast-in-place concrete caissons and grade beams; 3) soldier piles and wood or steel lagging be used to shore the sidewalls of the temporary excavation and 4) deepened conventional footings or cast-in-place concrete caissons and grade beam foundation.

In order to mitigate the impacts of the proposed development on bluff erosion and instability, and prevent the necessity for bluff protective structures, as required by Section 30253 of the Coastal Act, seven (7) special conditions are being imposed. These special conditions are more thoroughly discussed beginning on page 13 of this staff report.

3. <u>Certified LUP Hazard Policies</u>

The City of Newport Beach certified Land Use Plan includes policies regarding the development on coastal bluffs. Pages 25-27 of the LUP contain policies regarding definition of a bluff, grading, provision of geologic reports, setbacks and building in hazardous areas.

The policy on grading requires that the alteration of natural coastal landforms be minimized and that waivers of liability are required in areas of geologic hazard. Another LUP requirement is the submittal of a site-specific geologic report to assess areas of potential geologic instability.

The certified LUP includes a discussion of hazard areas, which it defines as areas where natural processes can pose a threat to the public health, safety, and welfare. It further defines specific geologic hazards as earthquake faults, existing or potential landslides, areas with expansive or collapsible soil, excessive settlement and subsidence, flood hazard areas, and areas subject to potential erosion and siltation. Coastal bluffs qualify as areas of geologic hazard and areas subject to erosion.

The certified LUP also contains a discussion of bluff top setbacks. However, the setback policies pertain only to all new tracts and subdivisions, residential developments greater than four residences, and commercial development. This policy states: "As a general guideline, the property line setback from the edge of a bluff should be no closer to the edge of the bluff than the point at which the top of the bluff is intersected by a line drawn from the solid toe of the bluff at an angle of 26.6 degrees to the horizontal."

The intent of this policy section, as stated in the certified LUP, is to require setbacks in new subdivision development for public access purposes. Because the proposed development is a single-family residence it is exempt from this policy. Therefore, there are no specific LUP policies, which would provide guidance as to bluff setbacks in this instance.

Approximately 1,845 cubic yards of grading will be required to deepen the footprint of the residence. Although not a minimal amount of grading, the amount does not result in extensive landform alteration, because a majority of the proposed grading is located below and within the already existing footprint. The Negative Declaration states that the area outside of the existing single-family residence that will be graded is an area of sloping bluff with no exposed rock outcroppings. The Negative Declaration further states that the more severely sloping portion of the bluff below will not be impacted with grading or construction. As per the LUP requirements, an assumption of risk special condition is being required and a comprehensive geological report was supplied with the application. Therefore, the proposed development is consistent with the certified LUP policies.

4. Stringline Policy

Development on coastal bluffs is inherently risky due to the potential for slope failure. Bluff face development poses potential adverse impacts to the geologic stability of hillsides and the stability of residential structures. To meet the requirements of the Coastal Act, bluff face developments must be sited and designed to assure geologic stability and structural integrity for their expected economic lifespans while minimizing alteration of natural landforms. The Commission has generally used one of two options for determining the appropriate setback for coastal bluff

5-01-453 (Jackson) Regular Calendar Page 12 of 19

developments. The 25-foot setback from the top of the bluff and stringline policies of the Commission were instituted as a means of limiting the encroachment of development seaward.

The Commission typically requires that structures be setback at least 25 feet from the top of slope and hardscape features be setback at least 10 feet from the canyon hillside edge to minimize the potential that the development will contribute to slope instability. However, the development site is located entirely on a coastal bluff face. Therefore, the 25-foot set back policy is not applicable to this project. The stringline policy, however, is applicable to the project site. The stringline is typically used in this area and the geotechnical investigation states that the subject property is considered suitable for the proposed project. This policy applies to infilling development and establishes two separate types of stringlines, an enclosed living space stringline (structural) and a deck stringline.

An enclosed living space (structural) stringline plan for the structure was submitted to the Commission for analysis. A structural stringline refers to the line drawn from the nearest adjacent corners of adjacent structures. Similarly, a deck stringline refers to the line drawn from the nearest adjacent corners of adjacent decks. The applicants have submitted a structural stringline plan for the Mid Level Plan, Lower Level Plan and Upper Level Plan (Exhibit #4)¹. The Upper Level and Mid Level structure and decks were determined to be within the structural and deck stringlines. The portion of the structure located on the Lower level Plan was within the stringline, however the deck located on the Lower Level Plan was seaward of the stringline.

In prior approvals (i.e. 5-98-353 (Spataro) and 5-97-061 (Feldman)) in the project area the Commission has applied the stringline policy. The proposed development conforms with the enclosed living space stringline. However, the plans submitted by the applicants show that the deck located on the Lower Level is located seaward of the deck stringline. Therefore, the plans submitted by the applicants are not in conformance with the Coastal Commission's stringline policy. In order to be in conformance with the Coastal Act, a special condition is being imposed that requires revised project plans showing that the rear Lower Level deck conforms with the deck stringline.

The use of the stringline policy is also discussed in reference to the project's conformance with the visual resources and public access policies of the Coastal Act. These discussions are located further in this staff report pages 16-19.

5. Conclusions and Special Conditions

Section 30253 of the Coastal Act states that new development shall minimize the impacts of the proposed development on bluff erosion and instability, and prevent the necessity for bluff protective structures. William Kockelman, U.S. Geological Survey, wrote an article entitled "Some Techniques for Reducing Landslide Hazards" that discusses several ways to minimize landslide hazards such as bluff erosion and instability, including:

A. Require a permit prior to scraping, excavating, filling, or cutting any lands.

The applicants have submitted full size plans of the Lower Level, Mid Level and Upper Level plans, which show the structural and deck stringlines. The applicants also submitted 8 ½" x 11" Lower Level, Mid Level and Upper Level plans that show the structural and deck stringlines, which are used as exhibits. However, the 8 ½" x 11" Upper Level plan did not have the structural nor the deck stringlines. Therefore, staff drew the structural and deck stringlines on this reduced plan to match the stringlines shown on the full size plans.

- B. Prohibit, minimize, or carefully regulate the excavating, cutting and filling activities in landslide areas.
- C. Provide for the proper design, construction, and periodic inspection and maintenance of weeps, drains, and drainage ways, including culverts, ditches, gutters, and diversions.
- D. Regulate the disruption of vegetation and drainage patterns.
- E. Provide for proper engineering design, placement, and drainage of fills, including periodic inspection and maintenance.

Kockelman also discusses the option of disclosure of hazards to potential buyers by the recordation of hazards in public documents. The recordation of hazards via the assumption of risk is one means the Commission utilizes to inform existing and future buyers of property of the potential threat from soil erosion and slope failure (landslide) hazards. Several of these recommendations are routinely required by local government, including requiring permits for grading, minimizing grading, and requirements for proper engineering design.

The Commission has imposed many of these same recommendations, including requiring the consulting geologist to review foundation and drainage plans in order to confirm that the project conforms to the policies of the Coastal Act. The findings in the staff report regarding the general causes of bluff erosion and the specific findings from the geotechnical report confirm that the coastal bluff at this location is eroding and that measures to minimize bluff erosion are necessary. The following special conditions will mitigate the impacts of the proposed development on bluff erosion and instability, and prevent the necessity for bluff protective structures, as required by Section 30253 of the Coastal Act.

a. Assumption of Risk

Coastal bluffs in southern California are recently emergent landforms in a tectonically active environment. Any development on an eroding coastal bluff involves some risk to development.

Although adherence to the geotechnical consultant's recommendations will minimize the risk of damage from erosion, the risk is not entirely eliminated. The coastal bluff is subject to wave attack and is undergoing erosion and sloughing on the southwestern portion of the site. The findings in sections 1-4 above, including site specific geologic information, support the contention that development on coastal bluffs involves risks and that structural engineering can minimize some of the risk but cannot eliminate it entirely. Therefore, the standard waiver of liability condition has been attached via Special Condition No. 1.

By this means, the applicants and future buyers are notified that the proposed development is located in an area that is potentially subject to bluff erosion that can damage the applicants' property. In addition, the condition insures that the Commission does not incur damages as a result of its approval of the Coastal Development Permit.

b. Future Development

The development is located within an existing developed area and is compatible with the character and scale of the surrounding area. However, without controls on future development, the applicants could attempt to construct amenities to the proposed home that would have negative impacts on coastal resources, and could attempt to do so without first acquiring a coastal development permit. In order to prevent the current authorization from allowing such future negative effects, it is necessary to ensure that any future development -- including the development of amenities that would otherwise/normally be exempt -- will require a permit. To assure that future development is consistent with the Chapter 3 policies of the Coastal Act, the Commission finds that a future improvements special condition (Special Condition No. 2) must be imposed. As conditioned the development conforms with the Chapter 3 policies of the Coastal Act relating to geologic hazards.

c. Conformance with Geologic Recommendations

The geotechnical consultant has found that the proposed development is feasible provided the recommendations contained in the geotechnical report prepared by the consultant are implemented as regards the design and construction of the project. The geotechnical recommendations address foundations, excavation, retaining walls, and footings. In order to insure that risks of development are minimized, as per Section 30253, the Commission imposes Special Condition No. 3, which states that the geotechnical consultant's recommendations should be incorporated into the design of the project. As a condition of approval the applicants shall submit for the review and approval of the Executive Director foundation plans reviewed and signed by a consulting geologist.

d. Revised Plans

The development site is located entirely on a coastal bluff face. Using a 25 foot setback from the edge of the bluff to assure geologic stability would render the site unbuildable. Since homes on the immediately adjacent lots have been built on the bluff face, the stringline method is a more appropriate setback to apply in this situation.

A structural stringline plan for the structure was submitted to the Commission for analysis. A structural stringline refers to the line drawn from the nearest adjacent corners of adjacent structures. Similarly, a deck stringline refers to the line drawn from the nearest adjacent corners of adjacent decks. The applicants have submitted a structural stringline plan for the Mid Level Plan, Lower Level Plan and Upper Level Plan. The Upper Level and Mid Level structure and decks were determined to be within the structural and deck stringlines. The portion of the structure located on the Lower level Plan was within the stringline, however the deck located on the Lower Level Plan was seaward of the stringline. Therefore, the permit is being conditioned (Special Condition No. 4) to require the applicants to supply revised project plans showing that the rear Lower Level deck conforms with the deck stringline.

e. Drainage and Runoff and Landscaping Special Conditions

In approving development on a coastal bluff the Commission must condition the development to minimize potential erosion or, as it is stated in Section 30253 "...to neither create nor contribute significantly to erosion...".

The role of water/percolation in association with water-dependent vegetation is documented in this staff report. The Commission has also acted on many coastal development permits in which an applicant has applied for bluff protective measures following the failure of irrigation lines, water or sewer lines which then cause slope failure. It is extremely difficult to discover breaks in in-ground irrigation lines until after a certain period of time passes and plants start to die. By then the slope may have become saturated. It is also difficult to assess the longterm damage caused by the accumulation of water on bluff top soils due to watering of lawns and other water intensive vegetation. It is estimated that watering a lawn on a regular basis is the equivalent of 60 inches of rainfall a year. The average rainfall in southern California is 12 to 20 inches per. In fact, although the consulting geologists routinely make recommendations concerning landscaping and site drainage, geologists do not review landscaping plans. In this respect the Commission fills an important role in minimizing landsliding and erosion.

The applicants have submitted a drainage and run-off control plan (Exhibit #7) and states that the proposed on site runoff will now be redirected away from the bluff face via the use of deck, building and site drains, which will assist in preventing any damage to the structural stability of the bluff. To ensure that drainage does not increase the potential for site erosion, the Commission is imposing Special Condition No. 5, which requires the applicants to submit a drainage and runoff control plan for the review and approval of the Executive Director.

Because of the fragile nature of coastal bluffs and their susceptibility to erosion, the Commission requires a special condition regarding the types of vegetation to be planted. The submitted landscaping plan (Exhibit #9) contains a mixture of plants that include plants that are not drought tolerant or the watering needs could not be determined. The use of native or non-native non-invasive drought tolerant plants will minimize any adverse impacts of the landscaping plan on coastal bluff stability and on native plants. To minimize any effect on any native vegetation in the area, either native or non-native drought tolerant vegetation, which would not supplant native species, should be used. Therefore, the Commission imposes Special Condition No. 6, which requires the applicants to submit a revised landscaping plan, which consists of native plants, or non-native drought tolerant plants that are non-invasive.

f. Deed Restriction

To ensure that any prospective future owners of the property are made aware of the applicability of the conditions of this permit, the Commission imposes Special Condition No. 7 requiring that the property owners record a deed restriction against the property, referencing all of the above Special Conditions of this permit and imposing them as covenants, conditions and restrictions on the use and enjoyment of the Property. Thus, as conditioned, any prospective future owners will receive actual notice of the restrictions and/or obligations imposed on the use and enjoyment of the land including the risks of the development and/or hazards to which the site is subject, and the Commission's immunity from liability.

g. Conclusion

The Commission has required several special conditions which are intended to bring the proposed development into conformance with Section 30253 of the Coastal Act. These special conditions include: 1) assumption of risk; 2) a future development restriction; 3) evidence of conformance with geotechnical recommendations; 4) revised plans showing adherence to the rear yard deck stringline setback; 5) a drainage and run-off control plan; 6) a revised landscaping plan; and 7) a

5-01-453 (Jackson) Regular Calendar Page 16 of 19

deed restriction against the property, referencing all of the Special Conditions contained in this Staff Report. Only as conditioned to comply with the provisions of these special conditions does the Commission find that the proposed development conforms with Section 30253 of the Coastal Act.

C. Visual Resources

Section 30251 of the coastal Act states, in relevant part states:

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

The certified LUP contains policies pertaining to the protection of specific view areas in the City of Newport Beach, including views along Ocean Boulevard. On page 28 of the LUP it states:

Where coastal views from existing roadways exist, any development on private property within the sight lines from the roadway shall be sited and designed to maximize protection of the coastal view. This policy is not intended to prohibit development on any site.

The proposed development is located on the seaward side of Ocean Boulevard in Corona del Mar. Ocean Boulevard in Corona del Mar is a public street, which serves as a coastal viewing area and is designated as such in the City of Newport Beach's Land Use Plan (LUP). To protect coastal views available from Ocean Boulevard, homes located on the seaward side of Ocean Boulevard have been required to be at an elevation below the curb of Ocean Boulevard. The rooftop of the proposed home will be at the same elevation as the curb on Ocean Boulevard; however, the existing residence presently is higher and blocks a portion of the view from Ocean Boulevard. Exhibit #6 shows the roofline of the proposed residence, which will be lower than the existing roofline and will be at the height of the curb of Ocean Boulevard. Alteration of the more natural portion of the coastal bluff is minimized due to the siting of the proposed residence. The residence will occupy the typical front yard setback which is presently developed rather than having the residence extend further upon the relatively undisturbed seaward portion of the bluff.

The height of the existing structure exceeds the height of the top of the curb at Ocean Boulevard by approximately 3 feet, thereby blocking portions of the scenic vista from Ocean Boulevard toward the Pacific Ocean. Due to sloping terrain, the rooftop of the proposed home will be at the same elevation as the curb on Ocean Boulevard. The rear portion of the upper level of proposed residence will exceed the 24 foot height limit up to 10'-6", but will still be below Ocean Boulevard. Due to the fact that the new residence will be lower than the existing residence, views from Ocean Boulevard will be improved and, therefore, will not interfere with existing views from Ocean Blvd. as per the LUP policy, above.

The proposed project would be similar in nature to the pattern of existing development (residential) in the area, which is bounded by homes to the Northwest and Southeast. The applicable bluff

setback policy is the stringline policy, which is designed to limit the seaward encroachment of residences and associated structures, such as decks, that would adversely impact coastal views. Adherence to the deck stringline setback imposed in Special Condition No. 4 for the rear of the property would pull the proposed Lower Level ocean side deck back and thus reduce visual impacts of the proposed development and also ensure that the proposed project is visually compatible with the surrounding properties. Adherence to the deck stringline setback imposed in Special Condition No. 4 for the rear of the property would also reduce public access impacts of the proposed development, which is discussed in the following section (IV. D.) of this report.

As proposed, the project does not adhere to the stringline policy, if allowed it would set a precedent for future development to encroach seaward in the subject area. Over time, incremental impacts can have a significant cumulative adverse visual impact. Approval of the proposed project would set a precedent for the construction of other such development along the bluff face that would result in an adverse visual impact due to seaward encroachment. Scenic resources would not be preserved. Development at this site must be sited and designed to be visually compatible with the stringline policy. Adherence to the stringline policy and the lowered height of the proposed home would reduce visual impacts and prevent the occurrence of a significant cumulative adverse visual impact.

Due to the fact that the new residence will be lower than the existing residence and that a deck stringline setback has been imposed in Special Condition No. 4, visual impacts will be minimized. Therefore, the Commission finds that the proposed development, as conditioned, will conform with Section 30251 of the Coastal Act and the view policies of the certified LUP.

D. Public Access and Recreation

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

- (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 30240 (b) of the Coastal Act, in relevant part states:

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

The proposed development is located on the seaward side of Ocean Boulevard in Corona del Mar. The proposed development is located between the sea and the first public road. Access to the Pacific Ocean and sandy beach is provided at Corona del Mar State Beach and at the public park and accessway leading down to Buck Gully. There is also a public park area north of the project site, which includes a public stairway to the beach. Therefore, development at this site is compatible with Section 30212 of the Coastal Act.

In addition, the sea bluff at the rear of the lot descends steeply 50-60 feet to an approximately 30 foot wide gravel and cobble beach inter-tidal area, which is a public beach recreational area. It serves as a public

5-01-453 (Jackson) Regular Calendar Page 18 of 19

access area the public uses to get from Big Corona public beach to Little Corona public beach especially the summertime or at low tide. Consequently, development at this site must be sited and designed to be compatible with Section 30240 (b) of the Coastal Act. Section 30240 (b) of the Coastal Act states that development in areas adjacent to parks and recreation areas shall be sited and designed to prevent impacts, which would significantly degrade those areas. It is necessary to ensure that new development be sited and designed to prevent seaward encroachment of development that would impact public access to coastal resources. Although the project site is already developed with an existing single-family residence, the proposed project, as submitted, includes project elements with seaward encroachment.

The proximity of the proposed project to the public access way raises Coastal Act concerns, as it would be seaward encroaching development that would discourage use of the public access way. The project would diminish the value of the beaches for public use by discouraging use of the public access way to these two beaches through the presence of a Lower Level deck that exceeds the deck stringline set for the proposed project feet located approximately 60 feet up the coastal bluff face. The proposed deck would be an imposing structural feature that would affect public use of the beach by discouraging the public from using the public access way between the two public beaches. Thus, the proposed lower level deck would adversely impact public access to the public beaches by diminishing the public beach experience.

As proposed, the project does not adhere to the stringline policy, if allowed it would set a precedent for future development to encroach seaward in the subject area. Over time, incremental impacts can have a significant cumulative adverse impact to public access. Approval of the proposed project would set a precedent for the construction of other such development along the bluff face that would cause adverse public access impacts and encroach seaward. Public access resources would not be preserved. Development at this site must be sited and designed to be compatible with the stringline policy. Adherence to the stringline policy would reduce public access impacts and prevent the occurrence of a significant cumulative adverse public access impact.

The applicable bluff setback policy is the stringline policy, which is designed to limit the seaward encroachment of residences and associated structures, such as decks, which adversely impact public access. Adherence to the deck stringline setback imposed in Special Condition No. 4 for the rear of the property would pull the proposed Lower Level ocean side deck back and thus reduce public access impacts of the proposed development.

The number of residential units on-site would not increase as a result of the proposed development. Thus, the proposed development would not result in an intensification of use on the site. Also, the proposed project provides two off-street parking spaces per residential dwelling unit, thus avoiding any adverse impacts on public parking used for coastal access. Additionally, due to the fact public access is available near the project site and that a deck stringline setback has been imposed in Special Condition No. 4, the Commission finds that the proposed development conforms with Section 30212 and 30240 of the Coastal Act.

E. Local Coastal Program

Section 30604(a) of the Coastal Act provides that the Commission shall issue a Coastal Development Permit only if the project will not prejudice the ability of the local government having jurisdiction to prepare a Local Coastal Program which conforms with the Chapter 3 policies of the Coastal Act.

5-01-453 (Jackson) Regular Calendar Page 19 of 19

The Newport Beach Land Use Plan was effectively certified on May 19, 1982. The certified LUP was updated on January 9, 1990. The City currently has no certified implementation plan. Therefore, the Commission issues CDP's within the City based on the development's conformance with the Chapter 3 policies of the Coastal Act. The LUP policies may be used for guidance in evaluating a development's consistency with Chapter 3. As per the LUP requirements, an assumption of risk special condition is being required and a comprehensive geological report was supplied with the application.

The proposed development, as conditioned, is consistent with Chapter 3 of the Coastal Act and with the certified Land Use Plan for the area. Approval of the project, as conditioned, will not prejudice the ability of the local government to prepare a Local Coastal Program that is in conformity with the provisions of Chapter 3.

F. California Environmental Quality Act

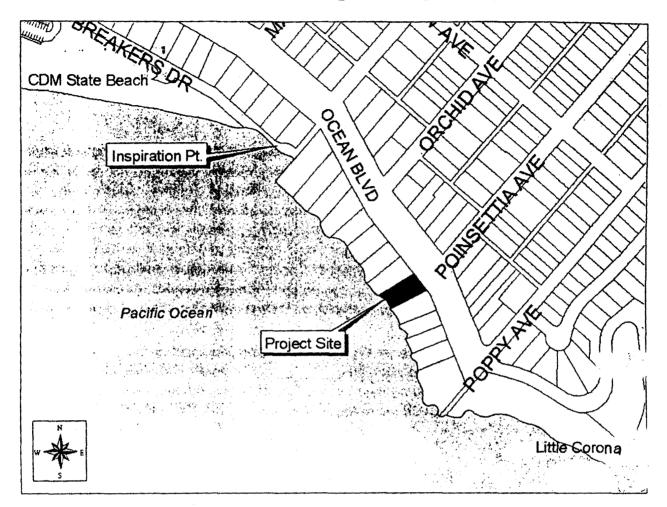
Section 13096(a) of Title 14 of the California Code of Regulations requires Commission approval of Coastal Development Permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California 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 further 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 exists in the area. As conditioned, the proposed project has been found consistent with the hazard policies of Chapter 3 of the Coastal Act. Mitigation measures include Special Conditions requiring conformance with geotechnical recommendations, submittal of a drainage and run-off control plan and submittal of a final landscaping plan.

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

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Vicinity Map



Jackson Residence 3631 Ocean Blvd. PA2001-062

Current Development:	Single Family Residence
To the north:	Across Ocean Boulevard - Single Family Residences.
To the east:	Single Family Residence
To the south:	Single Family Residence (under construction)
To the west:	Pacific Ocean

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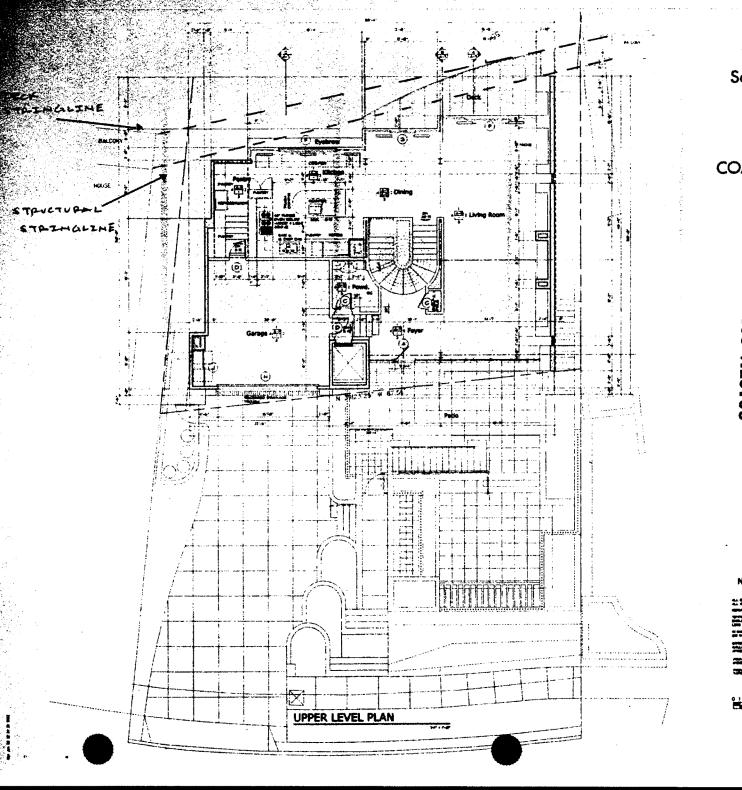
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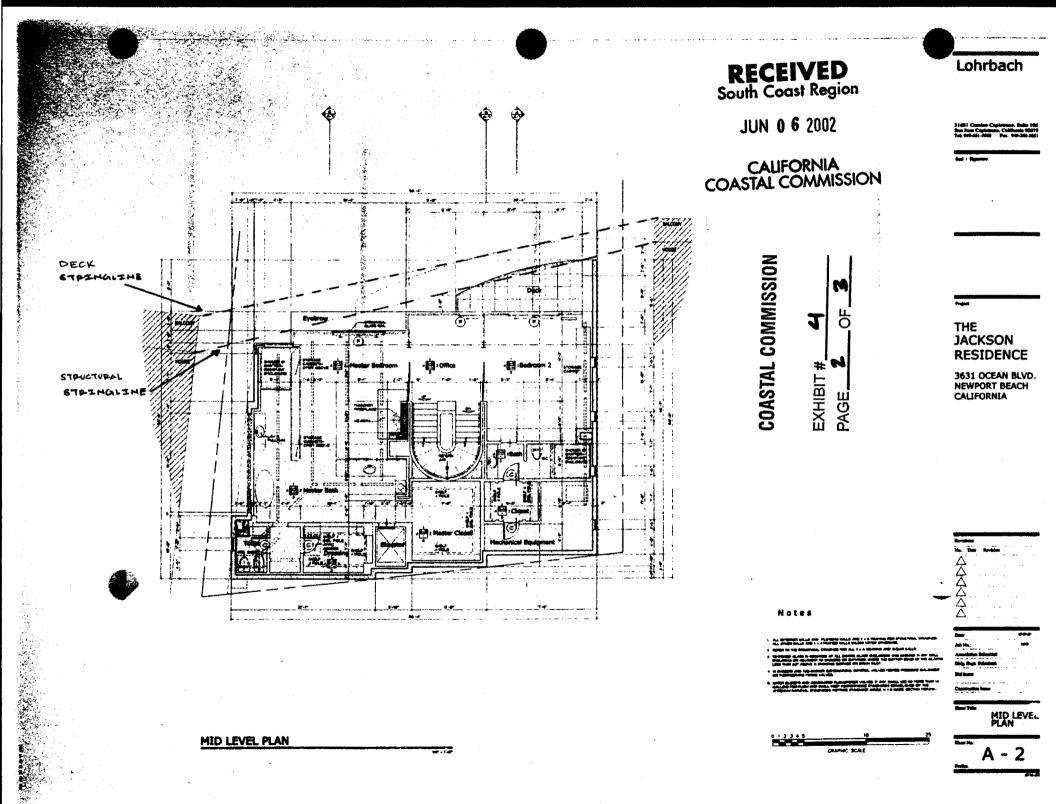
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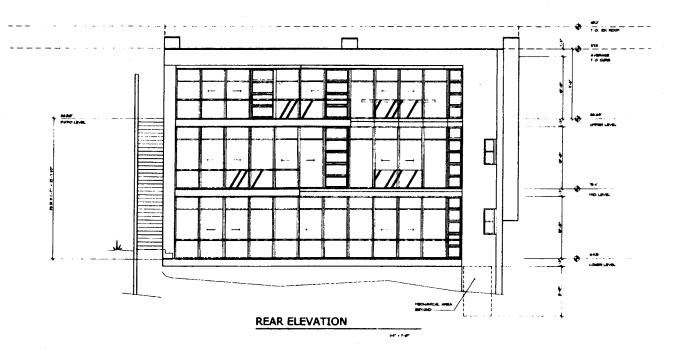
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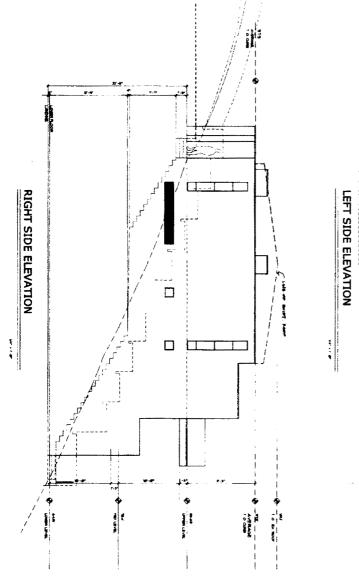
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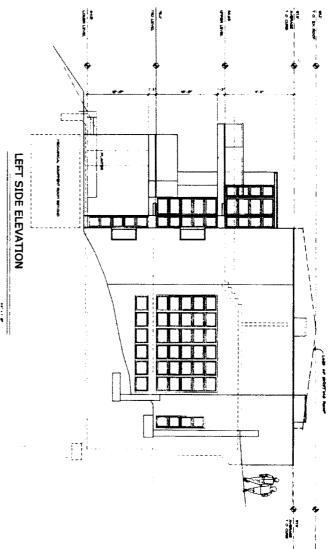
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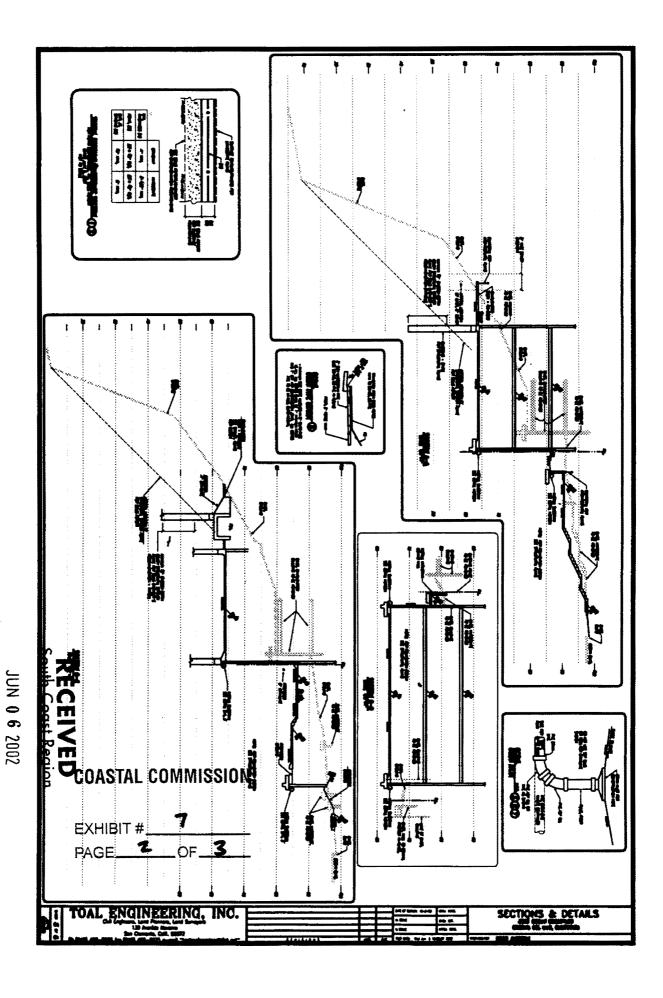
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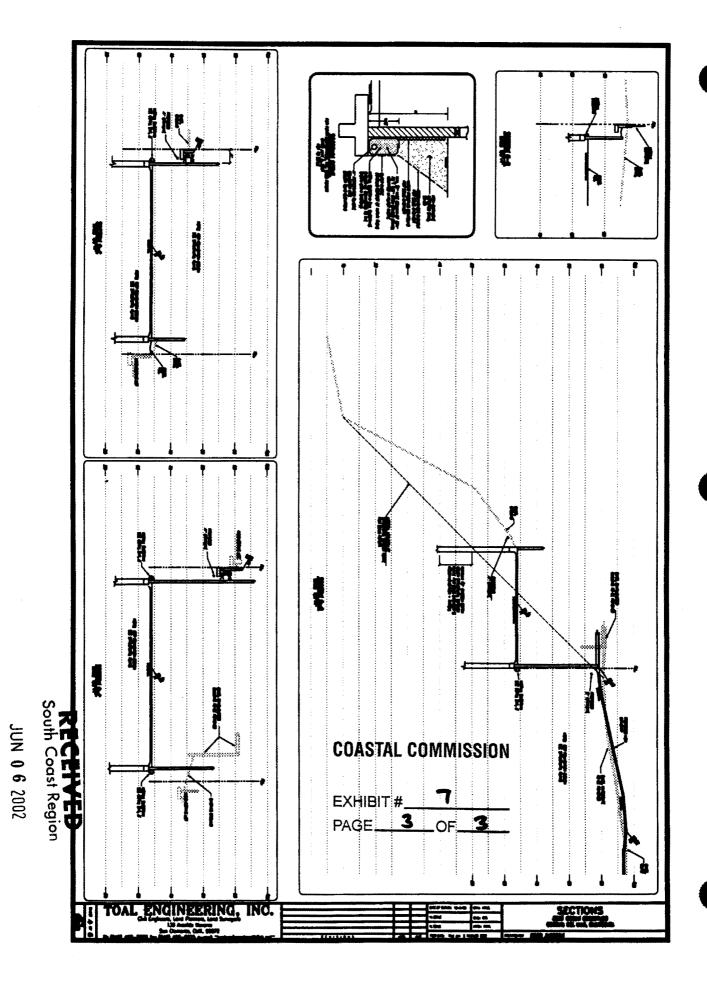
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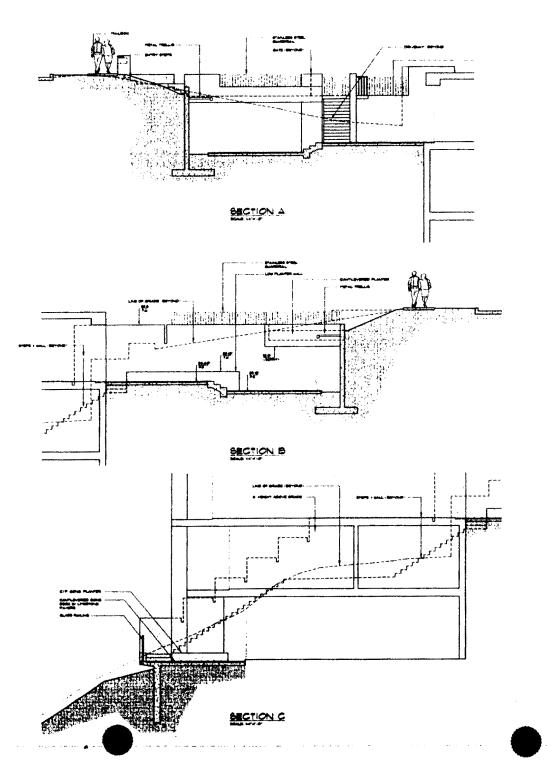
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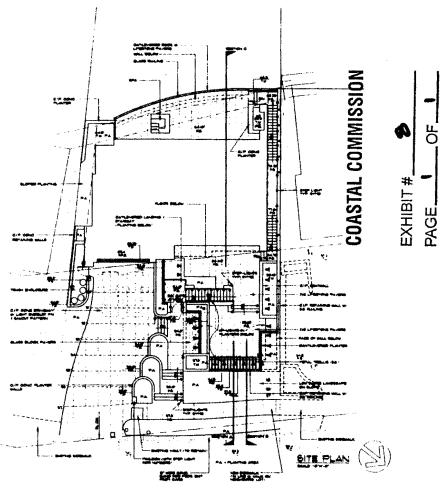


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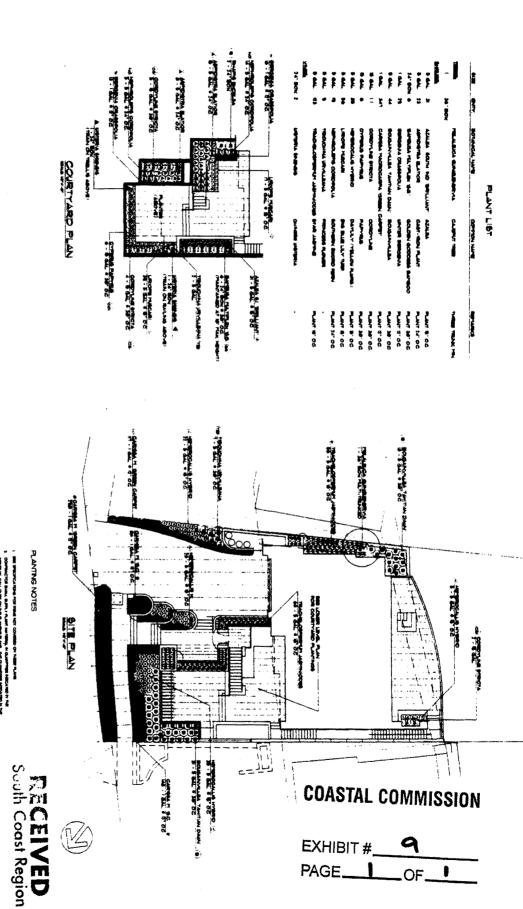


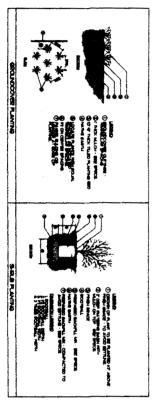
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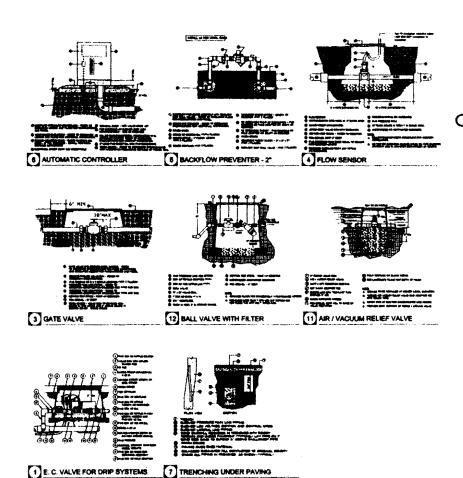
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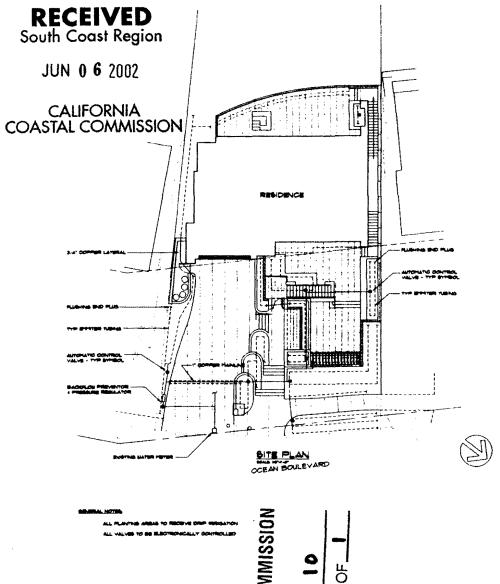
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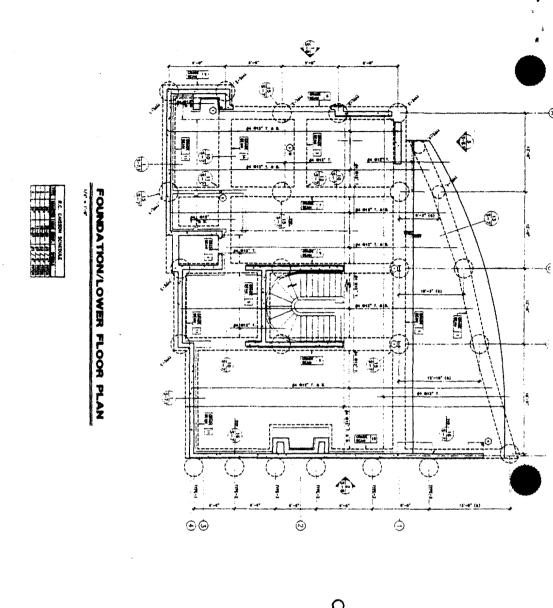
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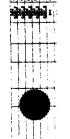


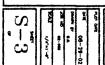


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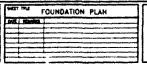
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