CALIFORNIA COASTAL COMMISSION

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Commission Action:

March 3, 2006 April 25, 2006 September 3, 2006 Fernie Sy-LB April 26, 2006 May 10-12, 2006



STAFF REPORT: CONSENT CALENDAR

APPLICATION NUMBER: 5-04-232

APPLICANTS Thomas & Marilyn Sutton

AGENT: David Olson

PROJECT LOCATION: 111 Shorecliff Road, City of Newport Beach (Corona Del Mar),

County of Orange

PROJECT DESCRIPTION: Remodel and addition to an existing one-story with a basement,

5,705 square foot single-family residence with an attached 1,101

square foot four-car garage on a coastal bluff top lot. More

specifically, the project consists of: 1) an addition of 417 square feet to the existing 1st floor; 2) a new 492 square foot 2nd floor and 3) a 147 square foot reduction of the existing four-car garage. No grading

is proposed.

LOCAL APPROVALS RECEIVED: City of Newport Beach Approval-In-Concept (No. 0862-2004)

dated April 12, 2004.

SUMMARY OF STAFF RECOMMENDATION:

The subject site is a coastal bluff top lot located between the first public road and the sea in Corona Del Mar (Newport Beach). The primary issues addressed in this staff report are the conformance of the proposed development with the geologic hazard policies of the Coastal Act.

Staff is recommending <u>APPROVAL</u> of the proposed project with <u>Seven (7) Special Conditions</u> regarding: 1) assumption of risk; 2) no future shoreline/bluff protective devices; 3) additional approvals for any future development; 4) submittal of Final Project Plans; 5) evidence of conformance with geotechnical recommendations; 6) submittal of a Revised Landscaping Plan; and 7) a Deed Restriction against the property, referencing all of the Special Conditions contained in this Staff Report.

Section 30600(c) of the Coastal Act provides for the issuance of coastal development permits directly by the Commission in regions where the local government having jurisdiction does not have a certified Local Coastal Program. The City of Newport Beach only has a certified Land Use Plan and has not exercised the options provided in 30600(b) or 30600.5 to issue its own permits. Therefore, the Coastal Commission is the permit issuing entity and the standard of review is Chapter 3 of the Coastal Act. The certified Land Use Plan may be used for guidance.

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SUBSTANTIVE FILE DOCUMENTS: City of Newport Beach certified Land Use Plan; *Preliminary Geotechnical Investigation (Project No. 136y-200-00)* prepared by Bagahi Engineering Inc. dated May 16, 2004; Letter from Commission staff to David Olson dated July 21, 2004; *Response To Coastal Commission Review Comments (Project No. 136y-200-00)* prepared by Bagahi Engineering Inc. dated January 17, 2005; Letter from MDZA Landscape Architecture/Planning to Marilyn and Tom Sutton dated March 6, 2006; and Letter from Marilyn Sutton to Commission staff received March 7, 2006.

LIST OF EXHIBITS

- 1. Location Map
- 2. Aerial Photo/Site Plan
- 3. Site Plan
- 4. Site Plan/Floor Plans/Elevations

STAFF RECOMMENDATION:

Staff recommends that the Commission **APPROVE** the permit application with special conditions.

MOTION:

I move that the Commission approve the coastal development permit applications included on the consent calendar in accordance with the staff recommendations.

Staff recommends a <u>YES</u> vote. Passage of this motion will result in approval of all the permits included on the consent calendar. The motion passes only by affirmative vote of a majority of the Commissioners present.

RESOLUTION:

I. APPROVAL WITH CONDITIONS

The Commission hereby <u>APPROVES</u> a coastal development permit for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the policies of Chapter 3 of the Coastal Act and will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

II. STANDARD CONDITIONS

- 1. <u>Notice of Receipt and Acknowledgment.</u> The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
- 2. <u>Expiration.</u> If development has not commenced, the permit will expire two years from the date this permit is reported to the Commission. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
- 3. <u>Interpretation.</u> Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 4. <u>Assignment.</u> The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
- 5. <u>Terms and Conditions Run with the Land.</u> These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. SPECIAL CONDITIONS

1. ASSUMPTION OF RISK, WAIVER OF LIABILITY AND INDEMNIFY

By acceptance of this permit, the applicants acknowledge and agree (i) that the site may be subject to hazards from bluff and slope instability, erosion, landslides and wave uprush; (ii) to assume the risks to the applicants and the property that is the subject of this permit of injury and damage from such hazards in connection with this permitted development; (iii) to unconditionally waive any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards; and (iv) to indemnify and hold harmless the Commission, its officers, agents, and employees with respect to the Commission's approval of the project against any and all liability, claims, demands, damages, costs (including costs and fees incurred in defense of such claims), expenses, and amounts paid in settlement arising from any injury or damage due to such hazards.

2. NO FUTURE BLUFF/SHORELINE PROTECTIVE DEVICE(S)

A(1). By acceptance of this Permit, the applicants agree, on behalf of themselves and all other successors and assigns, that no shoreline/bluff protective device(s) shall ever be constructed to protect the development approved pursuant to Coastal Development Permit No. 5-04-232 including, but not limited to, the residence, and any future improvements, in the event that the development is threatened with damage or destruction from bluff and slope instability, landslides, waves, erosion, storm conditions or other natural hazards in the future. By acceptance of this permit, the applicants hereby waive, on behalf of themselves and all successors and

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assigns, any rights to construct such devices that may exist under Public Resources Code Section 30235.

A(2). By acceptance of this Permit, the applicants further agree, on behalf of themselves and all successors and assigns, that the landowner shall remove the development authorized by this permit, including the house, foundation, and patio, if any government agency has ordered that the structure is not to be occupied due to any of the hazards identified above. In the event that portions of the development fall to the beach before they are removed, the landowner shall remove all recoverable debris associated with the development from the beach and ocean and lawfully dispose of the material in an approved disposal site. Such removal shall require a coastal development permit.

3. <u>FUTURE DEVELOPMENT</u>

This permit is only for the development described in Coastal Development Permit No. 5-04-232. Pursuant to Title 14 California Code of Regulations Section 13250(b)(6), the exemptions otherwise provided in Public Resources Code Section 30610(a) shall not apply to the development governed by Coastal Development Permit No. 5-04-232. Accordingly, any future improvements to the single-family residence and appurtenances authorized by this permit, including a change in use from a permanent residential unit and repair and maintenance identified as requiring a permit in Public Resources Section 30610(d) and Title 14 California Code of Regulations Sections 13252(a)-(b), shall require an amendment to Permit No. 5-04-232 from the Commission or shall require an additional coastal development permit from the Commission or from the applicable certified local government.

4. FINAL PROJECT PLANS

- Α. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit, for the Executive Director's review and approval, two (2) full size sets of Final Project Plans (i.e. site plan, floor plans, elevations, cross-sections, grading, foundation, etc.). These final project plans shall substantially conform to the preliminary plans dated/received February 6, 2006 and show that the enclosed living space and any major accessory structures that require structural foundations, such as but not limited to, pools shall be set back a minimum of 25-feet from the bluff edge and that proposed accessory development that doesn't require a structural foundation (e.g. decks, patios, walkways) shall be set back a minimum of 10-feet from the bluff edge. Furthermore, no form of development (including but not limited to grading, hardscape and planters) other than planting of native, drought tolerant vegetation, shall occur seaward of the minimum 10-foot bluff edge setback or beyond the bluff edge. The bluff edge is located approximately at the 60-foot contour line on Exhibit No. 3 of the staff report dated April 26, 2006. In addition, these Final Project Plans shall also show the Public Access Easement previously required by CDP No. 5-82-260 which was accepted by Coastal Conservancy in April of 2005.
- B. The permittees shall undertake development in accordance with the approved final plans. Any proposed changes to the approved final plans shall be reported to the Executive Director. No changes to the approved final plans shall occur without a Commission amendment to this coastal development permit unless the Executive

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Director determines that no amendment is required.

5. CONFORMANCE WITH GEOTECHNICAL RECOMMENDATIONS

- Α. All final design and construction plans, including foundations, grading and drainage plans, shall be consistent with the minimum setback requirements identified in Special Condition No. 4 above and all recommendations contained in the geologic engineering investigations: Preliminary Geotechnical Investigation (Project No. 136y-200-00) prepared by Bagahi Engineering Inc. dated May 16, 2004; Letter from Commission staff to David Olson dated July 21, 2004; Response To Coastal Commission Review Comments (Project No. 136y-200-00) prepared by Bagahi Engineering Inc. dated January 17, 2005. The submitted geotechnical investigations state that the proposed residence will consist of footings and slab on grade. If, at anytime, it is determined that a foundation system consisting of deepened foundation elements (e.g. caissons) is needed to support the development, an amendment to this permit or a new permit shall be required in order to implement such recommendations. All final design and construction plans. including foundations, grading and drainage plans, shall be consistent with all recommendations contained in the submitted investigations approved by the Executive Director.
- B. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit, for the Executive Director's review and approval, evidence that an appropriately licensed professional has reviewed and approved all final design and construction plans and certified that each of those final plans is consistent with all the recommendations specified in the above-referenced geologic engineering report.
- C. The permittees shall undertake development in accordance with the approved final plans. Any proposed changes to the approved final plans shall be reported to the Executive Director. No changes to the approved final plans shall occur without a Commission amendment unless the Executive Director determines that no amendment is required.

6. LANSCAPE PLAN

- A. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit, for the review and approval of the Executive Director, a Revised Landscaping Plan that demonstrates the following:
 - (1) The plan shall demonstrate that:
 - (a) All planting shall provide 90 percent coverage within 90 days and shall be repeated if necessary to provide such coverage;
 - (b) 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;

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- (c) Landscaped areas not occupied by hardscape shall be planted and maintained for slope stability and erosion control. To minimize the need for irrigation and minimize encroachment of non-native plant species into adjacent or nearby native plant areas, all landscaping shall consist of native and/or drought tolerant non-invasive plant species. No plant species listed as problematic and/or invasive by the California Native Plant Society, the California Exotic Pest Plant Council, or as may be identified from time to time by the State of California shall be employed or allowed to naturalize or persist on the site. No plant species listed as a 'noxious weed' by the State of California or the U.S. Federal Government shall be utilized within the property. Any existing landscaping that doesn't meet the above requirements shall be removed.
- (d) No permanent irrigation system shall be allowed within the property. Any existing in-ground irrigation systems shall be disconnected and capped. Temporary above ground irrigation to allow the establishment of the plantings is allowed.
- (2) The plan shall include, at a minimum, the following components:
 - (a) A map showing the type, size, and location of all plant materials that will be on the developed site, the temporary irrigation system, topography of the developed site, and all other landscape features, and
 - (b) a schedule for installation of plants.
- B. The permittees shall undertake development in accordance with the approved plan. Any proposed changes to the approved final plan shall be reported to the Executive Director. No changes to the approved final plans shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that no amendment is required

7. <u>DEED RESTRICTION</u>

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

IV. FINDINGS AND DECLARATIONS:

The Commission hereby finds and declares:

A. PROJECT LOCATION, DESCRIPTION AND PREVIOSU APPROVAL ON SITE

1. Project Location and Description

The subject site is located at 111 Shorecliff Road within the City of Newport Beach, Orange County (Exhibit #1). The lot size is 21,171 square feet and the City of Newport Beach Land Use Plan (LUP) designates use of the site for Low Density Residential and the proposed project adheres to this designation. The project is located within an existing developed urban residential area. To the North, East and West of the project site exist single-family residential development. To the South of the project site is a coastal bluff, a sandy/rocky beach and the Pacific Ocean. The overall height of the bluff slope is approximately 75-feet and from the bluff edge to the beach below and is an approximately 1.5:1 (horizontal: vertical) slope mainly cut in siltstone/sandstone bedrock with a cap of terrace deposits and artificial fill. Thick vegetation and bushes cover the slope and where exposed, the slope appears relatively massive and intact.

The applicants are proposing a remodel and addition to an existing one-story with a basement, 5,705 square foot single-family residence with an attached 1,101 square foot four-car garage on the bluff top portion of this oceanfront lot. More specifically, the project consists of: 1) an addition of 417 square feet to the existing 1st floor; 2) a new 492 square foot 2nd floor and 3) a 147 square foot reduction of the existing four-car garage. Of the new 417 square feet added to the 1st floor, 270 square feet will be added to the rear of the home, but will not extend more seaward than the existing home and will be approximately 34'-10" from the bluff edge. The remaining 147 square feet added to the 1st floor, previously garage area, will be located toward the landward side of the residence and also the new 492 square foot 2nd floor addition will be located on at the landward side of the residence. In addition, there will be a total of 232 square feet for new 2nd floor balconies and new rear yard deck work adjacent to the residence will take place consisting of: 1) the existing curved portion of the teak deck outside of the living room will be removed; 2) the remainder of the deck will be extended to wrap around and across the master bedroom addition to the edge of the new exercise room addition; and 3) from the top of the deck, six (6) steps will extend down to the existing grade (rear yard). No grading is proposed. Post project, the single-family residence will be two-stories and will not exceed 23-feet above existing grade and will consist of 6.614 square feet with an attached 954 square foot four-car garage (Exhibits #2-4).

The proposed development is located on the bluff top portion of a coastal bluff, which is subject to wave attack and erosion. To address bluff erosion, the applicants have submitted geotechnical investigations prepared by Bagahi Engineering. The investigations state that there are no signs of slumps, landslides or gross slope instability. Minor wave wash out was observed at the toe of the bluff. Current bluff toe erosion is stable, but future erosion at the toe is expected. However, such erosion will not impact the bluff edge in the foreseeable future. In addition, the investigations determined (based upon an examination of available photographs) that an erosion rate of 0.5-inches per year or 0.04-feet per year

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can be assumed¹. Given an assumed design life for the principal structure of 75 years, it can be anticipated that the bluff will retreat approximately 3-feet during the design life of the structure.

The Commission's staff geologist has reviewed the project and agrees with the investigations' conclusions. The slope will be subject to subaerial erosion and surficial instabilities, but the geotechnical report makes recommendations that should assure safety of the development.

In this area, the Commission typically requires that principal structures and major accessory structures such as guesthouses and pools be setback at least 25-feet from the bluff edge and that accessory structures that do not require structural foundations such as decks, patios and walkways be sited at least 10-feet from the bluff edge to minimize the potential that the development will contribute to slope instability. Prior including recent actions in the area (e.g. CDP No. 5-04-013-[Primm] and No. 5-04-035-[Hoff]), require such bluff edge setbacks as does the recently updated coastal Land Use Plan for the City of Newport Beach. The proposed residence will be setback approximately 34'-10" from the bluff edge. The hardscape features will be set back approximately 18-feet from the bluff edge setbacks noted above (Exhibit No. 3).

The submitted geotechnical investigations state that the proposed residence will consist of footings and slab on grade (herein 'conventional foundation system'). However, no Foundation Plans for the project has been submitted. Therefore, **Special Condition No. 4** has been imposed, which requires submittal of Final Project Plans, including Foundation Plans that reflect use of a conventional foundation system.

The applicants have submitted a Landscaping Plan; however, the plan contains plants that are not drought tolerant. Reducing the amount of irrigation water used can address both geologic stability issues as well as water quality/dry-weather urban runoff issues. Because of the fragile nature of coastal bluffs and their susceptibility to erosion, plants shall be drought tolerant in order to prevent any adverse impacts to the coastal bluff. The Commission typically requires a special condition regarding the types of vegetation to be planted. The following plants found in the Landscape Plan are not drought tolerant: Ligustrum Japonica 'Texanum' (Texas privet) and Metrosideros Colina 'Springfire' (Dwarf New Zealand Christmas Tree). Any plants in the landscaping plan should be drought tolerant to minimize the use of water. The term "drought tolerant" is equivalent to the terms 'low water use' and 'ultra low water use' as defined and used by "A Guide to Estimating Irrigation Water Needs of Landscape Plantings in California" prepared by University of California Cooperative Extension and the California Department of Water Resources dated August 2000 available at http://www.owue.water.ca.gov/landscape/pubs/pubs.cfm. In addition, the use of non-native vegetation that is invasive can have an adverse impact on the existence of native vegetation. Invasive plants are generally those identified by the California Invasive Plant Council (http://www.cal-ipc.org/) and California Native Plant Society (www.CNPS.org). No plant species listed as problematic and/or invasive by the

¹ On an adjacent site (157 Shorecliff Road), a different geologist used different assumptions and derived a different rate of erosion. The Commission's staff geologist has reviewed these differences and concluded that the assumed rates of erosion at these sites are reasonable given the uncertainty involved with making estimates of bluff retreat at these locations.

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California Native Plant Society, the California Invasive Plant Council, or as may be identified from time to time by the State of California shall be employed or allowed to naturalize or persist on the site. No plant species listed as a 'noxious weed' by the State of California or the U.S. Federal Government shall be utilized within the property. Therefore, the Commission imposes **Special Condition No. 6**, which requires the applicants to submit a Revised Landscaping Plan, which consists of native plants, or non-native drought tolerant plants that are non-invasive.

The subject site is located between the nearest public roadway and the shoreline. Adequate access and public recreation opportunities exist nearby at Little Corona Beach to the northwest and Crystal Cove State Beach and Park to the southeast. In addition, at the base of the bluff on site is an easily accessible beach area that consists of tidepools that have been frequently visited by the public, such as school children. The bluff top portion of the site is currently developed with a single-family residence. Upon completion of the project, the development will remain as a single-family residence. The proposed development would provide adequate parking based on the Commission's regularly used parking standard of two (2) parking spaces per individual dwelling unit.

2. <u>Previous Approvals On Site</u>

a. Coastal Development Permit No. 5-82-260-[Wertin]

In May 1982 the California Coastal Commission approved Coastal Development Permit No. 5-82-260 for the 2,157 square foot addition to an existing 3,815 square foot, one-story single-family residence. The project was approved subject to two (2) Special Conditions: 1) deed restrictions which prohibits any development, including removal of vegetation, seaward of the bluff edge; and 2) deed restriction irrevocably offering to dedicate a lateral public access easement over the beach area located seaward of the bluff toe.

The public access easement was recorded in April 1984 and was accepted by the Coastal Conservancy in April of 2005. The proposed project will not have any impact upon the public access easement.

b. Coastal Development Permit No. 5-82-260-[Wertin]-E

In May 1984 the California Coastal Commission approved an extension to Coastal Development Permit No. 5-82-260 for the 2,157 square foot addition to an existing 3,815 square foot, one-story single-family residence.

B. HAZARDS

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Development adjacent to the ocean and the edges of coastal bluffs and hillsides is inherently hazardous. Development which may require a bluff, hillside, or shoreline protective device in the future cannot be allowed due to the adverse impacts such devices have upon public access, visual resources, and shoreline processes. To minimize risks to life and property and to minimize the adverse effects of development on coastal bluffs, hillsides, and shoreline processes the development has been conditioned to require one or more of the following: adherence to the geotechnical recommendations, an appropriate set-back from the edge of a bluff or hillside, to prohibit the construction of protective devices (such as a retaining wall or shoreline protective device) in the future, for a drainage and runoff plan to minimize the percolation of water into the hillside or bluff, and to require that the landowner or any successor-in-interest assume the risk of undertaking the development. As conditioned, the Commission finds that the development conforms to the requirements of Sections 30235 and 30253 of the Coastal Act regarding the siting of development in hazardous locations.

C. <u>DEVELOPMENT</u>

The development is located within an existing developed area and is compatible with the character and scale of the surrounding area. However, the proposed project raises concerns that future development of the project site potentially may result in a development, which is not consistent with the Chapter 3 policies of the Coastal Act. To assure that future development is consistent with the Chapter 3 policies of the Coastal Act, the Commission finds that a future improvements special condition be imposed. As conditioned the development conforms with the Chapter 3 policies of the Coastal Act.

D. PUBLIC ACCESS

The proposed development will not affect the public's ability to gain access to, and/or to use the coast and nearby recreational facilities. Therefore, as proposed the development, as conditioned, conforms with Sections 30210 through 30214, Sections 30220 through 30224, and 30252 of the Coastal Act.

E. WATER QUALITY

The proposed development has a potential for a discharge of polluted runoff from the project site into coastal waters. Furthermore, uncontrolled runoff from the project site and the percolation of water could also affect the structural stability of bluffs and hillsides. To address these concerns, the development, as proposed and as conditioned, incorporates design features to minimize the infiltration of water and the effect of construction and post-construction activities on the marine environment. These design features include, but are not limited to, the appropriate management of equipment and construction materials, the use of non-invasive drought tolerant vegetation, and for the use of post-construction best management practices to minimize the project's adverse impact on coastal waters. Therefore, the Commission finds that the proposed development, as conditioned, conforms with Sections 30230 and 30231 of the Coastal Act regarding the protection of water quality to promote the biological productivity of coastal waters and to protect human health

F. DEED RESTRICTION

To ensure that any prospective future owners of the property are made aware of the applicability of the conditions of this permit, the Commission imposes one additional condition requiring that the property owner record a deed restriction against the property, referencing all of the above Special

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Conditions of this permit and imposing them as covenants, conditions and restrictions on the use and enjoyment of the Property. Thus, as conditioned, any prospective future owner will receive actual notice of the restrictions and/or obligations imposed on the use and enjoyment of the land including the risks of the development and/or hazards to which the site is subject, and the Commission's immunity from liability.

G. LOCAL COASTAL PROGRAM

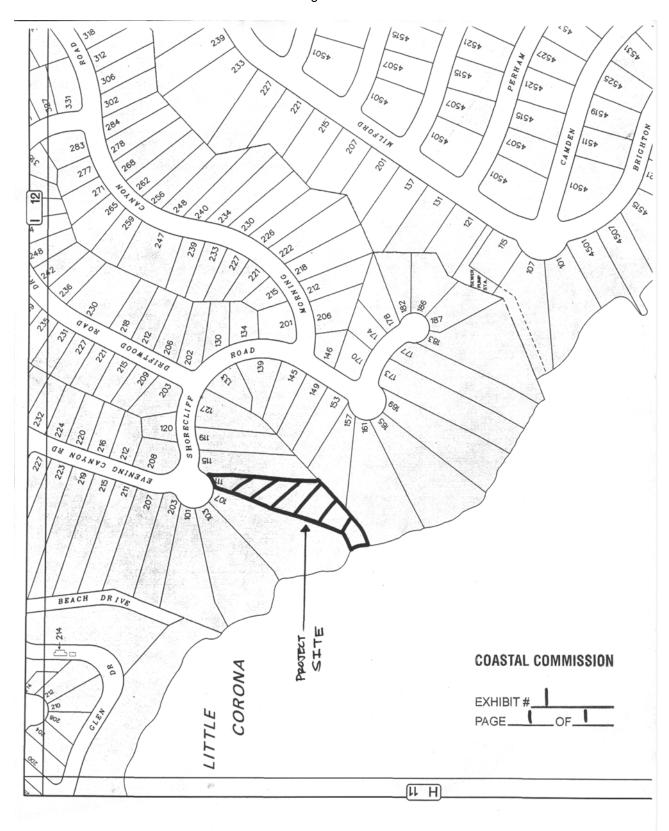
The LUP for the City of Newport Beach was effectively certified on May 19, 1982. At the October 2005 Coastal Commission Hearing, the certified LUP was updated. As conditioned, the proposed development is consistent with Chapter 3 of the Coastal Act and with the certified Land Use Plan for the area. Approval of the project, as conditioned, will not prejudice the ability of the local government to prepare a Local Coastal Program that is in conformity with the provisions of Chapter 3.

H. CALIFORNIA ENVIRONMENTAL QUALITY ACT

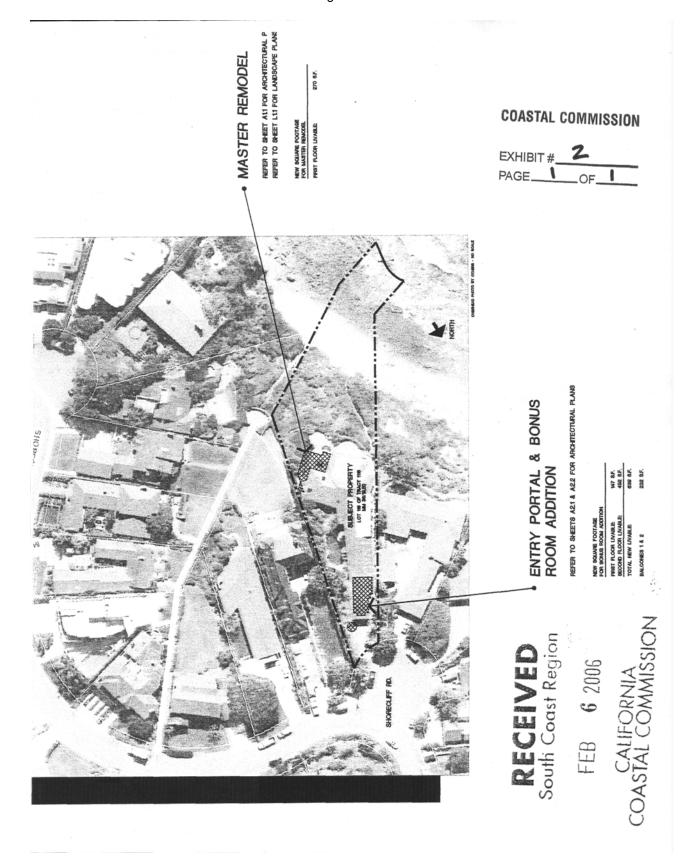
As conditioned, there are no feasible alternatives or additional feasible mitigation measures available that would substantially lessen any significant adverse effect that the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned to mitigate the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

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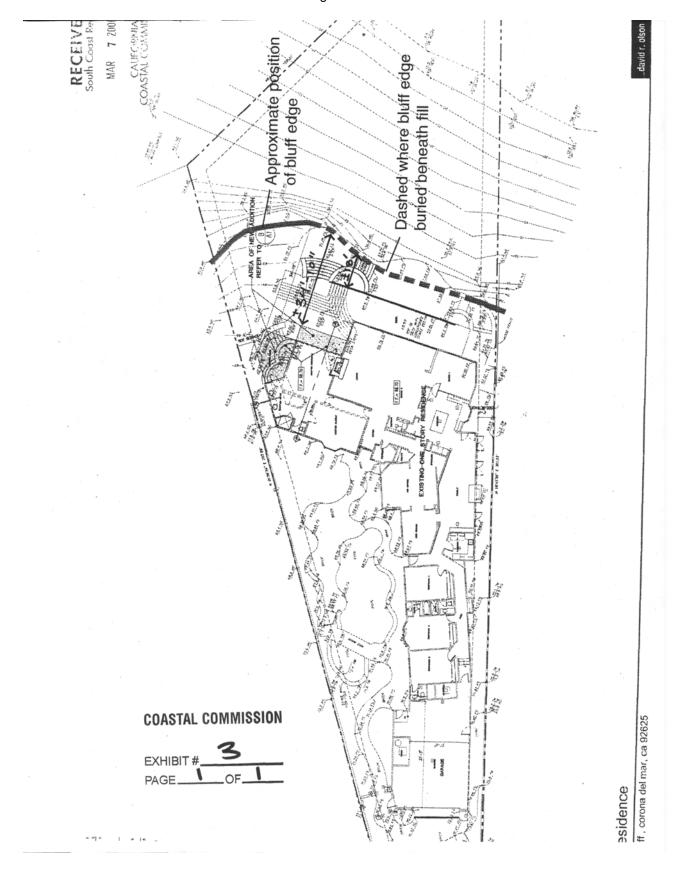
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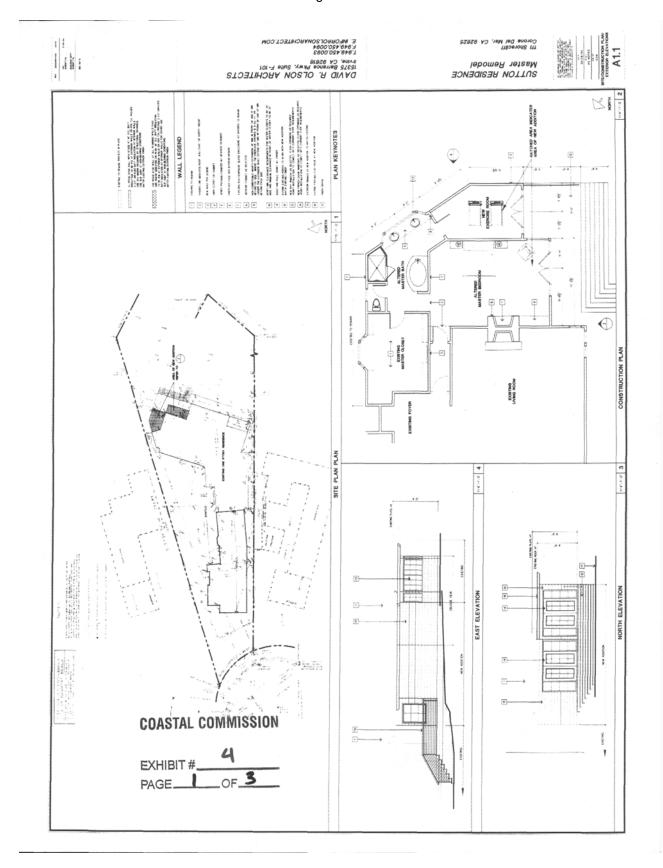
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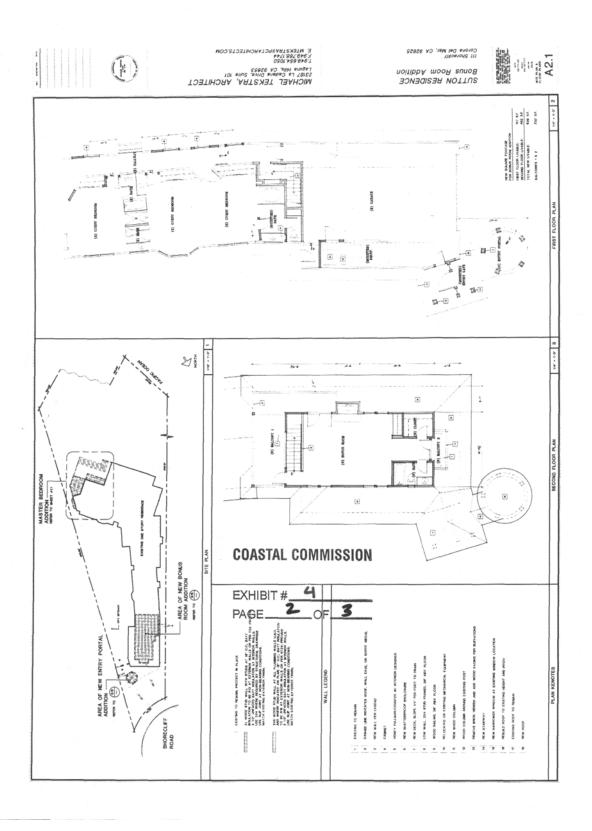
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