COUNTY OF SANTA CRUZ

Planning Department

MEMORANDUM

0.1 07-0412

Date:

July 2, 2008

To:

Don Bussey, Zoning Administrator

From:

Paia Levine

Re:

Application #07-0412, Continued Agenda Item

This application was heard by the Zoning Administrator on May 2, 2008. At the public hearing the item was continued to July 11, 2008.

The item was continued in order to allow the applicant time to work with staff on possible methods to decrease visual impact. The applicant has not submitted any new information during this interim time. The applicant has, however, indicated by telephone today that they are pursuing a landscaping option and a structural option. They will need additional time for their contractor to produce the landscape plan.

In addition, the staff planner became unavailable to complete work on the project and therefore cannot attend the hearing July 11.

For these two reasons staff recommends that the item be continued to August 22, 2008.

CC: Applicant



Staff Report to the **Zoning Administrator**

Application Number: 07-0412

Applicant: Chris Barraza, AT&T Owner: California Department of

Transportation

APN: No Situs/ Highway 1 Right-of-way

Agenda Date: 7/11/08

Agenda Item: 0.1

Time: After 8:30 AM

Project Description: Proposal to recognize a 320 square foot AT&T equipment enclosure constructed within the Highway 1 right of way. Requires a Coastal Development Permit.

Location: Property located on the south side of Highway 1 about 664 feet northwest of Dimeo Lane.

Supervisoral District: 3rd District (District Supervisor: Neal Coonerty)

Permits Required: Coastal Development Permit, Commercial Development Permit

Staff Recommendation:

Denial of Application 07-0412, based on the attached findings and conditions.

Exhibits

Project plans Α.

B. **Findings**

C. Assessor's parcel map D. Zoning map

E. Comments & Correspondence

Parcel Information

Parcel Size:

Existing Land Use - Parcel:

Existing Land Use - Surrounding:

Project Access:

Planning Area: Land Use Designation:

Zone District: Coastal Zone:

Appealable to Calif. Coastal Comm.

Enclosure located within Highway 1 Right-of-way

State park/recreation & agriculture uses

State park/recreation, agriculture, and public facilities

Unimproved road off of Highway 1

Bonny Doon

O-R (Parks, Recreation, and Open Space) PR (Parks, Recreation, and Open Space)

__ Outside X Inside

X Yes No

County of Santa Cruz Planning Department 701 Ocean Street, 4th Floor, Santa Cruz CA 95060

Owner: California Department of Transportation

Environmental Information

Geologic Hazards: Not mapped/no physical evidence on site; no technical reports

required.

Soils: Not a mapped constraint; no technical reports required.

Fire Hazard: Not a mapped constraint

Slopes: Parcel is relatively flat at building site.

Env. Sen. Habitat: Not mapped/no physical evidence on site.

Grading: No grading proposed

Tree Removal: No trees proposed to be removed

Scenic: Highway 1 scenic viewshed Drainage: Existing drainage adequate

Archeology: Mapped archaeological resource area; no reports required.

Services Information

Urban/Rural Services Line: __ Inside __X Outside

Water Supply: Private
Sewage Disposal: Septic
Fire District: CDF

Drainage District: None

History

The existing equipment enclosure--consisting of a concrete pad, telecommunication equipment, and six-foot fence-- was constructed around 2002 with a California Department of Transportation (CalTrans) encroachment permit, but without a Coastal Development Permit. County Planning Department staff informed AT&T that a Coastal Development Permit was required and the company submitted an application to have the enclosure recognized.

According to AT&T staff, this facility used to be located near a farmhouse south of Dimeo Lane. Because the enclosure was constructed over a City of Santa Cruz Water Department easement, the Water Department required the facility to be removed. AT&T then moved the facility to its present location adjacent to Wilder Ranch State Park. As with the current location, no Coastal Development Permit was obtained for the original installation.

Given that the existing facility is located within the Coastal Zone and Highway 1 scenic corridor, staff is recommending denial of this project based upon the visual impact that this facility has on public views.

Owner: California Department of Transportation

Project Setting

The existing equipment enclosure is located entirely within the Highway 1 right-of-way adjacent to Wilder Ranch State Park (APN 059-131-01) and about 640-feet north of Dimeo Lane. Highway 1, a designated scenic road, is 60-feet wide in this location and the equipment enclosure is located on the south side of the highway on a slight rise above the Highway 1 roadway. A dirt road, which appears to serve only the enclosure, provides access to the enclosure. There is no existing vegetation in this location to screen the enclosure from the scenic viewshed, and it is not obscured by natural landforms. The area south of the enclosure is an open coastal terrace under cultivation which slopes gently to the coastal bluff. Spectacular views of agricultural fields and the Pacific Ocean are available from this section of Highway 1.

Parcels to the north across Highway 1 are zoned CA (Commercial Agriculture) and PR (Parks, Recreation, and Open Space). Adjacent parcels to the east and west are zoned PR (Parks, Recreation, and Open Space) and parcels to the south are zoned PF (Public Facilities) and PR (Parks, Recreation, and Open Space). Further south is the Pacific Ocean. In addition, Lombardi Gulch is located west of the project site.

Project Description

The existing enclosure consists of a 6-foot tall chain link fence with reddish-colored slats that surrounds a 320 square foot concrete pad. There are three above ground equipment cabinets that are located within the enclosure. A large AT&T sign is affixed to the enclosure's north side. According to AT&T staff, the equipment is intended to provide "Uverse Service" which is a digitally delivered entertainment and internet service. Because the equipment has not been connected to electricity, it is not currently functioning. The current proposal is to recognize the facility and to replace the chain link fence with wooden grape stake fencing and landscaping.

Zoning and General Plan Consistency

Although the enclosure is an allowed use within the PR (Parks, Recreation, and Open Space) zone district and is consistent with the site's (O-R) Parks, Recreation, and Open Space General Plan designation, the project is not consistent with General Plan policies relating to visual resources.

The General Plan designates Highway 1 as a scenic road (Policy 5.10.10). The vista from Highway 1 is of regional public importance for its natural beauty and rural agricultural character. Policy 5.10.10 (Designation of Scenic Roads) states that, "The public vistas from these [scenic] roads shall be afforded the highest level of protection."

General Plan policy 5.10.2 (Development Within Visual Resource Areas) identifies agricultural fields and ocean views as worthy of visual resource protection. General Plan policies 5.10.5 (Preserving Agricultural Vistas) and 5.10.6 (Preserving Ocean Vistas) further support the protection of agricultural and ocean vistas. Given that the enclosure obstructs views of agricultural fields and the ocean, the facility is not consistent with these policies. General Plan policy 5.10.6 specifically states that public ocean vistas are to be "retained to the maximum extent possible as a condition of approval for any new development." Planning staff

Owner: California Department of Transportation

recommended that the facility be placed underground in the existing location or moved to a visually superior site. The applicant declined to pursue either of these alternatives. With visually superior alternatives available, maintaining the existing site would not constitute retaining the ocean vista to the "maximum extent possible."

General Plan Policy 5.10.3 (Protection of Public Vistas) requires the protection of significant public vistas by minimizing, among other things, inappropriate landscaping and structure design. Landscaping is generally used as a means to soften the impact of development when that landscaping is not, in itself, a visual impact. Because there is no ornamental landscaping in the vicinity, the proposed landscaping does not mitigate the impact of the development but, rather, amplifies that impact. In addition, even with wooden fencing to replace the chain link fence, the structure is out of character with the surrounding area. Agricultural buildings are typically clustered together to preserve arable land while the subject enclosure stands alone. In addition, this enclosure is a fence encircling equipment for which there is no nearby analogous agricultural structure. Therefore, both the landscaping and structure are inappropriate for this area.

Finally, General Plan Policy 5.10.11 (Development Visible from Rural Scenic Roads) requires that new discretionary development be "...sited out of public views, obscured by natural landforms and/or existing vegetation." This project clearly does not comply with this policy in that it is fully visible from public views and is not obscured by natural landforms or existing vegetation.

Local Coastal Program Consistency

The subject utility enclosure is not in conformance with the County's certified Local Coastal Program (Section 13.20.130). County Code 13.20.130 (Design Criteria for Coastal Zone Developments) has specific standards for coastal development that this facility does not meet.

County Code 13.20.130(b)1 requires that all development in the Coastal Zone be sited, designed and landscaped to be visually compatible and integrated with the character of the surrounding areas. In this case, the area is agricultural in character. While the projects plans show that the applicant proposes to replace the existing chain link fence with a wooden fence and landscaping, this proposal would be out of character with the area since (as noted above), there is little ornamental vegetation in the vicinity. In addition, maintenance of the enclosure appears to be an issue. As the photo in Exhibit A shows, the negative visual impact of the enclosure is increased by graffiti. Because of the enclosure's isolated location along a highway, graffiti is likely to continue to be an issue regardless of the type of fencing used or the vigilance of any maintenance program.

In addition, County Code 13.20.130(c) applies to rural scenic resources. Because this project site is mapped as a scenic resource and is located outside of the urban services line, these criteria apply to the project. County Code 13.20.130(c)1 states that: "Development shall be located, if possible, on parts of the site not visible or least visible from public view." Given that visually superior alternatives are possible, it would be feasible to relocate the installation where it would have virtually no impact to public views.

County Code 13.20.130(c)2 requires that development be sited and designed to fit the physical

Owner: California Department of Transportation

setting carefully so that "its presence is subordinate to the natural character of the site...". The existing enclosure dominates the natural character of the site in that the enclosure obstructs views of the agricultural fields and the Pacific Ocean beyond. The enclosure if visible for approximately one-quarter mile in either direction. Given the close proximity to the highway, the enclosure breaks up the wide views available to drivers and bikers along this stretch of the highway.

Conclusion

As proposed, this project is not consistent with the General Plan or the Local Coastal Program as implemented by County Code 13.20.130. Please see Exhibit "B" ("Findings") for a complete listing of findings and evidence related to the above discussion.

Staff Recommendation

• DENIAL of Application Number 07-0412, based on the attached findings and conditions.

Supplementary reports and information referred to in this report are on file and available for viewing at the Santa Cruz County Planning Department, and are hereby made a part of the administrative record for the proposed project.

The County Code and General Plan, as well as hearing agendas and additional information are available online at: www.co.santa-cruz.ca.us

Report Prepared By: Annette Olson

Santa Cruz County Planning Department

701 Ocean Street, 4th Floor Santa Cruz CA 95060

Phone Number: (831) 454-3134

E-mail: annette.olson@co.santa-cruz.ca.us

Coastal Development Permit Findings

3. That the project is consistent with the design criteria and special use standards and conditions of this chapter pursuant to section 13.20.130 et seq.

This finding cannot be made in that the subject utility enclosure is not in conformance with the County's certified Local Coastal Program (Section 13.20.130). County Code 13.20.130 (Design Criteria for Coastal Zone Developments) has specific standards for coastal development which this facility does not meet.

County Code 13.20.130(b)1 requires that all development in the Coastal Zone be sited, designed and landscaped to be visually compatible and integrated with the character of the surrounding areas. In this case, the area is agricultural in character. While the projects plans show that the applicant proposes to replace the existing chain link fence with a wooden fence and landscaping, this proposal would be out of character with the area since there is little ornamental vegetation in the vicinity. In addition, maintenance of the enclosure appears to be an issue. As the photos in Exhibit A show, the negative visual impact of the enclosure is increased by graffiti. Because of the enclosure's isolated location along a highway, graffiti is likely to continue to be an issue regardless of the type of fencing used or the vigilance of any maintenance program.

In addition, County Code 13.20.130(c) applies to rural scenic resources. Because this project site is mapped as a scenic resource and is located outside of the urban services line, these criteria apply to the project. County Code 13.20.130(c)1 states that: "Development shall be located, if possible, on parts of the site not visible or least visible from public view." Given that visually superior alternatives are possible, it would be feasible to relocate the installation where it would have virtually no impact to public views.

County Code 13.20.130(c)2 requires that development be sited and designed to fit the physical setting carefully so that "its presence is subordinate to the natural character of the site...". The existing enclosure dominates the natural character of the site in that the enclosure obstructs views of the agricultural fields and the Pacific Ocean beyond. The enclosure if visible for one-quarter mile in either direction and is the only structure for in the vicinity that is so close to the highway. Given the proximity to the highway, the enclosure breaks up the wide views available to drivers and bikers along this stretch of the highway.

5. That the proposed development is in conformity with the certified local coastal program.

This finding cannot be made. Although the enclosure is an allowed use within the PR (Parks, Recreation, and Open Space) zone district and is consistent with the site's (O-R) Parks, Recreation, and Open Space General Plan designation, the project is not consistent with General Plan policies relating to visual resources.

The General Plan designates Highway 1 as a scenic road (Policy 5.10.10). The vista from Highway 1 is of regional public importance for its natural beauty and rural agricultural character. Policy 5.10.10 (Designation of Scenic Roads) states that, "The public vistas from these [scenic] roads shall be afforded the highest level of protection."

General Plan policy 5.10.2 (Development Within Visual Resource Areas) identifies agricultural fields

and ocean views as worthy of visual resource protection. General Plan policies 5.10.5 (Preserving Agricultural Vistas) and 5.10.6 (Preserving Ocean Vistas) further support the protection of agricultural and ocean vistas. Given that the enclosure obstructs views of agricultural fields and the ocean, the facility is not consistent with these policies. General Plan policy 5.10.6 specifically states that public ocean vistas are to be "retained to the maximum extent possible as a condition of approval for any new development." Planning staff recommended that the facility be placed underground in the existing location or moved to a visually superior site. The applicant declined to pursue either of these alternatives. With visually superior alternatives available, maintaining the existing site would not constitute retaining the ocean vista to the "maximum extent possible."

General Plan Policy 5.10.3 (Protection of Public Vistas) requires the protection of significant public vistas by minimizing, among other things, inappropriate landscaping and structure design. Landscaping is generally used as a means to soften the impact of development when that landscaping is not, in itself, a visual impact. Because there is no ornamental landscaping in the vicinity, the proposed landscaping does not mitigate the impact of the development but, rather, amplifies that impact. In addition, even with wooden fencing to replace the chain link fence, the structure is out of character with the surrounding area. Agricultural buildings are typically clustered together to preserve arable land while the subject enclosure stands alone. In addition, this enclosure is a fence encircling equipment for which there is no nearby analogous agricultural structure. Therefore, both the landscaping and structure are inappropriate for this area.

Finally, General Plan Policy 5.10.11 (Development Visible from Rural Scenic Roads) requires that new discretionary development be "...sited out of public views, obscured by natural landforms and/or existing vegetation." This project clearly does not comply with this policy in that it is fully visible from public views and is not obscured by natural landforms or existing vegetation.

Development Permit Findings

2. That the proposed location of the project and the conditions under which it would be operated or maintained will be consistent with all pertinent County ordinances and the purpose of the zone district in which the site is located.

This finding cannot be made in that County Code 13.20.130 (Design Criteria for Coastal Zone Developments) has specific standards for coastal development which this facility does not meet.

County Code 13.20.130(b)1 requires that all development in the Coastal Zone be sited, designed and landscaped to be visually compatible and integrated with the character of the surrounding areas. In this case, the area is agricultural in character. While the projects plans show that the applicant proposes to replace the existing chain link fence with a wooden fence and landscaping, this proposal would be out of character with the area since there is little ornamental vegetation in the vicinity. In addition, maintenance of the enclosure appears to be an issue. As the photos in Exhibit A show, the negative visual impact of the enclosure is increased by graffiti. Because of the enclosure's isolated location along a highway, graffiti is likely to continue to be an issue regardless of the type of fencing used or the vigilance of any maintenance program.

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In addition, County Code 13.11.072(b)(2)(i) (Views) states, "Development shall protect the public viewshed, where possible." Since it is possible to protect the public viewshed by locating the utilities below ground or in a visually superior location, the current proposal is not consistent with this Code section.

3. That the proposed use is consistent with all elements of the County General Plan and with any specific plan which has been adopted for the area.

This finding cannot be made, in that the proposed utility enclosure use is inconsistent with the County General Plan. The General Plan designates Highway 1 as a scenic road (Policy 5.10.10). The vista from Highway 1 is of regional public importance for its natural beauty and rural agricultural character. Policy 5.10.10 (Designation of Scenic Roads) states that, "The public vistas from these [scenic] roads shall be afforded the highest level of protection."

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Finally, General Plan Policy 5.10.11 (Development Visible from Rural Scenic Roads) requires that new discretionary development be "...sited out of public views, obscured by natural landforms and/or existing vegetation." This project clearly does not comply with this policy in that it is fully visible from public views and is not obscured by natural landforms or existing vegetation.

6. The proposed development project is consistent with the Design Standards and Guidelines (sections 13.11.070 through 13.11.076), and any other applicable requirements of this chapter.

This finding cannot be made, in that the proposed utility enclosure is incompatible with County Code 13.11 (Site, Architectural and Landscape Design Review). County Code 13.11.072(b)(2)(i) (Views) states, "Development shall protect the public viewshed, where possible." Since it is possible to protect the public viewshed by locating the utilities below ground or in a visually superior location, the current proposal is not consistent with this Code section.

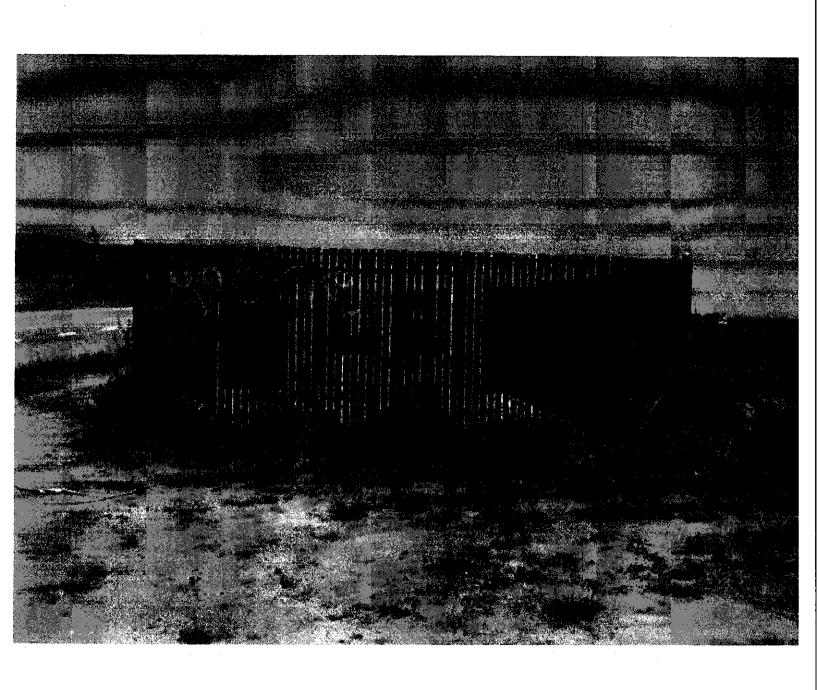
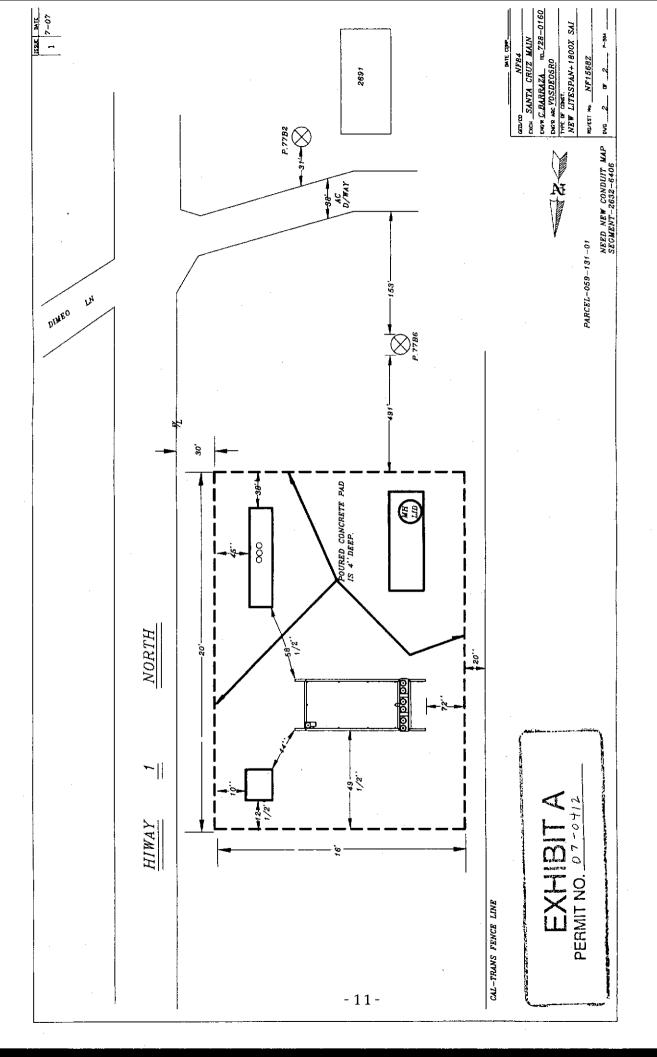
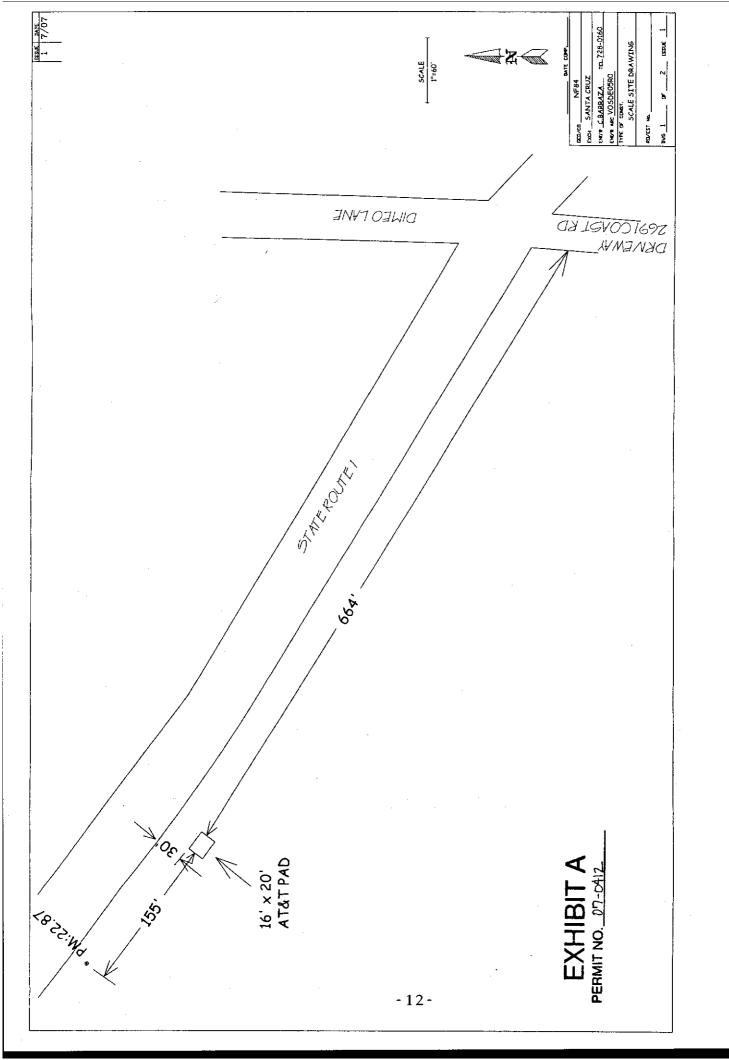
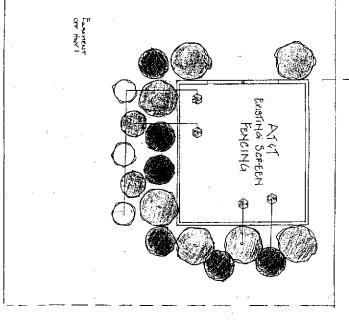


EXHIBIT A
PERMIT NO. 07-04/2







S GAL

EXHIBIT

con de 1° 4'
com de 1' 4'
com de 1'



AT&T ENCLOSURE HWY. 1 SANTA CRUZ, CA - 13 -

JUDY HESS LANDSCAPE DESIGN (408) 683-5064

PLANT LIST ATT ENCLOSURE HWY 1

ACHILLEA HYBRID YELLOW YARROW

Achillea millefolium 'Moonshine' is a clump forming yarrow with striking silver-green foliage and flat cluster yellow flowers from June through September. The flowers are very long lasting and are wonderful for cutting and drying. This is a compact variety of Yarrow with a 2' height and spread making it a great plant for front borders. Moonshine needs good drainage and can take poor to moderate soils, but avoid clay and rich soils. Achillea millefolium 'Moonshine' is deer and rabbit resistant.

Exposure: Full Sun

Water Requirements: Medium to Low

Great for sunny locationsAttracts wildlife into the garden



FEIJOA SELLOWIANA PINEAPPLE GUAVA

Evergreen shrub creates hedge or screen. The egg-shaped leaves are 2-3" long and silvery underneath. The flowers are edible and very attractive.

Exposure: full to part sun, drought tolerant



LEPTOSPERMUM RUBY GLOW

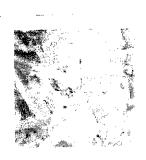
Leptospermum 6' shrub rose to red blooms spring and fall Drought tolerant, suitable for xeriscaping do not overwater Foliage evergreen/burgundy

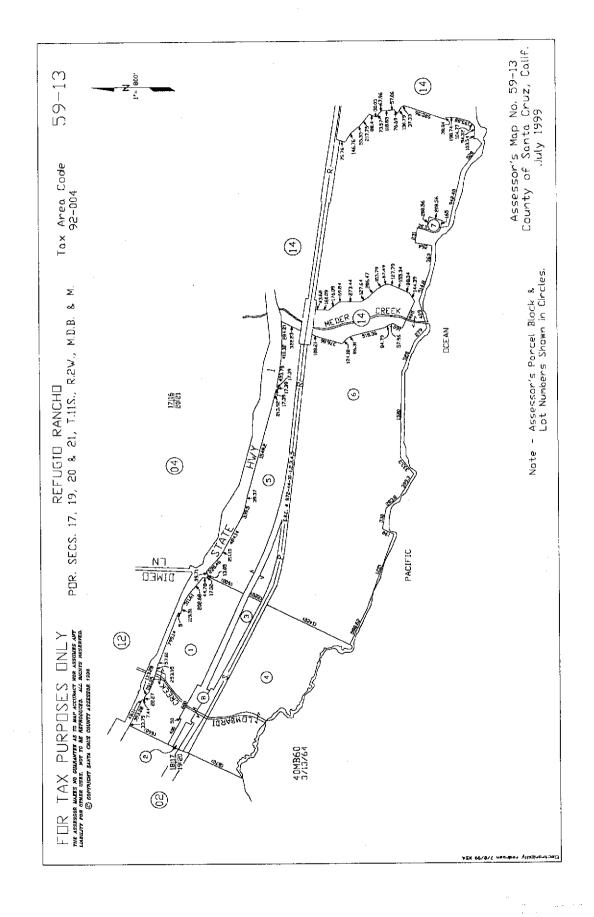
Exposure: full to part sun, drought tolerant, hardy to 20 degrees, coastal tolerance



ROSMARINUS HUNTINGTON BLUE ROSEMARY

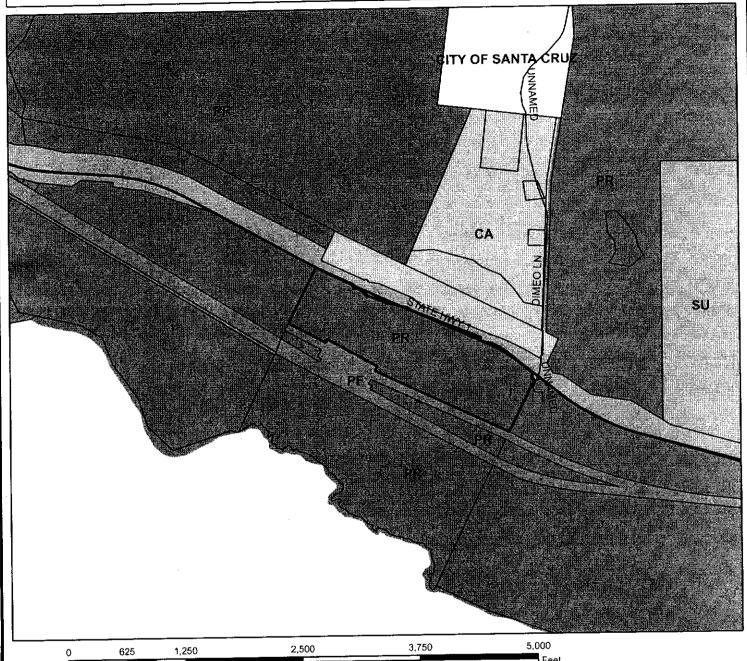
Rosemary Huntington Blue Evergreen shrub to 3' height, The flowers are pale blue Exposure: full sun, drought tolerant pest resistant attracts butterflies, resist deer, coastal tolerance

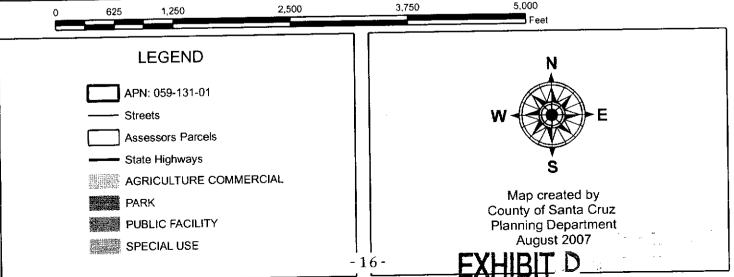






Zoning Map





COUNTY OF SANTA CRUZ

Planning Department

INTEROFFICE MEMO

APPLICATION NO: 07-0142

Date: Ap

April 23, 2008

To:

Annette Olson, Project Planner

From:

Larry Kasparowitz, Urban Designer

Re:

utility installation on Highway One

Design Review Authority

13.20.130 The Coastal Zone Design Criteria are applicable to any development requiring a Coastal Zone Approval.

Design Review Standards

13.20.130 Design criteria for coastal zone developments

Evaluation Criteria	Meets criteria In code (✔)	Does not meet criteria (🛩)	Urban Designer's Evaluation
Visual Compatibility			
All new development shall be sited, designed and landscaped to be visually compatible and integrated with the character of surrounding neighborhoods or areas		•	
Minimum Site Disturbance			
Grading, earth moving, and removal of major vegetation shall be minimized.			N/A
Developers shall be encouraged to maintain all mature trees over 6 inches in diameter except where circumstances require their removal, such as obstruction of the building site, dead or diseased trees, or nuisance species.			N/A
Special landscape features (rock outcroppings, prominent natural landforms, tree groupings) shall be retained.			N/A
Landscaping			
New or replacement vegetation shall be compatible with surrounding			N/A

Landscaping	
New or replacement vegetation shall	N/A
be compatible with surrounding	
vegetation and shall be suitable to the	
climate, soil, and ecological	
characteristics of the area	· · ·

al Scenic Resources		
Location of development	•	
Development shall be located, if possible, on parts of the site not visible or least visible from the public view.	•	
Development shall not block views of the shoreline from scenic road turnouts, rest stops or vista points	•	
Site Planning		
Development shall be sited and designed to fit the physical setting carefully so that its presence is subordinate to the natural character of the site, maintaining the natural features (streams, major drainage, mature trees, dominant vegetative communities)	•	
Screening and landscaping suitable to the site shall be used to soften the visual impact of development in the viewshed	•	
Building design		
Structures shall be designed to fit the topography of the site with minimal cutting, grading, or filling for construction		N/A
Pitched, rather than flat roofs, which are surfaced with non-reflective materials except for solar energy devices shall be encouraged		N/A
Natural materials and colors which blend with the vegetative cover of the site shall be used, or if the structure is located in an existing cluster of buildings, colors and materials shall repeat or harmonize with those in the cluster		N/A

SANTA DISCRETIONARY APPLICATION COMMENTS

Project Planner: Samantha Haschert
Application No.: 07-0412

APN: NO APN SPEC

Date: October 17, 2007

Time: 09:46:07

Page: 1

Dpw Road Engineering Completeness Comments

LATEST COMMENTS HAVE NOT YET BEEN SENT TO PLANNER FOR THIS AGENCY ====== REVIEW ON AUGUST 21, 2007 BY ANWARBEG MIRZA ======= NO COMMENT

Dpw Road Engineering Miscellaneous Comments

LATEST COMMENTS HAVE NOT YET BEEN SENT TO PLANNER FOR THIS AGENCY ====== REVIEW ON AUGUST 21, 2007 BY ANWARBEG MIRZA ======= NO COMMENT

DEPARTMENT OF TRANSPORTATION

50 HIGUERA STREET SAN LUIS OBISPO, CA 93401-5415 PHONE (805) 549-3101 FAX (805) 549-3329 TDD (805) 549-3259 http://www.dot.ca.gov/dist05/



Flex your power! Be energy efficient!

August 24, 2007

SCr 1-23.0

Ms. Samantha Haschert County Santa Cruz Planning Department 701 Ocean Street, 4th Floor Santa Cruz, CA 95060

Dear Ms. Haschert:

COMMENTS ON THE AT&T EQUIPMENT ENCLOSURE PLANNING APPLICATION

The California Department of Transportation (Department), District 5, Development Review, has reviewed the planning application for the above project and has the following comments.

- 1. The proposed project is in the State's right of way (R/W) and will require an encroachment permit from the District 5, Permits Office. Please contact Mr. Steve Senet at (805) 549-3206 for more information regarding the encroachment permit process or visit the Department's Website at http://www.dot.ca.gov/hq/traffops/developserv/permits/.
- 2. Please be advised that all work done in the State's R/W will be done to the Department's engineering and environmental standards and at no cost to the State. Furthermore, the conditions of approval and the requirements for obtaining the encroachment permit are issued at the sole discretion of the Permits Office, and nothing in this letter shall be implied as limiting those future conditions and requirements.

Thank you for your consideration and action upon these issues. If you have any questions or concerns, or need further clarification on the items discussed above, please contact me at (805) 549-3099 or e-mail jennifer.calate@dot.ca.gov.

Sincerely,

JENNIFER CALATÉ

Associate Transportation Planner

District 5 Development Review Coordinator

c: Steve Senet (D5)