

**CALIFORNIA COASTAL COMMISSION**

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# TH8a

Filed: 2/25/22  
180<sup>th</sup> Day: 7/26/22  
Staff: FSY-LB  
Staff Report: 5/19/22  
Hearing Date: 6/9/22

## STAFF REPORT: CONSENT CALENDAR

**Application No.:** 5-21-0820

**Applicant:** Christian Fanticola

**Agent:** JR Walz

**Location:** 80 Linda Isle, City of Newport Beach (Orange County)  
(APN: 050-451-39)

**Project Description:** Reinforce existing bulkhead by installing four new tie-backs connecting to four new concrete deadman; replace existing 5-foot x 31-foot deck cantilevered from the bulkhead like-for-like; and increase the height of the existing bulkhead to 10.9 feet NAVD88.

**Staff Recommendation:** Approval with conditions.

## SUMMARY OF STAFF RECOMMENDATION

The subject property is a bayfronting lot in Newport Bay bisected by the boundary of the Coastal Commission's original permitting jurisdiction and the City's permitting jurisdiction. The landside portion of the site to the landside edge of the bulkhead (dry land area) is in the City's permitting jurisdiction, while the bulkhead and bayward of it are located within the Commission's original jurisdiction. The City of Newport Beach has already approved the demolition and construction of a single-family residence within their permitting jurisdiction. The proposed project located within the Commission's permitting jurisdiction analyzed in this staff report consists of the following: 1) reinforcing the existing bulkhead by installing four new tie-backs connecting to four new concrete deadman; 2) replacing an existing 5-foot x 31-foot deck cantilevered from the bulkhead like-for-like; and 3) increasing the height of the existing bulkhead to 10.9 feet NAVD88.

The City's LCP was effectively certified on January 13, 2017. The standard of review for development within the City's permit jurisdiction is the City's certified LCP. The standard of review for development within the Commission's original permit jurisdiction is Chapter 3 of the Coastal Act, and the City's certified LCP may provide guidance.

Commission staff is recommending **APPROVAL** of the coastal development permit application with special conditions. The major issues raised by this proposed development concern consistency with the hazards, water quality and marine resources, and public access and recreation policies of the Coastal Act.

The proposed project originally included a glass railing on top of the raised bulkhead. However, in order to avoid any potential bird strikes from the clear glass railing, the applicant has proposed to etch the glass. While the applicant has revised the proposed project and provided updated plans, a revised Approval-In-Concept from the City of Newport Beach Community Development Department has not been submitted. Thus, staff recommends the Commission impose **Special Condition No. 1**, which requires the applicant to submit Final Project Plans approved by the City of Newport Beach Community Development Department.

The proposed project is located in an area where coastal hazards exist and can adversely impact the development. Therefore, staff recommends the Commission impose **Special Condition No. 2**, requiring the applicant to assume the potential risk of injury and damage arising from coastal hazards that may threaten the development. No work is proposed bayward of the existing bulkhead. However, to ensure that no future work results in bayward extension of the bulkhead, and to prevent intrusion into tidelands, staff recommends the Commission impose **Special Condition No. 4**, which mandates no future bayward extension of the existing shoreline protective device.

Any potential changes to the proposed project may result in adverse impacts to coastal resources. To ensure that development on the site does not occur which could potentially result in adverse impacts to coastal processes, staff recommends the Commission impose **Special Condition No. 3**, which informs the applicant that future development at the site requires an amendment to Coastal Development Permit No. 5-21-0820 or a new coastal development permit.

During and post-construction, the proposed project has potential for adverse impacts to water quality and marine resources. Therefore, staff recommends the Commission impose **Special Condition No. 5**, which outlines construction-related requirements to provide for the safe storage of construction materials and the safe disposal of construction debris.

There is no direct public pedestrian access to the water through the private residential lot, and public access to the tidelands around this small island is limited. However, public access to the bay exists in the area across the channel from the Linda Isle community along the public walkways on Lido Island and Balboa Island. As

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conditioned, the project is consistent with the public access policies of the Coastal Act and the City's certified LCP. However, Coastal Commission approval of this project cannot waive any public rights that may exist on the property now or in the future. Therefore, staff recommends the Commission impose **Special Condition No. 6**, which states that the approval of a coastal development permit for the project does not waive any public rights or interests that exist or may exist on the property, and that if any portion of the development approved by this project is subsequently determined to be located on or over public trust lands, then development approved by this coastal development not compatible with the public trust must be removed.

The motion to approve the coastal development permit application is on **Page Five**. The special conditions begin on **Page Six**.

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## EXHIBITS

Exhibit No. 1 – Location Map

Exhibit No. 2 – Site Plan

Exhibit No. 3 – Bulkhead Site Plan and Elevation

Exhibit No. 4 – Section Plan

Exhibit No. 5 – Deck Cantilevered from Bulkhead Site Plan

## I. MOTION AND RESOLUTION

### 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 **YES** 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:

The Commission hereby approves Coastal Development Permit Application No. 5-21-0820 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. 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. **Notice of Receipt and Acknowledgment.** The permit is not valid and development shall not commence until a copy of the permit, signed by the applicant or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. **Expiration.** If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. **Interpretation.** Any questions of intent of interpretation of any condition will be resolved by the Executive Director or the Commission.
4. **Assignment.** The permit may be assigned to any qualified person, provided that the assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
5. **Terms and Conditions Run with the Land.** These terms and conditions shall be perpetual, and it is the intention of the Commission and the applicant to bind

all future owners and possessors of the subject property to the terms and conditions.

### III. SPECIAL CONDITIONS

#### 1. Final Project Plans.

- A. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit, for the Executive Director's review and written approval, two (2) full size sets of Final Project Plans approved by the City of Newport Beach Community Development Department. The Final Project Plans shall reflect the following changes:

The proposed glass railing located on top of the raised bulkhead will be etched in order to help prevent bird strikes.

- B. All revised plans shall be prepared and certified by a licensed professional or professionals as applicable (e.g., architect, surveyor, geotechnical engineer), based on current information and professional standards, and shall be certified to ensure that they are consistent with the Commission's approval and with the recommendations of any required technical reports.
- C. The permittee shall undertake development in conformance with the approved final updated plans. Any proposed changes to the approved final plans, such as changes needed to be consistent with the City's certified Local Coastal Plan (LCP), Harbor Design Guidelines, or the requirements of other Resource Agencies, 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 legally required.

2. **Assumption of Risk, Waiver of Liability and Indemnity.** By acceptance of this permit, the applicant acknowledges and agrees (i) that the site may be subject to hazards from waves, erosion, storm conditions, liquefaction, flooding, and sea level rise; (ii) to assume the risks to the applicant and the property that is the subject of this permit of injury and damage from such hazards in connection with this permitted development; (iii) to unconditionally waive any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards; (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; (v) that sea level rise could render it difficult or impossible to provide services to the site (e.g., maintenance of roadways, utilities, sewage or water systems), thereby constraining allowed uses of the site or

rendering it uninhabitable; (vi) that the boundary between public land (tidelands) and private land may shift with rising seas, the development may eventually be located on public trust lands, and the development approval does not permit encroachment onto public trust land; (vii) any future encroachment must be removed unless the Coastal Commission determines that the encroachment is legally permissible pursuant to the Coastal Act and authorizes it to remain, and any future encroachment would also be subject to the State Lands Commission's (or other trustee agency's) leasing approval; and (viii) that the development may be required to be removed or relocated and the site restored if it becomes unsafe or if removal is required pursuant to the Coastal Act.

**3. Future Development.** This permit is only for the development described in Coastal Development Permit No. 5-21-0820. 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. 5-21-0820. Accordingly, any future improvements to the development authorized by this permit, including but not limited to 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. 5-21-0820 from the Commission or shall require an additional coastal development permit from the Commission or from the applicable certified local government.

**4. No Future Bayward Extension of the Shoreline Protective Device.**

- A. By acceptance of this Permit, the applicant agrees, on behalf of itself (or himself or herself or themselves, as applicable) and all successors and assigns, that no future repair or maintenance, enhancement, reinforcement, or any other activity affecting the shoreline protective device that is the subject of Coastal Development Permit No. 5-21-0820, as described and depicted on approved project plans pursuant to Special Condition No. 1, shall result in any encroachment bayward of the authorized footprint of the shoreline structure. By acceptance of this Permit, the applicant waives, on behalf of itself (or himself or herself or themselves, as applicable) and all successors and assigns, any rights to such activity that may exist under Public Resources Code Section 30235, other state law, or related provisions of the certified Newport Beach LCP.
- B. By acceptance of this Permit, the applicant agrees, on behalf of itself (or himself or herself, as applicable) and all successors and assigns, that no new shoreline protective device shall ever be constructed to protect the development approved pursuant to Coastal Development Permit No. 5-21-0820, as depicted on approved project plans pursuant to Special Condition No. 1, including in the event that the development is threatened with damage or destruction from waves, erosion, storm conditions, flooding, or other coastal hazards in the future and as may be exacerbated

by sea level rise. By acceptance of this Permit, the applicant hereby waives, on behalf of itself (or himself or herself, as applicable) and all successors and assigns, any rights to construct such devices that may exist under applicable law.

## 5. Water Quality

### A. Construction Responsibilities and Debris Removal

- (1) No demolition or construction materials, equipment, debris, or waste shall be placed or stored where it may enter sensitive habitat, receiving waters or a storm drain, or be subject to wave, wind, rain or tidal erosion and dispersion;
- (2) Any and all debris resulting from demolition or construction activities, and any remaining construction material, shall be removed from the project site within 24 hours of completion of the project;
- (3) Demolition or construction debris and sediment shall be removed from work areas each day that demolition or construction occurs to prevent the accumulation of sediment and other debris that may be discharged into coastal waters;
- (4) Machinery or construction materials not essential for project improvements will not be allowed at any time in the intertidal zone;
- (5) If turbid conditions are generated during construction a silt curtain will be utilized to control turbidity;
- (6) Floating booms will be used to contain debris discharged into coastal waters and any debris discharged will be removed as soon as possible but no later than the end of each day;
- (7) Non buoyant debris discharged into coastal waters will be recovered by divers as soon as possible after loss;
- (8) All trash and debris shall be disposed in the proper trash and recycling receptacles at the end of every construction day;
- (9) The applicant shall provide adequate disposal facilities for solid waste, including excess concrete, produced during demolition or construction;
- (10) Debris shall be disposed of at a legal disposal site or recycled at a recycling facility. If the disposal site is located in the coastal zone, a coastal development permit or an amendment to this permit shall be



required before disposal can take place unless the Executive Director determines that no amendment or new permit is legally required;

- (11) All stock piles and construction materials shall be covered, enclosed on all sides, shall be located as far away as possible from drain inlets and any waterway, and shall not be stored in contact with the soil;
- (12) Machinery and equipment shall be maintained and washed in confined areas specifically designed to control runoff. Thinners or solvents shall not be discharged into sanitary or storm sewer systems;
- (13) The discharge of any hazardous materials into any receiving waters shall be prohibited;
- (14) Spill prevention and control measures shall be implemented to ensure the proper handling and storage of petroleum products and other construction materials. Measures shall include a designated fueling and vehicle maintenance area with appropriate berms and protection to prevent any spillage of gasoline or related petroleum products or contact with runoff. The area shall be located as far away from the receiving waters and storm drain inlets as possible;
- (15) Best Management Practices (BMPs) and Good Housekeeping Practices (GHPs) designed to prevent spillage and/or runoff of demolition or construction-related materials, and to contain sediment or contaminants associated with demolition or construction activity, shall be implemented prior to the on-set of such activity; and
- (16) All BMPs shall be maintained in a functional condition throughout the duration of construction activity.

**6. Public Rights and Public Trust.** The Coastal Commission's approval of this permit shall not constitute a waiver of any public rights that exist or may exist on the property. The permittee shall not use this permit as evidence of a waiver of any public rights that may exist on the property now or in the future.

## IV. FINDINGS AND DECLARATIONS

### A. Project Description and Location

The proposed project, located within the Commission's permitting jurisdiction, includes: 1) reinforcing the existing bulkhead by installing four new tie-backs connecting to four new concrete deadman; 2) replacing an existing 5-foot x 31-foot deck cantilevered from the bulkhead like-for-like; and 3) increasing the height of the existing bulkhead to 10.9 feet NAVD88 ([Exhibits No. 2-5](#)).

The City of Newport Beach has already approved the demolition of an existing 4,864 square foot, single-family residence with a 503 square foot garage and construction of a two-story, 5,199 square foot, single-family residence with a 629 square foot three-car garage within their permitting jurisdiction. An existing private dock system associated with the landside single-family residence is located onsite adjacent to the existing deck cantilevered from the bulkhead, but no work to it is proposed.

Originally, the proposed project included a glass railing on top of the raised bulkhead. However, in order to avoid any potential bird strikes from the clear glass railing, the applicant has revised the glass railing to now be etched. While the applicant has revised the proposed project and provided updated plans, a revised Approval-In-Concept from the City of Newport Beach Community Development Department has not been submitted. Thus, the Commission imposes **Special Condition No. 1**, which requires the applicant to submit Final Project Plans approved by the City of Newport Beach Community Development Department.

The subject site is located at 80 Linda Isle in the locked gate community of Linda Isle in the City of Newport Beach, Orange County ([Exhibit No. 1](#)). Currently, an existing 1,165 square foot single-family residence occupies the subject site. The lot size is 5,580 square feet and is designated as R-1, Single-Unit Residential, by the certified City of Newport Beach LCP and the proposed use conforms to this designation. To the north of the subject site is a private road (Linda Isle), to the east and west are existing single-family residences, and to the south is submerged land that is owned and managed by the Linda Isla Community Association.

### B. Standard of Review

The subject property is bisected by the coastal permit jurisdiction boundary, with the landside portion of the site to the landside edge of the bulkhead (dry land area) in the City's permitting jurisdiction ([Exhibit No. 2](#)). The landside portion of this project has been approved by the City of Newport Beach because it is within the City's permit authority as designated in the certified LCP (Title 21 of the Newport Beach Municipal Code). The City Zoning Administrator approved this portion of the development through Resolution No. ZA2021-019 (Coastal Development Permit No. CDP2020-155).

The bulkhead and bayward of it are located within the Commission's original jurisdiction ([Exhibit No. 2](#)). More specifically, the following portions of the proposed development are within the CCC permit jurisdiction: 1) reinforcing the existing bulkhead by installing four new tie-backs connecting to four new concrete deadman; 2) replacing an existing 5-foot x 31-foot deck cantilevered from the bulkhead like-for-like; and 3) increasing the height of the existing bulkhead to 10.9 feet NAVD88 ([Exhibits No. 3-5](#)). The City has issued an Approval-In Concept dated September 8, 2021, for these project components and the proposed deck cantilevered from the bulkhead has been designed in compliance with the patio deck standards of Municipal Code Section 21.30C.050(G)(5). Specifically, the deck would project a maximum of 5-feet beyond the bulkhead, maintain minimum setbacks of 5 feet from the prolongations of the side property lines, and would be located outside the Tidelands Trust, which are mapped State tidelands administered by the City. The proposed deck cantilevered from the bulkhead 5 feet over privately held tidelands is consistent with the pattern of development on this island and is consistent with past Commission-issued permits.

The City of Newport Beach LCP was effectively certified on January 13, 2017. The standard of review for development within the City's permit jurisdiction is the City's certified LCP. The standard of review for development within the Commission's original permit jurisdiction is Chapter 3 of the Coastal Act, although the City's certified LCP is advisory in nature and may provide guidance.

## **C. Hazards**

Coastal Act Sections 30253 requires that new development minimize risks to life and property in areas of flood hazard, and shall not significantly contribute to erosion, destruction of the site, or the construction of protective devices that substantially alter natural landforms along bluffs and cliffs. Coastal Act Sections 30235 states that bulkheads shall be permitted when required to protect coastal dependent uses or to protect existing structures. The City's certified LCP also includes a number of similar policies regarding new development and hazards and protective devices, such as Coastal Land Use Plan (CLUP) Policy 2.8.1-2 that states that new development will be designed and sited to avoid hazardous areas and minimize risks to life and property from coastal and other hazards; and CLUP Policy 2.8.6-5 that states that bulkheads are permitted when required to serve coastal-dependent uses or to protect existing principal structures.

Besides demolition of an existing single-family residence and construction of a new single-family residence, which was approved through a separate CDP issued by the City of Newport Beach, the proposed project also involves reinforcing the existing bulkhead by installing four new tie-backs connecting to four new concrete deadman, replacing an existing 5-foot x 31-foot deck cantilevered from the bulkhead like-for-like and increasing the height of the existing bulkhead from 8.69 feet NAVD88 to 10.9 feet NAVD88, via a new stem wall located at the bayward edge of the replaced deck cantilevered from the bulkhead. No bayward encroachment of the bulkhead is proposed with the work.

Due to its bayfront location, the subject site is exposed to the hazard of waves, erosion, storm conditions, sea level rise and other natural hazards. To analyze the suitability of the site for the proposed development relative to those hazards, the applicant provided a *Coastal Hazards Analysis Report (PMA Job #35220)* prepared by PMA Consulting, Inc. dated December 8, 2020 and a *Bulkhead Conditions Report (PMA Job #35220)* prepared by PMA Consulting, Inc. dated December 8, 2020. The findings of the bulkhead condition analysis indicate that the pre-cast concrete panels of the existing bulkhead were found in generally good condition, without noticeable signs of distress. Furthermore, the analysis states that some minor repairable cracks were observed, but are typical for bulkheads of this age in this area. In addition, the analysis states that the existing bulkhead is required to protect the principal structures on the site.

The bulkheads that surround the islands and channels of Newport Beach are maintained individually by property owners, but function as a uniform structure to protect more than just the individual properties. For example, if the average height of the bulkheads on a residential island is +10 NAVD88 and the water level is +9 NAVD88, any property with a bulkhead height of less than +10 NAVD88 would be at risk of flooding, but also would expose the neighboring properties, streets, and utilities of the island to flooding.

The neighborhood includes a mix of redeveloped homes and homes constructed prior to passage of the Coastal Act. While Section 30235 prohibits the new proposed single-family residence from relying on the existing and improved bulkhead, the existing adjacent pre-coastal homes, streets, and utilities would be protected by the improved bulkhead. Section 21.30.15.E(2)d of the IP states: *On sites with an existing bulkhead, a determination as to whether the existing bulkhead can be removed and/or the existing or a replacement bulkhead is required to protect existing principal structures and adjacent development or public facilities on the site or in the surrounding area.* In this case, the improvements to the bulkhead are allowed to protect the existing adjacent development, consistent with the LCP and with Section 30235 of the Coastal Act.

Policy 2.8.6-7 of the LUP states: *Discourage shoreline protective devices on public land to protect private property/development.* The bulkhead in this location is located on private property, and the improvements to the bulkhead would allow it to remain in place for an extended period of time to protect the existing adjacent pre-coastal homes, streets, and utilities from flooding, until such a time that adaptation plans as required by the LCP via IP Policies 21.30.010.E(4)(d)(iv) and 21.30.060.B(3)(i) for the adjacent existing development are underway, per the LCP policies.

Thus, work is necessary to repair and maintain the bulkhead and, once completed, no additional repair or replacement of the bulkhead is anticipated in the next 75 years (at least until 2097) with the exception of a potential bulkhead height increase to address rising sea levels to protect existing development in the surrounding area. The applicant's analysis concludes that the bulkhead height could be increased in height to +14.4 feet NAVD88 without any further bayward encroachment.

The Coastal Hazards Analysis identifies the highest high tide in the project area as +7.7 feet NAVD88. The submitted Coastal Hazards Analysis included an analysis of a low and medium-high risk aversion with high emissions over the project's design life of 75 years (spanning until 2097); however, Commission staff also conducted its own analysis.

In November 2018, the Commission adopted a science update to its CCC Sea Level Rise Policy Guidance in response to evolving science on sea level rise and specifically to new statewide guidance from the Ocean Protection Council (OPC) based on two reports: *Rising Seas in California: An Update on Sea-Level Rise* released in April 2017 and an update to the OPC's State Sea-Level Rise Guidance released in April 2018. According to the guidance document, sea level rise analysis of residential development should include low-risk and medium-high risk aversion scenarios. For a low risk aversion scenario, the submitted analysis and Commission staff used the OPC guidance document that sea levels may rise between 2.7 feet in 2090 (High Emissions) to 3.2 feet in 2100 (High Emissions) resulting in an average sea level rise of 2.95 feet by the end of the project's estimated 75-year design life in 2097. For a medium-high risk aversion scenario, the submitted analysis and Commission staff used the OPC guidance document that sea levels may rise between 5.3 feet in 2090 (High Emissions) to 6.7 feet in 2100 (High Emissions) resulting in an average sea level rise of 6.00 feet by the end of the project's estimated 75-year design life in 2097.

Based on the low-risk aversion scenario by 2097 following the Commission's Sea Level Rise Guidance, if there were to be a 2.95-foot rise (the average range for a low risk aversion scenario for the site), a high tide still water level of +10.65 feet NAVD88 (+7.7 feet NAVD88 + 2.95 feet = +10.65 feet NAVD88) is anticipated. This +10.65 feet NAVD88 would be 1.96 feet above the existing bulkhead elevation of +8.69 feet NAVD88 and would be 0.25 feet below the proposed bulkhead elevation of +10.9 feet NAVD88.

Based on the medium-high risk aversion scenario by 2097 following the Commission's Sea Level Rise Guidance, if there were to be a 6.00-foot rise (the average range for a medium risk aversion scenario for the site), a high tide still water level of +13.7 feet NAVD88 (+7.7 feet NAVD88 + 6.00 feet = +13.7 feet NAVD88) is anticipated. This +13.7 feet NAVD88 would be 5.01 feet above the existing bulkhead elevation of +8.69 feet NAVD88 and would be 2.8 feet above the proposed bulkhead elevation of +10.9 feet NAVD88.

While the project has been designed to adequately address the low risk aversion scenario, the proposed development has not been designed to address the flooding from the medium risk aversion scenario resulting in 6.0 feet of sea level rise by the end of the project's 75-year design life in 2097. However, in order to mitigate future potential sea level rise impacts, the applicant has stated that the bulkhead could be raised to an elevation of +14.4 feet NAVD88 without extending bayward. Thus, the project has been designed to potentially be raised to address flooding impacts associated with the high emissions medium-high risk aversion scenario.

To ensure the applicant accepts the responsibility for all hazards associated with the coastal development, the Commission imposes **Special Condition No. 2**, which requires the applicant to agree to assume the risk that the development is susceptible to hazards, especially those exacerbated by sea level rise.

Since coastal processes are dynamic and structural development may alter the natural environment, future development at the project site could adversely affect future shoreline conditions if not properly evaluated and potentially may result in a development which is not consistent with the Chapter 3 policies of the Coastal Act. The Commission imposes **Special Condition No. 3**, which informs the applicant that future development at the site requires an amendment to Coastal Development Permit No. 5-21-0820 or a new coastal development permit.

The construction of bulkheads and other shoreline protective devices is generally disfavored under the Coastal Act, as these structures interfere with natural shoreline processes, erode beaches, and have numerous related adverse impacts on public access and visual resources. Thus, Coastal Act section 30253(b) requires that new development “*neither create nor contribute significantly to erosion . . . 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 existing bulkhead was constructed prior to the passage of the Coastal Act and the improvements proposed to the bulkhead will not contribute to erosion (because there is no public beach here and no direct wave action) or destruction of the site (because the bulkhead already exists and the improvements will not cause destruction) and the site is not located along a bluff or cliff. The project is consistent with Section 30253(b) as proposed. The project, only as conditioned, can be found consistent with Section 30253(a), as discussed above.

Section 30235 of the Coastal Act provides that shoreline protective devices *shall* be permitted when required to protect *existing* structures, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. The City’s LCP also includes policies that specifically address bulkheads and shoreline protective devices, including LUP Policy 2.8.6-8, which states that the protective devices shall be limited to the minimum size required to protect existing development and prohibit their use to expand areas for new development.

The subject site includes a single lot with an existing single-family residence onsite that will be demolished and replaced with a new single-family residence surrounded by existing residential lots to the east and west of the subject site and a private road (Linda Isle), to the north of the site. The applicant’s bulkhead condition analysis indicates that the adjacent residential structures would be threatened were it not for the existing bulkhead which is generally in good condition except for the minor cracks associated with the age of the bulkhead. Accordingly, the proposed bulkhead repairs are necessary to protect existing adjacent residential structures, as well as the streets and utilities, in danger from flooding and may be authorized as long as adverse impacts on shoreline sand supply are eliminated or mitigated. The project will not result in any new

impacts to shoreline sand supply because as proposed, the repaired and reinforced bulkhead will be in the same location/configuration and will not extend bayward of the existing bulkhead. **Special Condition No. 4** prohibits future bayward extension of the proposed shoreline protective device.

## CONCLUSION

As conditioned, the Commission finds that the proposed project is consistent with the Sections 30235 and 30253 of the Coastal Act and the City's certified LCP coastal hazards policies.

## **D. Water Quality**

Coastal Act Sections 30230, 30231 and 30232 require protection of marine resources and, where feasible, the restoration of marine resources, as well as the maintenance of the biological productivity of coastal waters. Coastal Act Section 30250 requires that new residential development be located where it will not have significant individual or cumulative adverse effects on coastal resources. The City's certified LCP also includes a number of similar policies that protect marine resources and water quality, such as CLUP Policy 4.3.2-1 that states that pollution prevention and elimination methods will be promoted to minimize the introduction of pollutants into coastal waters; and CLUP Policy 4.3.2-22 that requires waterfront development to incorporate BMPs designed to prevent or minimize polluted runoff to coastal waters.

There is potential for the discharge of demolition or construction debris into coastal waters at the project site. This could result in adverse effects on the marine environment. The proposed development includes protective measures to ensure that coastal waters and marine resources will not be adversely affected before, during or after construction. To ensure that all impacts (pre- and post- construction) to water quality are minimized, and to reduce the potential for construction related impacts on water quality, the Commission imposes **Special Condition No. 5**, which requires, but is not limited to, the appropriate storage and handling of construction equipment and materials to minimize the potential of pollutants to enter coastal waters; and the continued use and maintenance of post-construction BMPs. As conditioned, the proposed project minimizes impacts to biological resources consistent with Sections 30230 and 30231 of the Coastal Act.

## CONCLUSION

Thus, as conditioned, the Commission finds that the proposed project is consistent with the Sections 30230, 30231, 30232 and 30250 of the Coastal Act and the City's certified LCP marine resources and water quality policies.

## E. Public Access

Coastal Act Section 30210 mandates that maximum public access to the coast and recreational opportunities be provided consistent with private property rights. Section 30212(a) of the Coastal Act provides that adequate public access to the sea be provided in new development projects, except where adequate access exists nearby. Additionally, Sections 30220 and 30221 of the Coastal Act protect coastal areas suited for water-oriented recreational activities and oceanfront land for recreational uses. Section 30250 of the Coastal Act requires new development to not have significant adverse effects, individually or cumulatively, on coastal resources. The City's certified LCP also includes a number of similar policies regarding public access and recreation, such as CLUP Policy 3.1.1-1 that states that public access shall be protected and where feasible expanded and enhanced to and along the shoreline and to beaches, coastal waters, tidelands, costal parks and trails; and CLUP Policy 3.1.1-11 that require new development to minimize impacts to public access to and along the shoreline.

The deck cantilevered from the bulkhead is located over submerged land that is owned and managed by the Linda Isla Community Association. Pursuant to Public Resources Code section 7552.5, the submerged land is subject to a navigational easement that, in general, precludes the owner from preventing the public from using the waters for navigational purposes even if the submerged lands are not public trust lands. The proposed cantilevered deck will be landward of the designated pierhead line and, therefore, is not expected to interfere with navigation because pierhead lines are established to ensure that docks and piers do not interfere with navigation. In addition, construction of the proposed cantilevered deck may hinder but would not completely obstruct the public's ability to access the water areas fronting the applicant's lot for recreational boating purposes and, as a practical matter, is unlikely to have much additional impact on public access due to the existence of the private dock that extends farther out. Thus, the proposed cantilevered deck would not be inconsistent with the navigational easement over the submerged lands.

There is no direct public pedestrian access to public tidelands through the private residential lot, and public access to the tidelands around this small island is limited. However, public access to the bay exists in the area across the channel from the Linda Isle community along the public walkways on Lido Island and Balboa Island. Therefore, the proposed project does not result in adverse impacts to public access or recreation. In order to preserve and maintain access to the public waters if development patterns change in the future or if there is an effort to expand public access, **Special Condition No. 6** is imposed stating that the approval of a coastal development permit for the project does not waive any public rights or interest that exist or may exist on the property.



## CONCLUSION

Thus, as conditioned, the Commission finds that the proposed project is consistent with Sections 30210, 30212, 30220, 30221 and 30250 of the Coastal Act and the City's certified LCP public access and recreation policies.

### **F. Local Coastal Program (LCP)**

The subject property is bisected by the coastal permit jurisdiction boundary resulting in a portion of the site within the City's permitting jurisdiction (dry land area) and another portion within the CCC Permit jurisdiction (dry land and submerged land area). The City of Newport Beach LCP was effectively certified on January 13, 2017. The standard of review for development within the City's permit jurisdiction is the City's certified LCP. The standard of review for development within the Commission's original permit jurisdiction is Chapter 3 of the Coastal Act, while the City's certified LCP may provide guidance.

### **G. California Environmental Quality Act (CEQA)**

The City of Newport Beach is the lead agency responsible for certifying that the proposed project is in conformance with the California Environmentally Quality Act (CEQA). The City determined that in accordance with CEQA, the project is Categorically Exempt pursuant to Title 14 of the California Code of Regulations Section 15303, Article 19 of Chapter 3, Guidelines for Implementation of the of CEQA under Class 3 (New construction or Conversion of Small Structures) because it has no potential to have a significant effect on the environment. Section 13096(a) of the Commission's administrative regulations requires Commission approval of coastal development permit applications to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of 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.

Under Section 15251(c) of Title 14 of the California Code of Regulations, the Commission's CDP regulatory process has been certified as the functional equivalent to the CEQA process. The proposed project has been conditioned in order to be found consistent with the public access and resource protection policies of the Coastal Act and the LCP, as applicable. As conditioned, the proposed project has been found consistent with the hazards, water quality and marine resources, and public access and recreation policies of the Coastal Act and the LCP, as applicable.

Therefore, as conditioned, the Commission finds that 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 consistent with the requirements of the Coastal Act and CEQA.

5-21-0820  
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## **APPENDIX A – SUBSTANTIVE FILE DOCUMENTS**

City of Newport Beach Planning Department Approval-In-Concept dated September 8, 2021.