# CALIFORNIA COASTAL COMMISSION

South Coast Area Office 200 Oceangate, Suite 1000 Long Beach, CA 90802-4302 (562) 590-5071

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Staff: Staff Report: Hearing Date: Commission Action: FSY-LB **FS Y** July 17, 2003 August 6-8, 2003



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# **STAFF REPORT: REVISED FINDINGS**

**APPLICATION NO.:** 5-01-174

APPLICANTS: Daniel & Bonnie Leonard

AGENT:

Culbertson, Adams & Associates, Mr. David B. Neish and Mr. David J. Neish

**PROJECT LOCATION:** 3124 Breakers Drive, City of Newport Beach (County of Orange)

**PROJECT DESCRIPTION:** Demolition of the existing two (2) story duplex and construction of a new 4,588 square foot four (4) story duplex with two attached two (2) car garages totaling 1,986 square feet, stepped up the hillside to an approximate height of 24 ft from existing grade. Retaining walls will be constructed along portions of the west and east property lines and along the northern portion of the proposed duplex. Grading will consist of 1,020 cubic yards of cut, 20 cubic yards of fill and 1,000 cubic yards of export.

DATE OF COMMISSION ACTION: July 8, 2002

**COMMISSIONERS ON PREVAILING SIDE:** 

Commissioners Burke, Dettloff, Hart, McClain-Hill, Orr, Peters, Potter, Rose, Woolley and Wan.

## SUMMARY OF STAFF RECOMMENDATION:

Staff recommends that the Commission adopt the following revised findings in support of the Commission's action of July 8, 2002 approving the demolition and construction of the proposed duplex. The major issues raised at the public hearing related to adverse impacts on the naturally appearing landform and a cumulative adverse impact on visual coastal resources. These are issues identified in Sections 30251 and 30253 of the Coastal Act and the City of Newport Beach Land Use Plan (LUP) regarding development on coastal bluffs.

The Commission approved the project since the location of the proposed development is in a limited area where bluff face development already exists and has been allowed by the Commission. Although the Commission does not routinely approve bluff face development, the proposed development is consistent with the pattern of development in the immediate vicinity and the project will not have a cumulative adverse impact on visual coastal resources. These findings have been incorporated beginning on page 9.

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## **STAFF RECOMMENDATION:**

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

## **MOTION:**

*"I move that the Commission adopt the revised findings in support of the Commission's action of July 8, 2002 in approving coastal development permit application 5-01-174 with conditions."* 

Staff recommends a <u>YES</u> vote on the motion. Passage of this motion will result in the adoption of revised findings as set forth in this staff report. The motion requires a majority vote of the members from the prevailing side present at the July 8, 2002 hearing, with at least three of the prevailing members voting. Only those Commissioners on the prevailing side of the Commission's action are eligible to vote on the revised findings.

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

The Commission hereby adopts the findings set forth below for its approval of coastal development permit application 5-01-174 with conditions on the grounds that the findings support the Commission's decision made on July 8, 2002 and accurately reflect the reasons for it.

## I. 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 of 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.

## 3. Submittal of Landscaping Plan

- A. **PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT**, the applicants shall submit a landscaping plan, which 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, drought resistant plants. Invasive, non-indigenous plant species that tend to supplant native species shall not be used;
  - (4) Landscaped areas in the front yard area shall consist of native, drought tolerant plants. Other vegetation which is placed in above-ground pots or planters or boxes may be non-invasive, non-native ornamental 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.
- **C.** Five years from the date of issuance of Coastal Development Permit No. 5-01-174 the applicants shall submit for the review and approval of the Executive Director, a landscape monitoring report, prepared by a licensed landscape architect or qualified resource specialist, that certifies the on-site landscaping is in conformance with the landscape plan approved pursuant to this special condition. The monitoring report shall include photographic documentation of plant species, plant coverage, and an evaluation of the conformance of the landscaping with the requirements of this special condition.

If the landscape monitoring report indicates the landscaping is not in conformance with or has failed to meet the performance standards specified in the landscaping plan approved pursuant to this permit, the applicants, or successors in interest, shall submit a revised or supplemental landscape plan for the review and approval of the Executive Director. The revised landscaping plan must be prepared by a licensed Landscape Architect or a qualified Resource

## 2. Project Description

The original project, as submitted to the Commission, consisted of demolition of the existing two (2) story duplex (approximately 25 ft high from centerline of frontage road) and construction of a new 6,590 square foot five (5) story duplex with two attached two (2) car garages, stepped up the hillside to an approximate height of 52 ft from the centerline of the frontage road. Retaining walls would have been constructed along portions of the west and east property lines and along the northern most portion of the proposed duplex. Footings and a caisson foundation system would have been used to support the proposed structure. Grading would have consisted of 1,600 cubic yards of cut and 1,600 cubic yards of export. The applicants decided to scale down this original proposal due to associated costs.

The proposed project was revised and now consists of the following: demolition of the existing two (2) story duplex (approximately 40 ft high from centerline of frontage road) and construction of a new 4,588 square foot four (4) story duplex with two attached two (2) car garages totaling 1,986 square feet, stepped up the hillside to an approximate height of 40 ft from the centerline of the frontage road (Exhibits #4-10). The top of the bluff currently remains primarily undeveloped and vegetated. The new duplex will be larger than the existing duplex; however, a significant portion of the top of the bluff will remain primarily undeveloped and vegetated. Thus, since the height of the existing and proposed structures is almost similar, the primarily undeveloped and vegetated portion of the bluff on the site (described above) would not be impacted. Retaining walls will be constructed along portions of the west (varying from approximately 4 feet to 9 feet in height) and east (varying from 2 feet to 8 feet in height) property lines and along the northern (approximately 30 feet in height) portion of the proposed duplex (Exhibit #9). Footings and a caisson foundation system will support the proposed structure. Grading will consist of 1,020 cubic yards of cut, 20 cubic yards of fill and 1,000 cubic vards of export. This will be accomplished by grading the lower, largely developed portion (i.e. the lower 40 feet) of this approximately 80-foot high bluff.

Associated construction includes retaining walls, planters, stairs, decks, drainlines, subdrain, and an interior elevator. Removal of vegetation (approximately between the 28 foot contour and 58 foot contour lines) is also part of the proposed project. Planters on the lower part of the site will have an irrigation drip system.

## 3. Prior Commission Action in Subject Area

On May 7, 2001, the Commission approved Coastal Development Permit #5-00-452 (Cowan) for the construction of a residential development stepped up into the bluff at 3030 & 3030 ½ Breakers Drive, approximately 200 feet northwest (upcoast) of the project site. The project site is well setback from the ocean by a public sandy beach, an approximately 200 foot wide parking lot for Corona Del Mar State Beach, vegetation, a wall, and Breakers Drive. The Commission found that the specific location of the proposed development is in a limited area where bluff face development already exists and has been allowed by the Commission, which would not result in a significant cumulative impact. However, the Commission does not routinely approve development on the bluff face because it raises concerns with Section 30251 and Section 30253 of the Coastal Act and the potential for significant cumulative impacts. Section 30251 of the Coastal Act states that permitted development should minimize landform alteration and visual impacts. Section 30253 of the Coastal Act states that permitted development should minimize landform alteration and visual impacts. Section 30253 of the Coastal Act states that permitted development should minimize landform alteration and visual impacts. Section 30253 of the Coastal Act states that permitted development should minimize landform alteration and visual impacts.

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was located along a coastal bluff (top of the bluff to the base of the bluff) immediately inland of Corona Del Mar State Beach, which is a public beach.

The Commission found the proposed project, Coastal Development Permit #5-01-191 (Tabak), inconsistent with Sections 30240 (b), 30251 and 30253 of the Coastal Act and the City of Newport Beach Land Use Plan (LUP) regarding coastal bluff sites due to the project's landform alteration, the importance of preserving scenic resources, community character and impacts to public access similar to the denial for Coastal Development Permit #5-01-080 (Palmero), discussed previously.

## B. <u>Development Requiring Protective Devices</u>

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

New development shall:

- (I) 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, jeologic 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.

Development on a bluff is inherently risky due to the potential for bluff failure. Bluff development poses potential adverse impacts to the geologic stability of bluffs and the stability of residential structures. In general, bluff instability is caused by environmental factors and impacts caused by man. Environmental factors include seismicity, wave attack, drying and wetting of soils, wind erosion, salt spray erosion, rodent burrowing, percolation of rain water, poorly structured bedding, and soils conducive to erosion. Factors attributed to man include bluff oversteepening from cutting roads and railroad tracks, irrigation, over-watering, building too close to the bluff edge, improper site drainage, use of impermeable surfaces to increase runoff, use of high water use vegetation, pedestrian or vehicular movement across the bluff top and toe, and breaks in water or sewage lines.

1. Site Conditions and Geotechnical Recommendations

To address site-specific geotechnical issues, the applicants have submitted a Geotechnical Investigation, Proposed Residence, 3324 Breakers Drive, Corona Del Mar, California. prepared by Petra (Project No. J.N. 448-00) dated February 12, 2001. The primary objective of the Geotechnical Investigation was: "...to determine the nature of subsurface soil and bedrock conditions, to evaluate their in-place characteristics, and then to provide geotechnical recommendations with respect to site clearing and grading, and for design and construction of building foundations." The Geotechnical Investigation consisted of a limited subsurface exploration, sampling of earth materials, lab testing and engineering analysis.

The Geotechnical Investigation stated that the proposed development is located at the base of the coastal bluff at the southwesterly edge of the elevated coastal marine terrace that extends from Corona del Mar to Laguna Beach. The existing single-family residence that is located at

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site, the temporary excavation sidewalls will expose hard to very hard, competent bedrock materials with favorable bedding."

The Geotechnical Investigation further stated the following regarding liquefaction: "The groundwater level at the time of their subsurface exploration was at a depth of approximately 4 feet below the proposed elevation of the garage-level floor. Therefore, portions of the sand materials that will remain in place beneath and adjacent to the front portion of the garage are below the groundwater elevation...Due to the potential for the beach deposits beneath the site to liquefy during a significant seismic event, the residence and adjacent improvements should be supported on either deepened conventional footings or caissons that are tied together with grade beams and extend into the underlying bedrock. The grade beams should derive all of their support from the caissons."

The Revised Geotechnical Investigation stated that a potential hazardous bluff overhang issue is located on the project site: "As mentioned previously and as shown on the enclosed grading plan (Plate 1) and cross section (Plate2), an overhang condition exists approximately midway up the bluff face at the rear of the proposed residence. Due to the inaccessibility of this overhang posed by the steep bluff face from below and very dense woody brush from above, the composition of the earth materials within the actual overhanging portion was not able to be determined during our exploration. However, based on the morphology of the bluff, regional geologic maps and our experience in the vicinity, the overhanging portion of the bluff is probably composed of hard sandstone overlain by sandy terrace deposits. Several large, loose fragments of cemented sandstone ranging up to approximately 2.5 feet in diameter were observed in the vicinity of the base of the bluff within the backyard of the subject site. These fragments appear to have fallen from the bluff overhang since the morphology and staitigraphy of the lower bluff foes not indicate that such large fragments could have originated in this area. These fragments appear to have broken loose from the overhang area along joint planes in the recent past, tumbled down the underlying talus slope and onto the existing retaining wall located between the bluff and the existing house...Due to the proximity of the bluff overhang to the rear of the upper floor of the proposed residence, a potential rockfall hazard exists in this area. Therefore, to mitigate this condition, it is recommended that the bluff overhang be laid (excavated) back to a flatter gradient during grading to mitigate the potential for the occurrence of rockfalls."

Although the *Geotechnical Investigation* and *Revised Geotechnical Investigation* stated that the stability for temporary excavations, liquefaction and bluff overhang, were major concerns with the proposed project, the *Geotechnical Investigation* and the *Revised Geotechnical Investigation* still concluded that the construction of the proposed structures is feasible from the engineering perspective provided the applicants comply with the recommendations contained in the report. Recommendations include: all structural materials associated with the existing residence and hardscape should be demolished and removed from the site; clearing operations should also include the removal of all landscape vegetation not to remain; and all fill should be placed in lifts not exceeding 8 inches in thickness, watered or air dried as necessary to achieve compaction of 90 percent. Additional recommendations include those related to, site preparation, site drainage, structural design of foundation. In addition, the proposed project will consist of retaining walls and caissons. These retaining walls and caissons will serve as protective devices for the bluff (landform) and for the proposed structures.

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## 2. Wave Uprush and Flooding Hazards

The coastal bluff is not subject to direct coastal processes such as wave attack considering that it is separated from the ocean by Breakers Drive and an approximately 200 foot wide parking lot for the Corona Del Mar State Beach and the beach itself. Therefore, there are currently no wave uprush or flooding hazards.

3. Conclusion

To assure geologic stability and structural integrity and to minimize risks to life and property, as required by Section 30253 of the Coastal Act, three (3) Special Conditions have been imposed:

<u>Special Condition No. 1</u> requires the applicant to submit final construction plans that are consistent with all recommendations contained in the geologic engineering reports, and which have been reviewed, signed and stamped by a geotechnical consultant. The geotechnical report includes specific recommendations for foundations, footings, etc. which will ensure the stability of the proposed residential structure.

**Special Condition No. 2** requires the applicant to submit a drainage and run-off control plan for the review and approval of the Executive Director. In keeping with the geotechnical recommendations, this condition requires that the drainage system reduce water infiltration into the subgrade soils, minimizes percolation into the bluff and directs surface waters away from the building foundations, walls and sloping areas. In addition, the condition requires that all rooftop drainage be taken to the street to minimize infiltration.

Special Condition No. 3 requires that the applicant submit a landscaping plan, which consists primarily of native, drought-tolerant plants and prohibits in-ground irrigation throughout the entire lot. This special condition requires that areas not occupied by hardscape be planted primarily with native, drought tolerant plants indigenous to the area. The condition distinguishes between the types of plants allowed in the rear and front yards. Non-native ornamental plants are allowed in the front yard only if they are kept in containers. Non-native plants can be allowed in containers in the front yard since it minimizes their ability to spread to the rear slope. which is to be planted with native vegetation. Temporary irrigation may be allowed for purposes of establishing native plants in the rear yard. Native, drought-tolerant plants common to coastal bluffs do not require watering after they become established, have deep root systems which tend to stabilize soils, are spreading plants and tend to minimize the erosive impact of rain, and provide habitat for native animals. In order to verify that the on-site landscaping is maintained in conformance with the approved landscape plan, a landscaping monitoring report five years from the date of issuance of Coastal Development Permit 5-01-174 shall be submitted for review and approval of the Executive Director. If this landscaping monitoring report indicates that the landscaping is not in conformance with or has failed to meet the performance standards specified in the approved landscaping plan pursuant to this permit, these deficiencies and non-conformance issues must be identified and resolved through a revised or supplemental landscape plan which must be submitted for the review and approval of the Executive Director.

Therefore, only as conditioned for conformance with geotechnical recommendations, submittal of a drainage plan to certain specifications and compliance with that plan, submittal of a certain landscaping plan and long term monitoring of the landscaping does the Commission finds that the proposed project is consistent with Section 30253 of the Coastal Act.

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development. Further, the proposed development would not obstruct views of the blufftop from the beach.

In addition, views of the bluff face from the beach are already partially obstructed by adjacent development on the gated street. The proposed development would be similar in nature to the pattern of existing development in the specific area, which is bounded by three (3) lots to the northwest (upcoast) and three (3) lots to the southeast (downcoast) of the project site, and thus would not result in additional, significant obstruction of views of the bluff face (Exhibits #3 & #11-12).

Therefore, the Commission finds the proposed project is consistent with Section 30251 regarding protection of the scenic and visual qualities of coastal areas.

#### 2. Landform Alteration & Community Character

The character of the development in this area of Corona Del Mar falls within three categories: 1) "Bluff Top Development Area" (3207-3431 Ocean Boulevard) where there is little or no encroachment of primary structures onto the bluff face and the bluff face is largely vegetated; 2) "Bluff Face Development Area" (3002-3036 Breakers Drive) where primary structures cover a substantial portion of the bluff face but where there is no bluff top development; and 3) "Bluff Toe Development Area" (3100-3200 Breakers Drive) where primary structures are constructed along the toe of the bluff and cascade up the bluff, but where a significant portion of the upper bluff face and bluff top remain undeveloped and vegetated.

The subject site is located in the "Bluff Toe Development Area" described above. The site is bounded by three (3) lots (3130-3200 Breakers Drive) downcoast of the project site and three (3) lots (3100-3116 Breakers Drive) upcoast of the project site, which would also fall within the "Bluff Toe Development Area" (Exhibits #3 & #11-12). Development on the bluff face in the "Bluff Toe Development Area" resulted from construction of the beach access road and recessing residential development into the bluff face. The existing home conforms to the existing pattern of development in the "Bluff Toe Development Area" as it is recessed into the bluff face. The new home to be constructed on the subject site will also be recessed into the bluff face.

As briefly outlined above, the project occurs within an area described herein as the "Bluff Toe Development Area." The existing residential structures in this section start at beach level (toe of bluff) and cascade up the bluff face (Exhibits #3 & #11-12), but where a large section of the upper bluff face is principally undeveloped and covered with vegetation. The new residential development at 3124 Breakers Drive will be in-fill development similar to the existing development in this limited area. It should be noted that the character of the "Bluff Toe Development Area," where the proposed project is located, and the "Bluff Face Development Area" (3002-3036 Breakers Drive), which is upcoast of the project site, are similar in character in that both areas have development on the bluff face. However, these two areas are distinguished from one another by the fact that the upper bluff face in the "Bluff Toe Development Area" remains largely undeveloped, while the upper bluff face in the "Bluff Face Development Area" is primarily developed. The proposed project would retain a significant undeveloped upper bluff face area and is, thus, consistent with the character of the area within which it occurs. (Exhibits #3 & #11-12).

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Commission does not typically approve bluff face development, but the proposed project is in-fill development that is compatible with the pattern of development of the immediate surrounding area.

The proposed grading of the bluff is necessary to recess the proposed duplex into the bluff face to maintain existing public views from the blufftop. Further, the proposed grading is also necessary to root the proposed duplex into firm, stable ground to maintain structural integrity to conform to updated building codes for foundation requirements. The altered area would be covered by the proposed duplex and not be visible. The Commission approved coastal development permit 5-00-452 (Cowan), 5-95-040 (Veenstra) and 5-93-381 (Grey Fox, Inc. and Old World Craftsman, Inc.) for structures northwest (upcoast) of the project site involving similar landform alteration. Therefore, the Commission finds the proposed project is consistent with Section 30251 of the Coastal Act regarding minimizing alterations of natural landforms and protecting public views to the coast.

## 3. <u>Cumulative Impacts</u>

The proposed project conforms to the existing pattern of development located on the bluff face, therefore it would not set a precedent for future development to terrace up the bluff face. Over time, incremental impacts can have a significant cumulative adverse visual impact. Applicants have begun to request construction on the bluff face and if development were approved, the bluff along the unimproved portion of Breakers Drive could eventually become a wall of buildings located on the bluff face, thus causing significant, cumulative adverse visual impacts. The process has already started as applications have been submitted for development southeast (downcoast) of the subject area consisting of development that would encroach seaward. The pattern of development along this segment of Ocean Boulevard, which is further southeast (downcoast) of the subject site, is such that structures are sited at the top of the bluff, while the bluff face remains largely undeveloped and vegetated. The proposed project will conform to the existing pattern of development and will not set a precedent for future development to terrace up the bluff face.

The project site is visible from the public beach (Corona Del Mar State Beach). The pattern of development along this segment of Ocean Boulevard is such that structures are sited at the bottom of the bluff, while the bluff face remains largely undeveloped and vegetated. Approval of the proposed project would continue this pattern of development. Scenic resources would be preserved. Development at this site is sited and designed to be visually compatible with the character of the surrounding area.

## 4. <u>Conclusion</u>

The Commission finds that the proposed project, as currently proposed, is sited and designed to protect scenic and visual qualities of coastal areas. Approval of the proposed project would preserve existing scenic resources and would be consistent with preserving the existing community character where development occurs at the base of the coastal bluff. The alteration of the bluff would not result in an adverse visual effect when viewed from public vantage points such as the beach and would be visually compatible with the character of the surrounding area. Therefore, the Commission finds that the proposed project is consistent with Section 30251 of the Coastal Act and with the City's LUP policy regarding coastal bluff sites.

## F. <u>California Environmental Quality Act</u>

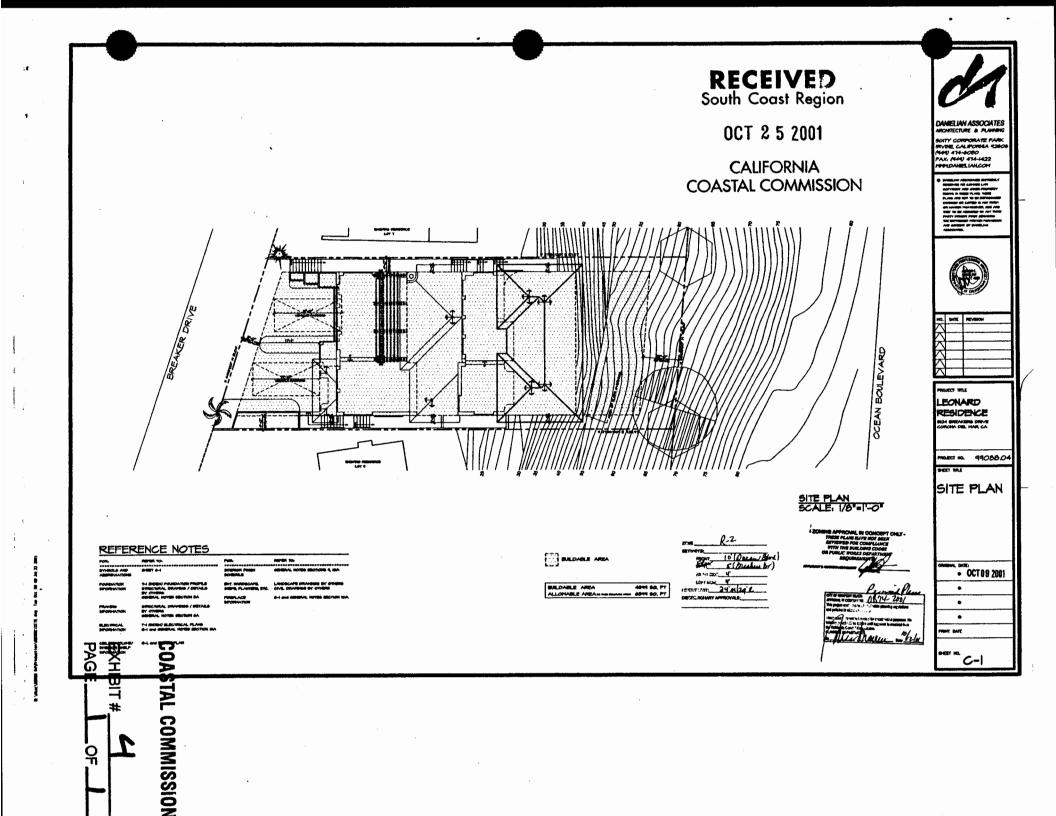
Section 13096 of Title 14 of the California Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect, which the activity may have on the environment.

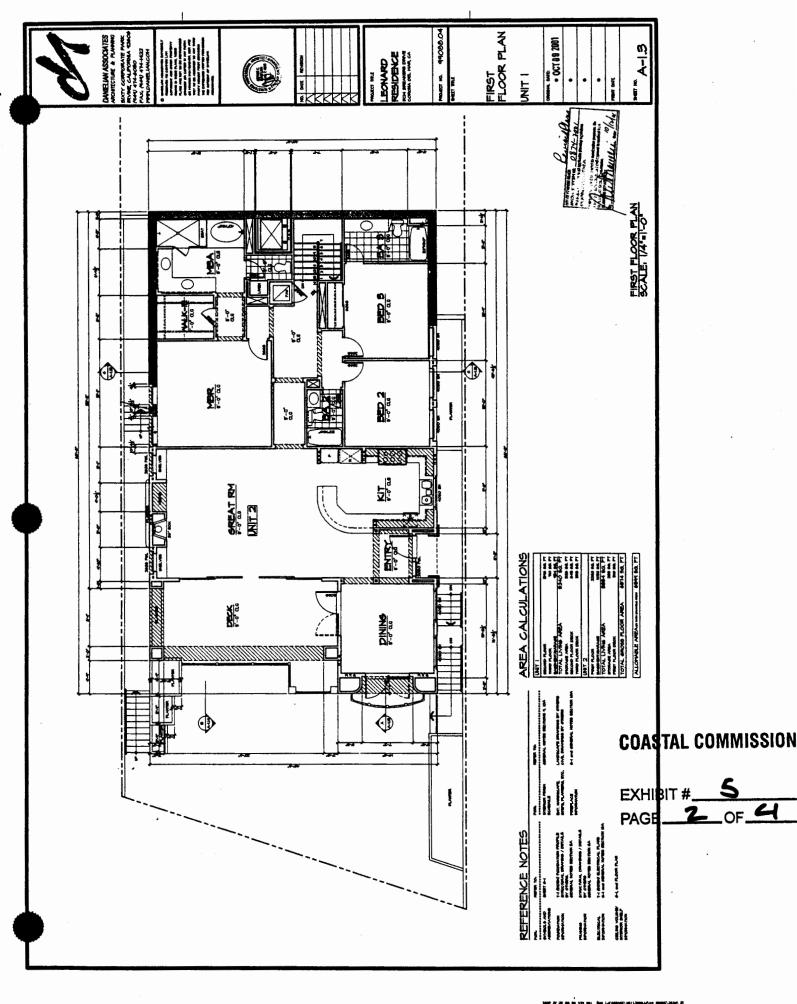
The proposed project is located in an urban area. All infrastructure necessary to serve the site exist in the area. As conditioned, the proposed project has been found consistent with the hazard policies of Chapter 3 of the Coastal Act. Mitigation measures include Special Conditions requiring conformance with geotechnical recommendations, submittal of a drainage plan and submittal of a final landscaping plan.

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

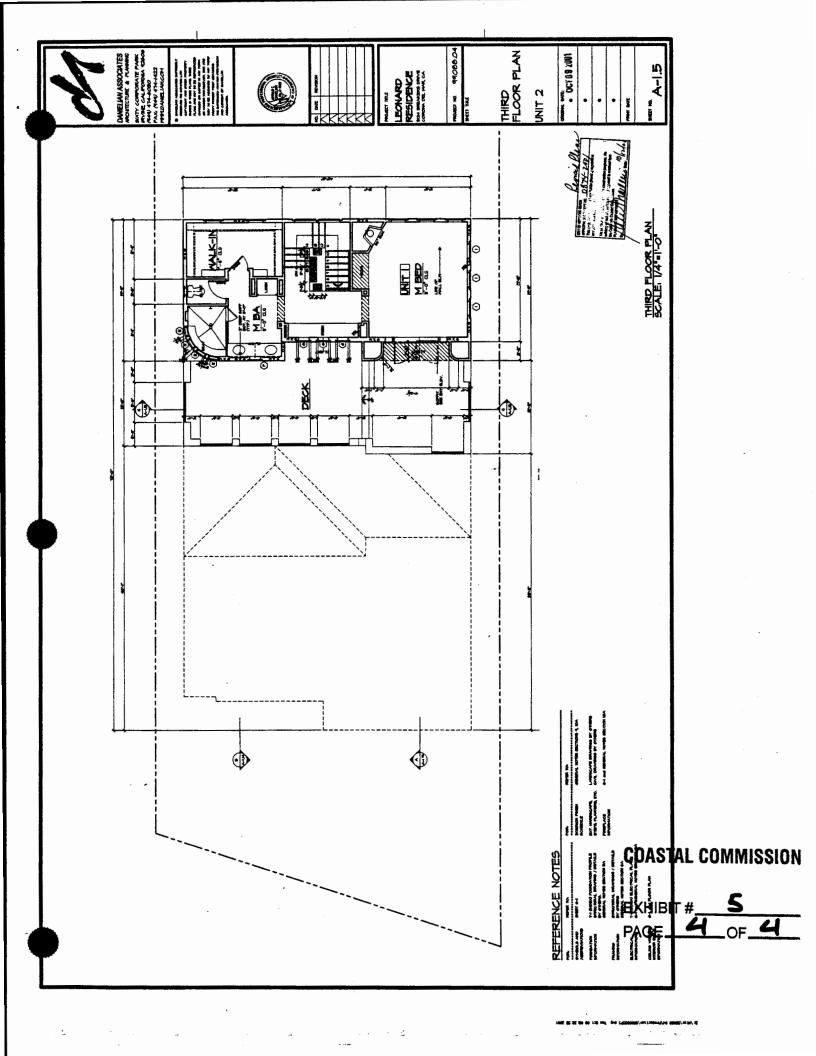
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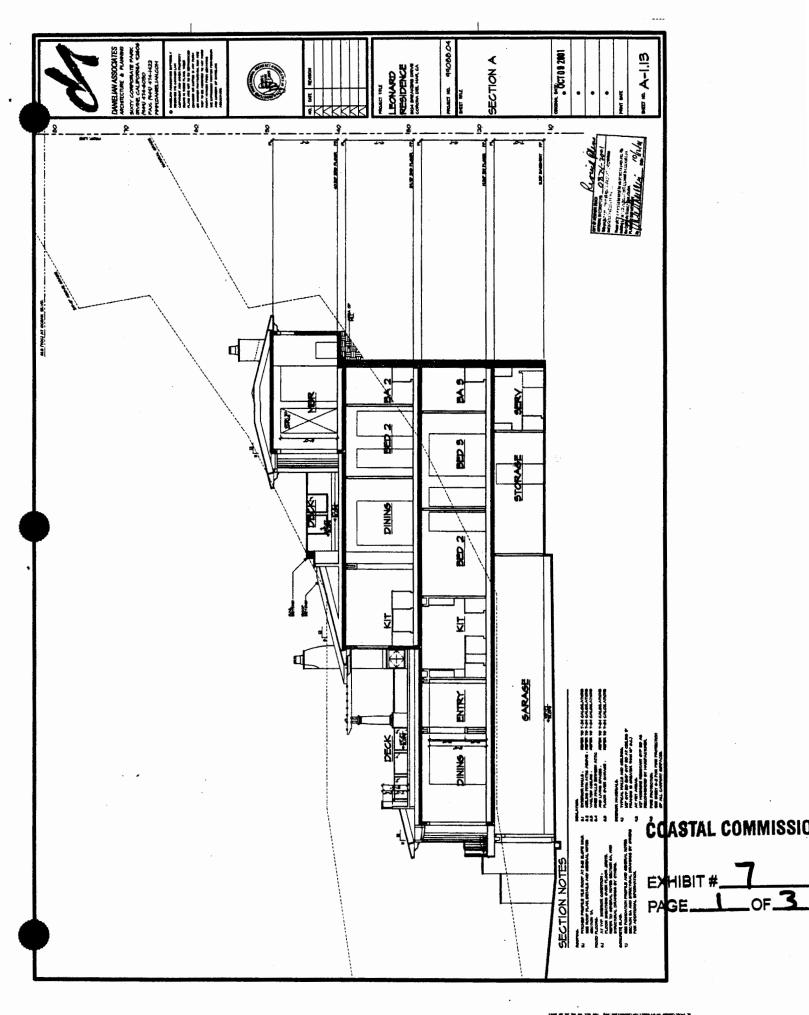
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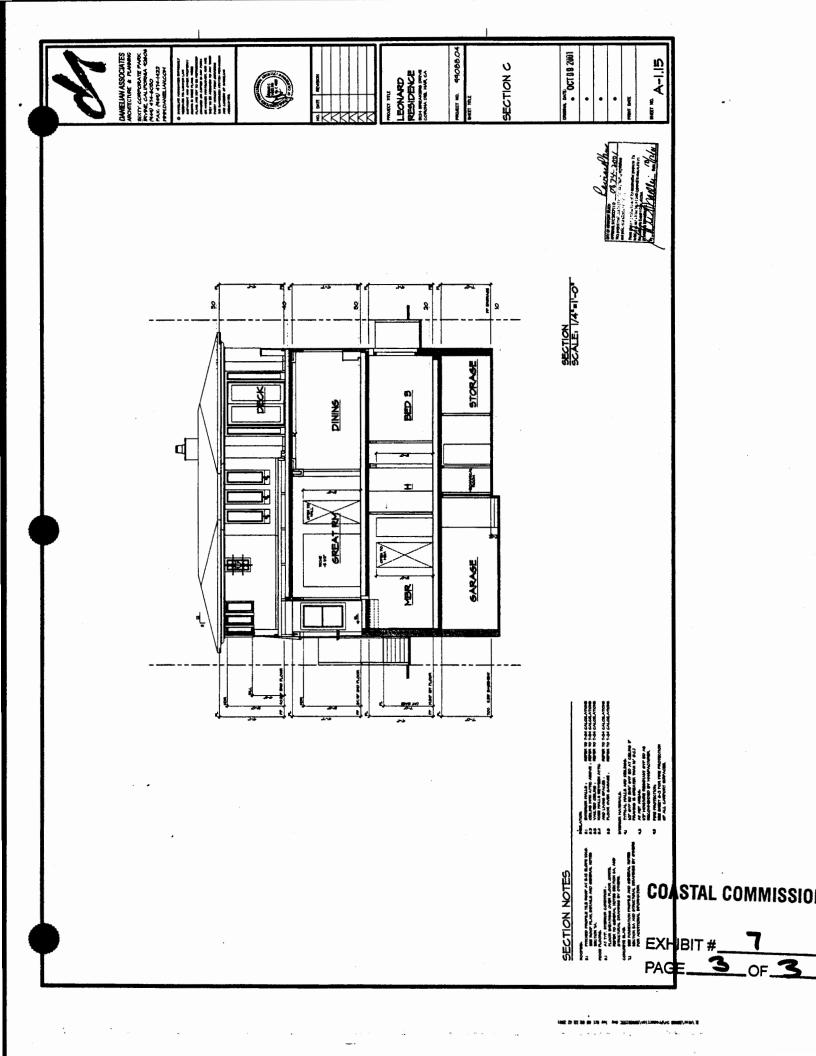


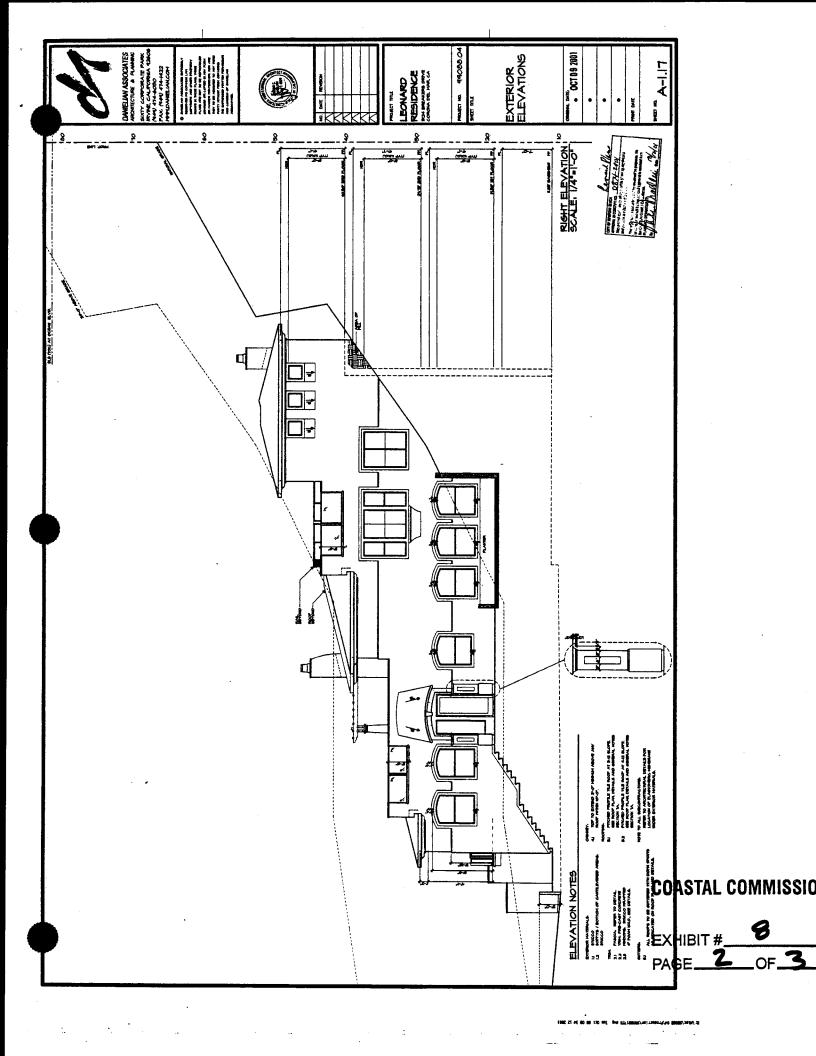
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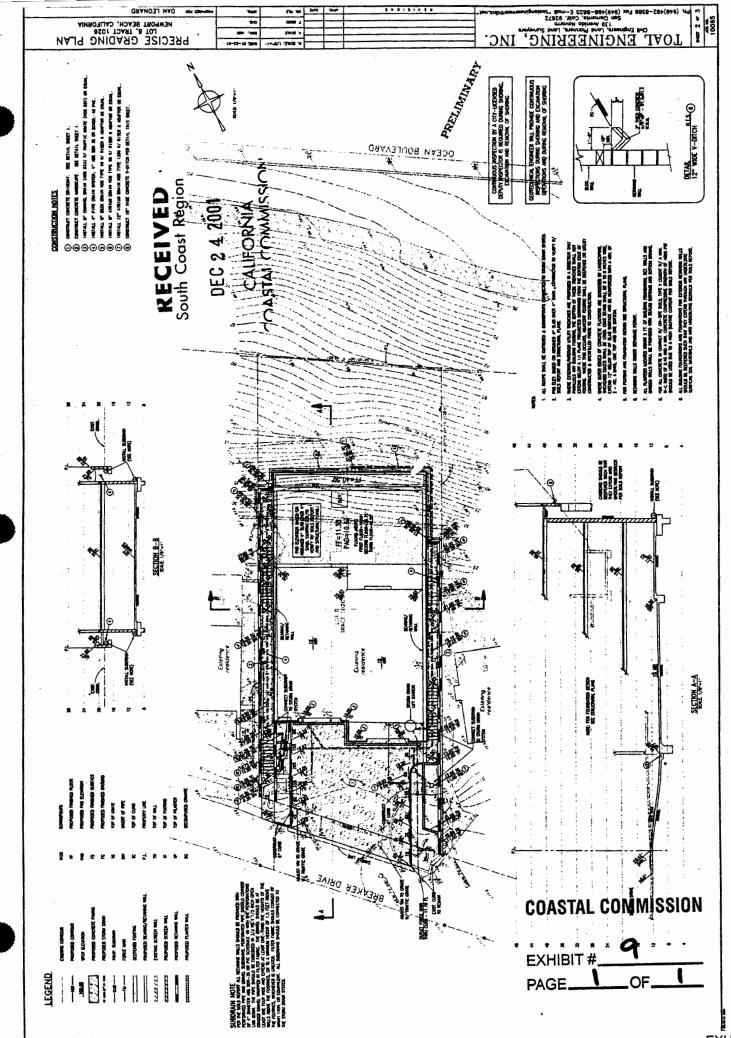




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FXHIBIT

Permit Application No. 5-01-174



EXHIBIT J