# Th9.5b

GRAY DAVIS, Governor

## CALIFORNIA COASTAL COMMISSION

SOUTH CENTRAL COAST AREA 9 SOUTH CALIFORNIA ST., SUITE 200 ITURA, CA 93001 5) 585-1800

## **RECORD PACKET COPY**

Filed:	6/17/02
49 <sup>th</sup> Day:	8/4/02
180 <sup>th</sup> Day:	05/12/02
Staff:	B. Luke
Staff Report:	6/18/02
Hearing Date:	7/8-12/0

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## **STAFF REPORT: APPEAL** SUBSTANTIAL ISSUE

LOCAL GOVERNMENT: County of Ventura

LOCAL DECISION: Approval with Conditions

APPEAL NO.: A-4-VNT-02-151

**APPLICANT: Dennis Longwill** 

Steve Perlman **REPRESENTATIVE:** 

Chair Sara Wan and Commissioner Pedro Nava **APPELLANTS:** 

**PROJECT LOCATION:** 6628 West Pacific Coast Highway (Mussel Shoals), Ventura County

**PROJECT DESCRIPTION:** Construction of a new, two-story, 3,638 square foot singlefamily residence with attached 857 sq. ft. garage, 1,368 sq. ft. deck and stair area.

SUBSTANTIVE FILE DOCUMENTS: County of Ventura Local Coastal Program, California Coastal Commission Regulations, California Coastal Act of 1976, Updated Geotechnical Report, Lot 12, Tract 1, Mussel Shoals, by Villafana Engineering, dated 1/22/00, and Wave and Runup Investigation, by Charles I. Rauw, dated 1/15/02.

## SUMMARY OF STAFF RECOMMENDATION: SUBSTANTIAL ISSUE EXISTS

Staff recommends that the Commission determine that substantial issue exists with respect to the grounds on which the appeal has been filed. The motion and resolution for substantial issue are found on page 4.

The appeal contends that the approved project is not consistent with policies and provisions of the certified Local Coastal Program with regard to environmental review for pending development, beach erosion, structural integrity, marine resource protection, and public access.

## I. <u>Appeal Jurisdiction</u>

The project site is located on a beachfront lot on the seaward side of Pacific Coast Highway, in the community of Mussel Shoals, Ventura County. The Post Local Coastal Program (LCP) Certification Permit and Appeal Jurisdiction map certified for the County of Ventura (adopted June 18, 1982) indicates that the subject site is within the appealable jurisdiction appeal as it is located both between the sea and the first public road, and within 300 feet of the inland extent of the adjacent beach (Exhibits 1-2). As such, the subject project site is located within the appeal jurisdiction of the Commission.

#### A. Appeal Procedure

The Coastal Act provides that after certification of an LCP, a local government's actions on Coastal Development Permits in certain areas and for certain types of development may be appealed to the Coastal Commission. Local governments must provide notice to the Commission of its coastal permit actions. During a period of 10 working days following Commission receipt of a notice of local permit action for an appealable development, an appeal of the action may be filed with the Commission.

#### 1. Appeal Area

Development approved by local government may be appealed to the Commission if they are located within the mapped appealable areas, such as those located between the sea and the first public road paralleling the sea; within 300 feet of the inland extent of any beach or of the mean high-tide line of the sea where there is no beach, whichever is greater; on state tidelands; or along or within 100 feet of natural watercourses, pursuant to Section 30603(a) of the Coastal Act. Any development approved by a coastal county that is not designated as a principal permitted use within a zoning district may also be appealed to the Commission irrespective of its geographic location within the Coastal Zone under Section 30603(a)(4) of the Coastal Act. Finally, development that constitutes major public works or major energy facilities may also be appealed to the Commission, as set forth in Section 30603(a)(5) of the Coastal Act.

#### 2. Grounds for Appeal

The grounds for appeal of development approved by a local government and subject to appeal to the Commission shall be limited to an allegation that the development does not conform to the standards set forth in the certified LCP or the public access policies set forth under Division 20 of the Public Resources Code and pursuant to Section 30603(a)(4) of the Coastal Act.

#### 3. Substantial Issue Determination

Section 30625(b) of the Coastal Act requires the Commission to hear an appeal, unless the Commission determines that no substantial issue exists with respect to the grounds on which the appeal was filed. When Commission staff recommends that a substantial issue exists with respect to the grounds of the appeal, substantial issue is deemed to exist unless three or more Commissioners wish to hear arguments and vote on substantial issue. If the Commission decides to hear arguments and vote on the substantial issue question, proponents and opponents will have three minutes per side to address whether the appeal raises a substantial issue. The only parties qualified to testify before the Commission at the substantial issue stage of the appeal process are the applicant, parties or their representatives who opposed the application before the local government, and the local government. Testimony from other persons must be submitted in writing. Further, it takes a majority of Commissioners present to find that substantial issue is raised by the appeal.

#### 4. De Novo Permit Hearing

If a substantial issue is found to exist, the Commission will consider the application de novo. The de novo permit may be considered by the Commission at the same time as the substantial issue hearing or at a later time. The applicable standard of review for the Commission to apply in a de novo review of the project is whether the proposed development is in conformity with the certified LCP and the public access and public recreation policies of the Coastal Act. If a de novo hearing is held, testimony may be taken from all interested persons.

In this case, if the Commission finds that substantial issue exists, staff will prepare the de novo permit staff report for the Commission's August, 2002 meeting.

## B. Local Government Action and Filing of Appeal

On May 16, 2002, the County of Ventura Planning Director approved a planned development permit (PD 1819) for the construction of a new, two-story, 3,638 square foot single-family residence with attached 857 sq. ft. garage, 1,368 sq. ft. deck and stair area on a .21 acre vacant parcel located at 6628 West Pacific Coast Highway. Commission staff received the Notice of Final Action from the County for the project on June 3, 2002 (see Exhibit 10). A 10 working day appeal period was set and notice provided beginning June 4, 2002, and extending to June 17, 2002.

An appeal of the County's action to the Commission was filed on June 17, 2002, by the appellants, Commission Chair Sara Wan, and Commissioner Pedro Nava during the appropriate appeal period (see Exhibits 11-12). Commission staff notified the County

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and the applicant of the appeal and requested that the County provide its administrative record for the permit. A portion of the administrative record from the County was received by Commission staff on June 3, 2002, with the Notice of Final Local Action. The remainder has not yet been received from the County at the time of this report.

## II. Staff Recommendation on Substantial Issue

#### <u>MOTION</u>: I move that the Commission determine that Appeal No. A-4-VNT-02-151 raises <u>NO</u> substantial issue with respect to the grounds on which the appeals have been filed under Section 30603 of the Coastal Act.

#### STAFF RECOMMENDATION:

Staff recommends a **NO** vote. Failure of this motion will result in a de novo hearing on the proposed development and adoption of the following resolution and findings. Passage of this motion will result in a finding of no substantial issue and the local actions will become final and effective. The motion passes only by an affirmative vote of the majority of the appointed Commissioners present.

#### **RESOLUTION TO FIND SUBSTANTIAL ISSUE:**

The Commission hereby finds that Appeal A-4-VNT-02-151 presents a **substantial issue** with respect to the grounds on which the appeals have been filed under Section 30603 of the Coastal Act regarding consistency with the Certified Local Coastal Plan and/or the public access and recreation policies of the Coastal Act.

## III. Findings and Declarations for Substantial issue

The Commission hereby finds and declares:

## A. Project Description and Background

As stated previously, on May 16, 2002, the County of Ventura Planning Director approved a planned development permit (Ventura County's coastal development permit) for the construction of a new, two-story, 3,638 square foot single-family residence with attached 857 sq. ft. garage, 1,368 sq. ft. deck and stair area on a .21 acre, vacant, beachfront parcel located at 6628 West Pacific Coast Highway (see Exhibits 2-7). The residence was approved with an overall height of 21 feet. The appellants appealed the Planning Director's decision to the Coastal Commission on June 17, 2002.

The subject site is a beachfront parcel located along West Pacific Coast Highway, a public road in the Mussel Shoals community of Ventura County (Exhibits 1-2). The site is an vacant, 0.21 acre lot that is approximately 100 feet wide on the seaward (south) side, and a maximum of 132 feet deep (Exhibit 3). The subject site is an infill site within the existing residential beach community, and is bordered by single-family residences located to the east and west. The nearest public access to the beach is located approximately .12 miles to the west of the subject site, on the west side of the Richfield/Bush oil pier; and to the east of the Cliffhouse Hotel and Restaurant.

In approving the proposed development, the County staff and Planning Commission, found that the proposed development would have no impact on public access. County staff and Planning Commission, additionally found that no impacts to beach erosion would occur as a result of the project.

There is an existing natural rock outcropping which parallels the shoreline in an easterly direction along the seaward side of the parcel, and which provides some limited protection to the parcel from wave action for approximately 50' of the parcel's seaward boundary. This outcropping has been artificially extended with rock riprap and tied into the adjacent rock revetment located to the east of the site (Exhibits 3 and 4). The installation of the riprap revetment appears to have occurred after the inception of the Coastal Act; however, no record of its authorization appears in Commission files. Commission staff, in previous correspondence with the County and the applicant's representatives (dated 4/3/00, and 2/19/02) has asserted that this revetment appears to be unpermitted, and requires a coastal development permit from the Commission (Exhibits 9 and 10). There is also no permit record for the revetment constructed across the neighboring parcel.

## B. Appellant's Contentions

The appeal filed with the Commission by Chair Sara Wart and Commissioner Pedro Nava are attached as Exhibit 8. The appeal contends that the approved project is not consistent with the policies of the certified LCP with regard to appropriate environmental review for pending development, beach erosion, structural integrity, marine resource protection, and public access.

## C. Analysis of Substantial Issue

Pursuant to Sections 30603 and 30625 of the Coastal Act, the appropriate standard of review for the subject appeal is whether a substantial issue exists with respect to the grounds raised by the appellant relative to the project's conformity to the policies contained in the certified LCP or the public access policies of the Coastal Act.

Based on the findings presented below, the Commission finds that substantial issue exists with respect to the grounds on which the appeal has been filed. The approved

project is inconsistent with policies of the County of Ventura LCP for the specific reasons discussed below.

In this case, the appellants did not cite public access policies of the Coastal Act as a grounds for appeal. The appellants did, however, argue that the project violates policies of the LCP with respect to public access to the shoreline. Should the Commission find that a substantial issue exists with respect to the arguments made by the appellants, the public access policies of the Coastal Act would also be addressed in the de novo review of the project.

A substantial issue does exist with respect to the grounds on which the appeals have been filed for the specific reasons discussed below.

#### 1. Impacts on Coastal Resources and Environmentally Sensitive Habitat Area

The appellant argues that the County failed to consider the potential environmental impacts of the proposed development relative to Environmentally Sensitive Habitats, Policies 3 and 5 of the County's certified local coastal program. The appellant argues that in evaluating the proposed residence without examining the impacts and justification for the existing unpermitted revetment, the environmental impacts of the proposed development have not been fully examined.

Environmentally Sensitive Habitats, Tidepools and Beaches, Policy 3 (page 24) states that:

Shoreline protection structures, such as revetments, seawalls, groins, or breakwaters, area allowed when they are necessary to protect existing developments, coastal dependent land uses, and public beaches. Any structures built under these conditions will incorporate mitigation measures that reduce intertidal or nearshore habitat losses and impacts on local shoreline sand supply.

The project proposes construction of a residence on a vacant previously undeveloped shorefront parcel. The County's findings include the presence of an existing, unpermitted, rip rap revetment in its analyses of the site, and do not evaluate alternatives to the design and siting of the residence without prejudice to the retention of the revetment in its present form. As such, the County's findings neglect to adequately address the issue of the development's structural and geotechnical reliance on the existing, unpermitted rock revetment, and the revetment's impacts on sensitive resources. This County's findings are inconsistent with Policy 3, in that the proposed residence is not an existing development, a coastal-dependent land use, or a public beach. Furthermore, the wave uprush study performed for the project (*Wave and Runup Investigation*, by Charles I. Rauw, dated 1/15/02) finds that the proposed residence, as designed, will require the protection of the existing, unpermitted revetment. The study further finds that the maintenance of the revetment, in its present configuration, is required in order to provide the level of shoreline protection analyzed within the report

as being adequate to protect the proposed development from natural shoreline processes. The County's findings and approval fail to analyze the impacts of the revetment on environmentally sensitive intertidal habitat, and do not incorporate mitigation measures to reduce intertidal or nearshore habitat losses and impacts on local shoreline sand supply, which will occur as a result of the retention of this structure, as required by Policy 3.

Policy 5 (page 25) states:

Any applicant for any coastal project, including shoreline protective devices, will show that their proposal will not cause long-term adverse impacts on beach or intertidal areas. Impacts include, but are not limited to; destruction of the rocky substrate, smothering of organisms, contamination from improperly treated wastewater or oil, and runoff from streets and parking areas. Findings to be made will include, but not be limited to proper waste disposal.

The County's approval and findings are not adequate to address the project's consistency with this policy. Neither the retention of the unpermitted revetment, nor the design of the residence (which relies on the presence of the revetment to supply adequate shoreline protection), are addressed and provided for in this regard within the County's CDP findings and approval of the project. As the County has analyzed the project while relying on the presence of the unpermitted revetment, they have neglected to address the issues of bluff and beach erosion; appropriate building setbacks from the wave uprush limit (without the revetment); adequate finished floor elevation, considering the original design wave heights for this location (without the revetment); and the effects on sand transport that may result from the development. They have also failed to analyze alternatives to the design and siting of the residence that would not rely upon shoreline protection from a revetment, or would allow siting of such a protective device in the most landward location feasible.

The Wave and Runup Investigation, by Charles I. Rauw, dated 1/15/02, states that the revetment consists of large rock rip-rap of weighing between 1 and 10 tons. This report concludes that while the existing riprap appears to be stable, the face of the revetment is considered to be too steep for a stable rock revetment structure. Revetments settle and migrate seaward over time. This migration, and the eventual disintegration of the revetment, encroaches on the public's right of access along the shore. Boulders from the revetment may become dislodged over time and can damage sensitive offshore habitat, cause safety hazards to pedestrians, swimmers, and surfers, and may create additional safety hazards downcoast.

The coastal engineer's report also indicated that the revetment should be upgraded and repaired to provide adequate protection for the residence. This originally included the installation of additional rock to the seaward side of the revetment and natural rock outcrop, and was later revised to only install additional "erosion resistant materials" and drainage on the landward side of the revetment. Therefore, it is likely that the landowner would need to upgrade this protective device at a later date, should this residence be approved.

Therefore, the Commission finds that the County did not adequately address the potential impacts on environmentally sensitive habitats that were raised by the appellants, and that this aspect of the appeal raises a substantial issue with respect to the County's application of the LCP.

#### 2. Lateral Access

The appellants argue, in their appeal, that the proposed development does not conform with the County's objective for lateral access. The appellants assert that the County improperly determined that the mandatory granting of lateral public access was "not recommended" for the project without supplying sufficient supporting information to justify this conclusion. As a result, the appellant concludes that the proposed development is not consistent with the applicable provisions of the LCP. The County LUP's stated objective regarding access in the North Coast sub-area is to maximize public access consistent with property rights, natural resources and processes, and the Coastal Act. Policy 2 (Lateral Access) of this section states that:

For all new development between the first public road and the ocean, granting of lateral easements to allow for public access along the shoreline shall be mandatory unless subsection (a), below, is found. In coastal areas, where the bluffs exceed five feet in height, all beach seaward of the base of the bluff shall be dedicated. In coastal area where the bluffs are less than five feet, the area to be dedicated shall be determined by the County. At a minimum, the dedicated easement shall be adequate to allow for lateral access during periods of high tide. In no case shall the dedicated easement be required to be closer than 10 feet to a residential structure. In addition, all fences, no trespassing signs, and other obstructions that may limit public lateral access shall be removed as a condition of development approval.

(a) Findings are made, consistent with Section 30212 of the Act, that access is inconsistent with public safety, military security needs, or that agriculture would be adversely affected.

The County's approval of the project does not require the granting of lateral access, and additionally involves the retention of an unpermitted revetment, which, by its very nature, obstructs lateral public access along the beach. The County's approval cites the presence of nearby tide pools as the basis for not requiring a lateral access easement as a condition of approval. This is not a qualifying basis under subsection (a), above. Additionally, the County permit approval does not provide a basis or evidence that supports the conclusion that public access in this location will adversely impact sensitive marine resources. No findings are provided which demonstrate the proximity or sensitivity of these resources, or how they will be adversely affected by the granting of a lateral access in this location, a public beach.

Additionally, the existing unpermitted revetment on the site acts as a physical obstruction that may limit public lateral access as it prevents passage along the shore

during high tides, and deteriorates and migrates seaward over time. The Wave and Runup Investigation, by Charles I. Rauw, dated 1/15/02, states that the face of the existing revetment is considered to be too steep for a stable rock revetment structure. Revetments settle and migrate seaward over time. This migration, and the eventual disintegration of the revetment, encroaches on the public's right of access along the shoreline.

While the revetment is not technically proposed as part of the project description approved by the County, the revetment is integrally tied to the development in the residence's reliance on it for shoreline protection. As such, the approved project raises substantial issue with regard to the lateral access requirements of the County's certified LCP.

#### 3. Beach Erosion

The County's objective regarding beach erosion is to protect public safety and property from beach erosion as provided in existing ordinances, and within the constraints of natural coastal processes.

Policy 1 states that:

"Proposed shoreline protective structures will only be approved and/or located in conformance with Coastal Act Sections 30235 and 30253."

Section 30235 of the Coastal Act states:

Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fish kills should be phased out or upgraded where feasible.

Section 30253 of the Coastal Act states (in relevant part) that new development shall:

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

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

The findings and conditions for the County's CDP approval states that no impacts from beach erosion are expected because the applicant does not propose improvements to the existing revetment. However, the County's approval of the design and siting of the

residence, and its ability to withstand wave uprush is predicated upon the existence of the unpermitted, existing revetment as cited in the applicants' <u>Wave and Runup</u> <u>Investigation</u>, dated 1/15/02. The County's failure to address the design of the structure without relying on the existence and potential protection of the revetment is not consistent with Policy 1, or with Sections 30235 and 30253 of the Coastal Act. The County additionally makes no findings that the proposed development will be stable, and not require the construction of a protective device, or additional protective works as required for consistency with Section 30253.

#### Furthermore, the <u>Wave and Runup Investigation</u>, dated 1/15/02, states that:

"...the facing slope of the revetment appears to be approximately 1 horizontal to 1 vertical, which is considered too steep for a stable rock revetment structure."

"Maximum wave runup was calculated to reach elevations ranging from approximately +19.3 to +24.6 ft. MLLW. These runup elevations exceed the top elevation of the existing rock rip-rap and natural rock outcrop by several feet."

As stated in this report, the revetment is not considered adequately designed or stable from a coastal engineering standpoint. The report recommends the installation of a scour apron landward of the revetment and rock outcrop, and the placement of additional "erosion resistant materials" behind the top of the revetment and outcrop to "resist erosion by overtopping waves." Previous recommendations by the consultant included the addition of large amounts of rock to the seaward face of the revetment and the natural rock outcrop. The County's approval does not require the applicant to perform any upgrades to the revetment, even though the revetment is providing protection to the residence from wave uprush and may require upgrades in the future. As Sections 30235 and 32053 of the Coastal Act only allow protective devices for the protection of existing development, and only when consistent with the ability to mitigate for the adverse environmental impacts of such devices, the project is inconsistent with these policies. Therefore, the County's approval of this project is clearly not consistent with the intent of Policy 1, or with the County's stated objectives regarding beach erosion.

#### Policies 2-6 state:

- 2. All shoreline protective structures which alter natural shoreline processes will be designed to eliminate or mitigate adverse impacts on local shoreline sand supply.
- 3. A building permit will be required for any construction and maintenance of protective shoreline structures, such as seawalls jetties, revetment, groins, breakwaters, and related arrangements.
- 4. The County's Building and Safety Department will routinely refer all permits for seawalls, revetments, groins, retaining walls pipelines and outfalls to the Flood Control and Water Resources Division of the Public Works Agency to be evaluated not only of structural soundness, but environmental soundness as well, whenever necessary. This includes a survey of potential environmental impacts, including

(but not limited to) the project's effects on adjacent and downstream structures, net littoral drift, and downcoast beach profiles.

- 5. If the potential environmental impacts of the proposed structure are considered significant by the Public Works Agency, the applicant will then be required to obtain an engineering report that specifies how those impacts will be mitigated.
- 6. Permitted shoreline structures will not interfere with public rights of access to the shoreline.

The County's approval of the project is inconsistent with Policies 2-6, which address the appropriate design of shoreline protective devices, their impacts on sand supply, public access, and potential environmental impacts. The County does not analyze the appropriateness of the design and placement of the revetment for its impacts on local shoreline sand supply, environmentally sensitive marine resources, net littoral drift, and downcoast beach profiles. In addressing the impacts of the development, the County has not reviewed the structural and environmental soundness of the revetment or conducted a survey of the potential environmental impacts of the revetment on public rights of access to the shoreline. Therefore, the project raises substantial issue with regard to the County's LCP policies concerning beach erosion.

#### Coastal Zoning Regulations

#### 1. Mitigation of Potential Hazards.

Section 8178-4.1 of the Coastal Zoning Ordinance states that:

All new development shall be evaluated for potential impacts to, and from geologic hazards (including seismic hazards, handslides, expansive soils, subsidence, etc.), flood hazards, and fire hazards. New development shall be sited and designed to minimize risks to life and property in areas such as floodplains, bluff tops, 20% or greater slopes, or shorelines, where such hazards may exist. New development shall be sited and designed so as not to cause or contribute to flood hazards, or lead to the expenditure of public funds for flood control works. Feasible mitigation measures shall be required where necessary.

The County's CDP findings and approval do not adequately address the potential impacts of developing a residence on the shoreline. The findings cite that there will be no adverse impacts based on the lack of known faults or landslides being found on the project site. This, however, does not address the issues of shoreline hazards such as wave action and uprush, storm surges, bluff erosion, and flooding. Additionally, the County's findings incorporate, and rely upon, the existence of an unpermitted, non-engineered revetment, and do not address potential alternatives in structural design, site design, and location that may negate the necessity of any shoreline protective

device to protect the development, or the future expenditure of public funds for flood control works.

#### Section 8178-4.2 of the Coastal Zoning Ordinance states (in part):

"If the available data indicates that a new development as proposed will not assure stability and structural integrity and minimize risks to life and property in areas of potential hazards, or will create or contribute significantly to erosion or geologic instability, then the County shall require the preparation of an engineering geology report at the applicant's expense. Such report shall be in accordance with all applicable provisions of this ordinance and of the LCP Land Use Plan policies, and shall include feasible mitigation measures which will be used in the proposed development, as well as the following applicable information to satisfy the standards of Section 8178-4.1:"

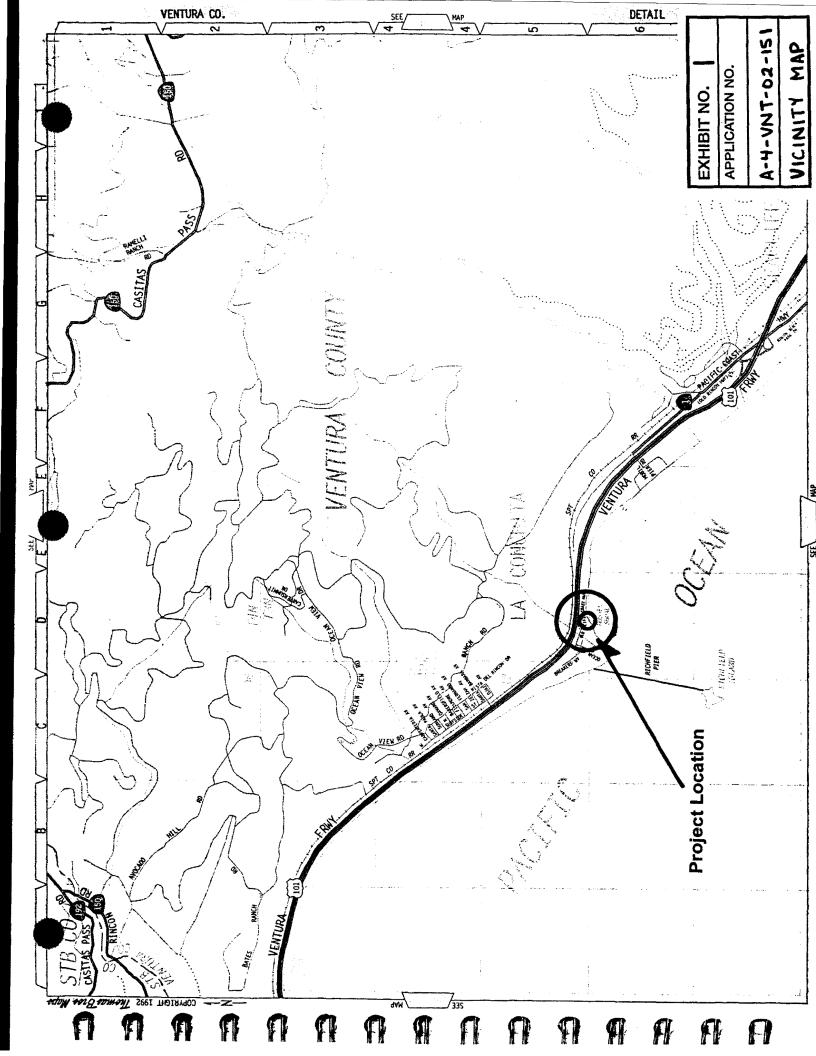
The data derived from the <u>Wave and Runup Investigation</u>, dated 1/15/02, (cited in the preceding sections) clearly indicates that the existing unpermitted revetment is not of a design which is considered stable, and that the proposed development of a single family residence will be subject to wave uprush and erosion effects as the revetment will be overtopped. The report does not include feasible mitigation measures which are consistent with the applicable provisions of the above ordinance as the only measures included in the report's analysis involve the installation of additional drainage devices and "erosion resistant materials" in order to augment the unpermitted revetment. The report does not address siting and design alternatives for the residence that are independent of the revetment as it concludes:

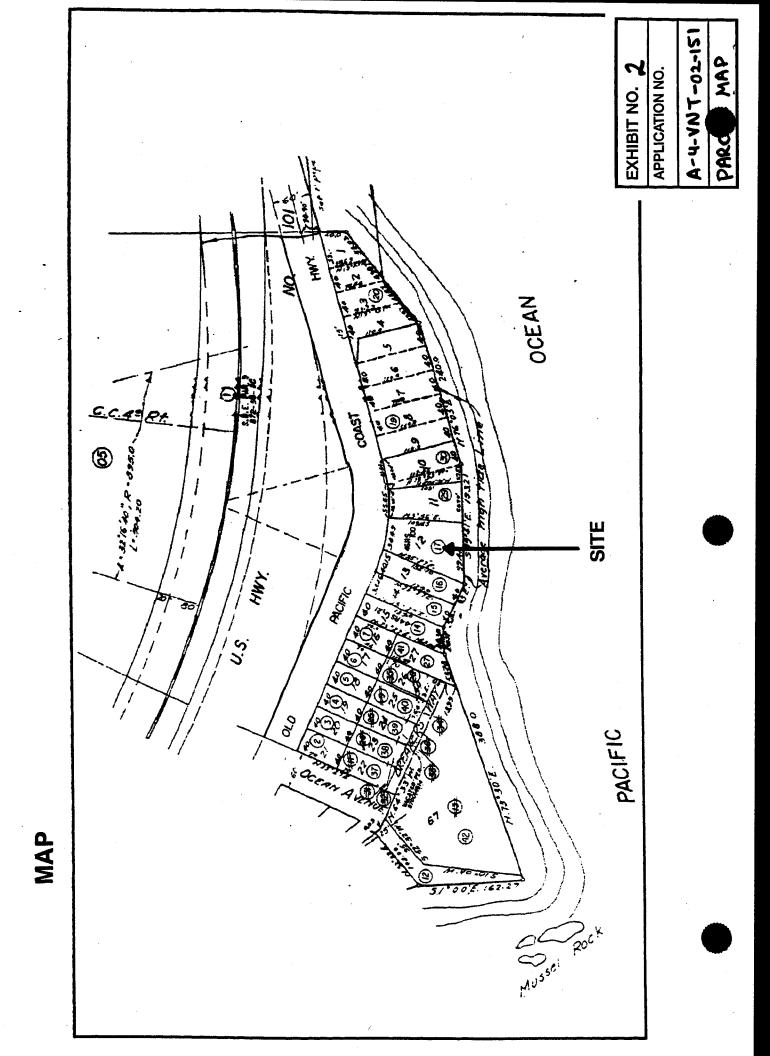
"It is concluded that is would not be economically justified or aesthetically appealing to design a single-family residence that would be risk-free from wave runup and overtopping damage during an extreme storm event."

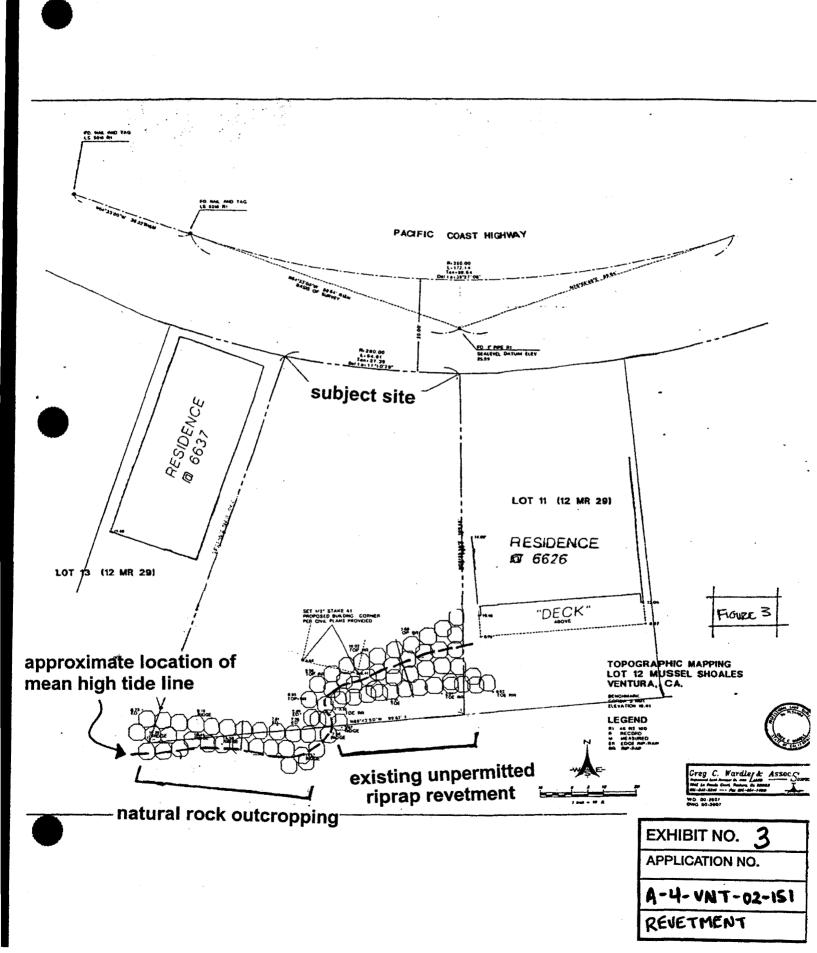
The County's approval of the project, and their analysis of the applicant's report is, therefore, not in accordance the intent of Policy 8178 –4.2. The applicant's Updated Geotechnical Report, by VillaFana Engineering, dated 1/22/00, also fails to address the applicable provisions of Section 8178-4.1 that are referenced in Section 8178-4.2. As such, the information provided within these reports does not adequately address the characteristics and hazards of the site, including the limits of wave uprush, consistent with the intent of Section 8178-4.2, and the County's review of the project is insufficient; their approval and findings raise substantial issue with Sections 8178-4.1 and 4.2 of the County's certified coastal zoning ordinance.

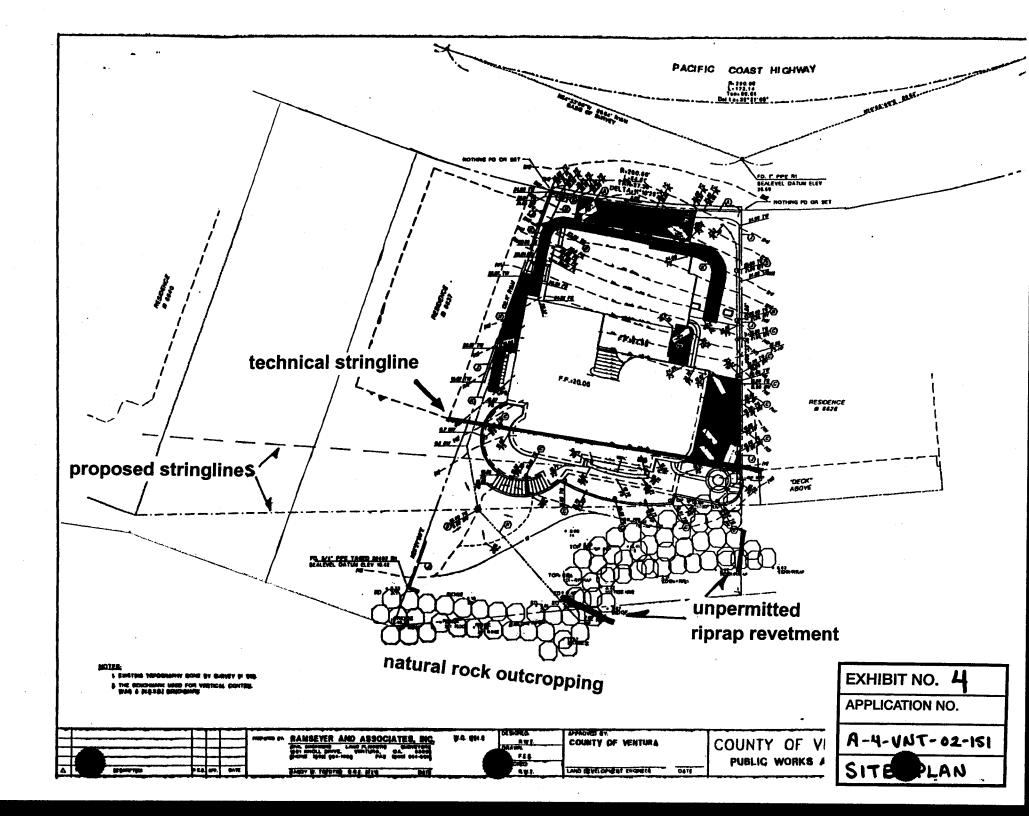
## D. Conclusion

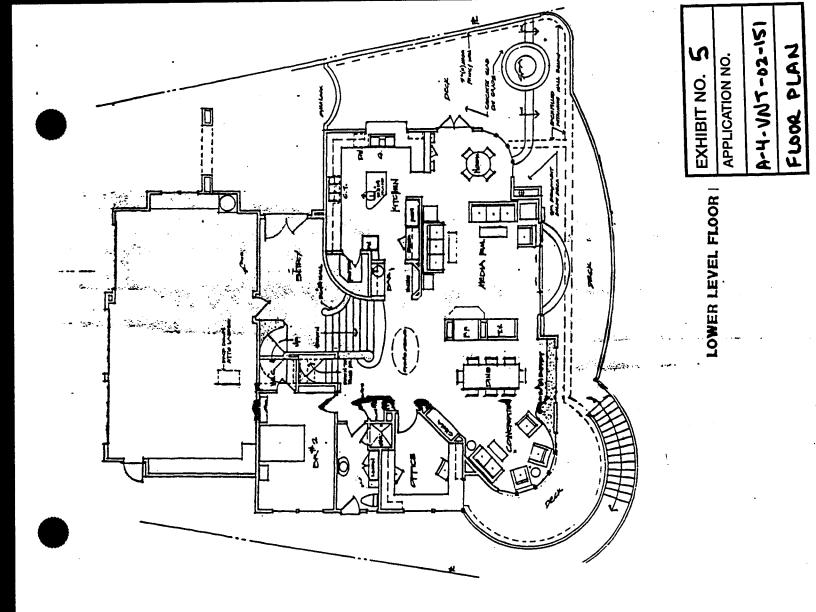
For the reasons discussed above, substantial issue is found with respect to the consistency of the approved development regarding environmental review, beach erosion, structural integrity, marine resource protection, and public access policies of the County's certified LCP. Therefore, the Commission finds that the appeal filed by Chair Sara Wan and Commissioner Pedro Nava, raises substantial issue as to the County's application of the policies of the LCP in approving the proposed development.

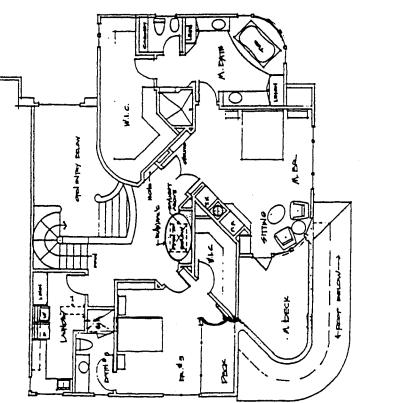




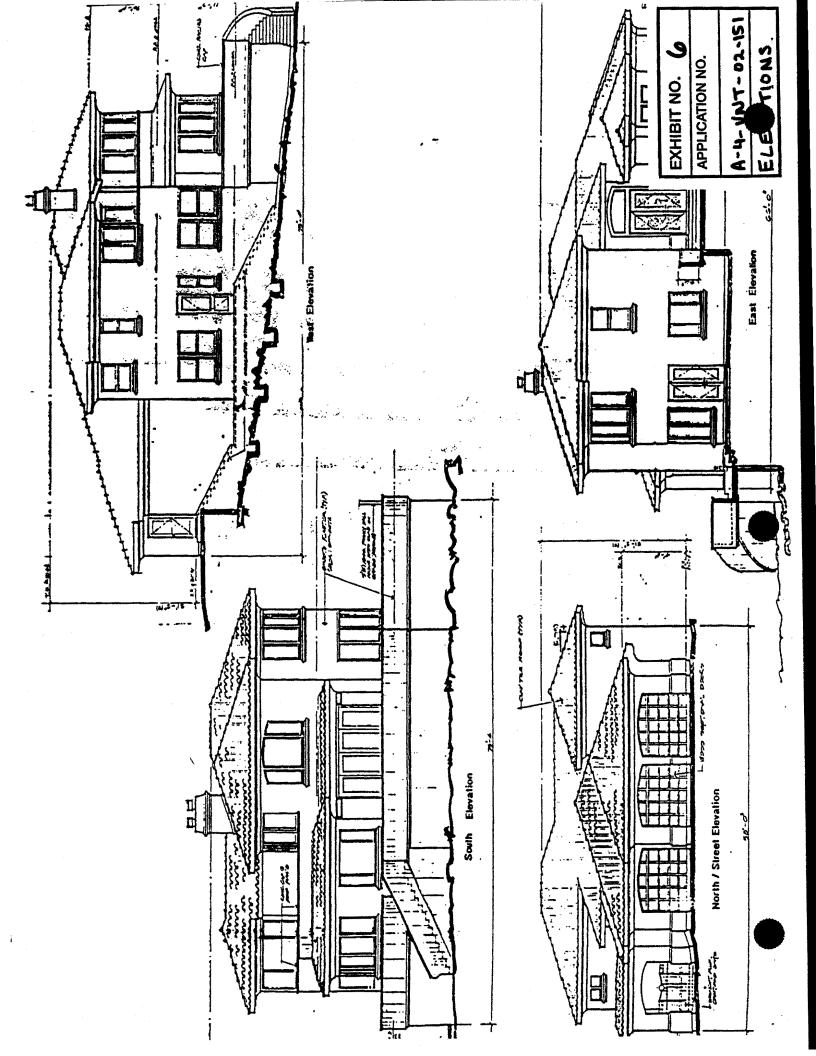


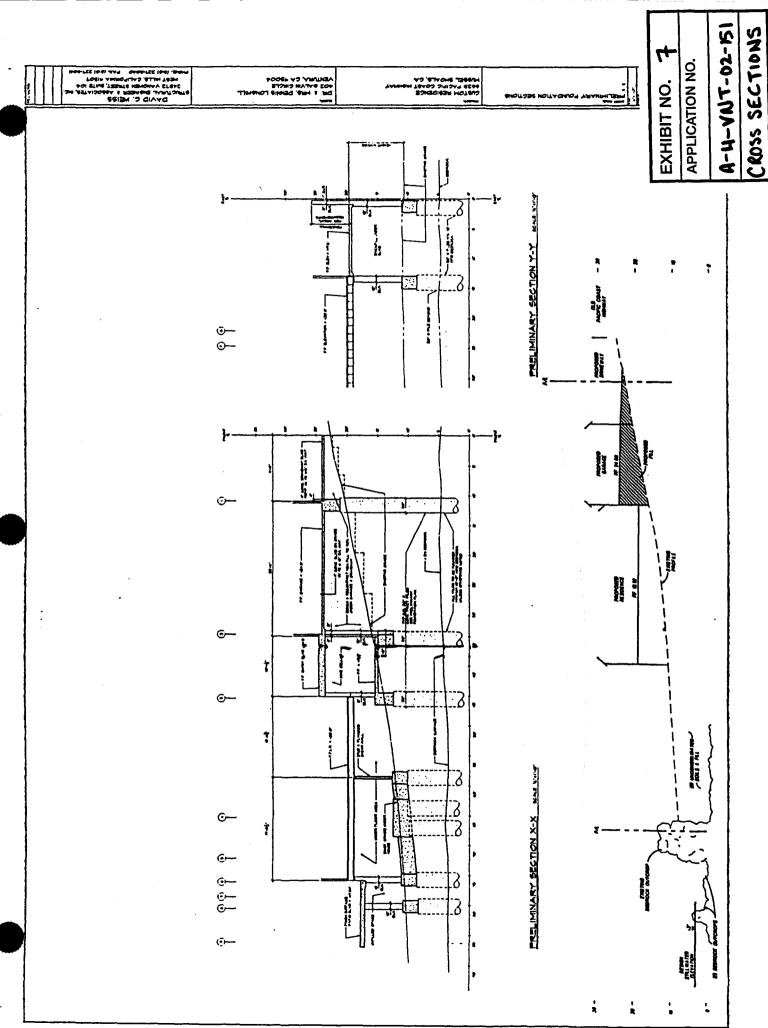






UPPER LEVEL FLOOR PLAN 1927 + 140 Martin





CALIFORNIA COASTAL COMMISSION SOUTH CENTRAL COAST AREA 89 SOUTH CALIFORNIA ST., SUITE 200 VENTURA, CA 93001 (805) 641 - 0142



## APPEAL FROM COASTAL PERMIT DECISION OF LOCAL GOVERNMENT

SECTION I. Appellant(s)

Name, mailing address and telephone number of appellant(s):

Chair Sara Wan and Commissioner Pedro Nava California Coastal Commission 45 Fremont Street, #2000 San Francisco, CA 94105 (415) 904-5200

**SECTION II.** Decision being appealed.

- 1. Name of local government/port: County of Ventura
- 2. Brief Description of development being appealed: Construction of a new twostory, 3,638 sq. ft. single-family residence with attached 857 sq. ft. garage and 1,368 sq. ft. deck and stair area on a .21 acre vacant beachfront parcel.
- Development's location (street address, assessor's parcel no., cross street, etc.): 6628 W. Pacific Coast Highway, Mussel Shoals (Ventura County) [APN No 188-110-405]
- 4. Description of decision being appealed:
  - a. Approval with no special conditions:\_\_\_
  - b. Approval with special conditions: X
  - c. Denial:\_\_\_\_\_

Note: For jurisdictions with a total LCP, denial decisions by a local government cannot be appealed unless the development is a major energy or public works project. Denial decisions by port governments are not appealable.

EXHIBIT NO.	
APPLICATION NO.	
A-4- VNT-02-151	
APPEAL	

## APPEAL FROM COASTAL PERMIT DECISION OF LOCAL GOVERNMENT (Page 2)

#### 5. Decision being appealed was made by:

- a. X Planning Director/Zoning Administrator
- b. \_\_\_City Council/Board of Supervisors
- c. \_\_\_\_Planning Commission
- d. \_\_\_Other\_\_\_\_\_

6. Date of Local Government's decision: <u>5/16/02</u>

7. Local Government's file number (if any): PD 1819

**SECTION III. Identification of Other Interested Persons** 

Give the names and address of the following parties (Use additional paper if necessary):

#### a. Name and mailing address of permit applicant:

Mr. and Mrs. Dennis Longwill 402 Galvin Circle Ventura, CA 93004

b. Names and mailing addresses as available of those who testified (either verbally or in writing) at the city/county/port hearing(s). Include other parties which you know to be interested and should receive notice of this appeal.

(1)	
(2)	)
(3)	)

SECTION IV. Reasons supporting this appeal

Note: Appeals of local government coastal permit decisions are limited by a variety of factors and requirements of the Coastal Act. Please review the appeal information sheet for assistance in completing this section, which continues on the next page.

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## Section IV. <u>Reasons Supporting this Appeal</u>:

Coastal Development Permit PD 1819 does not conform to policies and standards set forth in the City's certified Local Coastal Program. Following is a discussion of the non-conforming aspects of the development.

## Ventura County General Area Plan (North Coast):

### 1. Environmentally Sensitive Habitats, Tide pools and Beaches

#### Policy 3 states that:

Shoreline protection structures, such as revetments, seawalls, groins, or breakwaters, area allowed when they are necessary to protect existing developments, coastal dependent land uses, and public beaches. Any structures built under these conditions will incorporate mitigation measures that reduce intertidal or nearshore habitat losses and impacts on local shoreline sand supply.

The project proposes construction of a residence on a vacant previously undeveloped shorefront parcel. The County's findings include the presence of an existing, unpermitted, rip rap revetment in its analyses of the site, and do not evaluate alternatives to the design and siting of the residence without prejudice to the retention of the revetment in its present form. As such, the County's findings neglect to adequately address the issue of the development's structural and geotechnical reliance on the existing, unpermitted rock revetment. This is inconsistent with Policy 3, in that the proposed residence is not an existing development, a coastal-dependent land use, or a public beach. Furthermore, the wave uprush study performed for the project finds that the proposed residence, as designed, will require the protection of the existing, unpermitted revetment. The study finds that the maintenance of the revetment, in its present configuration, is required in order to provide the level of shoreline protection analyzed within the report as being adequate to protect the proposed development from natural shoreline processes. Finally, the County's findings and permit approval fail to analyze the impacts of the revelment on environmentally sensitive intertidal habitat, and do not incorporate any mitigation measures to reduce intertidal or nearshore habitat losses and impacts on local shoreline sand supply, which will occur as a result of the retention of this structure, as required by Policy 3.

#### Policy 5 states:

Any applicant for any coastal project, including shoreline protective devices, will show that their proposal will not cause long-term adverse impacts on beach or intertidal areas. Impacts include, but are not limited to; destruction of the rocky substrate, smothering of organisms, contamination from improperly treated wastewater or oil, and runoff from streets and parking areas. Findings to be made will include, but not be limited to proper waste disposal.

The County's approval and findings do not make any specific findings for the project's consistency with this policy. Neither the retention of the unperm nor the design of the residence (which relies on the presence of the reve EXHIE

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adequate shoreline protection), are addressed and provided for in this regard within the County's CDP findings and approval of the project. As the County has analyzed the project while relying on the presence of the unpermitted revetment, they have neglected to address the issues of bluff and beach erosion, appropriate building setbacks from the edge of the bluff/sand, and the effects sand transport that may be affected by the development.

#### 2. Lateral Access

The County LUP's stated objective regarding access in the North Coast sub-area is to maximize public access consistent with property rights, natural resources and processes, and the Coastal Act. Policy 2 (Lateral Access) of this section states that:

For all new development between the first public road and the ocean, granting of lateral easements to allow for public access along the shoreline shall be mandatory unless subsection (a), below, is found. In coastal areas, where the bluffs exceed five feet in height, all beach seaward of the base of the bluff shall be dedicated. In coastal area where the bluffs are less than five feet, the area to be dedicated shall be determined by the County. At a minimum, the dedicated easement shall be adequate to allow for lateral access during periods of high tide. In no case shall the dedicated easement be required to be closer than 10 feet to a residential structure. In addition, all fences, no trespassing signs, and other obstructions that may limit public lateral access shall be removed as a condition of development approval.

(a) Findings are made, consistent with Section 30212 of the Act, that access is inconsistent with public safety, military security needs, or that agriculture would be adversely affected.

The County's approval of the project does not require the granting of lateral access, and additionally involves the retention of an unpermitted revetment, which obstructs lateral public access along the beach. The County's approval cites the presence of nearby tide pools as the basis for not requiring a lateral access easement as a condition of approval. This is not a qualifying basis under subsection (a), above. The County permit does not provide a basis or evidence that supports the conclusion that public access in this location will adversely impact sensitive marine resources. Additionally, the revetment acts as an obstruction that "may limit public lateral access", which is not proposed to be removed as condition of development approval. As such, the approved project does not conform to the lateral access requirements of the general area plan.

#### 3. Beach Erosion

The County's objective regarding beach erosion is to protect public safety and property from beach erosion as provided in existing ordinances, and within the constraints of natural coastal processes.

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#### Policy 1 states that:

"Proposed shoreline protective structures will only be approved and/or located in conformance with Coastal Act Sections 30235 and 30253."

Section 30235 of the Coastal Act states:

Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fish kills should be phased out or upgraded where feasible.

Section 30253 of the Coastal Act states (in relevant part) that new development shall:

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

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

The findings and conditions for the County's CDP approval states that no impacts from beach erosion are expected because the applicant does not propose improvements to the existing revetment. However, the County's approval of the design and siting of the residence, and its ability to withstand wave uprush is predicated upon the existence of the unpermitted, existing revetment as cited in the applicants' <u>Wave and Runup</u> <u>Investigation</u>, dated 1/15/02. The County's failure to address the design of the structure without relying on the existence and potential protection of the revetment is not consistent with Policy 1, or with Sections 30235 and 30253 of the Coastal Act. The County additionally makes no findings that the proposed development will be stable, and not require the construction of a protective device, or additional protective works as required for consistency with Section 30253.

Furthermore, the <u>Wave and Runup Investigation</u>, dated 1/15/02, states that:

"...the facing slope of the revetment appears to be approximately 1 horizontal to 1 vertical, which is considered too steep for a stable rock revetment structure."

"Maximum wave runup was calculated to reach elevations ranging from approximately +19.3 to +24.6 ft. MLLW. These runup elevations exceed the top elevation of the existing rock rip-rap and natural rock outcrop by several feet."

As stated in this report, the revetment is not considered adequately designed or stable from a coastal engineering standpoint. The report recommends the installation of a scour apron landward of the revetment and rock outcrop, and the placement of additional "erosion resistant materials" behind the top of the revetment "resist erosion by overtopping waves." Therefore, the County's approve

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clearly not consistent with the intent of Policy 1, or with the County's stated objective regarding beach erosion.

Policies 2-6 state:

- All shoreline protective structures which alter natural shoreline processes will be designed to eliminate or mitigate adverse impacts on local shoreline sand supply.
- 3. A building permit will be required for any construction and maintenance of protective shoreline structures, such as seawalls jetties, revetment, groins, breakwaters, and related arrangements.
- 4. The County's Building and Safety Department will routinely refer all permits for seawalls, revetments, groins, retaining walls pipelines and outfalls to the Flood Control and Water Resources Division of the Public Works Agency to be evaluated not only of structural soundness, but environmental soundness as well, whenever necessary. This includes a survey of potential environmental impacts, including (but not limited to) the project's effects on adjacent and downstream structures, net littoral drift, and downcoast beach profiles.
- 5. If the potential environmental impacts of the proposed structure are considered significant by the Public Works Agency, the applicant will then be required to obtain an engineering report that specifies how those impacts will be mitigated.
- 6. Permitted shoreline structures will not interfere with public rights of access to the shoreline.

The County's approval of the project is inconsistent with Policies 2-6, which address the appropriate design of shoreline protective devices, their impacts on sand supply, public access, and potential environmental impacts. The County does not analyze the appropriateness of the design and placement of the revetment for its impacts on local shoreline sand supply, environmentally sensitive marine resources, net littoral drift, and downcoast beach profiles. In addressing the impacts of the development, the County has not reviewed the structural and environmental soundness of the revetment or conducted a survey of the potential environmental impacts of the development. The County's approval also does not analyze the effect of the revetment on public rights of access to the shoreline.

#### **Coastal Zoning Regulations**

#### 1. Mitigation of Potential Hazards.

Section 8178-4.1 of the Coastal Zoning Ordinance states that:

All new development shall be evaluated for potential impacts to, and from geologic hazards (including seismic hazards, landslides, expansive soils, subsidence, etc.), flood hazards, and fine hazards. New development shall be sited and designed to minimize risks to li areas such as floodplains, bluff tops, 20% or greater slopes, or shorelines, wt EXHIBIT NO.

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may exist. New development shall be sited and designed so as not to cause or contribute to flood hazards, or lead to the expenditure of public funds for flood control works. Feasible mitigation measures shall be required where necessary.

The County's CDP findings and approval do not adequately address the potential impacts of developing a residence on the shoreline. The findings cite that there will be no adverse impacts based on the lack of known faults or landslides being found on the project site. This does not address the issues of shoreline hazards such as wave action and uprush, storm surges, bluff erosion, and flooding. Additionally, the County's findings incorporate, and rely upon, the existence of an unpermitted, non-engineered revetment, and do not address potential alternatives in site design and location may negate the necessity of any shoreline protective device to protect the development, or the expenditure of public funds for flood control works.

Section 8178-4.2 of the Coastal Zoning Ordinance states (in part):

"If the available data indicates that a new development as proposed will not assure stability and structural integrity and minimize risks to life and property in areas of potential hazards, or will create or contribute significantly to erosion or geologic instability, then the County shall require the preparation of an engineering geology report at the applicant's expense. Such report shall be in accordance with all applicable provisions of this ordinance and of the LCP Land Use Plan policies, and shall include feasible mitigation measures which will be used in the proposed development, as well as the following applicable information to satisfy the standards of Section 8178-4.1:"

The data derived from the <u>Wave and Runup Investigation</u>, dated 1/15/02, (cited in the preceding sections) clearly indicates that the existing unpermitted revetment is not of a design which is considered stable, and that the proposed development of a single family residence will be subject to wave uprush and erosion effects. The report does not include feasible mitigation measures which are consistent with the applicable provisions of the above ordinance as the only measures included in the report's analysis involve the installation of additional drainage devices and "erosion resistant materials" in order to augment the unpermitted revetment. The report does not address siting and design alternatives for the residence that are independent of the revetment as it concludes:

"It is concluded that is would not be economically justified or aesthetically appealing to design a singlefamily residence that would be risk-free from wave runup and overtopping damage during an extreme storm event."

The County's approval of the project, and their analysis of the applicant's report is, therefore, not in accordance the intent of Policy 8178 -4.2. The applicant's *Updated Geotechnical Report*, by VillaFana Engineering, dated 1/22/00, also fails to address the applicable provisions of Section 8178-4.1 that are referenced in Section 8178-4.2. As such, the information provided within these reports does not adequately address the characteristics and hazards of the site, consistent with the intent of Section 8178-4.2, and the County's review of the project is insufficient; their approval and findings not in conformance with Sections 8178-4.1 and 4.2.

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APPEAL FROM COASTAL PERMIT DECISION OF LOCAL GOVERNMENT Page 3

State briefly your reasons for this appeal. Include a summary description of Local Coastal Program, Land Use Plan, or Port Master Plan policies and requirements in which you believe the project is inconsistent and the reasons the decision warrants a new hearing. (Use additional paper as necessary.)

Note: The above description need not be a complete or exhaustive statement of your reasons of appeal; however, there must be sufficient discussion for staff to determine that the appeal is allowed by law. The appellant, subsequent to filing the appeal, may submit additional information to the staff and/or Commission to support the appeal request.

SECTION V. Certification

The information and facts stated above are correct to the best of my/our knowledge.

Signed:	n
Appellant or Agent	
Date:	6/17/02

Agent Authorization: I designate the above identified person(s) to act as my agent in all matters pertaining to this appeal.

Signed:

Date:

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(Document2)

APPEAL FROM COASTAL PERMIT DECISION OF LOCAL GOVERNMENT Page 3

State briefly <u>your reasons for this appeal</u>. Include a summary description of Local Coastal Program, Land Use Plan, or Port Master Plan policies and requirements in which you believe the project is inconsistent and the reasons the decision warrants a new hearing. (Use additional paper as necessary.)

Note: The above description need not be a complete or exhaustive statement of your reasons of appeal; however, there must be sufficient discussion for staff to determine that the appeal is allowed by law. The appellant, subsequent to filing the appeal, may submit additional information to the staff and/or Commission to support the appeal request.

SECTION V. Certification

The information and facts stated above are correct to the best of my/our knowledge.

Signed an Appellant or Agent 6/17/02 Date:

Agent Authorization: I designate the above identified person(s) to act as my agent in all matters pertaining to this appeal.

Signed:

Date:

EXHIBIT NO.

(Document2)

STATE OF CALIFORNIA - THE RESOURCES AGENCY

CALIFORNIA COASTAL COMMISSION BOUTH CENTRAL COAST AREA B BOUTH CALIFORNIA 6T., BUITE 200 VENTURA, GA 63001 VENTURA, GA 63001





April 3 2000

Kim Rodriquez Planning Division 800 South Victoria Ave. Ventura, CA 93009

Dear Ms. Rodriguez:

Thank you for the opportunity to comment on what we think should be the material necessary for project review of Planned Development Permit PD-1819. The proposed development is a new 3784 sq. ft. single family residence on a vacant beachfront lot (APN 060-090-17) with a detached garage and 275 ft. of grading (75 cu. yds. cut and 200 cu. yds. fill) in the Musset Shoels Community, North Coast Area of Ventura County.

We recommend that the application materials include the following information:

- 1. Verification of permits or permission from the State Lands Commission is a preliminary step. All projects on a beach require State Lands Commission determination of project location relative to the most landward recorded mean high tide line. For more information, contact Barbara Dugall at the Commission at 916-574-1833.
- 2. The applicant should submit proof of a coastal development permit for the existing rip rap seawall. A review of our records does not show that a coastal development permit was issued. Our review of aerial photos establishes that the seawall did not exist on March 14, 1973. The Commission does not permit shoreline protective devices to protect vacant land as this would be contrary to the Coastal Act. PRC Section 30236 requires that seawalls and similar devices be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion. The seawall appears to be located in the area of coastal waters (i.e. wave uprush and wave attack) which is within Coastal Commission jurisdiction. A coastal development permit application is necessary to be submitted to this office, if the seawall is to be retained or be removed.
- 3. The Commission uses a stringline connecting the corners of adjacent decks and buildings along the ocean frontage to evaluate the project's impact on public access, sand supply and wave and flood hazard. Consequently, the application should include a stringline map showing the proposed development and deck in relation to existing adjacent structures and decks. The stringline is used to determine the maximum possible seaward extension of the proposed development. In review of similar projects, the Commission has required that all

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new buildings be located landward of the stringline in consideration of public access, protection of public views, and coastal hazards.

- 4. The submittal should include a geotechnical report and wave uprush study. This should include review of the project plans by registered professional engineer with expertise in shoreline processes. The site specific need for the proposed development (supports for the deck, development of the house on at grade, and retention of the existing seawall) and alternatives to the present proposed should be discussed. The location of all mean high tide lines should be indicated. The report and study should also evaluate the ability of the project to be safety from hazard for the life of the structure (75 year minimum).
- 5. Inclusion of plans and cross-sections for the proposed deck pile support system, including depth into bedrock.
- 6. Review by a County public health official of the proposed septic system is necessary to ensure that the system complies with minimum plumbing code requirements and is sited to prevent damage from wave uprush, and not contribute to contamination of coastal waters. Relocation to the maximum practicable location inland is recommended.
- 7. Location of all cut and fill in a plan view and elevations is necessary.

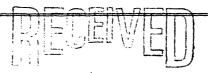
Please contact us if you have any questions or concerns regarding the above matter.

Merie Betz Coastal Program Analyst

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STATE OF CALIFORNIA - THE RESOURCES AGENCY

CALIFORNIA COASTAL COMMISSION SOUTH CENTRAL COAST AREA 89 SOUTH CALIFORNIA ST., SUITE 200 VEL DA, CA 93001 (60 - 1800



MAR J 1 2002

CALIFORNIA COASTAL COMMISSION

SOUTH CENTRAL COAST DISTRICT



February 20, 2002

GRAY DAVIS. Governor

FE8 2 5

Steven Perlman 7811 Marin Lane Ventura, CA 93004

Re: PD 1819, Longwill Residence, Mussel Shoals, Ventura County

Dear Mr. Perlman,

This letter is in response to our previous telephone conversation of October 16, 2001, and the information you submitted to our office on February 19, 2002. We understand that this information a copy of the application materials pending review by the County of Ventura for a planned development permit for the construction of a single family residence at 6628 Pacific Coast Highway, in Ventura County (Mussel Shoals).

To summarize the information concerning the proposed project as I understand it:

- (a) You are proposing to construct a new, 2-story, 3,750 sq. ft. single-family residence and 3-car garage on a vacant, beachfront lot at 6628 Pacific Coast Highway in the Mussel Shoals area of Ventura County.
- (b) There is an existing bedrock outcropping which extends from the adjoining western property along the western portion of the subject site a length of approximately 50 linear feet.
- (c) There is also an existing rock/riprap revetment (as evidenced by the photographs and survey map you sent to our office) located on the eastern portion of the site and extending approximately 45 ft along the shoreline between a revetment on the neighboring property and the bedrock outcropping to the west.
- (d) As currently proposed, you are seeking to retain the existing, unpermitted riprap revetment located on the subject site.

You have, as yet, submitted no evidence that the existing riprap revetment/seawall was permitted on the subject property by either the California Coastal Commission or the County of Ventura (after the certification of their Local Coastal Plan in 1983). Additionally, in Commission staff's April 3, 2000, letter to the County, staff notes that the revetment/seawall does not appear in aerial photographs of the area taken on March 14, 1973. Aerial photographs taken in 1978 also do not indicate the presence of a revetment or seawall across the property. As the revetment/seawall does not appear to have existed prior to the Coastal Act, and its construction/emplacement constitutes a form of development under Section 30106 of the Coastal Act, it requires a Coastal Development Permit.

Upon review of the photographs and information that you have submitted to our office, it is apparent that you are proposing to retain this shoreline protective device as part of your development proposal. As such, both the proposed retention of the wall, and any improvements to the revetment need to be addressed through a permit from the California Coastal Commission and added to the project description.

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Therefore, I am enclosing the following information for you:

- (a) a memo, dated December 1993, which outlines the basic information needed in an application for a shoreline protective structure,
- (b) a memo regarding guidelines describing the scope of work normally covered in engineering geologic reports
- (c) a coastal development permit application

The following (which can also be found in the above listed documents) is a summary of additional information normally required when a shoreline protective device is proposed:

- \_\_\_1. All projects on a beach require State Lands Commission determination of location of most landward property line. (State Lands Commission, 100 Howe Street, Suite 100, Sacramento, CA 95825-8202, phone (916) 574-1800.
- \_\_2. For projects on a coastal bluff or shoreline a stringline map showing the existing, adjacent structures, decks and bulkheads in relation to the proposed development. The stringline is to be prepared in accordance with the Coastal Commission's Interpretive Guidelines. Stringlines are drawn between the nearest adjacent corners of the existing structures, decks, and (permitted!) bulkheads located on both sides (adjacent) of the subject site. Your recent submittal does not correctly demonstrate the stringlines for the subject property.
- \_\_3. For shoreline development and/or protective devices (seawalls, bulkheads, groins & rock blankets) - project plans with cross-sections prepared by a registered engineer. The project plans must show the project foot-print in relation to the applicant's property boundaries (include surveyed benchmarks), septic system, Mean High Tide Line (winter and summer), and the Wave Uprush Limit Line.
- \_\_\_\_4. For shoreline protective devices a geotechnical report and wave uprush study prepared in accordance with the Commission guidelines. Copies of guidelines are available from the District Office.

I hope that this information is of assistance to you in your endeavors. Please contact me if you have further questions regarding our process.

Sincerely, maine bel. Bonnie Luke

Coastal Program Analyst California Coastal Commission

Cc: Kim Rodriquez, Senior Planner, Resource Management Agency Ventura Cou

