



THE CITY OF SAN DIEGO

## REPORT TO THE PLANNING COMMISSION

**DATE ISSUED:** June 11, 2009 **REPORT NO. PC-09- 046**

**ATTENTION:** Planning Commission, Agenda of June 18, 2009

**SUBJECT:** ALVARADO APARTMENTS - PROJECT NO. 157028.  
PROCESS 5.

**REFERENCE:** Planning Commission Report No. PC-08-117.

**OWNER/  
APPLICANT:** Plymouth Health Investments, LLC/  
DMC-San Diego 2, L.P.

### SUMMARY

Issue(s) - Should the Planning Commission recommend City Council approval to demolish existing institutional buildings to develop 659 apartments, 2,290 square feet of commercial retail and other amenities on a 9.99 acre site located at 6599 Alvarado Road in the College Area Community Plan area?

#### Staff Recommendation:

1. Recommend City Council **Certify** Mitigated Negative Declaration 157028, and Adopt the Mitigation Monitoring and Reporting Program; and
2. Recommend City Council **Approve** General Plan and College Area Community Plan Amendment No. 593505, Rezone No. 593504, Tentative Parcel Map No. 593503, Planned Development Permit No. 572630 and Site Development Permit No. 658951, with conditions.

Community Planning Group Recommendation - At the May 13, 2009 meeting the College Area Community Planning Board voted 14:1:0 to recommend approval of the above referenced project, with concerns. These concerns are described in the Discussion section of this report.



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Environmental Review - A Mitigated Negative Declaration No. 157028 has been prepared for the project in accordance with State of California Environmental Quality Act (CEQA) Guidelines. A Mitigation Monitoring and Reporting Program has been prepared and would be implemented which will reduce, to a level of insignificance, any potential impacts identified in the environmental review process.

Fiscal Impact Statement - No fiscal impact. All costs associated with the processing of the application are recovered through a deposit account funded by the applicant.

Code Enforcement Impact - None with this action.

Housing Impact Statement - The proposed project would change the existing land use designation from Institutional to High Density Residential allowing the construction of between 445 and 742 dwelling units where none presently exist. The project would include construction of 659 dwelling units which is within the density range. Additionally, the project would aid the City in addressing a shortage of affordable housing during a time when the San Diego City Council has declared a housing state of emergency. The project would set aside 76 units as affordable units in accordance with the Inclusionary Housing Ordinance.

## **BACKGROUND**

The 9.99 acre site is designated as Institutional (Hospital & Related Medical Offices) on the College Area Community Plan (Plan) Land Use Map (Attachment 1). The site is located at 6599 Alvarado Road east of Alvarado Court, south of Interstate 8 and Alvarado Road, north of Cleo Street, and west of Reservoir Drive (Attachment 2).

On October 2, 2008, the Planning Commission approved the initiation of an amendment to the College Area Community Plan component of the General Plan to re-designate the site from Institutional to Very High Density Residential, and directed staff to consider issues related to the proposed plan amendment. The analyses of issues raised by the Planning Commission at the initiation hearing are included as a separate attachment to this report.

The relatively flat site has been developed with medical offices and parking lot (Attachment 3). The site is surrounded by lands designated as Commercial Office to the west, Open Space, High Residential, and Low Residential to the south, the Alvarado Hospital and Medium/Medium High Residential to the east, and Alvarado Road, Interstate 8, and the San Diego Trolley Green Line to the north. The site is currently zoned for uses and development as allowed by the CC-1-3 and RS-1-1 Zones. The site is also adjacent to yet not within the Alvarado Road Sub-area of the College Community Redevelopment Project Area. The rear of the site contains a drainage channel approximately 100 feet east of the rear property line. The channel, approximately thirty feet wide, carries storm water from properties upstream and past the site to discharge downstream into the San Diego River.

## **DISCUSSION**

### **Project Description**

The project proposes an amendment to the General Plan and College Area Community Plan, rezone of the site from the existing CC-1-3 and RS-1-1 Zones to the RM-4-10 Zone, a Tentative Parcel Map to create two parcels, a Planned Development Permit and Site Development Permit to allow demolition of approximately 114,000 square feet of existing vacant commercial/office structures, development of 659 residential dwelling units and, 2,290 square feet of commercial retail (Attachment 4). Of the 659 dwelling units seventy-six units would be affordable housing units restricted to persons earning no more than sixty-five percent of area median income. All existing structures would be demolished to allow construction of the proposed project.

The project would construct two five-story residential buildings, two two-story clubhouse buildings, two garage structures seven stories above ground with one subterranean level for a total of eight levels, two pool areas and two courtyards with other amenities, landscaping and a pedestrian walkway within the emergency access road surrounding the perimeter of the site on three sides (Attachment 5). The parking structures would provide 748 parking spaces each where 683 are required for Building One and 677 for Building Two. Of these 748 spaces 616 would be standard spaces and 132 would be tandem spaces. This would provide 65 spaces above the number required by the regulations for Building One and 71 spaces above that required for Building Two.

The applicant is requesting six deviations with the approval of the project. Allowing tandem spaces to be counted towards the parking requirement would be one of the five deviations. All deviations are discussed later in this report. The maximum height of the building would be sixty-eight feet above the surrounding grade. Thirty-two percent of the apartments would be one bedroom units, fifty-one percent would be two bedroom units, three percent would be three bedroom units and fourteen percent would be four bedroom units, approximately.

### **Required approvals**

The Alvarado Apartments project requires several actions to approve the project. A General Plan and College Area Community Plan Amendment is required to change the designated land use from Institutional to Residential. A Tentative Parcel Map is required to subdivide the property into two parcels. A Planned Development Permit is required to develop 659 apartments and other site improvements with deviations to the Land Development Code (LDC). A Site Development Permit is required for development on property where environmentally sensitive lands exist.

### **Requested Deviations**

The proposed development complies with the regulations of the RM-4-10 Zone and site-specific development regulations for the property, as allowed with the approval of a Planned Development Permit and Site Development Permit. The applicant has requested six deviations to facilitate the proposed project. The deviations include the following:

- a. Allow a deviation from LDC Section 131.0454 to reduce by twenty-five percent the total number of exterior storage spaces provided;
- b. Allow a deviation from LDC Section 131.0445(c) to increase the maximum lot coverage from fifty percent to fifty-three percent;
- c. Allow a deviation from LDC Section 142.0406 and Table 142-04D to provide carports with photovoltaic panels on the roof of the parking garage rather than trees in containers;
- d. Allow a deviation from LDC Section 142.1001 to reduce the minimum size for four of five loading zones from twelve feet wide by thirty-five feet long to eight feet wide by twenty-two feet long where only four loading zones are required;
- e. Allow a deviation from LDC Section 131.0461(c) to allow the architectural encroachments within the required front yard to observe a zero foot setback from the front property line where a three foot setback is required for architectural encroachments; and
- f. Allow a deviation from LDC Section 142.0525(a) to count tandem parking spaces towards the total required parking for the project.

The applicant is providing the following information in support of approving the six deviations:

- a. Allow a deviation from LDC Section 131.0454 to reduce by twenty-five percent the total number of exterior storage spaces provided.

The requested deviation would allow the applicant to provide less than the required number of designated storage space for each apartment unit and which is required to be located outside of each individual unit. The proposed project allocates a total of 498 storage spaces to accommodate 659 apartment units, or approximately seventy-five percent of the total units in the proposed project. The project would locate 251 storage spaces in Building I and 247 spaces in Building II.

Reducing the total number of exterior storage spaces provided would not materially affect the operation and benefits associated with the development of the site as proposed (i.e. affordable housing and implementation of various sustainable development practices). Student populations have historically needed less storage space than more permanent populations. The developer would provide large interior closet space for each bedroom and this would reduce the demand and need for exterior storage space.

- b. Allow a deviation from LDC Section 131.0445(c) to increase the maximum lot coverage from fifty percent to fifty-three percent.

The deviation would allow the proposed project to obtain a maximum lot coverage of approximately fifty-three percent as opposed to the maximum lot coverage of fifty percent

allowed under the proposed RM-4-10 Zone. The deviation would allow for the proposed uses, spaces and density to remain as proposed to maximize the proposed redevelopment and use of this site.

With the focus and attention on improving overall efficiencies of today's multi-family communities, the applicant is proposing a new community that would be highly efficient and environmentally conscious. Improvements to address water conservation and energy generation and conservation practices would also include landscape materials and practices that encourage drought-tolerant and native materials to require less water and care than the existing species on site.

The applicant believes the proposed project would also be of great benefit to the area with respect to the mini dorm conflicts and issues affecting the residents within the College Area. The project would be designed to accommodate the proposed density and number of residents, with amenities, parking and access to and from the site for the residents. Upon completion, the project would be professionally managed by an experienced management team accustomed to managing the programming and processes inherent in a high-density, multi-family community including and not limited to rules and procedures to which all residents must adhere. Increasing the maximum lot coverage from fifty to fifty-three percent would increase the efficient utilization of limited multi-family parcels by increasing the total number of dwelling units and affordable dwelling units.

- c. Allow a deviation from LDC Section 142.0406 and Table 142-04D to provide carports with photovoltaic panels on the roof of the parking garage rather than trees in containers.

The purpose of providing trees within parking lots is to create shading of the pavement to reduce the heat island effect of large expanses of pavement. Carports would provide a superior quality and quantity of shading on the parking structure deck when compared to living trees in that the shade created by carports would be 100 percent and immediate upon completion of the project. Trees installed in containers on the top deck of the parking structure would never attain a height and breadth capable of providing an equivalent amount of shade as would be permanently provided by the carports.

The deviation would allow the elimination of the required number of trees on the roof of the parking structures in favor of providing carports with photovoltaic panels to generate electricity on site. The regulation requires eighteen trees on the roof of each proposed parking structure. In lieu of trees in containers the proposal is to provide 58 carports and a sufficient number of photovoltaic panels and racks that would provide the common areas of the project to be powered by on-site solar energy. Upon completion of construction the carports and photovoltaic panels would also provide instantaneous and 100 percent shading of the covered area on the roof while reducing the reflected heat from the top level of the parking structure. The eighteen trees

required on each roof would not be eliminated from the project, yet would be planted elsewhere on the site.

The requested deviation from this particular requirement would result in additional sustainable features not required, yet would enhance the project and surroundings for the benefit of future residents, the College Area community and the City of San Diego. Historically, trees in planters have a very low success rate in providing shade over parking spaces. The photovoltaic panels proposed would create instant shade on approximately 9,000 square feet, or forty percent of the roof of the parking structure. The photovoltaic panels would provide “off the grid” electricity to power the proposed lighting within the parking structure. This electricity cannot be provided by planting trees.

- d. Allow a deviation from LDC Section 142.1001 to reduce the minimum size for four of five loading zones;

The applicant is requesting a deviation from LDC Section 142.1010(c) which specifies the dimensions of required loading areas. The applicant would provide five loading areas where only four are required. Of these five, one would be on the site and four would be located within the parking structures, two in each structure. The deviation requests a reduction in the size of the four areas within the parking structure. The maximum size of these four loading areas would be eight feet by twenty-two feet with a vertical clearance of eight feet two inches where the standard is twelve feet by thirty-five feet with a fourteen foot vertical clearance.

The applicant’s proposed design is unable to accommodate the required length and height for loading areas to be located within the parking structure. The business model promoted by the applicant states the intent is to market the project toward students attending SDSU, as well as nursing students and staff affiliated with the Alvarado Hospital. The applicant intends to furnish seventy-five percent of the apartments including appliances. As a result of this marketing plan and business model the applicant anticipates the need for large moving or delivery vans to access the site is limited. The deviation request is based on the applicant’s experience of developing and operating more than forty other student-housing communities across the nation.

- e. Allow a deviation from LDC Section 131.0461(c) to allow the architectural encroachments within the required front yard to observe a zero foot setback from the front property line where a three foot setback is required for architectural encroachments

The applicant is requesting a deviation of approximately two feet from LDC Section 131.0461(a)(7) and 131.0461(c) with respect to the two end trellis & arbor structures located in front of the retail/mixed-use space fronting on Alvarado Road.

The LDC Section 131.0461(a)(7) and (c) allow for architectural encroachments in the RM-4-10 Zone, with the following limitations. No permitted projection or encroachment may be located in required yards within view corridors that are designated by land use plans in the Coastal Overlay Zone or in a required visibility area or a required turning radius or vehicle back-up area, except where development regulations may allow. (1). For front and rear yards, one encroachment is permitted per 50 feet of building façade length, with a minimum of 10 feet

between encroachments. (2) For side yards, two encroachments are permitted per 50 feet of building facade length, with a minimum of 10 feet between encroachments. (3) A minimum of 3 feet must be provided between the encroachment and the property line.

The applicant requests the deviation to allow a connection created by the proposed trellis and arbor structures between the retail/mixed-use area of the project and sidewalk and public right-of-way of Alvarado Road, the nearby trolley station and the neighboring development. The aesthetics of the project would be enhanced by these vertical architectural elements at the elevation of the building facing the retail/mixed-use area and would inject a reference for pedestrian scale from the building to the sidewalk. Allowing architectural encroachments within the required front yard to observe a zero foot setback from the front property line where a three foot setback is required for an architectural encroachment would add to the esthetic appeal of the architecture and create a more attractive and successful project by strengthening the relationship of the building to the pedestrian experience from the sidewalk and upon entering the project site.

- f. Allow a deviation from LDC Section 142.0525(a) to count tandem parking spaces towards the total required parking for the project.

The applicant is requesting a deviation from LDC Section 142.0525(a) to allow a deviation to permit a combination of standard parking spaces with tandem spaces to meet the required number of parking spaces provided in each parking structure.

The LDC Section 142.0525(a) requires a total of 683 parking spaces for Building One and 677 parking spaces for Building Two. As the site is located within the College Area Parking Impact Zone tandem parking spaces do not count toward the required parking total. The parking structures would provide 748 parking spaces each where 683 are required for Building One and 677 for Building Two. Of these 748 spaces 616 would be standard spaces and 132 would be tandem spaces. This would provide 65 spaces above the number required by the regulations for Building One and 71 spaces above that required for Building Two.

The applicant believes this deviation can be supported for a number of reasons. The project is directly across Alvarado Road from the Alvarado Trolley Station. A two year study completed by the University of California at Berkeley and California State Polytechnic University Pomona, funded by Caltrans, stated “residents living in multi-family projects within close proximity to transit stations are five times more likely to use the transit.” Within close proximity to San Diego State and Alvarado Hospital, both major employers in the College Area, the trolley and other non-traditional means of transportation would be the preferred method to get to and from school and work.

The applicant would also incorporate a Transportation Demand Management or TDM plan. As part of the TDM plan there would be an incentive program to encourage transit use. The applicant would offer a one month transit pass per each dwelling unit for the first ten years Alvarado Apartments is occupied when that apartment is leased for one year. The project is also providing spaces in the garages for zip cars. Each zip car removes approximately 15-20 personally owned vehicles from the road. A zip car is a car garaged on the site and owned by a private business which is available for short term rental to occupants of the complex. The

deviation is supported by several offsetting benefits. By reducing the scale of the parking structure the project would create an additional 2,000 square feet of project open space in the courtyards, reduces the amount of excavation necessary to construct the parking structure, reduces truck trips hauling earthwork from the site, and raises the bottom level of the structures above the water table by an additional five to six feet. The increase of project open space equates to ten percent more project open space. The additional open space would have a tremendous benefit for resident recreation, wellness and the functionality of the project.

The six deviations would result in a better project than through the strict application of the zoning requirements. Staff supports granting the deviations. The draft findings necessary to approve the project are included as Attachment 6. Specific conditions of approval require the continued compliance with all relevant regulations of the City of San Diego effective for the proposed site, and have been written as such into Planned Development Permit No. 572630 and Site Development Permit No. 658951.

### Project Design

The two five-story residential buildings would utilize a variety of materials, colors and textures (Attachment 5). In addition, the buildings would include awnings, Juliet balconies, patios, decorative shutters, cornices, Spanish style roof tiles, archways, wrought-iron detailing, stone facades and exposed rafter tails. This level of detail and variety would provide interest and contrast to the five story buildings reducing the perceived bulk of the structures and avoid monotony in the architecture. Internal to the project and surrounded by the residential buildings would be two eight-story parking garages, seven levels above grade and one below grade. Each garage would hold a number of parking spaces exceeding the minimum required by the regulations. Of the 122 parking spaces located on the roof of each parking structure, forty-five percent would be covered by structures supporting photovoltaic panels capable of generating electricity for use on-site.

### General/Community Plan Analysis

The proposed Alvarado Apartments project would amend the College Area Community Plan component of the General Plan. The applicant is requesting a change of land use designation from Institutional to High Density Residential with a density range of 45-75 dwelling units per net residential acre. The proposed changes to the College Area Community Plan are included as Attachment 7.

The Public Facilities Element of the College Area Community Plan (Plan) describes the site as the Alvarado Medical Center with other medical offices adjacent that are well integrated and linked by sidewalks and driveways. The Plan acknowledges the area is also served by the Kaiser Hospital and other medical facilities located within a convenient distance.

The Public Facilities Element of the College Area Community Plan recommends: a) the community should monitor hospital facilities within and adjacent to the planning area to ensure adequate hospital service for community residents; b) development in the office area adjacent to Alvarado Medical Center should emphasize medically-oriented and University-related office; and



c) a pedestrian circulation system linking office development with the medical center should be maintained.

The site is also adjacent to the Alvarado Road Sub-area of the College Community Redevelopment Project Area (Attachment 8). The College Area Community Plan recommends the Alvarado Road Sub-Area be developed into university-serving office and research/development uses, all of which are general office uses compatible with the current use of the site. The San Diego State University 2007 Campus Master Plan (Attachment 9) discusses the Alvarado Campus in greater detail. Specifically, the Alvarado Campus includes an expansion of the current Campus Master Plan's northeastern boundary to incorporate additional property, consisting of the multi-phase development of approximately 612,000 gross square feet (GSF) of academic/research/medical space, and a 552,000 GSF vehicle parking structure. The future expansion would not include the site of the proposed plan amendment.

The Land Use and Community Planning element of the General Plan contains policy direction for implementing the City of Villages strategy, provides City-wide land use policies and designations, and establishes community plans as integral components of the General Plan. The Land Use and Community Planning element includes a General Plan Land Use and Streets Map, which is a compilation of adopted community plan land use and circulation system maps. The Land Use and Community Planning element includes goals for balanced communities, equitable development, and environmental justice. One specific goal is to achieve a diverse and balanced community with a variety of housing. The Land Use and Community Planning element relies on community plans for site-specific land use and density designations and recommendations.

The College Area Community Plan (Plan) includes the objectives of identifying areas appropriate for multi-family development; identifying density levels appropriate for multi-family development in order to ensure compatibility with existing single-family neighborhoods; and reducing the shortage of student housing by identifying a mixed-use area adjacent to the University for all forms of student housing. The proposed Plan amendment would facilitate the construction of a multi-family residential development adjacent to the University and would implement the goals and objectives of the General and College Area Community Plan.

The Housing Element of the General Plan serves as a comprehensive plan with specific measurable goals, policies, and programs to address the City's critical housing needs. The Housing Element was adopted by the City Council under separate cover from the rest of the General Plan on December 5, 2006. The College Area Community Plan includes recommendations for all new multi-family housing, including dormitories, fraternities and sororities. New housing developed adjacent to the University should include the following: be compatible with the bulk, scale, and character to adjacent development; parking, enclosed or underground, be provided for structures up to 12 stories tall; strong pedestrian links to the University, nearby commercial facilities and public transit; and provide multiple or mixed-use development consisting of housing, retail and University-oriented office facilities. Of the proposed 659 dwelling units seventy-six units would be restricted to persons earning no more than sixty-five percent of the median area income.

The Public Facilities, Services and Safety element of the General Plan addresses facilities and services that are publicly managed, including Fire-Rescue, Police, Wastewater, Storm Water, Water Infrastructure, Waste Management, Libraries, Schools, Information Infrastructure, Disaster Preparedness, and Seismic Safety. The element includes policies on the prioritization and provision of public facilities and services, evaluation of new growth, guidelines for implementing a financing strategy, and guidelines for the provision of specific facilities. The policies require new growth to pay its fair share for public services, with the City and community-at-large responsible for remedying existing facilities deficiencies.

The College Area Community Plan (Plan) includes the goal of ensuring a high level of public services to the community. The Plan further recommends: the community monitor hospital facilities within and adjacent to the planning area to ensure adequate hospital service for community residents; development in the office area adjacent to Alvarado Medical Center should emphasize medically-oriented and University-related offices; and a pedestrian circulation system linking office development with the medical center be maintained. Staff evaluated the proposal for potential impacts related to the loss of medical offices and determined the proposal would not negatively impact the goals and recommendations of the Plan based on the availability of existing vacant commercial space in the College Area submarket, the anticipated amount of new commercial space associated with the future expansion of the SDSU campus, and the amount of vacant office space currently available at Alvarado Hospital.

#### General/Community Plan Amendment Issues Analysis

At the October 2, 2008 Planning Commission hearing initiating the plan amendment process, the Planning Commission and City staff identified a number of issues to be evaluated through the amendment process. These issues have been stated and the responses provided in Attachment 10 to this report.

#### Environmental Analysis

City staff conducted an Initial Study which determined the proposed project would have a significant environmental effect. Subsequent revisions in the proposed project design would create the specific mitigation identified in Section V of the Mitigated Negative Declaration. The revised project would now avoid or mitigate potentially significant environmental effects identified by earlier staff analysis. A Mitigation, Monitoring, and Reporting Program, as specified in Mitigated Negative Declaration No. 157028, would be required to address the potential impacts resulting from the implementation of the project. Mitigation would be required in the following areas: Transportation/Circulation; Land Use/Multiple Species Conservation Program; Biological Resources; Historical Resources; Paleontological Resources; Air Quality; and Utilities. No other mitigation would be required to reduce impacts as a direct result of the project.

#### Project-Related Issues

An unresolved issue exists between the applicant and City staff regarding population-based park requirements. Analysis of the project by staff in accordance with adopted City Council policy

establishes the population-based park requirements for the project. The applicant has been provided the information based on the adopted General Plan. The applicant and staff met on several occasions to discuss the requirements and entertain options to meet the park development requirements. No agreement was reached at the conclusion of these meetings. The applicant has offered an alternative to the park requirements identified by staff. Many of these alternatives have not been submitted for review, yet have been discussed in meetings or written correspondence. The General Plan guidelines for population-based parks, the applicant's proposal to satisfy those requirements, staff's analysis of the applicant's proposal and staff's draft conditions are discussed in greater detail below.

The project was reviewed for conformance with the City's General Plan guidelines for population-based parks, the College Area Community Plan and College Area Community Public Facilities Financing Plan (PFFP). The City's General Plan recommends a three to thirteen acre neighborhood park for every 5,000 residents be located within a one mile service radius and a minimum thirteen acre community park and a recreation center for every 25,000 residents be located within a three mile, plus or minus, service radius, whichever is less. For every 50,000 residents, a community swimming pool is recommended within six miles, plus or minus, service radius.

The adopted College Area Community Plan (Plan) does not designate residential development at the proposed density at the project site and requires a community plan amendment. In addition to the Plan amendment the property must be rezoned to allow the proposed residential development. The current per-dwelling-unit Development Impact Fee (DIF) monies provide public facilities required to support the population of the approved community plan at its maximum build-out.

It follows therefore, of the 659 residential units proposed by the project, 287 units are required to pay the existing per-dwelling-unit DIF as these dwelling units are allocated by the current College Area Community Plan land use designation and density. The additional 372 dwelling units would be subject to the population-based park requirements. The population-based park requirements are calculated separately, as follows:

372 units would generate approximately 867 residents based on an estimated density of 2.33 persons per household unit. The estimated density is in accordance with the SANDAG 2010 forecast.

With a park area requirement calculated at 2.8 acres per 1,000 persons, the 867 residents would require 2.43 acres of usable park land to serve the proposed increase in population for the College Area community.

Additionally, the applicant would be required to provide a pro-rata share of the cost of a community recreation building and a community swimming pool, to be paid at the issuance of building permits.

The applicant has proposed the following to address the project population-based park requirements:

1. Pay the existing Development Impact Fee at issuance of building permit for Building One for the 287 units allowed under the existing community plan.
2. Pay the pro-rata share of the cost of a community swimming pool and community center, at issuance of building permit for Building Two.
3. Commence with the installation of natural turf at Tubman Charter School for joint-use purposes at issuance of building permit for Building Two and complete installation prior to final occupancy permit for Building Two providing funding for maintenance of the turf for five years.
4. Provide a 1.4 acre on-site park, via an access easement for public use, to be maintained by the applicant in perpetuity. The park would consist of the following amenities for public use:
  - a. Provide approximately 1,000 square feet for a community center, along with two bathrooms, located adjacent to proposed retail and courtyard, which would be the focal point for the project from Alvarado Road.
  - b. Two tot-lots with rubber surface and play equipment. The combined total of the tot-lot areas would be over 2,200 square feet.
  - c. One half mile jogging/walking loop, within the emergency fire lane, around perimeter of property. This park will be lined with trees on either side and consist of drought tolerant landscaping. Jogging/Walking trail would be designed in conjunction with Alvarado Hospital doctors to provide cardio exercise equipment and promote awareness and physical fitness.
  - d. Park benches/seating along Alvarado Road, adjacent to park entrance.
  - e. Twenty-eight parking spaces for use by the general public. These spaces would be located in an on-site parking structure and within the public right-of-way.
  - f. Par Course throughout the park with maps at park entrance.
  - g. Monument signage along Alvarado Road identifying the on-site public park related improvements.
  - h. A 6,000 square foot central park area located between the two buildings and outside of the emergency fire access lane.

Staff has reviewed the applicant's proposal and has no issue with items 1 and 2. Staff does not support the applicants proposed population-based park improvements numbered as items 3 and 4 for the following reasons:

3. A natural turf joint use area at Tubman Charter School.

The useable area available for joint-use turf field is less than one and one half acres. The Park & Recreation Department and School District have established a policy to use artificial turf for joint-use areas less than one and one half acres. This policy has been established due to the difficulties experienced in maintaining intensely used natural turf areas to an acceptable level. Turf areas less than one and one half acres subjected to joint-use are used very intensely. Other artificial turf joint-use areas are being implemented at sites larger than the site at Tubman Charter School.

4. A 1.4 acre on-site park for the City of San Diego consisting of:
  - a. Provide approximately 1,000 square feet for a community center, with two bathrooms, located adjacent to proposed retail and courtyard, which would be the focal point for the project from Alvarado Road.
  - b. Two tot-lots with rubber surface and play equipment. The combined total of the tot-lot areas would be over 2,000 square feet.

Plans have not been submitted that includes this proposal for staff review. However, based on a concept presented during a meeting, the size and location of the community room is not appropriate for a public facility. Access to this facility would be through the retail business patio.

- c. One half mile jogging/walking loop, within the emergency fire lane, around perimeter of property. This park will be lined with trees on either side and consist of drought tolerant landscaping. The jogging/walking trail would be designed in conjunction with Alvarado Hospital doctors to provide cardio exercise equipment and promote awareness and physical fitness.

The configuration of the fire access does not lend itself to providing typical public park amenities. The proposed park area is not a destination-oriented amenity and does not provide a connection to other public parks. Other projects have proposed more extensive recreational amenities along fire lanes to assist in offsetting population-based park requirements for their projects which have not been credited as satisfying population-based park requirements by staff. Therefore, to do so in this case, would be inconsistent and would set a precedent for future projects. Also, surveillance of the area is difficult. The applicant has not provided a plan indicating the limits of the on-site park. As such, staff cannot substantiate the park acreage figure.

- e. Twenty-eight parking spaces for use by the general public. These spaces would be located in an on-site parking structure and within the public right-of-way.

The twenty-eight parking spaces have not been identified on the plans submitted for review by staff. It is not clear at this time how many spaces are on-site and how many are within the public right of way. It is also not clear if these parking spaces are exclusive to park patrons or to be shared with resident guests.

- f. Par Course throughout the park with maps at park entrance.

The par course has not been shown on the plans submitted for staff review. Previous discussions with the applicant identified two par course stations. Staff cannot support, as a public park amenity, a par course system with limited stations.

- h. 6,000 square foot central park area located between the two buildings and outside of the fire lane.

A 6,000 square foot central park concept has recently been provided to staff, but has not been submitted for staff review and comment. There has been insufficient time for staff review and comment on this proposal.

Other park amenities identified in the applicant's proposal include benches and monument signage and are typical amenities for a population-based park.

Staff supports the project with the following conditions:

1. Prior to the issuance of a building permit for Building One, the Owner/Permittee shall pay the College Area DIF applicable and in effect at the time of building permit issuance, for the 287 units. Prior to the issuance of a building permit for Building Two, the Owner/Permittee shall pay the College Area DIF, excluding the park portion, applicable and in effect at the time of building permit issuance for the 372 units. The Owner/Permittee shall include certain park improvements, as required below, in lieu of the park portion of the DIF for Building Two.
2. Prior to the issuance of a building permit for Building Two, the Owner/Permittee shall enter into a Park Development Agreement for construction joint-use facilities including artificial turf at Tubman Charter School, at an estimated value of \$1,130,000, consistent with City Standards and the City of San Diego Park & Recreation Department Consultant's Guide to Park Design and Development, and make a contribution of \$715,000, to be placed in an interest-bearing account, for turf maintenance, repair, and artificial turf replacement at ten years.
3. Prior to the issuance of a building permit for Building Two, the Owner/Permittee shall make a contribution of \$895,059, to be placed in an interest-bearing account, for miscellaneous improvements at Colina del Sol Community Park.
4. Prior to issuance of an occupancy for Building Two, the Owner/Permittee shall construct a 3,000 square foot community room within Building Two and a 1,300 square foot tot-lot, located at the most northeasterly corner of the development, adjacent to the fire lane, for public recreational purposes at an estimated value of \$418,000. The community room and tot-lot shall have a separate entrance accessible directly from the public right of way. The community room shall be a minimum 3,000 square feet in order to function as a public meeting place. All project improvements to satisfy population-based park requirements shall be built to City Standards and the City of San Diego Park & Recreation Department Consultant's Guide to Park Design and Development.

5. Prior to the issuance of a building permit for Building Two, the Owner/Permittee shall provide for review and approval the construction plans to the satisfaction of the Park & Recreation Department.

6. Prior to recording the parcel map, the Subdivider shall indicate on the parcel map a public access easement over all areas within the site intended for public recreation, in accordance with Exhibit "A", satisfactory to the Park & Recreation Department and the City Engineer.

### College Area Community Planning Board

At the May 13, 2009 meeting of the College Area Community Planning Board (Board), the Board voted 14:1:0 to recommend approval of the above referenced project, community plan amendment and rezone, the requested deviations and the applicant's proposed park plan (Attachment 11). The Board also expressed the following concerns about the project:

1) While the mitigations on Alvarado Road directly in front of the project, to be fully funded by the applicant, appear adequate, there is concern regarding adequacy of the long-range traffic infrastructure plans for Alvarado Road between 70<sup>th</sup> Street and College Avenue. The vote to submit this as a concern was 13:2:0. In response to comment number one staff's analysis of the traffic forecast indicates the circulation infrastructure planned will be adequate.

2) The Planning Commission should pay special attention to the traffic study to see if credits for traffic reduction are appropriately taken. The vote to submit this as a concern was 13:2:0. In response to comment number two staff's analysis of the traffic impact analysis concluded all appropriate credits were applied.

3) Any park development at the Tubman Village joint use park should integrate ideas from the community and the College Area Community Planning Board to insure the newly funded park is more than just a carpet of grass. The vote to submit this as a concern was 15:0:0. In response to comment number three improvements planned for Tubman Elementary would be to the satisfaction of the Park and Recreation Director and the school district which owns the property.

Additionally, the Board voted 15:0:0 to submit a comment regarding the Draft Mitigated Negative Declaration. This comment has been addressed by a correction in the Final Mitigated Negative Declaration.

### CONCLUSION

Staff has reviewed the proposed project and all issues identified through the review process have been resolved in conformance with adopted City Council policies and regulations of the Land Development Code. Staff has provided draft findings to support approval of the proposed development (Attachments 6 and 12) and draft conditions of approval (Attachments 12 and 13). Staff is recommending the Planning Commission recommend the City Council approve the project, with conditions, as proposed.

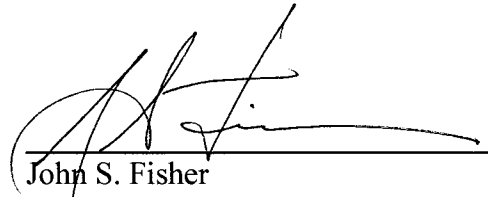
## ALTERNATIVES

1. **Approve** Rezone No. 593504, General Plan and College Area Community Plan Amendment No. 593505, Tentative Parcel Map No. 593503 and Planned Development Permit No. 572630, **with modifications.**
2. **Deny** Rezone No. 593504, General Plan and College Area Community Plan Amendment No. 593505, Tentative Parcel Map No. 593503 and Planned Development Permit No. 572630, **if the findings required to approve the project cannot be affirmed.**

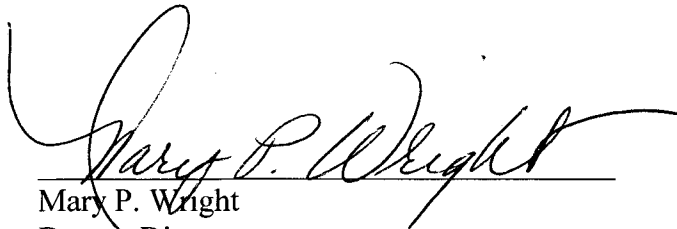
Respectfully submitted,



Mike Westlake  
Program Manager  
Development Services Department



John S. Fisher  
Development Project Manager  
Development Services Department



Mary P. Wright  
Deputy Director  
City Planning & Community Investment Department

BROUGHTON:JSF

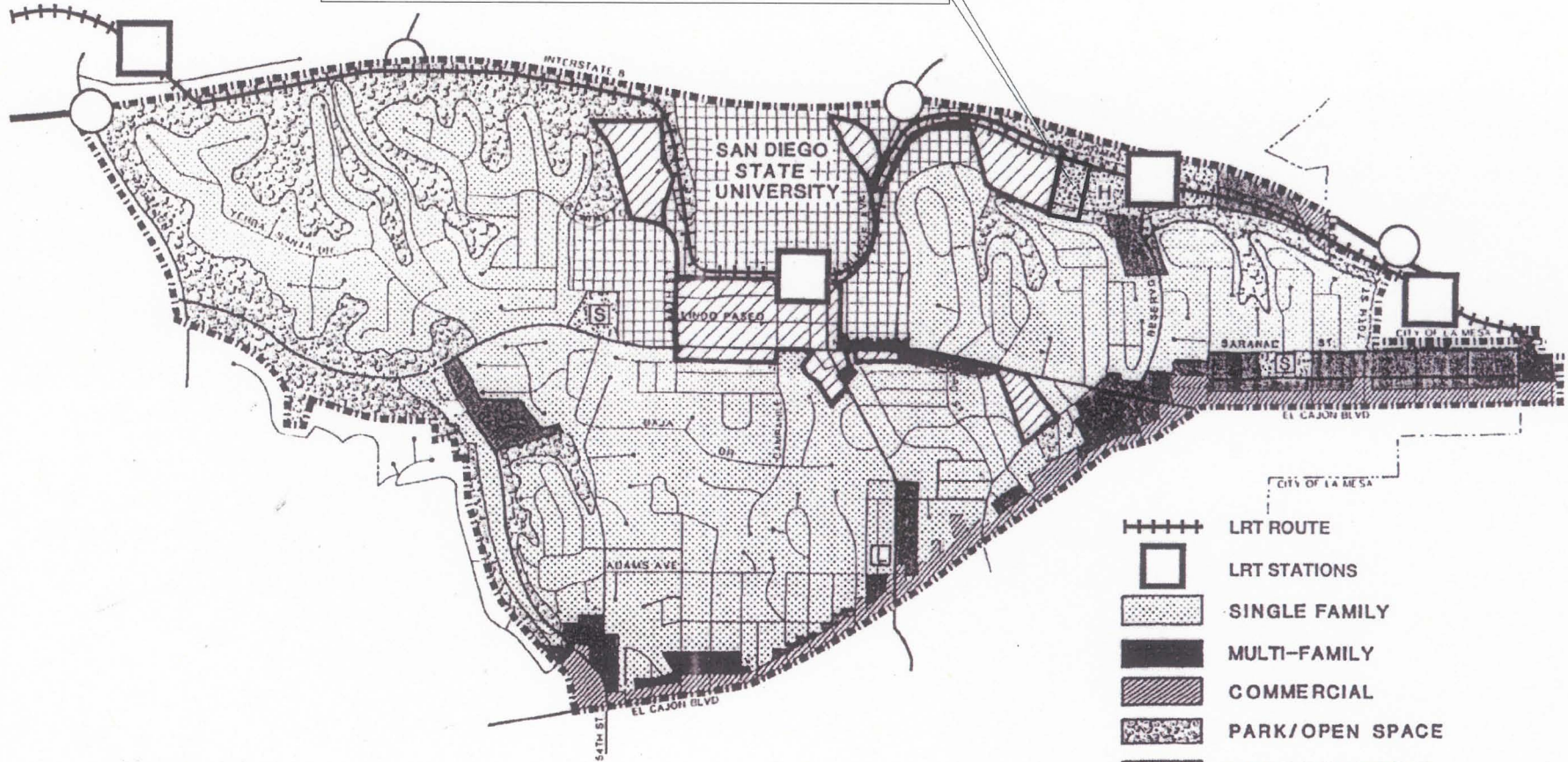
### Attachments:

1. College Area Community Plan Land Use Map
2. Project Location Map
3. Aerial Photograph
4. Proposed Site/Landscape Plan
5. Proposed Elevations; Perspectives East and West
6. Draft Planned Development Permit and Site Development Permit Resolution with Findings
7. Draft College Area Community Plan Amendment
8. College Community Redevelopment Project Area
9. San Diego State University 2007 Campus Master Plan
10. Planning Commission Initiation Issues
11. College Area Community Planning Board recommendation
12. Draft Map Conditions and Subdivision Resolution



13. Draft Planned Development Permit and Site Development Permit with Conditions
14. Draft Rezone Ordinance
15. Rezone sheet B-4275
16. Project Plans (under separate cover)
17. Ownership Disclosure Statement
18. Project Chronology
19. Project Data Sheet
20. Applicant's Proposed On-site Park Improvements

**Proposed Community Plan Amendment  
From Institutional to High Residential (45-75 DU/AC)**



- ++++ LRT ROUTE
- LRT STATIONS
- ▨ SINGLE FAMILY
- MULTI-FAMILY
- ▩ COMMERCIAL
- ▧ PARK/OPEN SPACE
- ▦ UNIVERSITY CAMPUS
- ▨ REDEVELOPMENT PROJECT AREA (see fig. 7B)
- ▧ INSTITUTION
  - ⊠ HOSPITAL
  - ⊡ LIBRARY
  - ⊞ SCHOOL



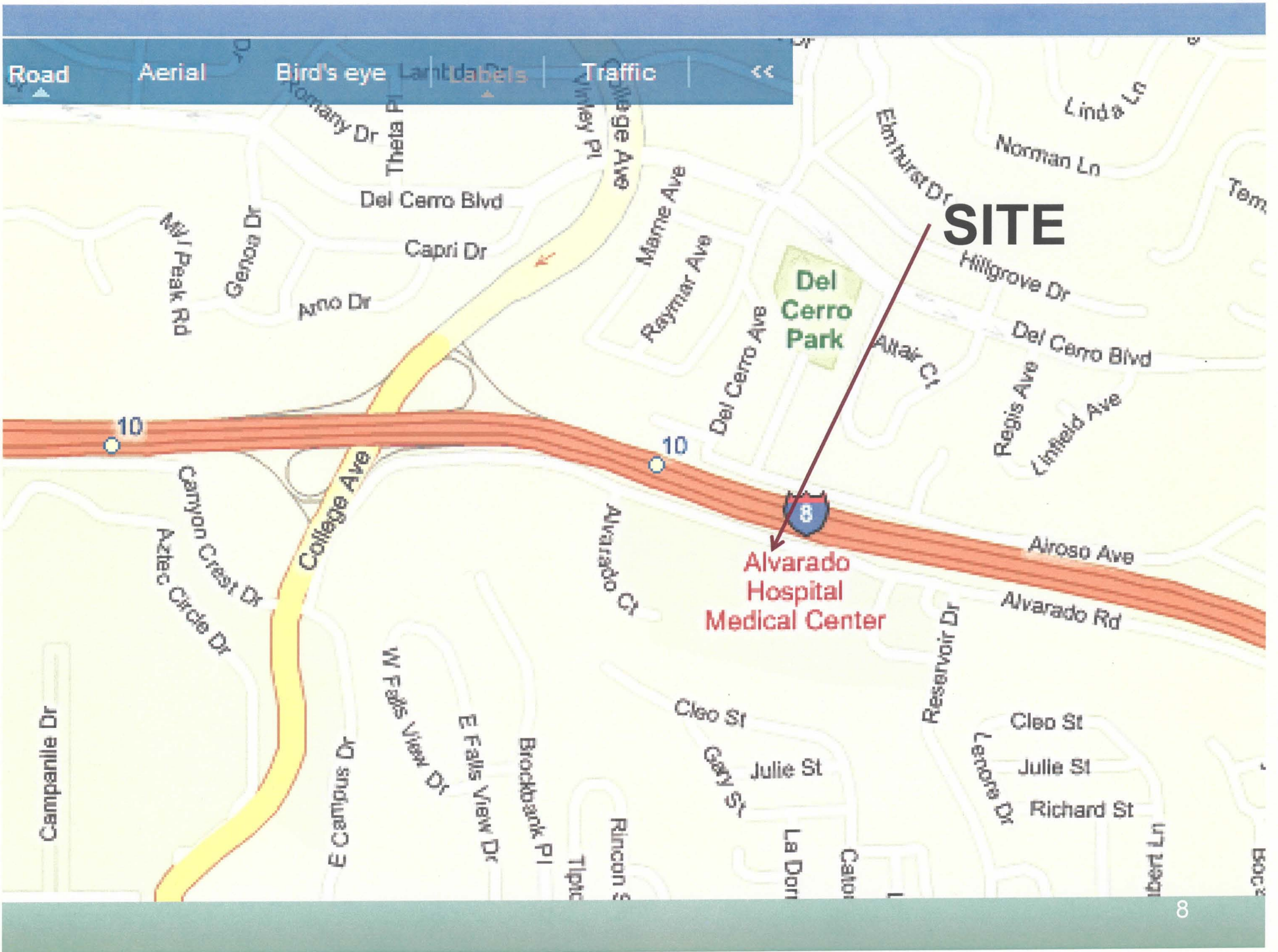
**COMMUNITY PLAN MAP**

COLLEGE AREA COMMUNITY PLAN  
CITY OF SAN DIEGO • PLANNING DEPARTMENT



FIGURE  
**25**

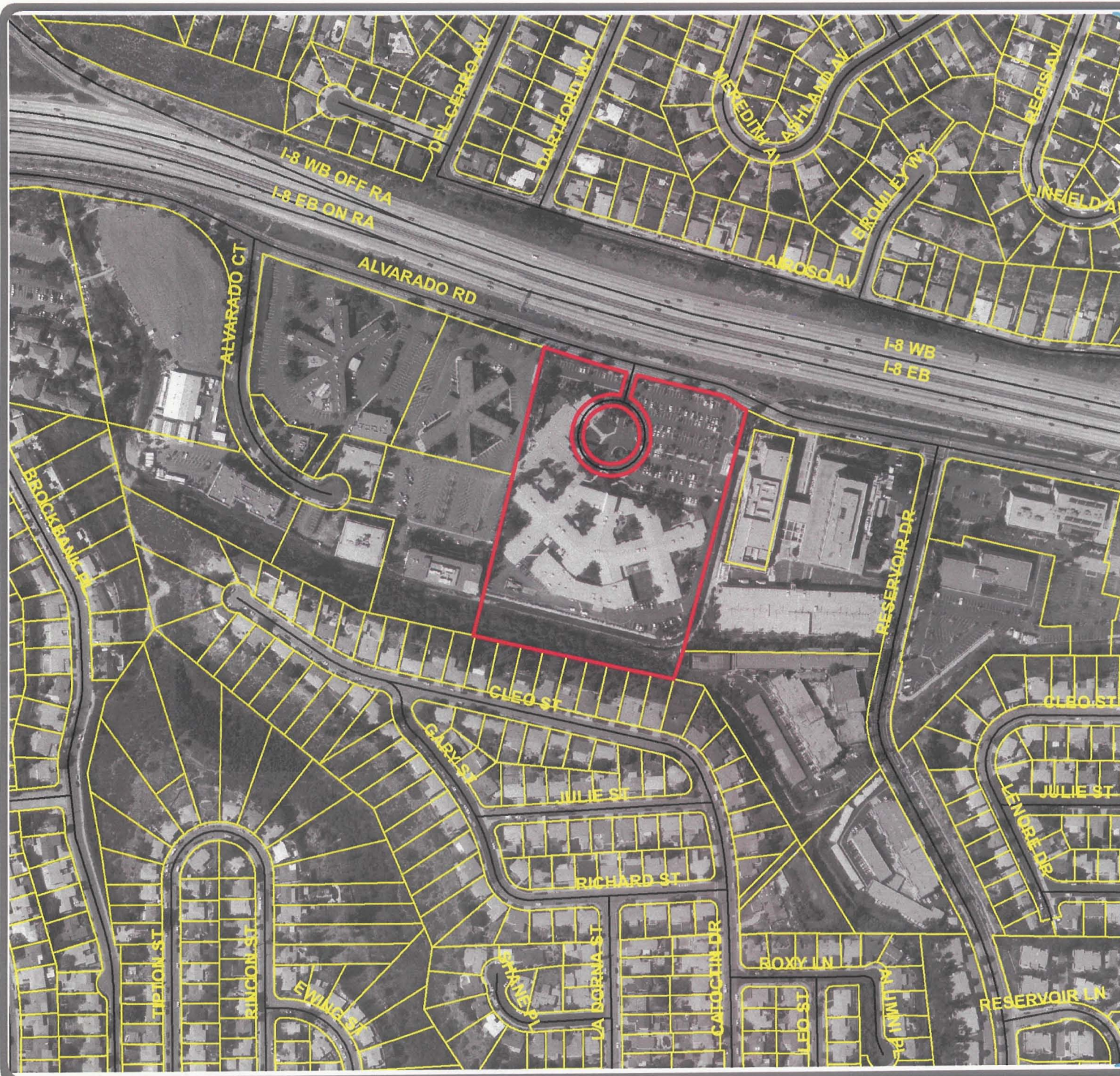




**SITE**

**Alvarado  
Hospital  
Medical Center**



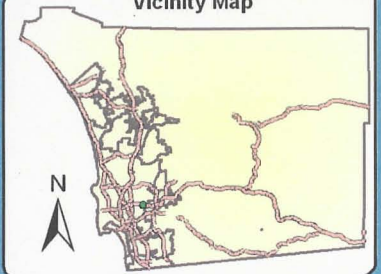


 Roads  
 Parcels



1 inch = 365 feet

Vicinity Map





*We Have San Diego Covered!*

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Plot Date: 06/03/09









EAST PERSPECTIVE



WEST PERSPECTIVE

Alvarado Apartments  
 TTL Building Company Inc.