

## CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA

7575 METROPOLITAN DRIVE, SUITE 103

SAN DIEGO, CA 92108-4421

767-2370

## RECORD PACKET COPY

**Wed 16c**

Filed: 8/16/02  
49th Day: 10/4/02  
180th Day: 2/12/03  
Staff: WNP-SD  
Staff Report: 11/20/02  
Hearing Date: 12/10-13/02

REGULAR CALENDAR  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-02-100

Applicant: Verizon Wireless

Agent: Brad Werdick

Description: Installation of an unmanned wireless telecommunication facility consisting of a 60' high monopole tall (disguised as a faux pine tree) with 12 panel antennas, one microwave antenna, and one GPS antenna. Also proposed is a 240 sq.ft. equipment building and landscaping.

Site: San Dieguito County Park at the northeast corner of Highland Drive and Lomas Santa Fe Drive, Lomas Santa Fe vicinity, San Diego County, (APN: 302-190-14)

Substantive File Documents: Certified County of San Diego Local Coastal Program (LCP); County of San Diego Development Review Permit ZAP 01-061.

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STAFF NOTES:

Staff is recommending approval of the proposed communications facility. The monopine and equipment will be screened by existing and proposed landscaping and colored to further mitigate any visual impacts of the project. Special Conditions require the applicant to agree to co-locate any future antennae at the project site if technologically feasible, and to submit a written agreement to remove the proposed facilities and restore the site to its former condition should technology changes render the facility no longer viable or necessary in the future. With these conditions all potential visual impacts associated with the proposed development will be reduced to maximum extent feasible.

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I. PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

1. MOTION: *I move that the Commission approve Coastal Development Permit No. 6-02-100 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. Revised Final Landscape Plans. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicants shall submit to the Executive Director for review and written approval, revised final landscape plans for the permitted development that have been approved by the County of San Diego. Said plans shall be in substantial conformance with the plans submitted by Whalen & Company, Inc. date stamped received 6/26/02, except they shall be revised as follows:

- a. The type, size, extent and location of all proposed trees and shrubs and any necessary irrigation. The plan shall identify a minimum of three additional trees (min. 24-inch box) along with the proposed 11 Toyon shrubs shall be planted around the perimeter of the proposed equipment structure for screening purposes.
- b. New plantings on the site shall consist of drought-tolerant native or non-invasive plant materials.
- c. A planting schedule that indicates that the planting plan shall be implemented within 60 days of completion residential construction

d. A written commitment by the applicant that all required plantings shall be maintained in good growing conditions, and whenever necessary, shall be replaced with new plant materials to ensure continued compliance with applicable landscape screening requirements.

e. Five years from the date of issuance of the coastal development permit, the applicant shall submit for review and written approval of the Executive Director, a landscape monitoring report, prepared by a licensed Landscape Architect or qualified Resource Specialist, that certifies the on-site landscaping is in conformance with the landscape plan approved pursuant to this Special Condition. The monitoring report shall include photographic documentation of plant species and plant coverage.

If the landscape monitoring report indicates the landscaping is not in conformance with or has failed to meet the performance standards specified in the landscaping plan approved pursuant to this permit, the applicant, or successors in interest, shall submit a revised or supplemental landscape plan for the review and written approval of the Executive Director. The revised landscaping plan must be prepared by a licensed Landscape Architect or Resource Specialist and shall specify measures to remediate those portions of the original plan that have failed or are not in

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 legally required.

2. Co-Location of Future Antennae. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall agree in writing to cooperate with other communication companies in co-locating additional antennae and/or equipment on the project site in the future, providing such shared use does not impair the operation of the approved facility. Upon the Commission's request, the permittee shall provide an independently prepared technical analysis to substantiate the existence of any practical technical prohibitions against the operation of a co-use facility.

3. Future Redesign. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall agree in writing that where future technological advances would allow for reduced visual impacts resulting from the proposed telecommunication facility, the applicant agrees to make those modifications which would reduce the visual impact of the proposed facility. In addition, if in the future the facility is no longer needed, the applicant agrees to abandon the facility and be responsible for removal of all permanent structures, and restoration of the site as needed to re-establish the area consistent with the character of the surrounding vegetation. Before performing any work in response to the requirements of this condition, the applicant shall contact the Executive Director of the California Coastal Commission to determine if an amendment to this coastal development permit is necessary.

#### IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Project Description. Proposed is the installation of an unmanned wireless telecommunication facility consisting of a 60' high monopole tall (disguised as a faux pine tree) with 12 panel antennas, one microwave antenna, and one GPS antenna. Also proposed is a 240 sq.ft. equipment building. The antenna system will be located in San Dieguito County Park within the unincorporated County of San Diego. The park is surrounded by 3 major roadways: El Camino Real, Highland Drive and Lomas Santa Fe Drive. The proposed location will serve commuters on all three roadways, uses within the park and the surrounding residential properties. The antennas will be painted dark green to blend into the foliage of the surrounding vegetation. The associated radio equipment will be placed within a new 12' x 20' shelter and will be positioned within a landscaped area so that no useable space within the park will be taken. To aid in the screening of this project the applicant is proposing landscaping. Eleven (11) 5- gallon Toyon shrubs will be planted around the equipment shelter and eight (8) 48"-box Brisbane Box trees will be planted near the monopine to help integrate it into the park.

Chapter 3 policies of the Coastal Act are the standard of review. The previously certified County of San Diego LCP is used for guidance.

2. Visual Resources. Section 30251 of the Coastal Act is applicable and states, in part:

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...

Section 30240(b) of the Coastal Act states:

(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.

The subject development is proposed to be located at San Dieguito County Park, a major coastal recreational point, located several miles from the shoreline. The entire park property is approximately 125 acres. The San Dieguito Park has historically been heavily wooded with tall trees. The park area is developed with a caretaker's home, a pavilion, several maintenance buildings and two restroom buildings as well a number of other passive and active recreational facilities. The wireless facility is proposed in the southwest portion of the property. The equipment shelter and monopine structure would

be approx. 200 feet apart on opposite sides of the basketball courts. The monopine would be located northeast of the basketball courts. This area was originally graded for a significantly larger baseball field. The monopine would be on the previously graded pad of the baseball field and its installation would require no grading. The surrounding steep canyon will remain undisturbed and no vegetation will be removed. No hazards exist in the area. The equipment shelter's location was not previously graded but it is near to the access driveways of the park, walkways and the restrooms. The shelter would require approx. 20 cu.yds. of grading. There is no open space area or significant features located near the equipment shelter site.

The nearest property line of the park is approx. 500 feet to the west of the proposed equipment shelter. The southerly property line is approx. 1,000 feet away. The monopine is proposed over 700 feet from the western property line and 1,500 feet away from the southern property line. The immediate area is entirely parkland. The area of the west, across Highland Drive, is developed with a golf course. The nearest residences are located to the northwest, across Highland Drive, which are large single-family dwellings.

The proposed site has three objectives for the applicant. The first objective of this site is to provide wireless communication coverage to the north along El Camino Real. The applicant indicates that the coverage area provided by telecommunications facilities is typically line of sight. This means if there is an obstruction (trees, hills, structures, etc.) the signal is severely compromised and can render a site worthless. El Camino Real lies within a valley and the applicant has indicated that it would be extremely difficult to cover this area without an unobstructed line of sight. Moving the site further to the southwest, to the golf course, would take it out of alignment with El Camino Real and would offer no site of El Camino Real. This is due to the additional distance away from the area as well as the trees of the golf course and the homes along San Mario Drive. The second coverage objective is to provide enhanced coverage to the east along Linea Del Cielo. Linea Del Cielo is in a valley and rises in elevation, but with the facility in its proposed location at 60', it would be able to adequately cover this area. Verizon currently has an existing facility at the Rancho Santa Fe Fire Station and the proposed site would help to fill in the coverage gap of that area. If the site was over where the other carriers are located (Lomas Santa Fe and Highland Drive), it would not meet this coverage objective because the trees in San Dieguito Park would block the signal. In addition, there is a hilltop that is to the southwest of the El Camino Real/Linea Del Cielo intersection that would also encumber the signal coverage. The third objective is to cover to the west along Lomas Santa Fe. Verizon currently has a site on the west side of Interstate 5 at Lomas Santa Fe; however, according to the applicant, it is not covering Lomas Santa Fe very well as it goes up hill to the intersection of Highland Drive. According to the applicant, this facility will improve that coverage and will be an integral part to the Verizon network. The proposed location and the Lomas Santa Fe and Highland Drive location would serve this coverage objective, but would not meet the larger coverage need of the two objectives discussed above.

The applicant has submitted documentation indicating a series of project alternatives were considered, including placing the facility nearby (at the northwest corner of Lomas

Santa Fe and Highland Drive), where two existing similar installations are located. The applicant has suggested that adding to the height of the existing poles is not feasible for several reasons. Both of the existing structures have been engineered to only be as tall as they currently stand and thus could not support additional height without significant structural modification. Furthermore, the Nextel site is a monopole and could not be simply extended even if the structural capabilities could withstand the additional weight and wind loading. According to the applicant, historically, other carriers do cooperate in terms of co-location; however, since one of the existing sites would need to be taken off the air for an extended period of time in order to erect a new pole, it would be difficult to get authorization to do the work. It is also normal for the existing carrier to request to be placed at the top of the new pole, since they are already on site. If this were the case then Verizon would need to be 10 feet below their antennas and would only cover a very small area that would be greatly impacted by the surrounding trees. Thus, because the applicant's coverage objectives are different than that of the other two carriers, this alternative is not feasible.

Also, in order to meet the project's coverage objectives, any proposed antennas at the alternative sites would need to be well over 100 feet tall. This height would be needed because the location of the existing sites at the corner of Highland Drive and Lomas Santa Fe do not have a good line of sight and are further away from the primary coverage areas. The coverage of these sites will be obscured by structures (houses, trees, hills, etc.). If the Verizon facility was collocated with one of the other two carriers, then it would need to be that tall to reach over the hill to the east as well as over the 60-80 foot tall Eucalyptus trees in San Dieguito Park. It would also need to be tall enough to reach to the north over the trees of the golf course and homes along San Mario Drive to cover El Camino Real, which is down in a valley. Even with an exceptional height (over 100') at the golf course, the coverage would not be as good as the proposed site within San Dieguito Park at 60 feet tall because of the poor alignment and the additional trees and topography that would come into play.

A sewer pump station the Commission recently approved was also evaluated as an alternative location for the proposed facility. It lies approximately 1/2 mile to the northwest of the proposed location. This location would provide coverage of El Camino Real; however, it lies within a valley and would not be able to achieve the other coverage objectives (to the east into Rancho Santa Fe and Linea De Cielo) and back down to Highland Drive to Lomas Santa Fe) unless a minimum 120-foot structure was proposed.

The applicant evaluated the viability of the fire station in Rancho Santa Fe to house the project. There is currently an existing Verizon Wireless facility there. One of the objectives of the proposed facility is to provide better coverage into Rancho Santa Fe along Linea Del Cielo with the hope of "handing off the call" to the existing facility at the fire station.

The applicant notes that the existing Rancho Santa Fe covenant gives the Rancho Santa Fe Association right of refusal of any project within the covenant area. According to the applicant, the Art Jury uses this right to bar any cellular facilities within the RSFA. The

existing Verizon site at the fire station was permitted before the Art Jury began to exercise this right on cellular facilities. The applicant indicates that since then, the cellular industry has met with the RSFA to discuss possible sites and design options, but no movement has resulted from those meetings.

Regarding possible commercial sites, the nearest commercial property is approximately one mile away from the proposed facility in San Dieguito Park. The applicant currently has an existing facility in the commercial center adjacent to I-5 on the western side. This facility covers I-5 and partial coverage to the east along Lomas Santa Fe. The applicant indicates an additional facility would be redundant and would not enhance coverage over that is currently there.

Lastly, "Micro" sites were analyzed where antennas and small equipment boxes would be placed on a number of existing wooden utility poles in the public right of way. According to the applicant, the problem with that design in this area is that there are plans to underground all of those utilities. There is trouble gaining support of this type of design because a 20 year lease with SDG&E to have the antennas on the utility poles would encumber any chance for those lines to be buried.

According to the applicant, the San Dieguito Park was selected for a number of reasons. First, it met the coverage objectives for Verizon, but more importantly, it offered a location to construct a facility that would be the furthest away from residential property. This would, in turn, reduce the visibility of the site from the travelers along Highland Drive and the surrounding community. The proposed site offers the best opportunity to be isolated from residential uses as well as limiting the need for future Verizon facilities. Additionally, the site will be integrated into the network so that it will cover back down Highland Drive/Lomas Santa Fe to I-5 as well as cover the western portion of the Rancho Santa Fe covenant area. According to the applicant, aside from the fact that any other candidate would be much closer to a residence, no other site would meet both of these coverage objectives and so even more sites would be required to cover this area. In conclusion, based on the above, none of the alternatives meet the required coverage requirements.

In this particular case, while the proposed monopole will be approximately 60 feet high, it will resemble a pine tree (monopine). The monopine facility will blend into the existing tall trees in the area, including 20 to 40 foot eucalyptus trees around the basketball court and 20 to 85 foot trees near the proposed equipment shelter. The applicant has agreed to add eight 48-inch Brisbane Box trees near the proposed equipment shelter. These trees when planted will be 15 to 18 feet tall, will grow 3 to 4 feet per year and are disease and pest resistant. The Commission finds additional landscaping (trees) is necessary to screen the equipment building. The trees will not obstruct significant views when they are planted or upon maturity. Special Condition #1 requires that applicant implement the final plans consistent with the proposed color and landscaping. Except that the plans shall be modified to include an additional three (3) trees around the perimeter of the equipment building to help screen it from views from surrounding areas of the park.

Very little grading will need to be done to accommodate the equipment building in its proposed location. The area is mostly flat; however, a short 4' high retaining wall will be needed on the south and east sides. The amount of dirt to be graded will not exceed 20 cubic yards. Both the County Park & Recreation Department and the San Dieguito Community Planning Group wanted the equipment to be located in an area that would not impact any usable space in the park. The proposed location allows the building to be tucked away into the hillside and will not impact any park related activities. Visibility was another issue that was raised by the community planning group and as a result the County required the planting of the Toyon Shrubs around the equipment building. The Commission is requiring additional plantings to further mask the building. There is a paved parking lot next to the proposed location of the equipment shelter that is large enough to accommodate parking and turning around of a maintenance vehicle. No vegetation will be removed and the drainage will not be altered.

While the Commission can find the project consistent with the Coastal Act, it notes that public parklands are not a good choice to place private commercial facilities. Commercial sites are generally much better suited for commercial facilities. Public parklands should continue to be used for public recreational uses when possible. However, based on the unique circumstances of the above project and site, it can accept the project.

As demand for wireless communication facilities increases, it is likely that other service providers will be interested in placing additional structures, antennae and equipment in the project area, and the Commission is concerned that cumulatively, installation of additional similar projects in the area could have adverse impacts on visual resources. As such, Special Conditions #2 and #3 have been attached. Special Condition #2 requires that the applicant submit a written statement agreeing to cooperate with other communication facilities in co-locating additional antenna on the proposed development, unless the applicant can demonstrate a substantial technical conflict to doing so. Special Condition #3 requires the applicant to submit a written statement agreeing to remove the structures and restore this site in the future should technological advances make this facility obsolete. In this way, the proliferation of these types of facilities should be limited to appropriate locations, and the area should not become littered with outdated and obsolete facilities in the future. With these conditions, impacts on scenic coastal resources have been reduced to the maximum extent feasible, consistent with Sections 30240 and 30251 of the Coastal Act.

3. 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. In this case, such a finding can be made.

The subject site is within the County of San Diego jurisdiction. While the LCP is not presently certified, the Commission will continue to utilize the San Diego County LCP



documents for guidance in its review of development proposals until such time as the Commission certifies a LCP for the County.

The LUP designation for the park is Public/Semi-Public Lands, which promotes open space and recreational lands. The zoning, S80, Open Space, is consistent with the LUP designation and allows a Minor Impact Utility Use with approval of a Minor Use Permit. The County has approved the project. The monopine and the equipment structure will not be located in a prime viewshed area as designated in the LCP. As discussed above, existing and proposed landscaping as well as other proposed design features will significantly screen the facility from views from surrounding public views, and no adverse impacts to coastal resources are anticipated. Therefore, the Commission finds the proposed development will not prejudice the ability of the County of San Diego to prepare a certifiable Local Coastal Program.

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 landscaping and the color of construction materials, 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.

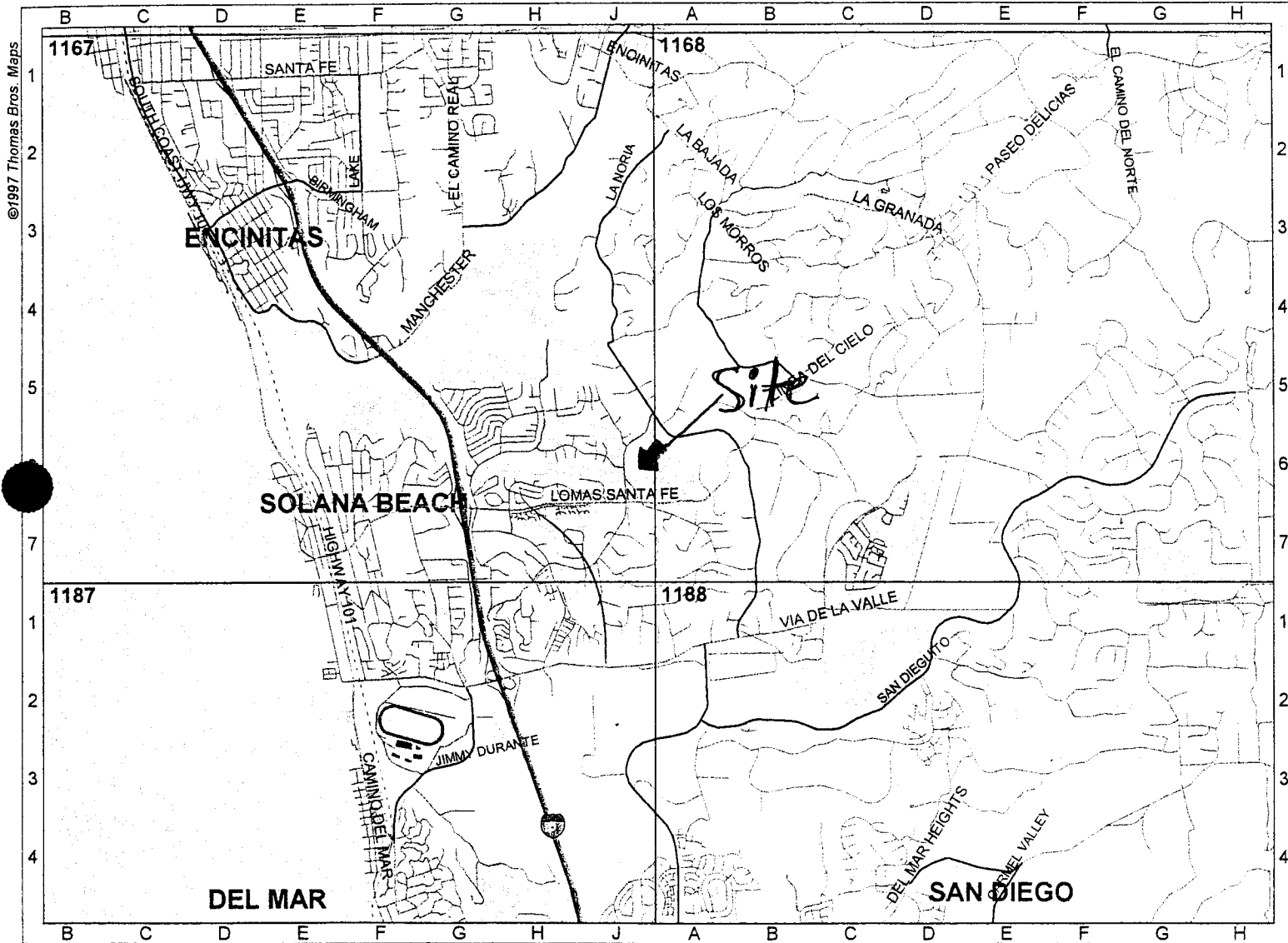
2. Expiration. If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.

3. Interpretation. Any questions of intent or 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 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 permittee to bind all future owners and possessors of the subject property to the terms and conditions.

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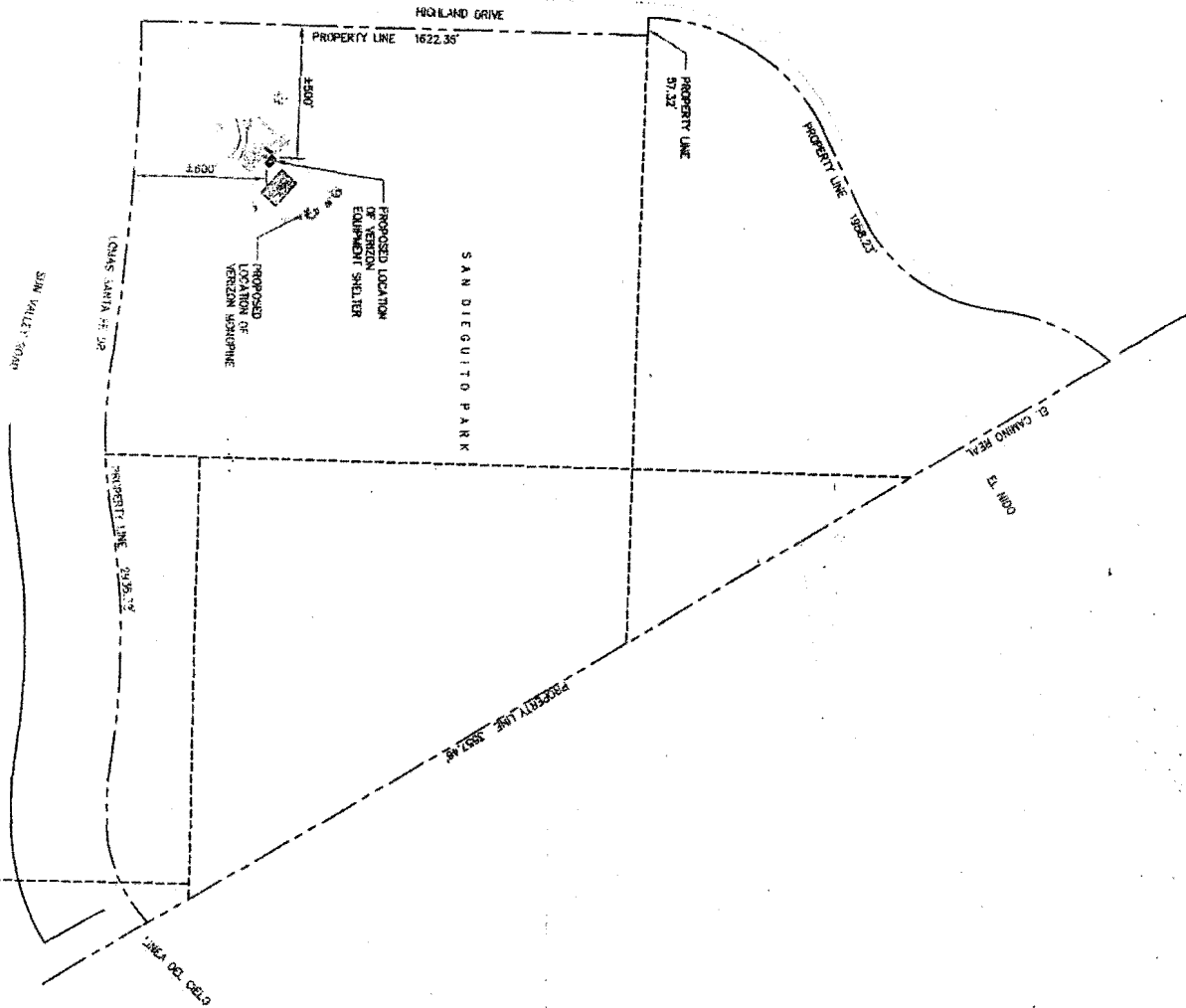
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<b>EXHIBIT NO. 1</b>
<b>APPLICATION NO.</b>
<b>6-02-100</b>
<b>Site Location Map</b>
<b>1-A</b>
 <b>California Coastal Commission</b>

SITE LOCATION PLAN

JOE  
BLS

1



A-1

REVISION	DATE	BY	REASON	DATE	BY
1	10/10/00	JOE BLS	INITIAL DESIGN		
2	10/10/00	JOE BLS	REVISED DESIGN		
3	10/10/00	JOE BLS	REVISED DESIGN		
4	10/10/00	JOE BLS	REVISED DESIGN		
5	10/10/00	JOE BLS	REVISED DESIGN		
6	10/10/00	JOE BLS	REVISED DESIGN		
7	10/10/00	JOE BLS	REVISED DESIGN		
8	10/10/00	JOE BLS	REVISED DESIGN		
9	10/10/00	JOE BLS	REVISED DESIGN		
10	10/10/00	JOE BLS	REVISED DESIGN		

**SAN DIEGUITO PARK**  
1000 SERRA EL CAMINO REAL, SAN DIEGO, CA 92108  
**SITE LOCATION PLAN**

AS SHOWN

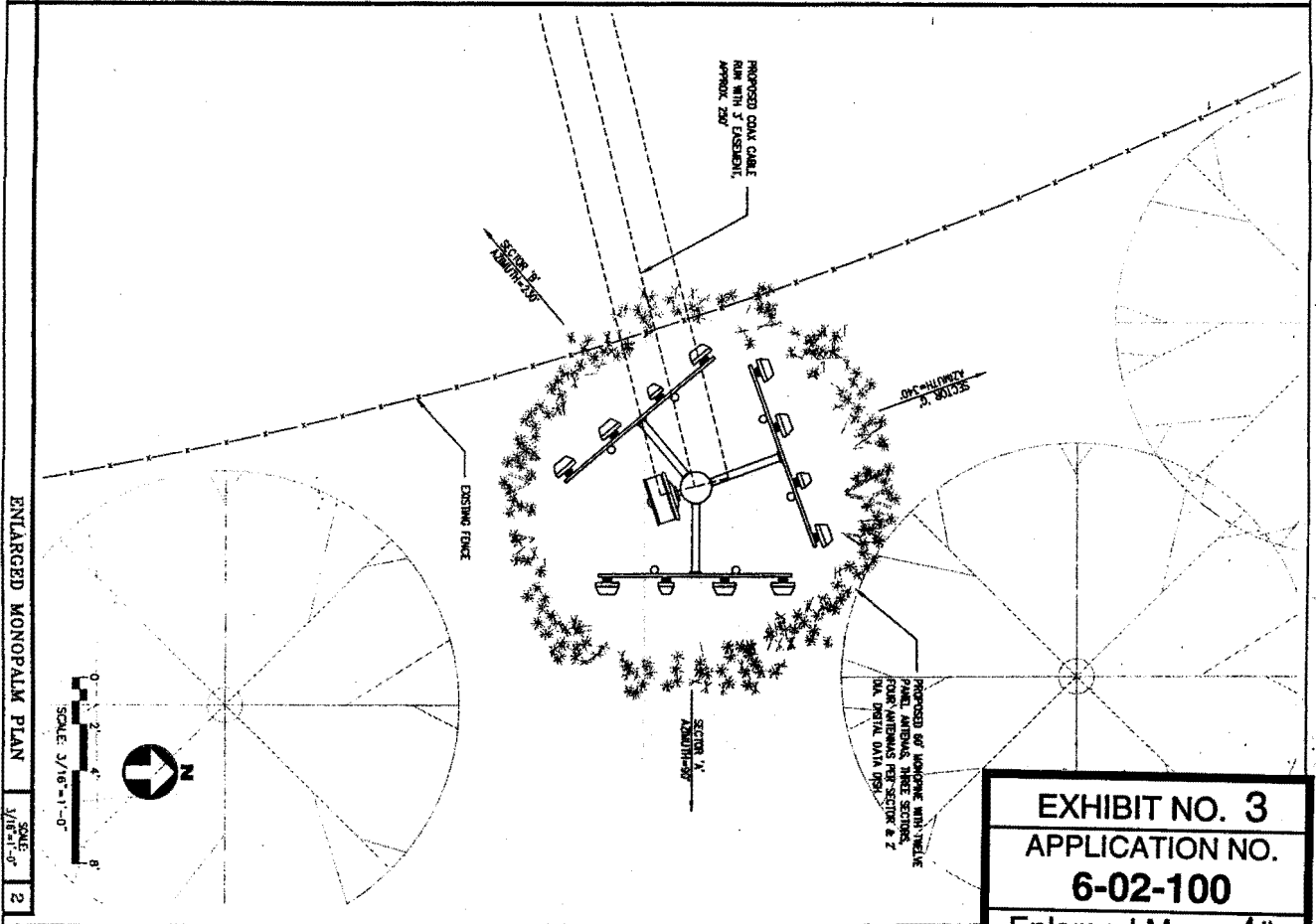
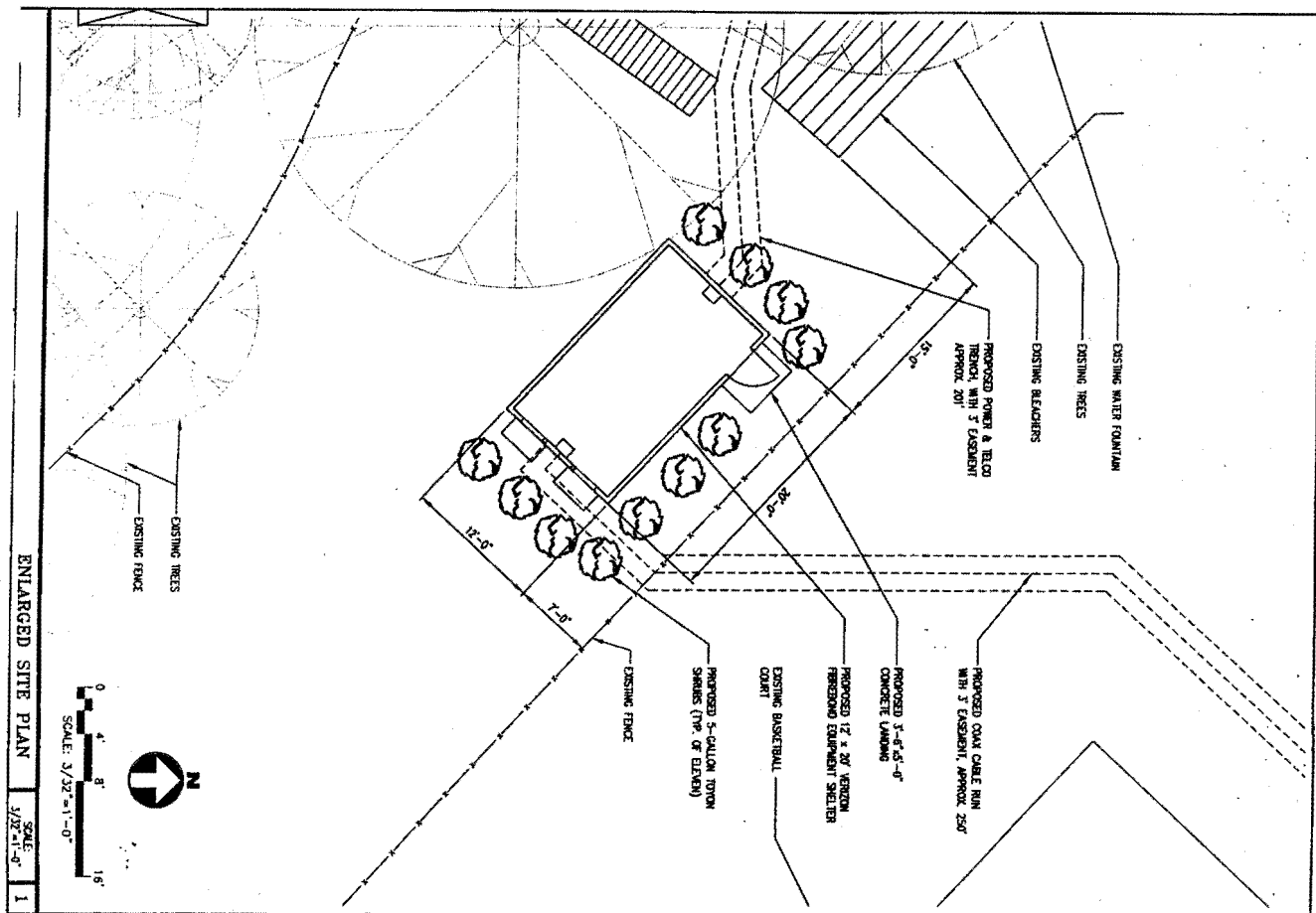


**EXHIBIT NO. 1**  
**APPLICATION NO.**  
**6-02-100**  
**Site Location Map**  
**1-B**



(619) 783-6444 OFFICE  
(619) 783-7477 FAX





**EXHIBIT NO. 3**

**APPLICATION NO.**

**6-02-100**

**Enlarged Monopalm**

**A-3**

**SAN DIEGUITO PARK**

1001 SOUTH D. CARROLL ROAD, SAN DIEGO, CA 92104

**ENLARGED SITE/**

**MONOPALM PLAN**

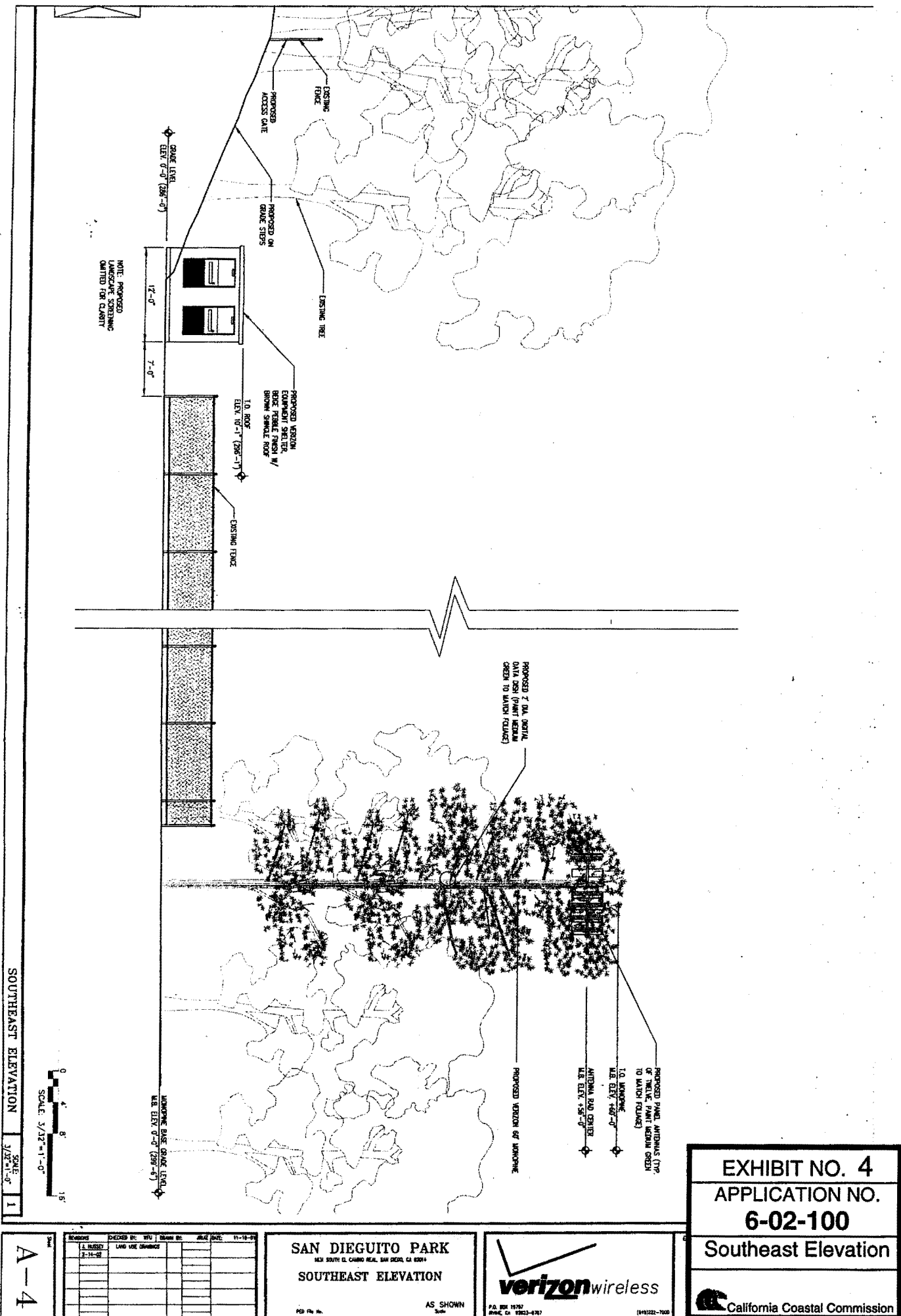
FOR THE CITY OF SAN DIEGO

DATE: 11-18-01

CHECKED BY: WFL

DESIGNED BY: WFL

DATE: 11-18-01







SOUTHWEST ELEVATION

SCALE 3/32"=1'-0"

1

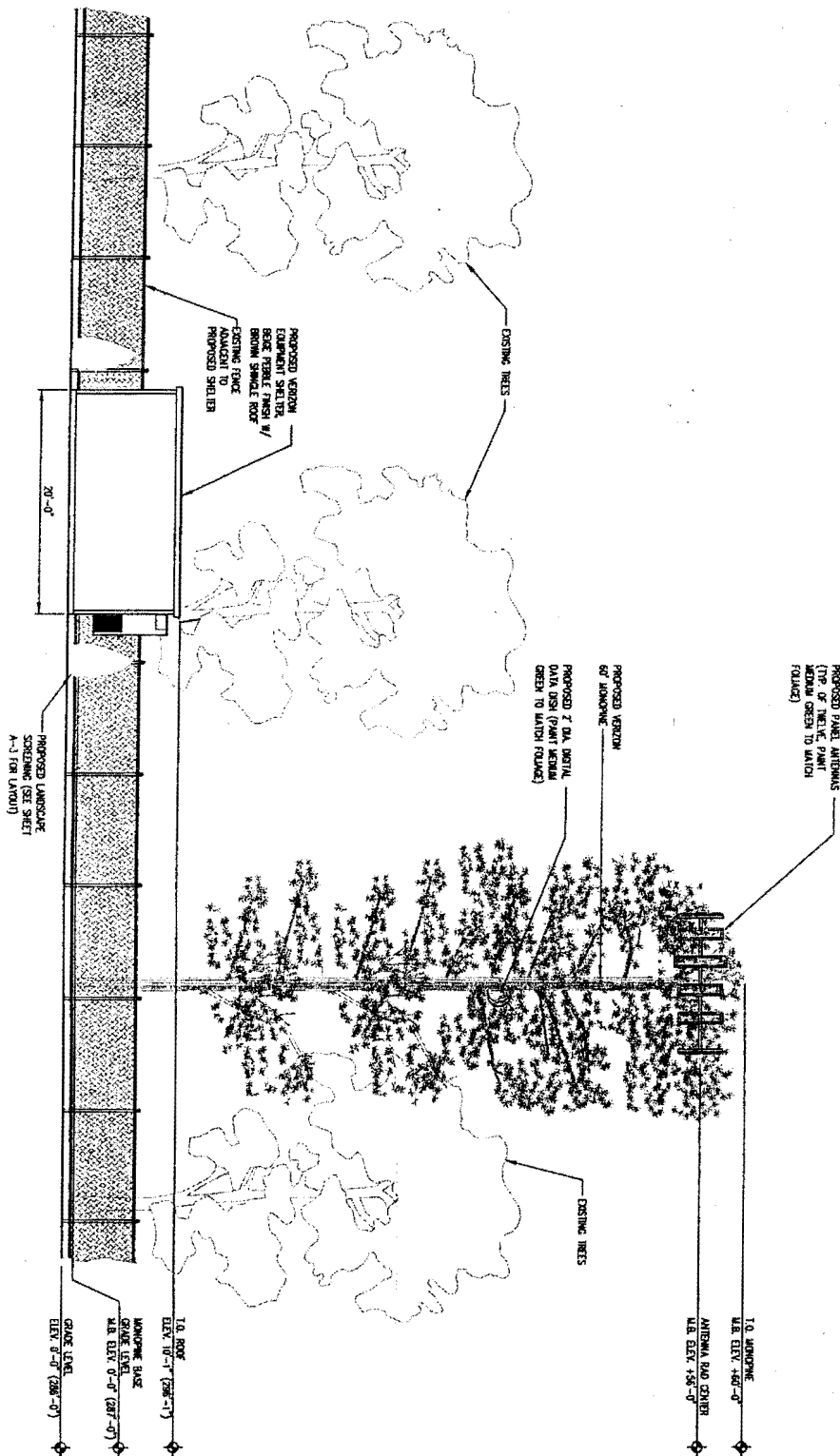
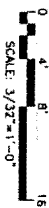


EXHIBIT NO. 6  
APPLICATION NO.  
6-02-100

Southwest Elevation



SAN DIEGUITO PARK  
NEW SOUTH G. CAMINO REAL, SAN DIEGO, CA 92094

SOUTHWEST ELEVATION

PG 2 of 4

AS SHOWN  
DATE



P.O. BOX 10707  
SAN DIEGO, CA 92162-0707

(619) 222-7000

REVISION	DATE	BY	CHKD	DATE
1. REVISION	2-14-02			

A-6

NORTHEAST ELEVATION

SCALE 3/32"=1'-0"

A-7

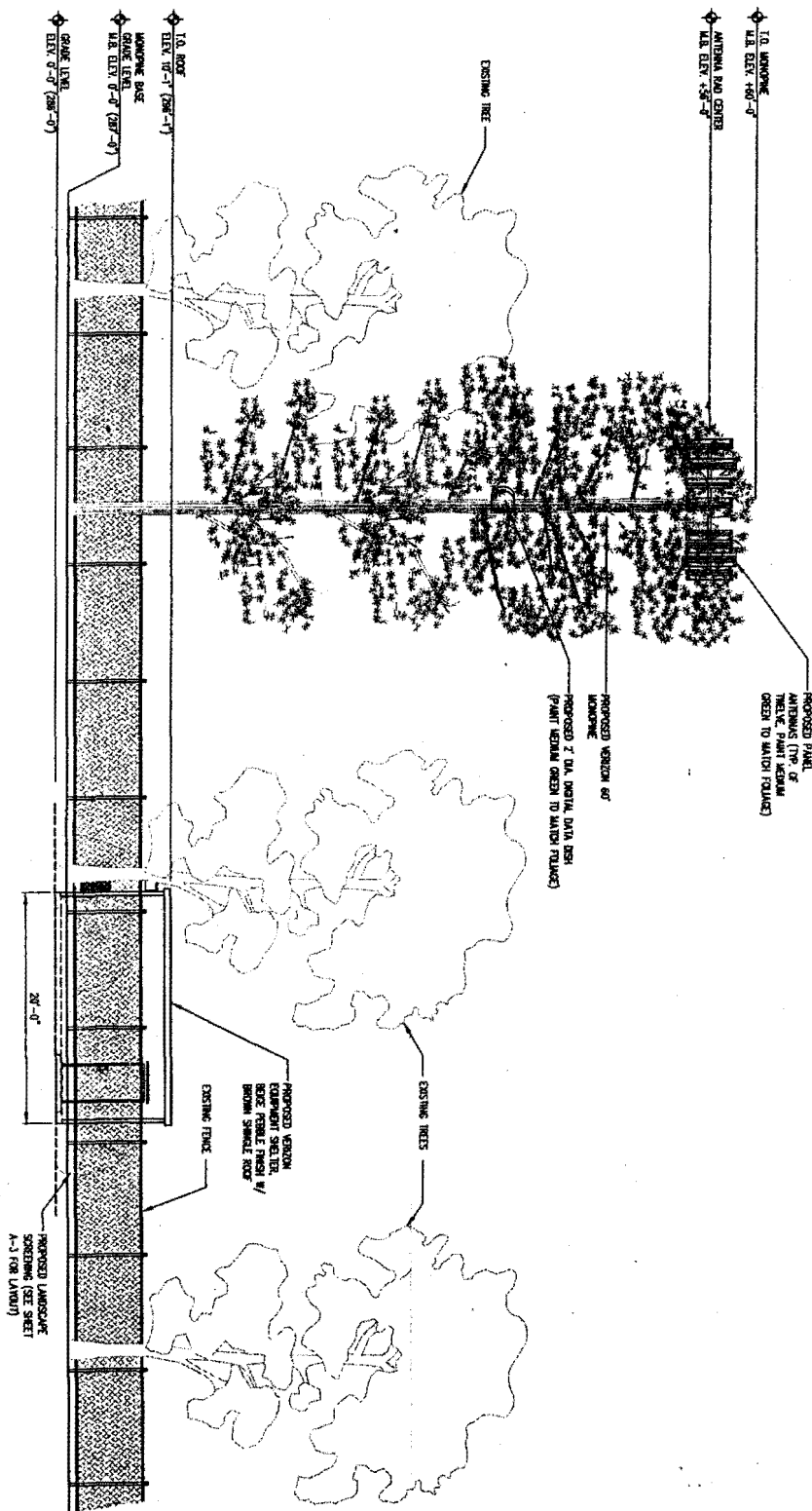
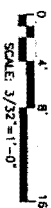


EXHIBIT NO. 7  
APPLICATION NO.  
6-02-100  
Northeast Elevation

SAN DIEGUITO PARK  
151 SOUTH EL CAMINO REAL, SAN DIEGO, CA 92104  
NORTHEAST ELEVATION

verizon  
wireless

California Coastal Commission

REVISION	CHECKED BY	DATE	DATE	DATE
1. 11-11-01	11-11-01			

PER 7/6 N.C.

AS SHOWN

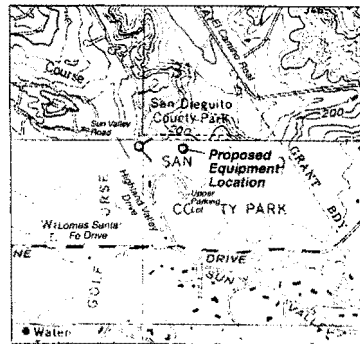
P.O. BOX 1007  
SAN DIEGO, CA 92107-0107

(408)223-0107

*San Dieguito Park*  
 1831 El Camino Real, San Diego, CA 92014  
 SD 1093



Existing Condition

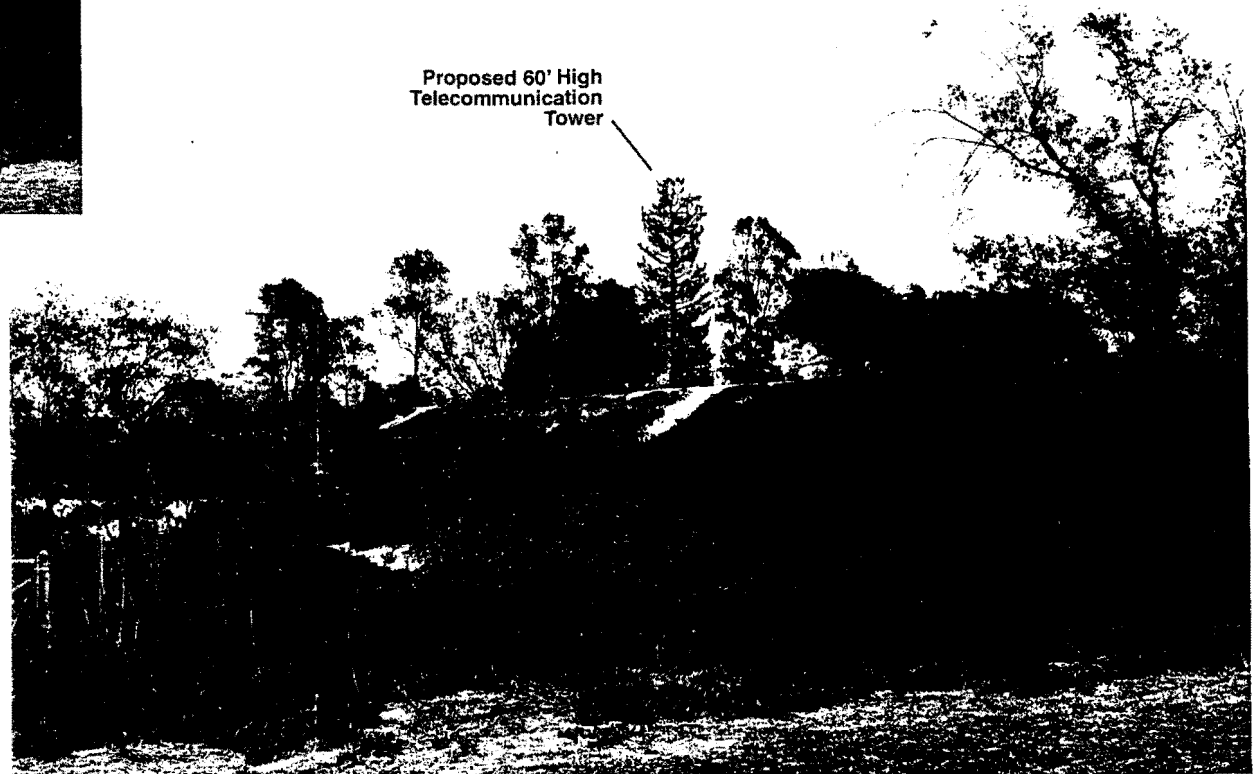


Key Map  
 not to scale



Locations shown are approximate.

Proposed 60' High  
 Telecommunication  
 Tower



Simulated view of proposed telecommunications equipment to a viewer travelling south on Highland Valley Drive, 275' south of the Sun Valley / Highland Valley Drive intersection, approximately 600' from the project site.

