

CALIFORNIA COASTAL COMMISSION

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RECORD PACKET COPY



Tue 10c

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49th Day: 6/21/00
180th Day: 10/30/00
Staff: LRO-SD
Staff Report: 6/20/00
Hearing Date: 7/11-14/00

REGULAR CALENDAR
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-00-25

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

Description: Installation of 46 freestanding identification and directional signs in public right-of-ways at existing university campus.

Site: Along North Torrey Pines Road, La Jolla Shores Drive and El Paseo Grande, La Jolla, San Diego, San Diego County. APNS 342-110-45, 342-010-24, 344-090-07

Substantive File Documents: 1989 Revised Long Range Development Plan; Certified La Jolla- La Jolla Shore LCP Segment

STAFF NOTES:

Summary of Staff's Preliminary Recommendation:

The staff recommends that the Commission approve the subject permit. The proposed development, consisting of a sign program for the University, raises an issue with regard to protection of visual resources. While the majority of the signs (45 out of 46) will not result in impacts to public views or visual resources, one sign which consists of a pole sign is inconsistent with Coastal Act policies as it will result in adverse visual impacts. To address this concern, a special condition requires submittal of revised signage plans to delete a proposed 9-ft. high pole sign.

PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

- I. MOTION: *I move that the Commission approve Coastal Development Permit No. 6-00-25 pursuant to the staff recommendation.*

STAFF RECOMMENDATION OF APPROVAL:

Staff recommends a YES vote. This will result in 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. Revised Sign Plan. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the permittee shall submit for review and written approval of the Executive Director, a revised sign plan that is in substantial conformance with the sign plan submitted with this permit application but shall be revised as follows:

- a. The proposed pole sign (Sign Type #13) on the west side of North Torrey Pines Road south of its intersection with Genessee Avenue shall be deleted.

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

2. Condition Compliance/Project Implementation. WITHIN THIRTY (30) DAYS OF COMMISSION ACTION ON THIS COASTAL DEVELOPMENT PERMIT APPLICATION, or within such additional time as the Executive Director may grant for

good cause, the applicant shall satisfy all requirements specified in the conditions hereto that the applicant is required to satisfy prior to issuance of this permit. In addition, after issuance of the permit, the applicant shall remove the sign on North Torrey Pines Road within 30 days. Failure to comply with these requirements may result in the institution of enforcement action under the provisions of Chapter 9 of the Coastal Act.

IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Detailed Project Description. Proposed is a comprehensive sign program for placement of 46 identification and directional signs on the UCSD campus. The location of the proposed signs at the UCSD campus will largely be within the interior parts of the campus. However, 14 of the proposed 46 signs are proposed to be located along public right-of-ways which are also major coastal access routes in the coastal zone. These major streets include North Torrey Pines Road between Genesee Avenue and La Jolla Shores Drive, La Jolla Shores Drive and El Paseo Grande. La Jolla Shores Drive is a designated scenic roadway in the certified La Jolla-La Jolla Shores LCP Addendum.

It should be noted that 43 of the signs have already been installed without benefit of a coastal development permit, in an apparent violation of the Coastal Act. The University stated that they were not aware that a coastal development permit was needed to install signs on the University campus. The subject permit application is for after-the-fact approval of the 43 signs which have already been installed and approval of installation of three additional signs.

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. Until such time that UCSD submits a Long Range Development Plan (LRDP) for Commission review and certification, the Commission retains permit jurisdiction for those areas of the campus that are within the coastal zone. The location of each of the signs on public right-of-ways are located on the UCSD campus and, as such, are 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,...

The installation of signage in the coastal zone raises a concern with regard to their potential adverse impacts on public views toward the ocean as well as on visual

resources. The proliferation of signage along major coastal access routes can create a "cluttered look" and detract from the scenic quality of nearshore areas in the coastal zone. For this reason, in prior permit actions, the Commission has required that signs be sited and designed in a manner that avoids or minimizes adverse impacts on the scenic qualities of the area in which the sign is located.

As noted above, 14 of the proposed signs are/will be located on public right-of-ways that are also major coastal access routes (reference Exhibit Nos. 2 & 3). Each of the signs are of different heights and design types as shown on exhibits submitted by UCSD. Specifically, along North Torrey Pines Road, there will be a total of seven signs between Genesee Avenue and La Jolla Shores Drive. Five of the signs are on the east side of the road and two of the signs are on the west side of the road. None of these signs will impact public views to the ocean because no views are visible from this stretch of roadway in this location due to its distance from the shoreline as well as the presence of other development to the west. The signs are proposed for identification and directional purposes to different parts of the campus and, as such, are proposed to be located at different driveway entrances onto the campus. Four of the signs will be 12' x 5'4" (Sign Type 1). Two signs will be approximately 10' x 2' (Sign Type 9). The remaining sign will be 9' x 4' including a 3' high base (Sign Type 13). One Sign Type 1 and one Sign Type 9 are already existing.

In addition, seven signs are proposed along La Shores Drive between North Torrey Pines Road and El Paseo Grande. Five of these sign are already existing. La Jolla Shores Drive is designated as a scenic roadway in the certified LCP. In describing the Scripps Subarea of the certified LCP, of which the subject area is a part, it is stated "The entire area is visually accessible from La Jolla Shores Drive, a scenic coastal access route of statewide significance." Views of the ocean can be seen to the west while driving/walking/bicycling either north or south along La Jolla Shores Drive. There are also numerous view corridors depicted by an arrow in a westerly direction from various points along the west side of La Jolla Shores Drive. Although the proposed signs are located along a designated scenic roadway, they are not within the specific "view corridors" identified in the LCP.

Along La Jolla Shores Drive, commencing from north to south, the first sign (Sign Type SIO 2) will be 9'6" high and is proposed to be located near Azul Street as a directional sign to the Stephen Birch Scripps Aquarium on the northbound side (east side) of the street. This area is predominantly residential and is on the upper portion of the roadway before it descends in elevation where panoramic ocean views looking west are visible. As such, this particular site will not obstruct any public views toward the ocean. The sign will also be located near other signs on the roadway (for pedestrian crossing, etc.). Near the Biological Grade entrance to SIO, there are two proposed signs on the west side of the street. One will be located at the northwest corner of driveway exit off of La Jolla Shores Drive in close proximity to the sidewalk. This sign will be 9'3" high x 4' wide (Sign Type 3). After turning right onto the driveway there is a fork in the road. Another sign is proposed at the fork in the road. This sign will be 6' high x 4' wide (Type 4). The latter sign will not block any views toward the ocean because the driveway descends in

elevation and it will not encroach into the viewshed or ocean horizon views looking west. However, the first sign will be located within the viewshed of the ocean but due to its siting on the side of the roadway it will not significantly impede views toward the ocean.

Further south along La Jolla Shores Drive, there are two other signs which are 9'3" high x 4' wide (Sign Type 3). One sign will be located at the northwest corner of Naga Way and La Jolla Shores Drive. The other sign will be located at the northeast corner of Downwind Way and La Jolla Shores Drive at an entrance to SIO. Neither of these signs impede any views toward the ocean. The remaining two signs will be located along El Paseo Grande and an existing parking lot near the SIO on the north side of El Paseo Grande. The proposed sign at the northwest corner of La Jolla Shores Drive and El Paseo Grande is located on a grassy lawn area and is an identification sign that is approximately two to three feet high and 15 feet long. It is proposed to be replaced with another sign of similar dimensions, although not identical. The sign proposed in the parking lot (Sign Type SIO 4) will be 6' high by 4' ft. wide and will be located in an area where it does not block views toward the ocean.

In prior actions on permit applications for signs, the Commission has found that monument signs are consistent with the visual resource protection policies of the Coastal Act as long as they do not exceed a height of eight feet. The Commission has also found that pole and roof signs are inconsistent with the Coastal Act. The Commission has permitted signs over eight feet in height for direction type signs that include directions for motorists to various locations within an existing facility. The City of San Diego's certified implementing ordinances (Land Development Code) which the Commission uses for guidance permits signs in the coastal zone overlay based on the width and speed limit of the right-of-way. The maximum height permitted is 8 ft. If the right-of-way is 60 feet wide or less, the smallest sign permitted would be 32 sq.ft. It would be difficult to design a pole sign that would meet the dimension requirements of the code. In addition, in the coastal zone, roof and projecting signs are not permitted. Although the LDC does not specifically prohibit pole signs, it does contain language regarding ground sign pole covers and states that where ground signs are supported by poles, covers may be added onto those poles to improve the aesthetic quality of the ground sign. In this case, most of the 46 signs that are proposed in this application are signs for different areas of the University campus and as discussed above, do not block public views and are consistent with Coastal Act policies. However, one of the proposed direction signs will have an adverse impact on visual resources; the proposed pole sign located on the west side of North Torrey Pines Road just south of its intersection with Genesee Avenue.

The proposed sign at issue is 9' high by 4' wide and will be situated atop a 3 ft. high pole for its base. The 9 ft. height includes the 3 ft. base, so the actual sign copy is approximately 5 ft. by 4 ft. As noted above, in the coastal zone, only monument signs or wall signage have typically been permitted, primarily due to the adverse visual impact associated with other types of signs such as pole signs, roof signs, and projecting signs. In this particular case, the applicant is proposing a pole sign along a major coastal access route, which is inconsistent with past Commission precedent and Section 30251 of the Coastal Act. If the applicant were to redesign the sign in a manner such that it would not

appear as a pole sign, this would be an acceptable alternative. For example, the applicant could extend the sign down to the ground to cover the pole such that it would resemble a monument type sign as noted in the City's LDC. However, the applicant has indicated that is not acceptable. The proposed pole sign is the only sign that is inconsistent with the design of all of the other proposed signs along North Torrey Pines Road and La Jolla Shores Drive. The Commission remains concerned that by allowing a pole sign along a major coastal access route may result in an adverse precedent for other pole signage in the area. In addition, cumulatively, such signs along major coastal access routes or along scenic roadways would pose a significant adverse visual impact inconsistent with Section 30251 of the Coastal Act. Therefore, Special Condition No. 1 requires submittal of revised sign plans which show the deletion of this sign from the submitted sign program. Special Condition #2 requires that the final plans be submitted within 30 days of Commission action and that the pole sign be removed within 30 days of acceptance of the plans. Thus, authorization for removal of the sign is permitted through this coastal development permit. Overall, the proposed signs can be found consistent with Coastal Act policies. However, one sign, a pole sign, is not consistent with Coastal Act policies or past Commission precedent which has prohibited the use of pole signs. Only as conditioned, can the proposed project be found consistent with the Chapter 3 policies of the Coastal Act addressing protection of visual resources.

3. No Waiver of Violation. The subject amendment involves after-the fact approval for 43 freestanding directional and identification signs along public roadways on the UCSD campus which were installed without benefit of a coastal development permit. Although development has taken place prior to the submission of this permit request, consideration of the request by the Commission has been based solely upon Chapter 3 policies of the Coastal Act. Commission action upon the permit does not constitute a waiver of any legal action with regard to the alleged violation of the Coastal Act that may have occurred; nor does it constitute admission as to the legality of any development undertaken on the subject site without a coastal development permit.

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.

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.

4. 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 signage/visual resources 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.

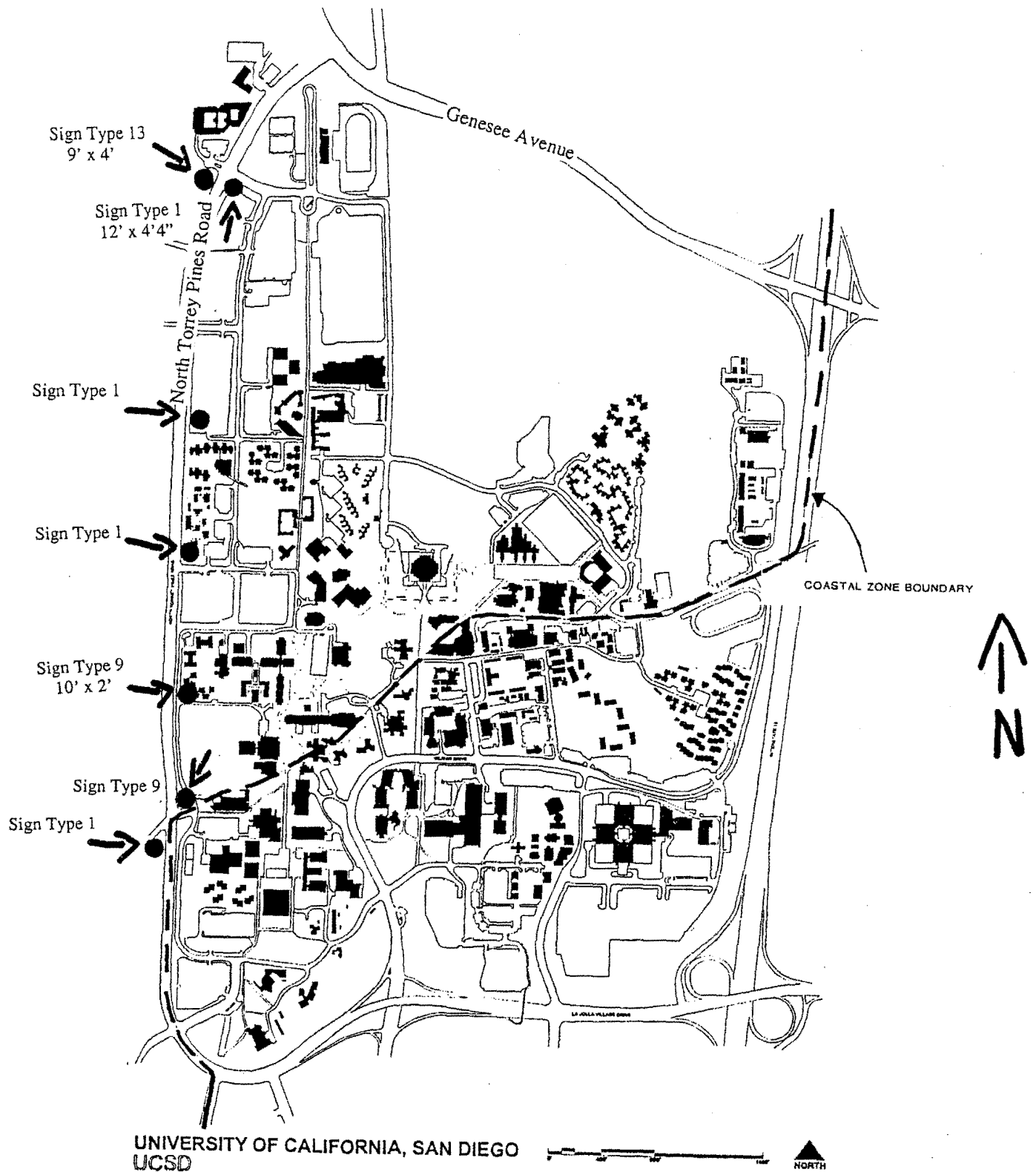
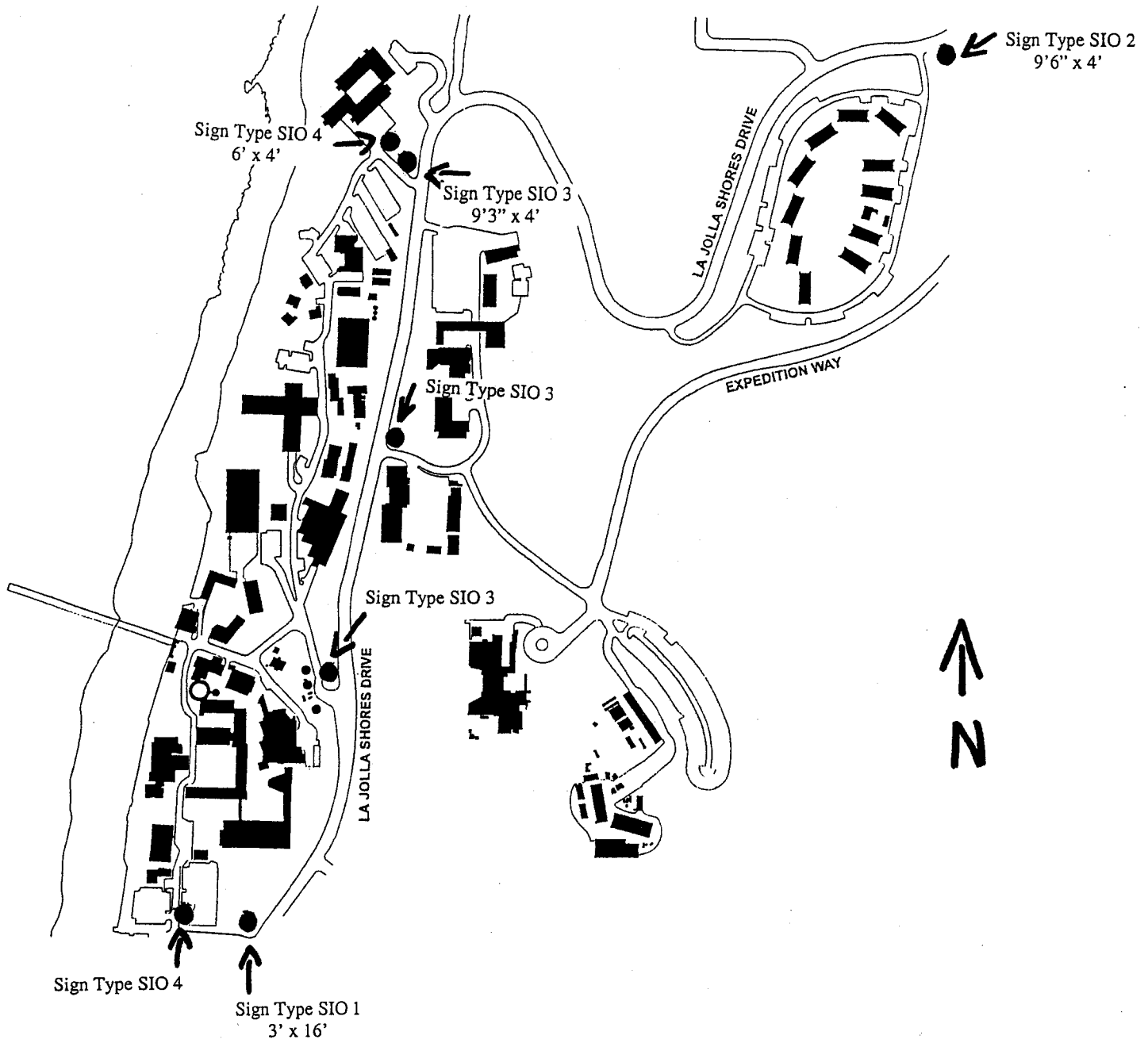


EXHIBIT NO. 2
APPLICATION NO.
6-00-25
Site Plan for Signs on North Torrey Pines Road
 California Coastal Commission



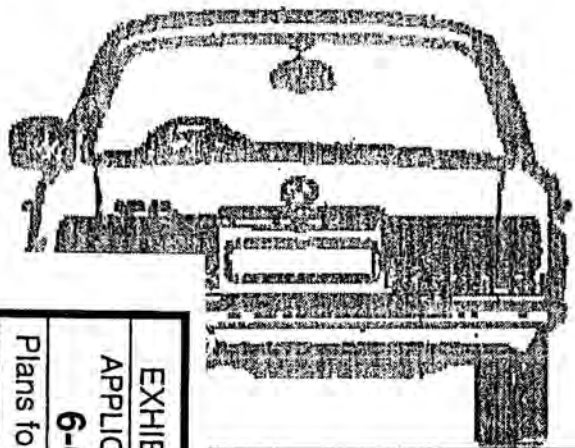
SCRIPPS INSTITUTION OF OCEANOGRAPHY UCSD

LOCATIONS OF SIGN TYPE (3) WITHIN COASTAL ZONE

EXHIBIT NO. 3
APPLICATION NO.
6-00-25
Site Plan for Signs on La Jolla Shores Road
California Coastal Commission



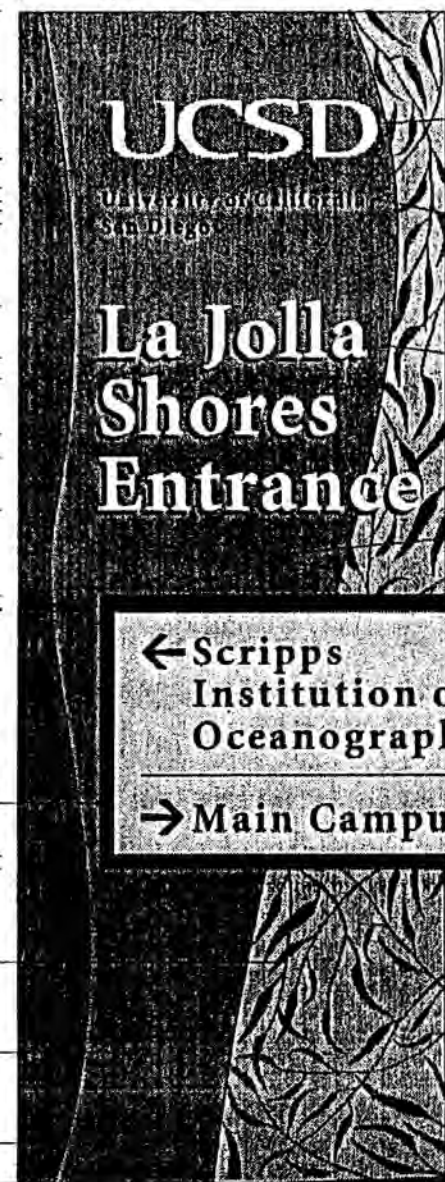
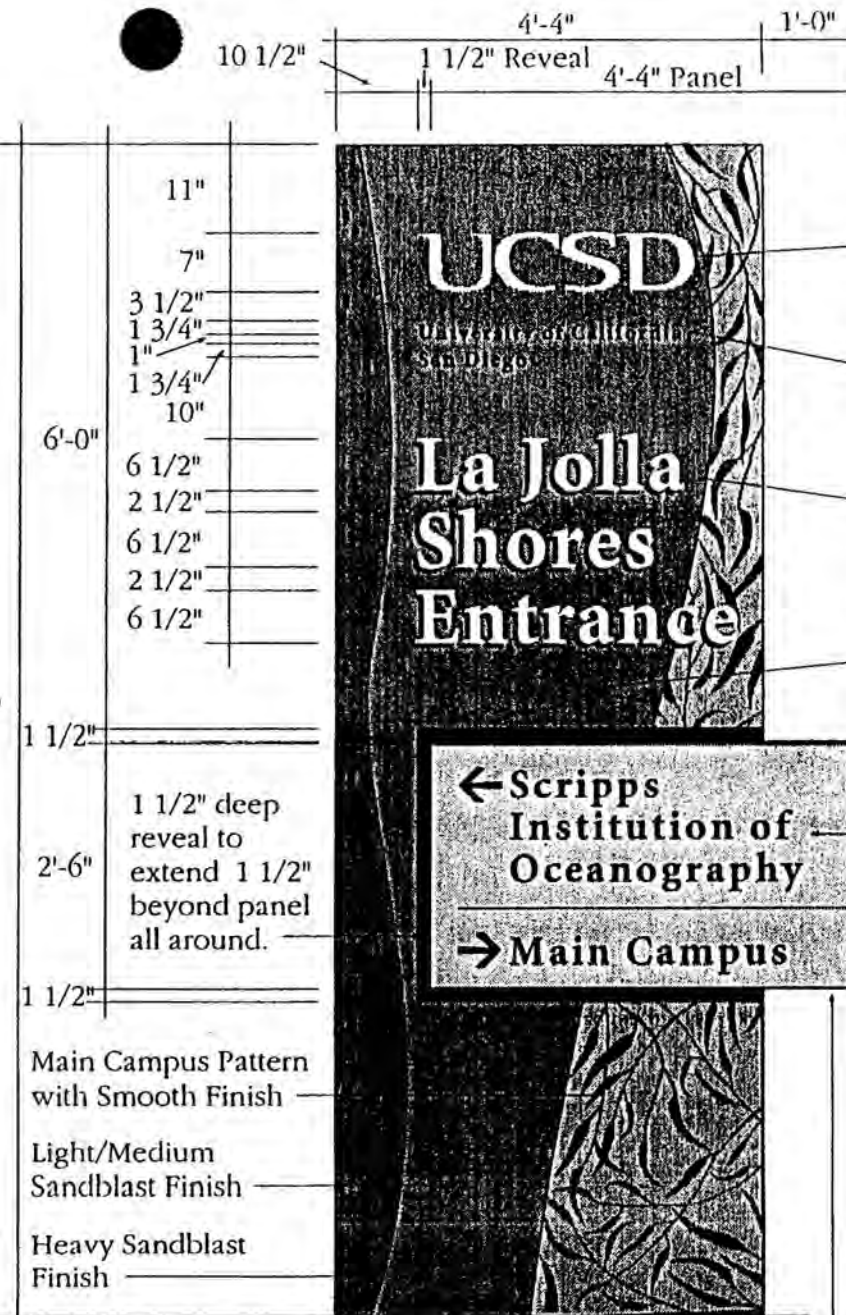
PLAN



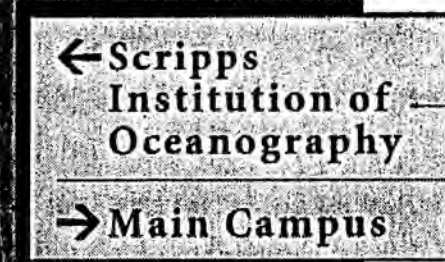
 California Coastal Commission	Plans for Sign Types
	6-00-25
	APPLICATION NO. EXHIBIT NO. 4

MAIN CAMPUS ENTRY ID

For Panel Detail See 1.1
 For Foundation Detail See 1.6
 • Double faced with Panels

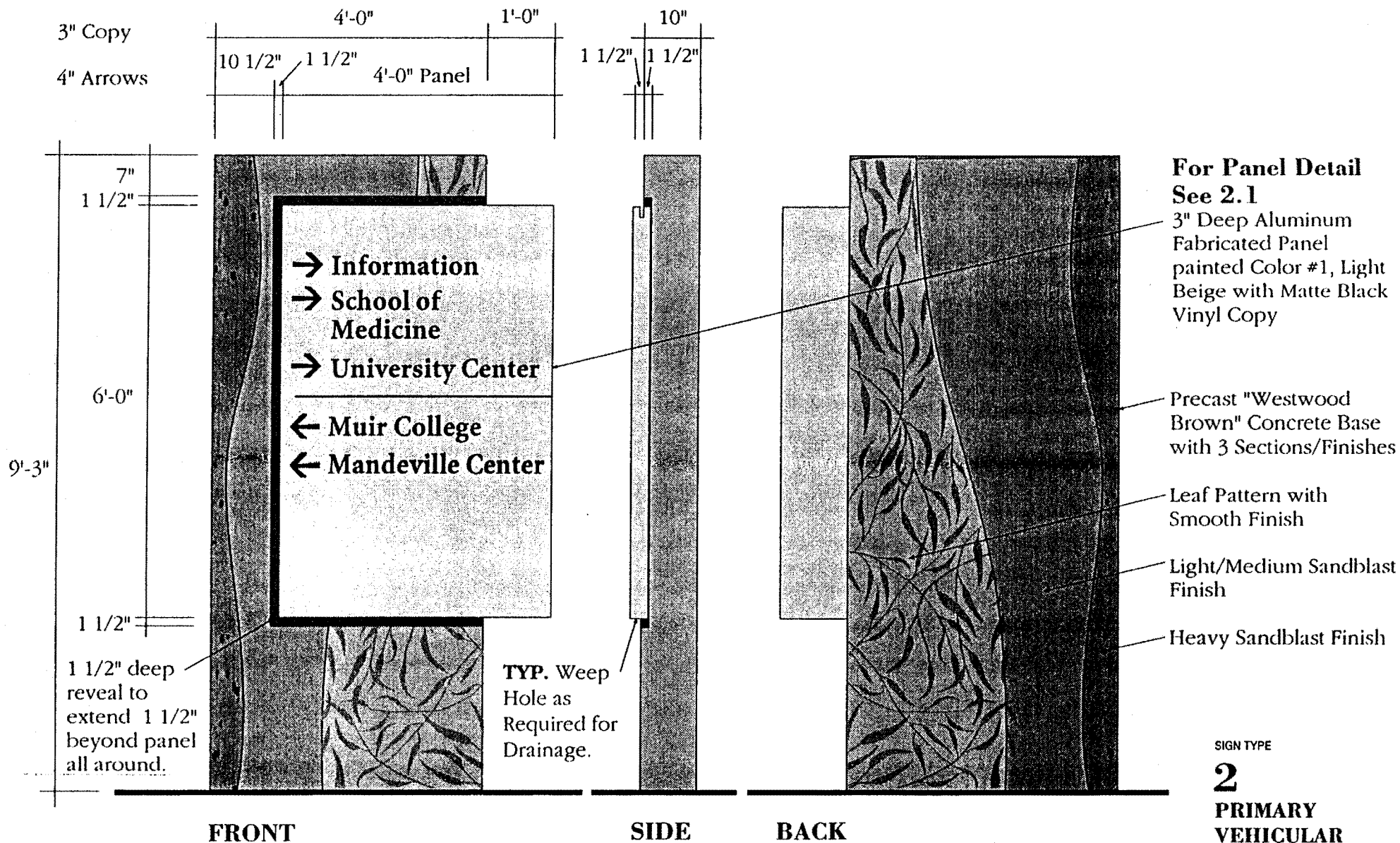


- Limestone Cut-Out Letters Cast flush into Concrete
- Cast Letters in Concrete
- Limestone Cut-Out Letters pinned & epoxied onto face of Concrete
- Precast "Westwood Brown" Concrete Panel with 3 Sections/Finishes
- 3" Deep Aluminum Fabricated Panel
- 4" Arrow 3" Copy



SIGN TYPE
1
 MAIN CAMPUS
ENTRY ID w/
PANELS

Scale: 1/2"=1'-0"
 PAGE NO.
1
 UCSB #1 w/ final pattern



SIGN TYPE

2

**PRIMARY
VEHICULAR
DIRECTIONAL-
Single Faced**

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PAGE NO.

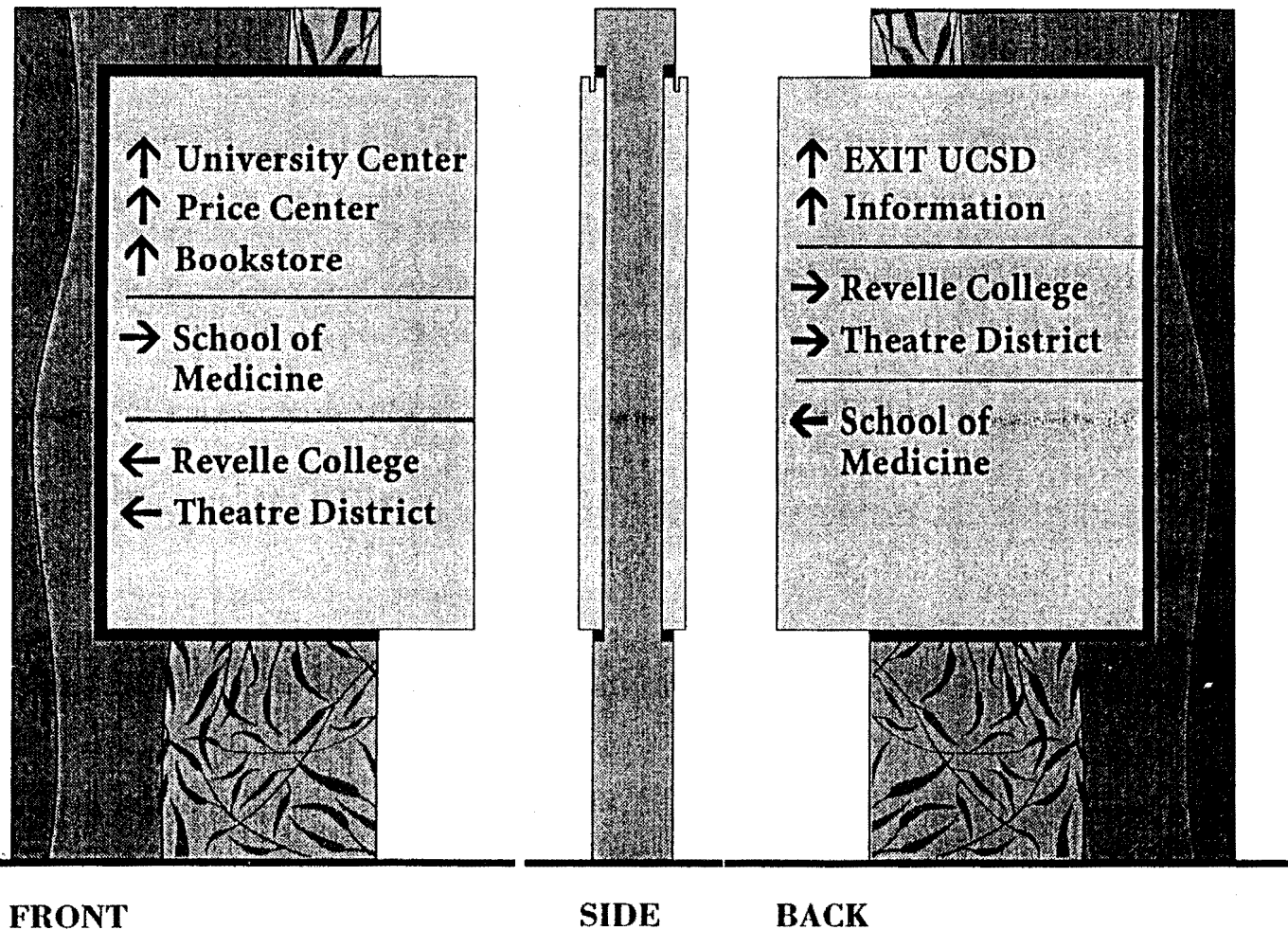
2

UCSD #2 FINAL

2-1 Shown Single Faced

PRIMARY VEHICULAR DIRECTIONAL

SEE SIGN TYPE 2 FOR SIZING & DETAILS



3-1 Shown Double Faced

PRIMARY VEHICULAR DIRECTIONAL

SIGN TYPE

3

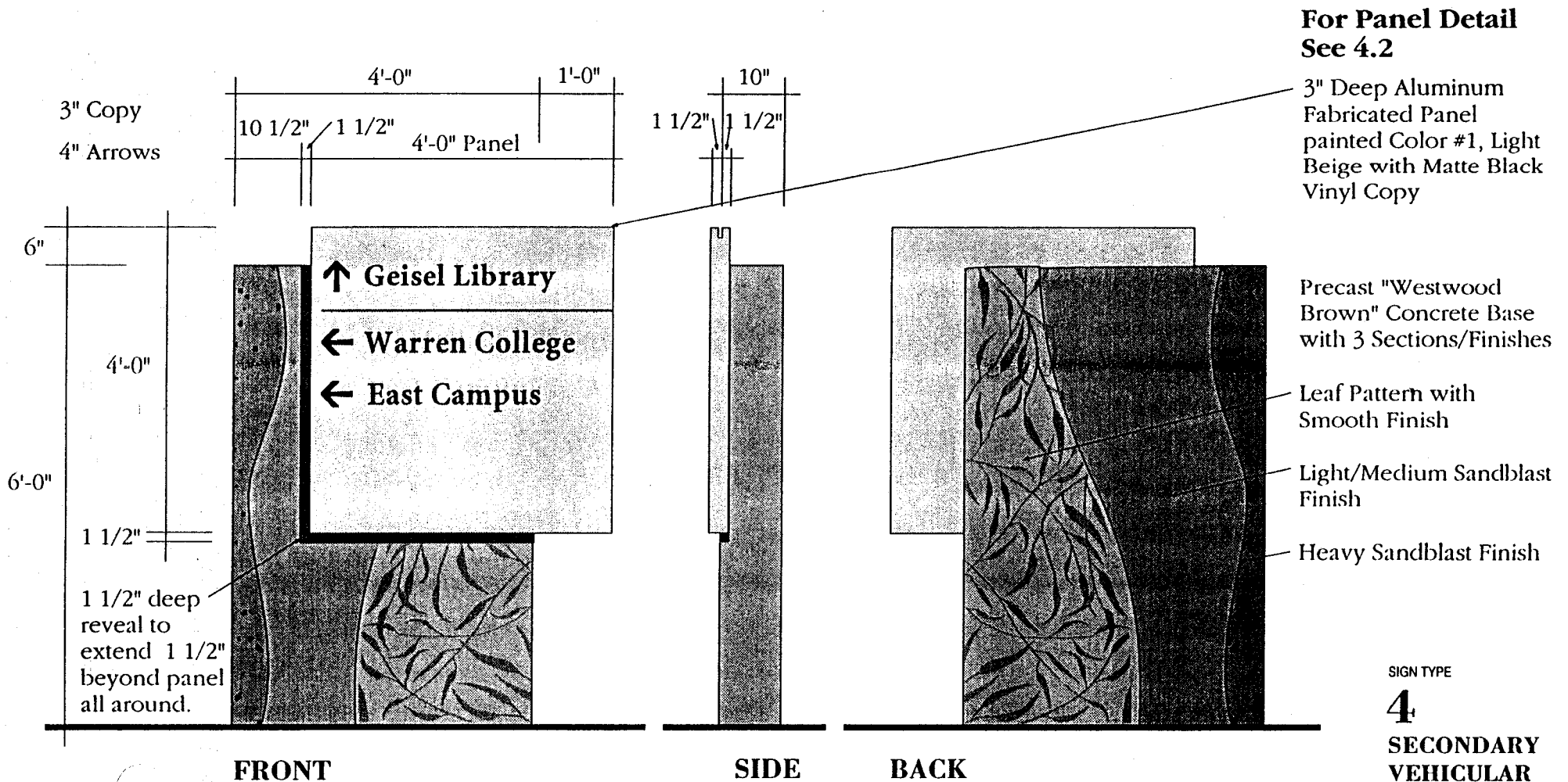
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Double Faced**

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PAGE NO.

3

UCSD #3 FINAL



4-3 Shown Single Faced **SECONDARY VEHICULAR DIRECTIONAL**

SIGN TYPE

4

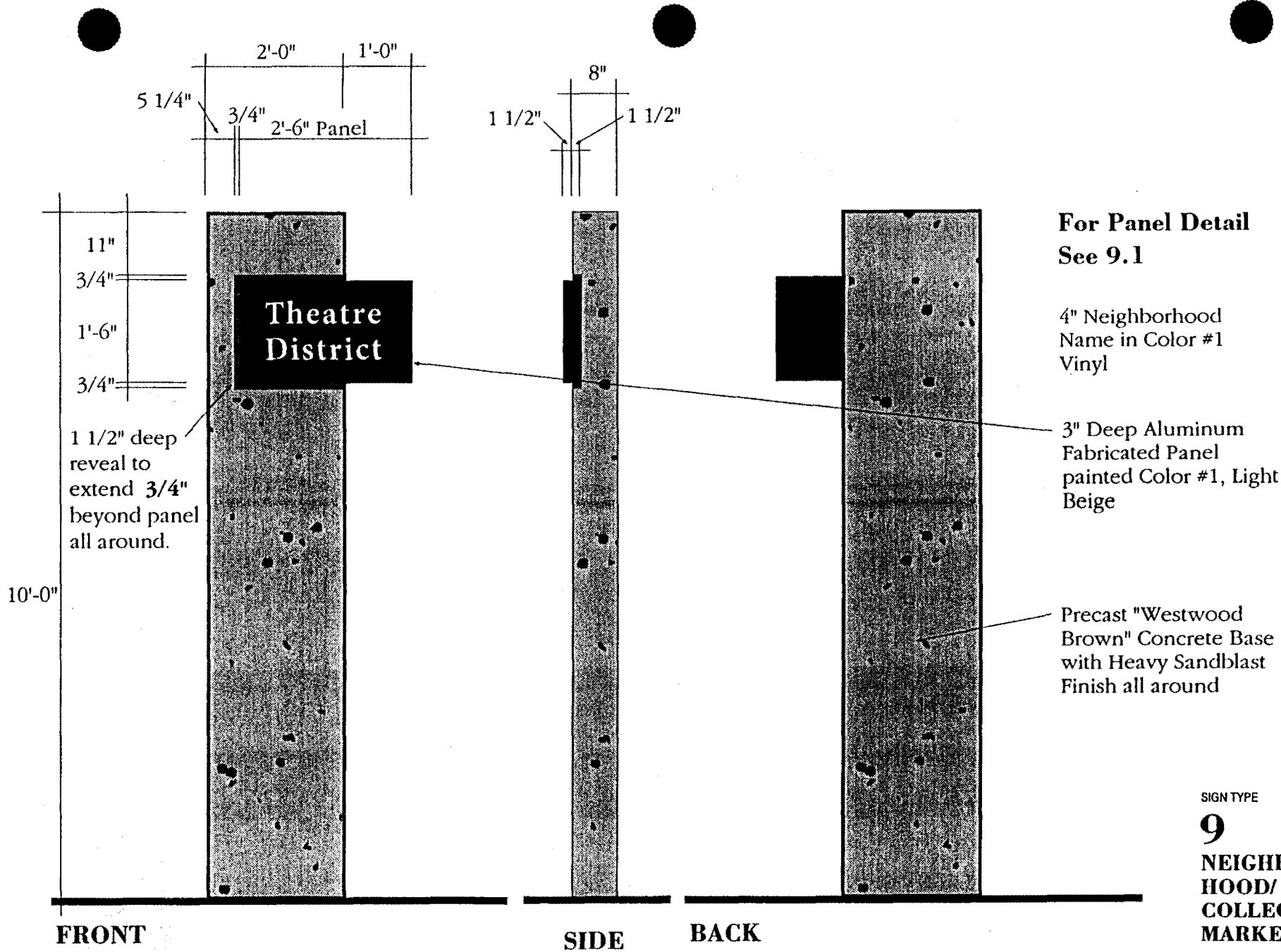
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PAGE NO.

4

UCSD #4 FINAL



**For Panel Detail
See 9.1**

9-1 Shown Single Faced with Coarse Texture **NEIGHBORHOOD/COLLEGE MARKER**

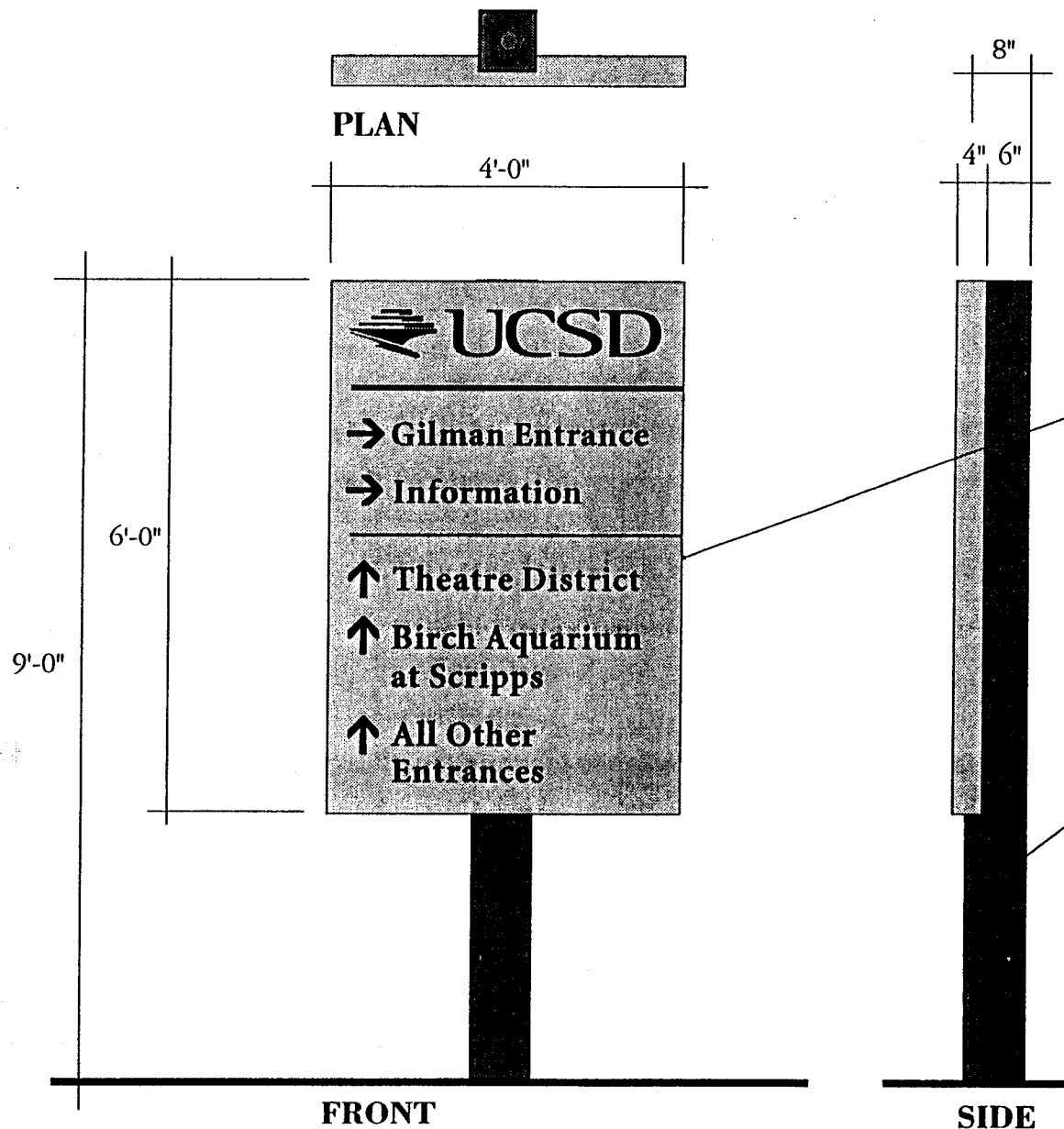
SIGN TYPE

9
NEIGHBOR-
HOOD/
COLLEGE
MARKER

Scale: 1/2"=1'-0"

PAGE NO.

9
 UCSD #9 FINAL



**For Panel Detail
See 13.2**

Fabricated Aluminum Panel with finished sides all around. Notch-out back section of panel to fit over post as shown. Panel painted Color #1, Light Beige all around with Matte Black Vinyl Copy.

8" Sq. Precast "Westwood Brown" Concrete Post in a Heavy Sandblast Finish.

SIGN TYPE

13

**PERIMETER
VEHICULAR
DIRECTIONAL**

Scale: 1/2"=1'-0"

PAGE NO.

13

UCSD #13 FINAL

13-2 Shown Single Faced

PERIMETER VEHICULAR DIRECTIONAL

12"

PLAN

16'-0"

CL of Copy & Sign

Flush Left

Scripps Institution of Oceanography

UCSD University of California, San Diego

ELEVATION

Limestone Cut-Out Letters pinned & epoxied onto face of Concrete

UCSD, 2 1/2" Spell-Out

Limestone Cut-Out Letters Cast flush into Concrete

Precast "Westwood Brown" Concrete Panel with 3 Sections/Finishes

Smooth Finish (No Pattern)

Light/Medium Sandblast Finish

Heavy Sandblast Finish

SIGN TYPE

SIO1
HORIZONTAL
ENTRY ID

Scale: 1/2"=1'-0"

PAGE NO.

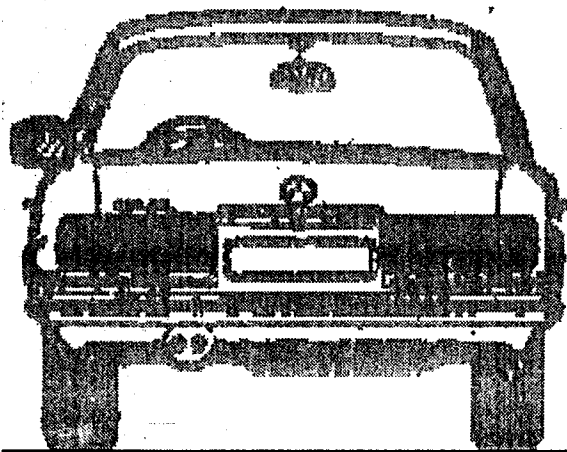
SIO1
SIO #1

1-1 Shown

HORIZONTAL ENTRY ID • SIO South Entrance

10"

PLAN



9'-6"

1'-2"

4"

4"

4"

4"

4"

11 1/2"

5 1/2"

2"

1 1/2"

1 1/4"

1 1/2"

4'-0"

4"

Scripps
Institution of
Oceanography

UCSD
University of California
San Diego

Limestone Cut-Out Letters
pinned & epoxied onto face of
Concrete

Limestone Cut-Out Letters Cast
flush into Concrete

Precast "Westwood Brown"
Concrete Panel with 3
Sections/Finishes

Light/Medium Sandblast Finish

Pattern with Smooth Finish

Heavy Sandblast Finish

SIGN TYPE

SIO2
VERTICAL
ENTRY ID

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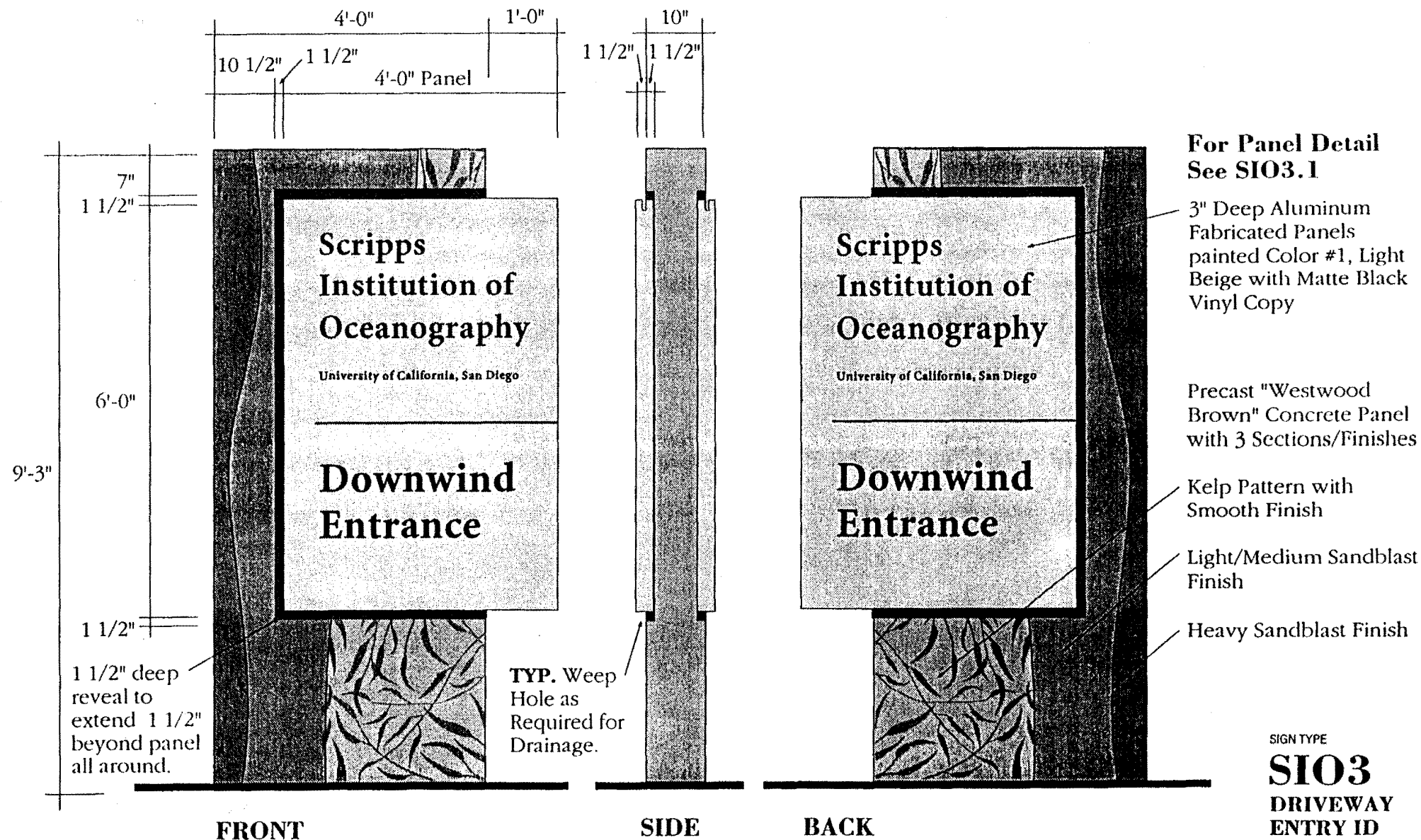
PAGE NO.

SIO2

SI

SIO2-1A Shown

VERTICAL ENTRY ID • SIO North Entrance



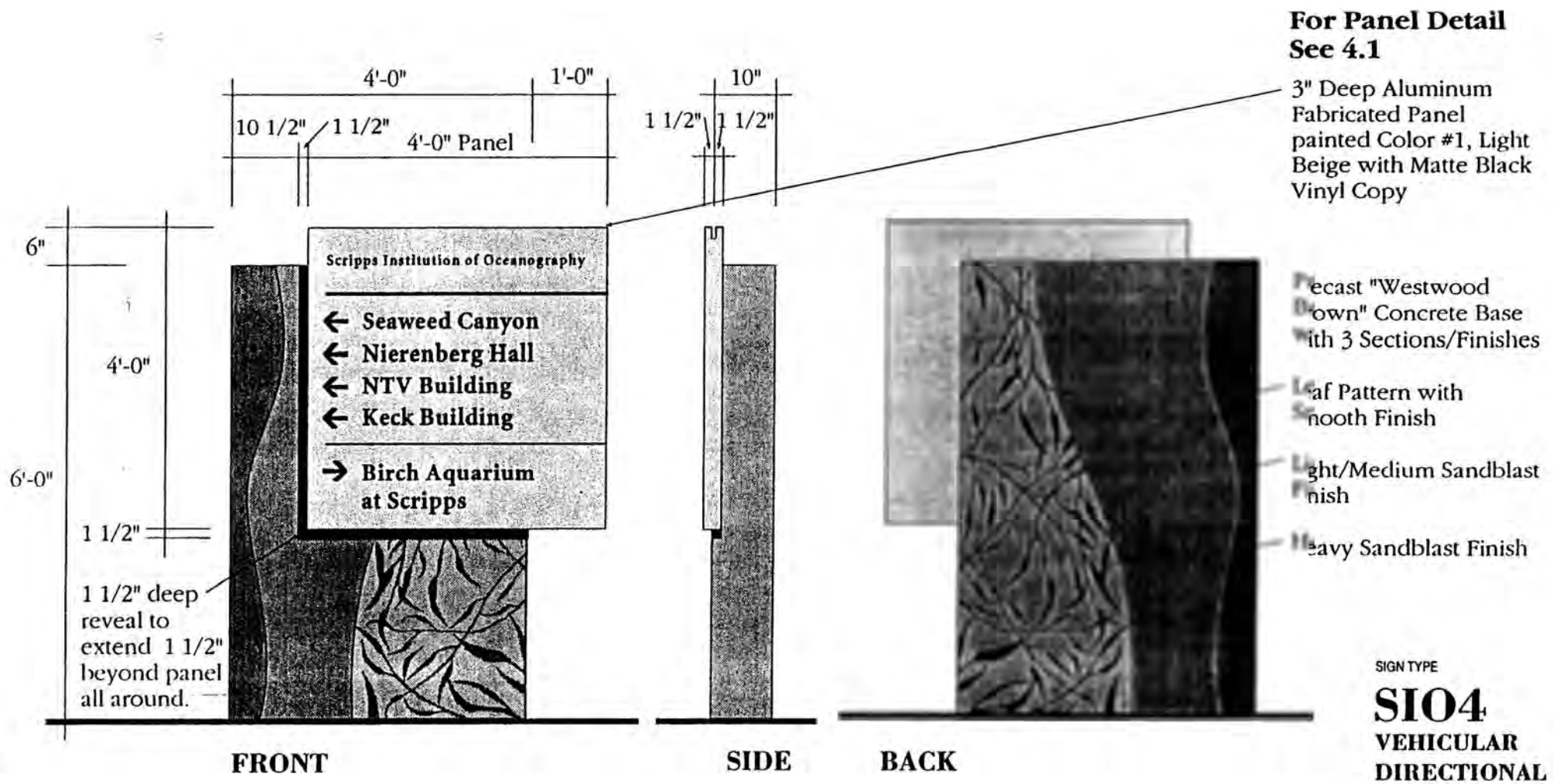
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PAGE NO.

SIO3

SIO #3 FINAL



SIO4-3 Shown Single Faced VEHICULAR DIRECTIONAL

SIGN TYPE
SIO4
VEHICULAR
DIRECTIONAL

Scale: 1/2"=1'-0"

PAGE NO.

SIO4
SIO4