CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA 7575 METROPOLITAN DRIVE, SUITE 103 SAN DIEGO, CA 92108-4421 (619) 767-2370





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Hearing Date: 2/16-18/05

REGULAR CALENDAR STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-04-147

Applicant: University of California, San Diego Agent: Milt Phegley

Description: Construction of a five-story, 50,265 sq.ft. addition to the existing San

Diego Supercomputer Center facility to include office space, enlargement

of computer machine room, new entry to connect the existing

supercomputer center to the proposed new structure, new computer labs, meeting rooms, conference rooms, auditorium and support areas to be constructed partially over an existing parking lot eliminating all of its 126

parking spaces. Also proposed is installation of several landscape

elements.

Lot Area 73,803 sq. ft.

Building Coverage 12,339 sq. ft. (17%) Pavement Coverage 43,740 sq. ft. (59%)

Landscape Coverage 17,724 sq. ft. (24%)

Parking Spaces 0

Zoning Unzoned Plan Designation Academic

Ht abv fin grade 82 1/2 feet

Site:

Eleanor Roosevelt College, North Campus, near intersection of Hopkins

Drive and Voigt Drive, UCSD campus, La Jolla, San Diego, San Diego

County. APN 342-010-24

STAFF NOTES:

Summary of Staff's Preliminary Recommendation:

Staff recommends approval of the subject permit with a special condition addressing landscaping. The primary issue raised by the proposed development relates to proposed landscaping. The applicant proposes to install new Eucalyptus trees to the north and east of the proposed new additions to the San Diego Supercomputer Center. However, the project site is not adjacent to any environmentally sensitive habitat areas. Approximately 10 new Eucalyptus trees are proposed to be planted (along with 16 Torrey Pine trees and

other variety of species). UCSD has developed an overall landscape theme and strategy for future development on campus that eliminates use of Eucalyptus trees on or near environmentally sensitive habitat area and proposes retention and enhancement of Eucalyptus trees on those portions of the campus that are far removed from any sensitive habitat areas and which are adjacent to the existing groves of Eucalyptus trees on the campus. This project is well removed from any sensitive habitat areas and is in close proximity to the existing Eucalyptus groves.

Substantive File Documents: University of California, San Diego "Draft" Long Range Development Plan; Certified La Jolla Community Plan and Local Coastal Program Land Use Plan; CDPs #6-04-114, 6-04-105, 6-04-13, 6-04-12, 6-03-113, 6-03-4, 6-02-164, 6-02-24, 6-01-186 and 6-01-186; Project Level Environmental Impact analysis for the University of California, San Diego San Diego Supercomputer Center Expansion Project/SCH No. 2004081023 – prepared by PBSJ, dated September 2004.

I. PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

MOTION:

I move that the Commission approve Coastal Development Permit No. 6-04-147 pursuant to the staff recommendation.

STAFF RECOMMENDATION OF APPROVAL:

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

RESOLUTION TO APPROVE THE PERMIT:

The Commission hereby approves 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.

See attached page.

III. Special Conditions.

The permit is subject to the following conditions:

1. Final Landscaping Plan. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval a final detailed landscape plan indicating the type, size, extent and location of all plant materials, the proposed irrigation system and other landscape features. Said plan shall be in substantial conformance with the landscape plans submitted with this application by EHDD Esherick Hornsey Dodge & Davis Ellerbe Becket dated 8/13/04 except that it shall be modified such that only drought tolerant, native or non-invasive plant species shall be utilized with the exception of the proposed Eucalyptus trees.

The permittee shall undertake development in accordance with the approved landscape plan. Any proposed changes to the approved final plan shall be reported to the Executive Director. No changes to the approved final plan shall occur without an amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

2. <u>Construction Access</u>. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, a final construction schedule, which shall be incorporated into construction bid documents. The schedule and construction documents shall specify that access corridors and staging areas shall be located in a manner that has the least impact on public access via the maintenance of existing public parking areas and traffic flow on coastal access routes (i.e., North Torrey Pines Road). No public street closures shall be permitted.

The permittee shall undertake development in accordance with the approved schedule. Any proposed changes to the approved schedule shall be reported to the Executive Director. No changes to the schedule shall occur without an approved amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

IV. Findings and Declarations.

The Commission finds and declares as follows:

1. <u>Detailed Project Description</u>. The subject development involves the construction of a five-story, 50,265 sq.ft. addition to the existing San Diego Supercomputer Center facility on the University of California, San Diego Campus. The proposal includes

office space, enlargement of computer machine room, new entry to connect the existing supercomputer center to the proposed new structure, new computer labs, meeting rooms, conference rooms, auditorium and support areas to be constructed partially over an existing parking lot eliminating all of its 126 parking spaces.

The existing Supercomputer Center was permitted pursuant to CDP #6-85-172 in May, 1985. Subsequently, the Commission approved CDP #6-94-146 for the construction of a three-story, 14,000 sq.ft. addition to the existing five-story, 54,000 sq.ft. supercomputer building. It was subsequently amended pursuant to CDP #6-94-146-A on June 16, 1995 for the addition of one floor to the building resulting in a 19,451 sq.ft. addition to the existing structure. The subject project is located immediately north of, and adjacent to, another proposal by UCSD for the construction of a seven level parking structure which is being reviewed concurrently with the subject permit application (ref. CDP Application #6-04-147).

The proposed project site is located fairly inland and east of North Torrey Pines Road just north of the intersection of Voigt Drive and Hopkins Drive in the Eleanor Roosevelt College on the North Campus. The project site will be constructed on Parking Lot 354 and will result in the removal of all 126 parking spaces from the parking lot.

The project site is within the Commission's area of permit jurisdiction. Thus, the standard of review is the Chapter 3 policies of the Coastal Act.

2. Public Access/Parking. Section 30252 of the Coastal Act states, in part:

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation...

With respect to projects on UCSD's Main Campus, which is not between the sea and the first coastal roadway, nor within walking distance of shoreline recreational areas, the primary concern is maintaining free-flowing traffic on the major coastal access routes surrounding the campus. These include I-5, Genesee Avenue, North Torrey Pines Road and La Jolla Shores Drive. The Commission has taken the position that on-campus parking problems on the main campus are not a Coastal Act issue unless they result in spill-over effects within the surrounding off-campus area, particularly North Torrey Pines Road and La Jolla Shores Drive, which serve as major coastal access routes. In the case of the subject proposal, the proposed development will not have any such effect.

As noted in the project description, the project site is located well inland and east of North Torrey Pines Road in the Eleanor Roosevelt campus of UCSD. The proposed new parking structure is located in an area that presently consists of a landscaped/turf area. A

total of 1,421 parking spaces are proposed to be provided in the parking structure. No parking will be removed as a result of the subject proposal. According to the "Survey of Parking Space Occupancy Levels" submitted by the applicant, the parking lots in the nearby area are not filled to capacity and at peak occupancy levels (Spring 2004), there will be approximately 153 spaces available which are used by students and faculty. UCSD has emphasized that it is their intention that the Hopkins Parking Structure be completed in the Fall of 2006—the same time that the Supercomputer Center addition is also proposed to be completed (ref. CDP Application #6-04-147 on this same meeting agenda).

In addition, the EIR completed for the project indicates that the proposed San Diego Supercomputer Center expansion will result in an increase of faculty, staff/researchers, and students and thus increase the demand for campus parking space capacity as well as displace the existing parking (P354). The proposed increased demand, however, will not occur before the Hopkins Parking Structure is completed. According to UCSD, they intend to complete the parking structure at the same time that the Supercomputer additions are completed. As such, the construction phase for both projects have been timed such that they will be constructed simultaneously with each other. In any event, should construction be delayed for some unforeseen reason, the lack of parking that will be created by the removal of parking Lot P354 should be absorbed by the extra spaces that will be available in nearby lots. As such, no parking shortages are anticipated to occur as a result of the proposed development. Furthermore, UCSD will still maintain the campus-wide target of a 90 percent peak parking occupancy; therefore implementation of the new expansion would not create inadequate on-campus parking capacity during either the regular or the summer academic sessions. As such, adequate parking for the subject facility will continue to be provided.

In summary, construction of the proposed additions to the Supercomputer Center project would will not create inadequate on-campus parking capacity during either the regular or the summer academic sessions. As such, the proposed project will not result in any spill-over effects on the major coastal access routes in the area, and is thus consistent with Coastal Act policies.

With regard to potential impacts to traffic circulation, the EIR for the Hopkins Parking Structure indicates that the proposed project will have no significant impacts to the study intersections or roadway segments assuming the recommended mitigation measures are implemented (i.e., use of flagmen, maintenance of one travel lane open on campus roadways at all times, etc.). Several operational improvements such as left turn and right turn lanes on Hopkins Drive are also recommended as mitigation measures identified in the EIR for special events, etc. As such, the proposed additions to the Supercomputer Center are not expected to generate an increase in traffic congestion or on-site campus parking problems. The closest major surface streets to the project site are North Torrey Pines Road, a major coastal access route, and Genesee Avenue. As cited in the report, there is ample parking in the area in the parking lots noted previously in this report. In addition, UCSD Transportation and Parking Services operates an extensive network of free shuttle routes to the campus population. No change to the Level Of Service (LOS)

will result on these roadways as a result of this project. The proposed project will not have an adverse cumulative effect on traffic circulation in the area and will not result in any decreases to the existing LOS along the major roadways adjacent to the public site (i.e., North Torrey Pines Road).

Therefore, inasmuch as adequate parking is available in the north campus for the new structure(s) and the proposed development will not result in any adverse impact to public access or traffic circulation in the area, the Commission finds the proposed development consistent with the Chapter 3 policies of the Coastal Act addressing protection of public access

- 3. Visual Resources/Landscaping. Section 30240 also states the following:
- (a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.
- (b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.

In addition, Section 30251 of the Act states the following:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas,...

UCSD is a very large campus which is located within the geographic area of the community of La Jolla. While some portions of the campus are located nearshore (i.e., the Scripps Institution of Oceanography), the majority of the campus is located much further inland. For those areas of the campus that are nearshore, potential impacts on scenic views of the ocean are a concern. In addition, several of the streets that the campus adjoins are major coastal access routes and/or scenic roadways (as designated in the certified La Jolla Community Plan and Local Coastal Program Land Use Plan).

In this particular case, the proposed new structure(s) will be located well inland on a portion of the campus that is east of North Torrey Pines Road, a major coastal accessway in the La Jolla community. The proposed new structure(s) are located on the Eleanor Roosevelt College campus. The proposed new structure(s) consist of additions to the existing Supercomputer Center. The additions will be located in an area that presently consists of a paved parking lot. Due to its location, the proposed new structure will not have any effect on public views to or along the ocean.

A landscape plan has been submitted with the proposed project which shows the planting of several new plant elements immediately east and north of the new building. As a result of the proposed development, approximately 18 existing Eucalyptus trees will be removed. These trees will be partially replaced with the planting of ten new Eucalyptus trees along with 16 Torrey Pines trees and 26 other tree species. Because the project site is adjacent to one the historic groves of Eucalyptus trees on the campus, UCSD proposes to incorporate several Eucalyptus trees, as described above, adjacent to the new structure. The conceptual landscape plan shows the ten Eucalyptus trees are to be planted south of the new building with the other tree species north and east of the new structure.

There are several areas on the campus where historic groves of Eucalyptus trees are prevalent and where UCSD would like to keep the theme of these trees intact. In this particular case, the Supercomputer Center is located immediately adjacent to the historic Eucalyptus woodland on campus (ref. Exhibit No. 3). The use of Eucalyptus trees as a landscape element on the UCSD campus has been addressed in several past projects reviewed by the Coastal Commission. Most recently, the issue was discussed at the December, 2004 hearing. In the past decisions, the Commission has found that while Eucalyptus trees are not as "invasive" as other tree/plant species, they still do not meet the criteria for a "native, drought-tolerant" plant element. Given the San Diego region is located in an arid climate, it is important to conserve water. One way to do this is to utilize drought tolerant plants to reduce the need for irrigation. The main concern with the use of Eucalyptus trees, as noted by the Commission staff biologist, is that Eucalyptus trees generally do not provide habitat for native species. Although there are some exceptions to this rule (i.e., Monarch butterflies and raptors that use trees for perching, roosting, nesting) very few insects use the understory of Eucalyptus trees as generally it is very sterile. In addition, the trees have a negative effect on songbirds due to their gooey sap. In addition, the flowers and other tree materials can clog the nostrils of birds and not much grows in the understory of these trees because of the materials in the leaves. Sometimes wind rows of Eucalyptus trees can be seen in areas that used to be agriculture indicating that wind can carry the seeds of such trees and they can re-establish themselves in other areas. For these reasons, the planting of such trees near natural areas containing sensitive native plant and animal species, could result in the significant degradation of an environmentally sensitive habitat area. Not only are invasive plants a concern, but it is also important to use native plants adjacent to natural areas.

In its review of CDP Nos. 6-04-12 and 6-04-13, the Commission made it very clear that the use of Eucalyptus trees could not be supported on the campus if they were located adjacent to an environmentally sensitive habitat area such as the natively vegetated canyons located on the campus. The Commission indicated concerns with the general use of this plant element elsewhere on the campus. However, at the time UCSD did not have an overall landscape theme proposed and routinely proposed the use of Eucalyptus trees in most of their development proposals. As a result, the Commission has required in past decisions (including, but not limited to, CDPs #6-03-113, 6-03-4, 6-02-164, 6-02-24, 6-01-186 and 6-01-186) that any new trees approved on the UCSD campus be native, drought-tolerant plant species (which does not include Eucalyptus trees).

In response to the Commission's direction at the May, 2004 Commission meeting (when it approved CDPs No. 6-04-12 and 6-04-13), UCSD has now developed a draft plan for landscaping throughout the campus. UCSD has identified three major groves on the campus that currently contain and historically contained Eucalyptus trees. These include the north grove, the central grove and the Scripps Institution (SIO) grove. In addition, they have identified ecological reserve and restoration lands on the campus. In those areas where there is a preserve, UCSD will avoid the use of Eucalyptus trees. In the north grove location, UCSD does not propose to do anything to change the natural selection or succession of existing trees and habitat that is occurring there. In other words, as Eucalyptus trees die, they will be removed but they will not be replanted if they are adjacent to native habitat areas. Likewise, if native habitat takes over, UCSD will allow this natural process to prevail.

For the central grove on the main campus and the grove on the SIO campus, UCSD would like to be able to carry the Eucalyptus tree theme over to projects that are adjacent to these areas and also to Ridge Walk. The proposed project is adjacent to the historic grove where UCSD would like to maintain the theme of the existing Eucalyptus trees. In addition, there is a loop road that runs through the entire campus. In the past, UCSD has wanted to line the entire roadway with Eucalyptus trees. However, this loop road runs through several of the preserve areas where there is native habitat and chaparral. In light of the Commission's concerns with regard to Eucalyptus trees near these habitat areas, UCSD has since abandoned their plans to use Eucalyptus trees on the campus loop road.

Thus, for those projects that are further inland, adjacent to, or in close proximity to the natural preserve areas, UCSD proposes to avoid the use of Eucalyptus trees. In this particular case, the Supercomputer Center is adjacent to the historic grove. As such, UCSD is proposing several new Eucalyptus trees in order to continue with that landscape theme. For each new project that is submitted to the CCC, UCSD plans to provide information relative to how close a project is to the sensitive areas or to the existing grove of Eucalyptus trees. With this information, it can then be determined whether or not the use of Eucalyptus trees is appropriate or not on a case-by-case basis. Based on this approach and in particular the subject proposal, the Commission finds the installation of a few Eucalyptus trees adjacent to the Grove Reserve will not result in impacts to ESHA.

In this particular case, the proposed project is located adjacent to both the Central Grove and North Grove areas. According to the applicant, the closest proposed Eucalyptus trees at the Supercomputer center site is about 360 feet from any sensitive species (Diegan Coastal Sage Scrub and Southern Maritime Chaparral located southeast of the intersection of Voigt Drive and John Jay Hopkins Drive). Although UCSD maintains that Eucalyptus trees have not been invasive in native habitat areas, they indicate the potential for invasiveness is further reduced by a proactive mitigation measure to be implemented by the campus. Under that program, UCSD is responsible for controlling exotic weeds in areas dedicated as mitigation for project impacts. This includes removal of exotic species, etc. In any case, the proposed project is consistent with UCSD's policy approach towards Eucalyptus trees and previous Commission actions on the campus. Special Condition No. 1 requires submittal of a final landscape plan that identifies the

proposed irrigation system and other landscape features and requires the use of droughttolerant native or non-invasive plant species with the exception of the proposed Eucalyptus trees near the central grove adjacent to the project site.

In addition, with regard to potential impacts on public views and visual resources, the proposed project will not be visible from North Torrey Pines Road, a major coastal access route. Two other nearby major coastal access routes are Interstate-5 and Genesee Avenue to the east and north of the site. However, looking west or south towards the project site from either of these two locations, the proposed new structure will not be visible due to distance and the presence of the existing North Grove of Eucalyptus trees. In addition, the site itself is far inland from the coast. As such, no public views to the ocean will be affected. The proposed additions to the Supercomputer Center consists of an approximately five-story, 50,000 sq.ft. structure which will be compatible in size and scale with the remainder of the San Diego Supercomputer Center to the west which is four stories high. In addition, the new addition to the Supercomputer Center will be lower in height than the existing structure. Further south are the Marshall Lower Apartments (approximately two stories in height), to the north is the RIMAC Arena (Recreation, Intramural and Athletics Complex) that contains a recreation building that is approximately 150,000 sq.ft. in size and five-stories high and to the east is the historic Grove Reserve. As such, the proposed development will be visually compatible with surrounding development. Therefore, as conditioned, the proposed additions to the Supercomputer Center will not result in any adverse impacts to environmentally-sensitive resources or visual resources/public views and will be visually compatible with the surrounding development, consistent with Sections 30240 and 30251 of the Act.

4. Water Quality. Sections 30230 and 30231 address water quality and state the following, in part:

Section 30230

Marine resources shall be maintained, enhanced, and where feasible, restored....

Section 30231

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff,

The proposed project involves construction of an expansion to the existing six-story, 73, 451 sq.ft. Supercomputer Center consisting of a five-story, 50,265 sq.ft. addition to the existing San Diego Supercomputer Center facility on the University of California, San Diego Campus. The proposal includes office space, enlargement of computer machine room, new entry to connect the existing supercomputer center to the proposed new structure, new computer labs, meeting rooms, conference rooms, auditorium and

support areas to be constructed partially over an existing parking lot eliminating all of its 126 parking spaces.

The subject project is located immediately north of, and adjacent to, another proposal by UCSD for the construction of a seven level parking structure, which is being reviewed concurrently with the subject permit application (ref. CDP Application #6-04-148). However, because the structure will be located in an area that is presently paved or improved, very little new impervious surface area is being created. In addition, the site is located well inland of the ocean and all runoff from impervious surfaces will be directed toward the proposed landscaped areas that will surround the proposed structure. Directing runoff through landscaping for filtration of on-site runoff in this fashion is a well-established Best Management Practice for treating runoff from development such as the subject proposal. Irrigation and use of fertilizers and pesticides can cause polluted runoff. Existing runoff from the project site will also remain unchanged and will continue to be directed toward proposed landscaped areas adjacent to the new structures. Therefore, because runoff is proposed to be directed toward landscaping and away from water courses, and the campus has a reasonable plan for dealing with runoff through their Phase II Stormwater Management Plan, the Commission finds the proposed development consistent with the water and marine resource policies of the Coastal Act.

5. <u>Local Coastal Planning</u>. The University of California campus is not subject to the City of San Diego's certified Local Coastal program (LCP), although geographically the Scripps Institution of Oceanography (SIO) campus is within the La Jolla Shores segment or the City's LCP. UCSD does, however, have the option of submitting an LRDP for Commission review and certification.

While UCSD has submitted a draft LDRP, its EIR and topographic maps to the Commission staff informally, as an aid in analyzing development proposals, the Coastal Commission has not yet formally reviewed the LRDP, and the University has not indicated any intention of submitting the LRDP for formal Commission review in the future. The proposed structure is consistent with the University's draft LRDP to accommodate campus growth.

As stated previously, Chapter 3 policies of the Coastal Act are the standard of review for UCSD projects, in the absence of a certified LRDP. Since the proposed development, as conditioned, has been found consistent with all applicable Chapter 3 policies, the Commission finds that approval of the proposed project, will not prejudice the ability of UCSD to prepare a certifiable Long Range Development Plan for its campus.

6. Consistency with the California Environmental Quality Act (CEQA).

Section 13096 of the Commission's Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, as conditioned, 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 has been conditioned in order to be found consistent with the Chapter 3 policies of the Coastal Act. Mitigation measures, including conditions addressing submittal of final landscape plans, will minimize all adverse environmental impacts. As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the Commission finds that the proposed project is the least environmentally-damaging feasible alternative and is consistent with the requirements of the Coastal Act to conform to CEQA.

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 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 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. <u>Interpretation</u>. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- Assignment. 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.

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