

**CALIFORNIA COASTAL COMMISSION**

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Staff: LRO-SD  
Staff Report: 6/14/99  
Hearing Date: 7/13-16/99

REGULAR CALENDAR  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

*Tu 15g*

Application No.: 6-99-64

Applicant: University of California, San Diego (UCSD) Agent: Milt Phegley;  
Boone Hellmann

Description: Construction of a new college facility (Eleanor Roosevelt College/ERC) on a 16 acre portion of the existing University of California, San Diego (UCSD) campus. The proposal includes construction of a 970-space, five-level parking structure, housing for 1,238 students, classrooms, removal of existing surface parking lots, closure of eastern segment of Salk Institute Road, construction of a new access road (Scholars Drive), traffic improvements including installation of new signal light at Scholars Drive and grading consisting of 135,00 cy. of cut and 125,000 cy. of fill material with 10,000 cy. proposed to be exported off site.

Lot Area	710,316 sq. ft. (16.1 acres)
Building Coverage	175,690 sq. ft. (25%)
Pavement Coverage	273,626 sq. ft. (39%)
Landscape Coverage	252,000 sq. ft. (36%)
Parking Spaces	970
Zoning	Unzoned
Plan Designation	Academic
Ht abv fin grade	48 ft. (college structures); 20 ft. (parking structure)

Site: Southeast intersection of North Torrey Pines Road and Salk Institute Road, La Jolla, San Diego, San Diego County. APN 324-010-24

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SUMMARY OF STAFF'S PRELIMINARY RECOMMENDATION:

The staff recommends that the Commission approve the subject permit as it will not result in any adverse impacts to public access/parking or visual resources and, as conditioned for submittal of final landscape plans to visually screen structures from public roadways, is consistent with all applicable Coastal Act policies.

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Substantive File Documents: University of California, San Diego "Draft" Long Range  
Development Plan

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STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

I. Approval with Conditions.

The Commission hereby grants a permit for the proposed development, subject to the conditions below, on the grounds that the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, 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 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

II. Standard Conditions.

See attached page.

III. Special Conditions.

The permit is subject to the following conditions:

1. Final Landscaping Plan. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit a detailed landscape plan consistent with the preliminary landscape plan submitted by Wallace, Roberts & Todd dated 4/19/99 indicating the type, size, extent and location of all plant materials, the proposed irrigation system and other landscape features. Drought tolerant native or naturalizing plant materials shall be utilized to the maximum extent feasible. Special emphasis shall be placed on the planting of a minimum of 39 trees (minimum 24-inch box) and other shrubs that will visually screen the proposed North Torrey Pines Parking Structure and a minimum of 40 trees (minimum 24-inch box) and other shrubs that will visually screen the proposed Residence Halls from public roadways. Said plan shall be submitted to, reviewed and approved in writing by the Executive Director.

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

#### IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Detailed Project Description. Proposed is the removal of three surface level parking lots and a portion of a fourth parking lot including the closure of the eastern segment of Salk Institute Road and construction of Eleanor Roosevelt College and related facilities at the existing University of California, San Diego (UCSD) campus in the La Jolla community of San Diego. Specifically, the development includes construction of sixteen four-story, approximately 48-foot high (maximum) buildings totaling 527,000 sq.ft., 21,000 sq.ft. of administrative and classroom space in a four-story, approximately 48-foot high building, 16,000 sq.ft. dining facility in a four-story building, and housing for 1,238 students consisting of 460 residence hall beds, 520 apartment beds and 258 beds in new structure called "International House".

Also proposed is construction of a 30-foot high (maximum) parking structure (North Torrey Pines Parking Structure) which will provide a total of 970 parking spaces and the construction of a new access road (Scholars Road) from the east side of North Torrey Pines Road just south of the proposed parking structure and will run in an easterly direction to connect to an existing interior campus drive that runs in a north/south direction, also called Scholars Drive. Traffic improvements are also proposed including installation of a traffic signal at the intersection of North Torrey Pines Road and Scholar's Road. The project design also features two pedestrian bridges to link the eastern and western portions of the new campus.

Grading is also proposed consisting of 135,000 cy. of cut and 125,000 cy. of fill material with 10,000 cy. of material proposed to be exported to a location outside of the coastal zone. The material proposed to be used for fill material that is excavated from the parking structure site will be temporarily stockpiled on the site. Interim erosion control and landscaping is proposed.

The proposed project will be constructed in four phases: Phase One – Excavation of parking structure, stockpiling of material, construction of temporary parking – start date of July 1999; Phase Two – Parking structure construction – start date of Fall 1999 and completion date of Fall 2000; Phase Three – Construction of new entrance road and new intersection – start date of Spring 2000; and, Phase Four – removal of temporary parking, grading, construction of Eleanor Roosevelt College Facilities – start date of Fall 2000 with completion in Fall 2002.

The project site consists of 16 acres located in the northwest portion of the main campus south of the southeast corner of North Torrey Pines Road and Salk Institute Road in the City of San Diego. The entire project site is located within the Commission's area of permit jurisdiction. Thus, the standard of review is Chapter 3 policies of the Coastal Act.

2. Visual Resources. Section 30251 of the Act states, in part, 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,..."

It should also be noted that the most visually prominent feature of the proposed development will be the parking structure and structures fronting on North Torrey Pines Road as viewed from North Torrey Pines Road, a major coastal access route. The remainder of the structures associated with the ERC will be located within the interior of the college campus and are somewhat removed from any major access routes but will still be visible. The proposed parking structure will contain five levels (four full levels and one partial level), however, the maximum number of levels above grade is two-and-a-half. In addition, the proposed structure is set back 40 feet from North Torrey Pines Road and will be heavily landscaped in the setback area between the structure and the roadway. At the North Torrey Pines Road elevation, the structure will appear as one level in height with most of that level behind a perimeter wall proposed to be constructed along the entire North Torrey Pines Road frontage. The perimeter wall will contain a landscaped berm between the wall and the street and landscaping is also proposed on the wall itself. The wall is 15 feet above street elevation and will be setback 20 feet from the curb line of North Torrey Pines Road.

With regard to the residence halls proposed to be constructed along the North Torrey Pines Road frontage just north of the proposed parking structure, these structures will be four stories in height. In addition, substantial landscaping is also proposed between the building setback area from the roadway which serves to visually screen the development from public views. The University has indicated that there are presently a number of Eucalyptus trees along the North Torrey Pines Road frontage. Every effort will be made to preserve any existing trees; however, additional trees and shrubs are proposed to be planted, as well. Special Condition #1 has been attached for the submittal of final landscape plans with special emphasis on the provision of a minimum of a total of 79 trees (i.e., 24-inch specimen size) and shrubs to adequately screen the structures (North Torrey Pines Parking Structure and Residence Halls) immediately adjacent to North Torrey Pines Road.

It should be noted that although the proposed height of the new campus structures will be approximately 48 feet high, the university isn't subject to local permits and the 30-foot height limit which is imposed in most coastal zone areas throughout the City is a City ordinance, not a Coastal Commission requirement. The university is not within the City's certified LCP and therefore, the standard of review is Chapter 3 policies of the Coastal Act. In this particular case, the proposed four-story structures associated with the new college campus are compatible in scale, height and size with other surrounding campus development (i.e., Thurgood Marshall College to the south) which includes buildings that are also four stories in height. In addition, as noted previously, ERC is

located on the east side of North Torrey Pines Road which is not located between the first coastal road and the sea, therefore, the proposed project will not result in any adverse visual impacts on public views toward the ocean.

In addition, a signage plan has been submitted that indicates that the only signs proposed through the new development are wall signs and directional signs associated with the new parking structure. In summary, with the proposed landscaping and perimeter wall, adverse impacts on visual resources have been reduced to the maximum extent feasible. Therefore, the Commission finds the proposed development, as conditioned, consistent with Section 30251 of the Act.

3. 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..."

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.

Currently, the site of the subject development consists of four parking lots (Lots 305, 306, 353 and 355). These parking lots are used for parking for students, faculty, etc. for the campus. Through the proposed construction of the Eleanor Roosevelt College Facilities, there will be a decrease in existing parking from 1,285 parking spaces to 970 parking spaces resulting in a net loss of 315 parking spaces in the area of the project site. However, the development is proposed in four phases, so as to assure adequate parking is provided at all times.

The first phase of construction proposed to commence in approximately two months (Fall 1999) is to develop the North Torrey Pines Parking Structure. The excavated material for the proposed structure will be moved immediately north onto parking Lot 305 and also onto the areas to the east of it. These areas will be then be graded and paved and used as a temporary parking for a total of approx. 450 spaces in the interim while the parking structure is under construction. The temporary parking will be used to serve the needs of students and employees who use the surface lots proposed to be removed through the subject proposal commencing on September 30<sup>th</sup> when classes begin and continuing on

through June of the next academic year. However, when college classes commence on September 30<sup>th</sup>, 1999, additional on-campus parking consisting of 1,500 parking spaces will be provided at the Regents Road surface parking lot, which is currently under construction (and is located outside of the coastal zone). Thus, the parking provided at the Regents Road surface lot will offset any reduction in parking from the ERC site while the North Torrey Pines Parking Structure is under construction. The North Torrey Pines Parking Structure is expected to be completed by the summer of 2000 and will contain a total of 970 parking spaces (reference Exhibit #2 for parking structure location).

UCSD plans to construct other parking facilities, in addition to those discussed above, in the next two years which will also include the new Gilman Drive Parking Structure (located outside the coastal zone) which will provide 731 parking spaces proposed to be completed in the Fall of 2000. Overall, a total net gain of 2,216 campus parking spaces will be provided by the Fall of 2000. Although it is difficult to determine an approximate parking ratio for the wide variety of campus uses and facilities, especially when a large percentage of students live on campus, there is no apparent shortage of parking to serve the University's existing and proposed needs. In addition, the University provides ongoing parking surveys with current information with each coastal development permit application documenting the adequacy of on-site campus parking. With regard to the subject proposal, at no time will the campus experience a net decrease in the total amount of campus parking associated with the ERC facilities.

A traffic study was also conducted to address existing and long term future conditions and to evaluate the traffic implications of closing the Salk Institute Road access to the campus and construction of the new parking structure with the new access road. Because the number of parking spaces in the location of the ERC would be reduced and because of the travel characteristics of resident students, a net decrease rather than an increase, in traffic in this area of the campus is expected. As noted in the EIR for the project, the proposed new campus is primarily residential in nature, not academic. Students who reside at ERC will take most of their course work elsewhere on campus. Through the proposed project, an additional 1,200 new beds will be provided; however, it is estimated that approximately 600 students will have a car. Generally, students who live on campus do not drive or move their vehicles to travel to/from classes. UCSD has a shuttle system that serves the entire campus. After the ERC project is completed, a new shuttle stop will be added along Scholars Drive North to serve the student population living there. The shuttle service will provide transportation for students to other destinations on campus.

Traffic improvements proposed include the installation of a traffic signal at the intersection of North Torrey Pines Road and the new access road which will facilitate traffic flow to and from the campus and will have no impact on traffic flow progression or level of service along North Torrey Pines Road. The traffic study concludes that the construction of the new parking structure and modifications to the access roads to the campus would not have any adverse traffic impacts. In addition, since the total amount of parking spaces along North Torrey Pines Road would be reduced, there would be a corresponding reduction in traffic entering and exiting the campus through the access roads from North Torrey Pines Road. The Commission concurs with this conclusion.

The proposed development is consistent with the university's Draft Long Range Development Plan. The proposed development will allow UCSD to continue to house at least 38% of undergraduates on campus and will provide replacement parking for surface parking removed by the proposed project. In summary, although the proposed development will result in a decrease of parking spaces at the project site, the applicant has demonstrated that parking for the campus overall will be increased. In addition, no traffic impacts on surrounding roadways is anticipated. Therefore, the Commission finds the proposed development consistent with the applicable policies of the Coastal Act addressing parking and coastal access.

4. Local Coastal Planning. Section 30604(a) also requires that a coastal development permit shall be issued only if the Commission finds that the permitted development will not prejudice the ability of the local government to prepare a Local Coastal Program (LCP) in conformity with the provisions of Chapter 3 of the Coastal Act. The University of California campus is not subject to the City of San Diego's certified Local Coastal program (LCP), although geographically the Scripps Institute 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 LRDP, 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 ERC facilities are consistent with the university's LRDP to accommodate campus growth projects. The proposed college is the sixth undergraduate college on the campus which is proposed for a total of eight campuses at full build-out.

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 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.

5. 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 visual resource policies of the Coastal Act. Mitigation measures, including conditions

addressing landscaping, 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 can be found consistent with the requirements of the Coastal Act to conform to CEQA.

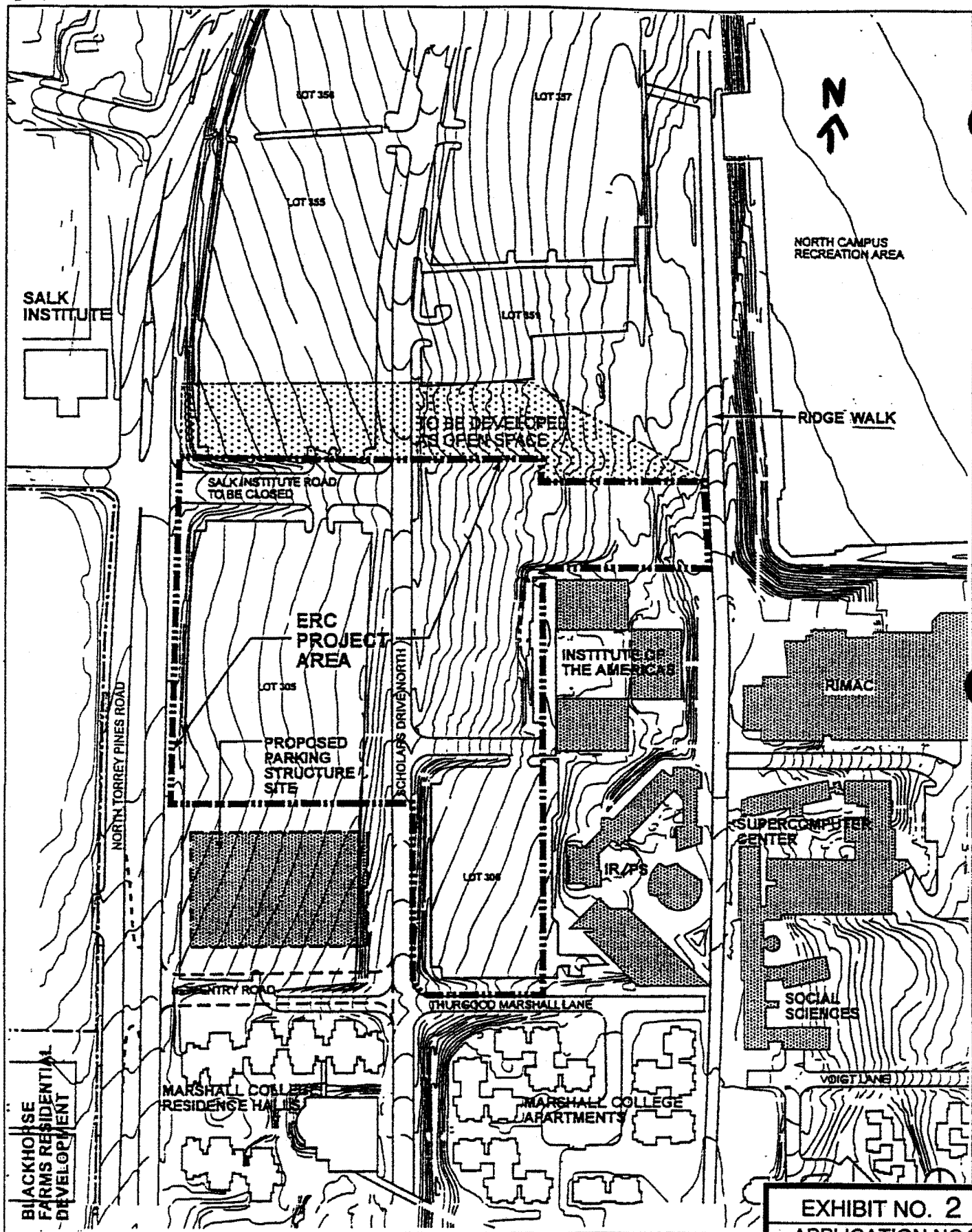
STANDARD CONDITIONS:

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. 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. Compliance. All development must occur in strict compliance with the proposal as set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.
4. Interpretation. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
5. Inspections. The Commission staff shall be allowed to inspect the site and the development during construction, subject to 24-hour advance notice.
6. 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.
7. Terms and Conditions Run with the Land. 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.





EXHIBIT NO. 1  
APPLICATION NO.  
6-99-64  
Location Map



Source: UCSD Campus Planning Office

## Project Area

UCSD ELEANOR ROOSEVELT COLLEGE FACILITIES  
NORTH TORREY PINES PARKING STRUCTURE

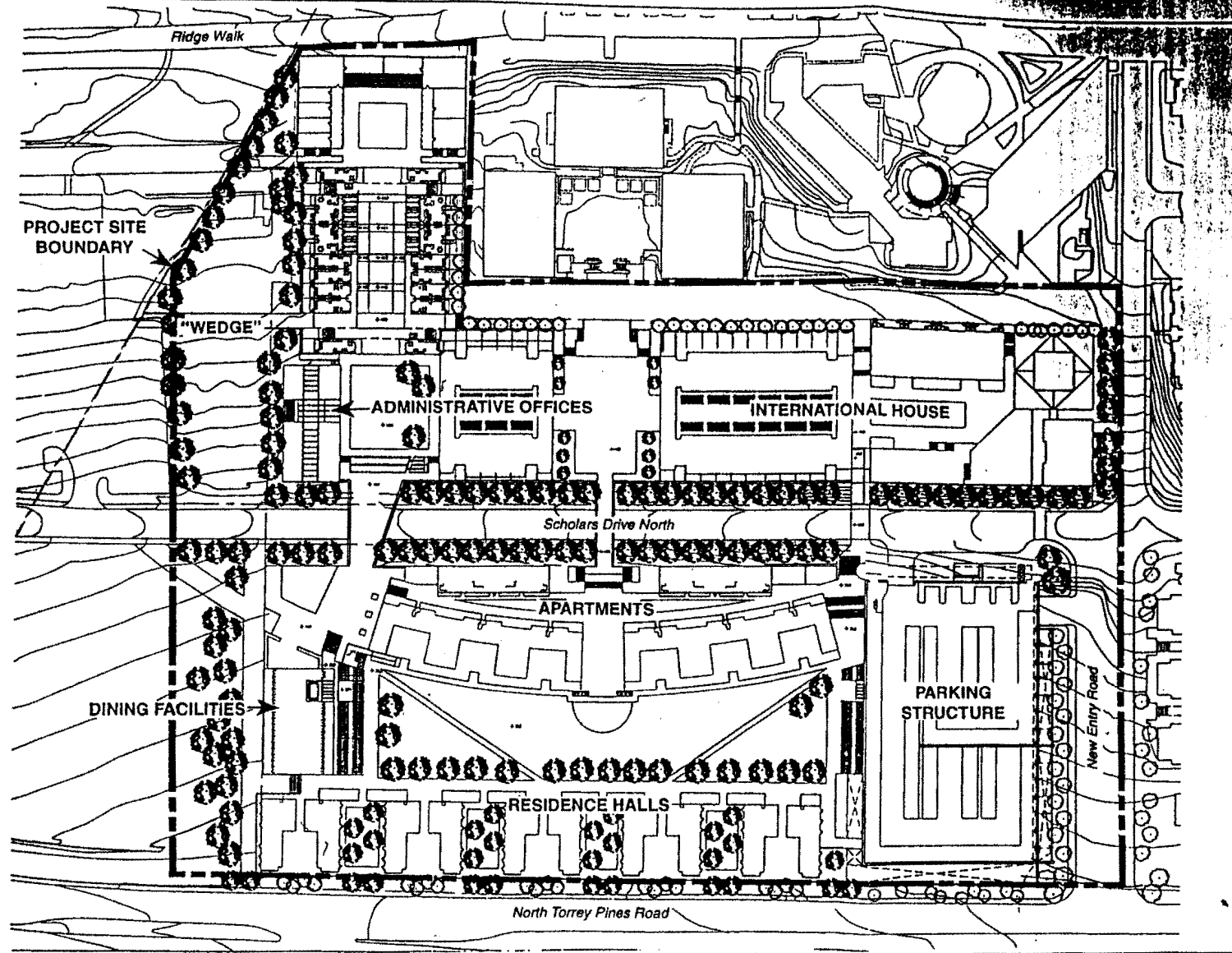
EXHIBIT NO. 2

APPLICATION NO.

6-99-64

Project Area

N ←



Conceptual Site Layout for ERC Facilities and Parking Structure

UCSD ELEANOR ROOSEVELT COLLEGE FACILITIES  
NORTH TORREY PINES PARKING STRUCTURE

Figure 2-4

EXHIBIT NO. 3
APPLICATION NO. 6-99-64
Site Plan
California Coastal Commission

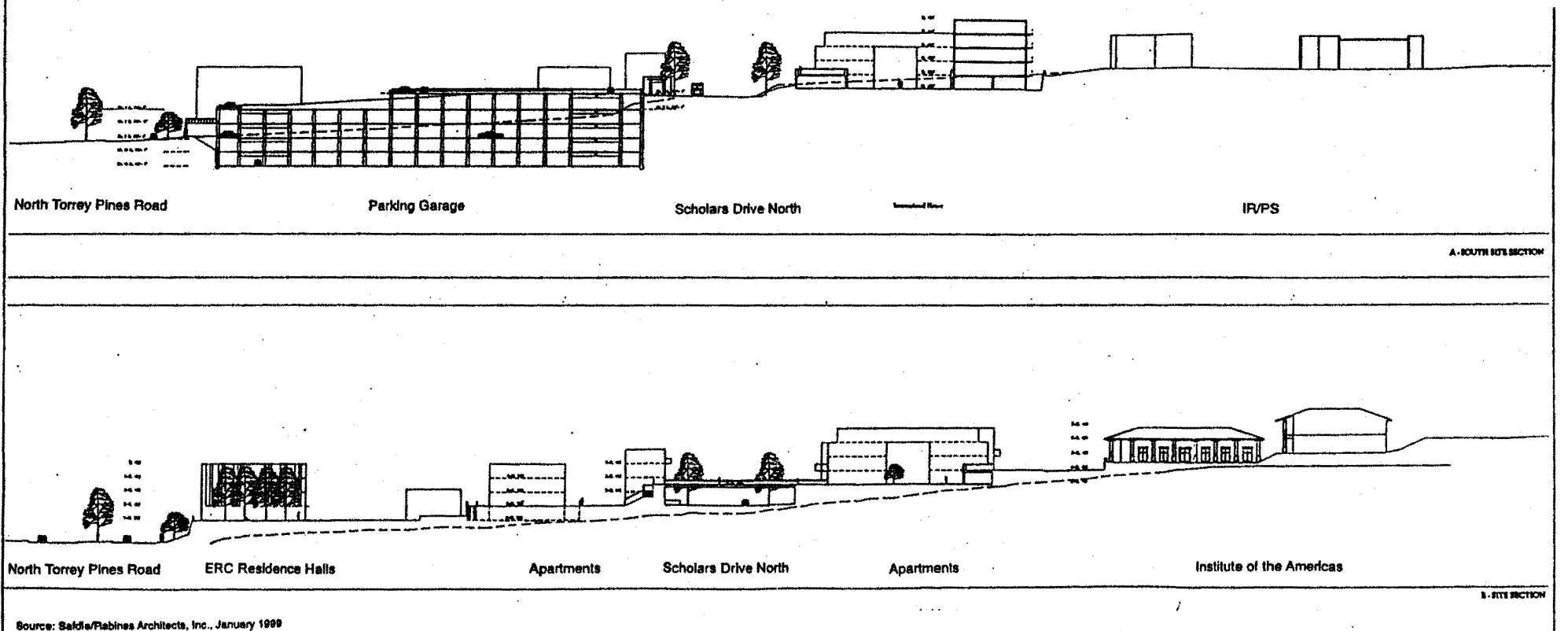
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**EXHIBIT NO. 4**

**APPLICATION NO.**  
**6-99-64**

**Cross-Sections**

California Coastal Commission



HELIX

**Cross-Sections of ERC Project**

UCSD ELEANOR ROOSEVELT COLLEGE FACILITIES

NORTH TORREY PINES PARKING STRUCTURE

Figure 2-5

6-99-64