



REPORT

THE CITY OF SAN DIEGO TO THE PARK AND RECREATION BOARD

DATE ISSUED:

REPORT NO. 101

ATTENTION: Park and Recreation Board
Agenda of October 15, 2009

SUBJECT: **ALVARADO APARTMENTS PARK REQUIREMENTS**

SUMMARY

THIS IS AN INFORMATIONAL ITEM ONLY. NO ACTION IS REQUIRED ON THE PART OF THE BOARD.

BACKGROUND

On July 28, 2009, City Council approved the Alvarado Apartments Project. The project required an amendment to the General Plan and the College Area Community Plan, rezoning of the site from the existing CC-I-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 109,028 square feet of existing vacant commercial/office structures, and development of 659 residential dwelling units and 2,290 square feet of commercial retail. Of the 659 dwelling units, 76 units would be affordable housing units restricted to persons earning no more than 65% of area median income.

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 Public Facilities Financing Plan (PFFP). The City's General Plan recommends a 3-13 acre neighborhood park for every 5,000 residents to be located within a one mile service radius; and a minimum thirteen acre community park and a recreation center for every 25,000 residents to be located within a three mile service radius. For every 50,000 residents, a community swimming pool is recommended within a six mile service radius.

Of the 659 residential units proposed by the project, 287 units were required to pay the existing per-dwelling-unit Development Impact Fee (DIF), as these dwelling units were allowed by the current College Area Community Plan. The additional 372 dwelling units, which were not

anticipated in the current College Area Community Plan and its Public Facilities Financing Plan, were not subject to the DIF, but were subject to population-based park requirements with an estimated value of \$3,400,000. The population-based park requirements for the 372 dwelling units were calculated based on adopted City Council Policies and Guidelines 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.

Staff's recommended project conditions (estimated value \$3,400,000):

1. Prior to the issuance of a building permit for Building One, the Owner/Permittee shall pay the College Area DIF for the 287 units, applicable and in effect at the time of building permit issuance (\$241,941 for park portion of DIF). 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; and
2. Prior to the issuance of a building permit for Building Two, the Owner/Permittee shall make a contribution of \$3,158,059, to be placed in an interest-bearing account, for construction Tubman Charter School joint-use facilities and towards a 7,500 square foot expansion of the Colina Del Sol Community Park Recreation Center, in lieu of the park portion of the Development Impact Fee (DIF), to satisfy the project's population-based park requirements.

The applicant offered an alternative proposal to the park requirements recommended by staff, as follows:

Applicant's Park Proposal (per applicant, estimated value \$4,203,691)

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 (\$241,941).
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 (\$290,250).
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 (\$500,000).
4. Provide a 1.3 acre on-site park ("Heart 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 (\$150,000).
- 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 (\$101,500).
 - c. One half mile jogging/walking loop, within the emergency fire lane, around perimeter of property. This park would 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 (\$2,500,000).
 - d. Park benches/seating along Alvarado Road, adjacent to park entrance (\$10,000).
 - e. 28 parking spaces for use by the general public. These spaces would be located in the on-site parking structure and within the public right-of-way (\$150,000).
 - f. Par course throughout the park with maps at park entrance (\$25,000).
 - g. Monument signage along Alvarado Road identifying the on-site public park related improvements (\$7,500).
 - h. A 6,000 square foot central park area located between the two buildings and outside of the emergency fire access lane (no value given, was not a part of the original estimate).

Staff reviewed the applicant's proposal and supported items 1 and 2, but did not support items 3 and 4 for the following reasons:

- 3. Installation of a natural turf joint use area at Tubman Charter School;
 - The useable area available for a joint-use turfed field is less than one and one half acres. Based upon staff's experience of small joint use sites being heavily used, additional costs for maintenance, closures to renovate and/or over seed and the increased irrigation to ensure it sustainability year-round, the City of San Diego and School District staff are working on a policy for artificial turf use at joint-use areas less than one and one half acres in size.
 - Other artificial turf joint-use areas are currently being implemented at sites larger than the site at Tubman Charter School.
 - Population-based park requirements for a project cannot be satisfied through funding for the provision of park maintenance, according to the City Attorney's Office.
- 4. A 1.3 acre on-site park (Heart Park);
 - a. Provide approximately 1,000 square feet for a community center, etc.
 - The size and location of the community room are not appropriate for a public facility.
 - Access to this facility would be through the retail business patio.
 - b. Two tot-lots with rubber surface and play equipment.
 - The location of the tot-lots would not encourage general public access, and the solar orientation is unfavorable to tot-lot use.
 - c. One half mile jogging/walking loop, within the fire lane, around perimeter of property.
 - The configuration of the fire lane does not lend itself for providing, or supporting typical public park amenities.

- The proposed park area is not a destination-oriented amenity and does not provide a connection to other public parks within the community.
 - 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 given credit for satisfying population-based park requirements. Therefore, to do so in this case, would be inconsistent and would set a precedent for future projects.
 - Surveillance of the area is difficult.
- e. 28 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.
- There is no assurance that the parking spaces within the apartment parking structure would not be used for resident guests.
- f. Par course throughout the park with maps at park entrance.
- Previous discussions with the applicant identified only two par course stations.
 - Staff cannot support, as a public park amenity, a par course system with limited stations.
- h. A 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 was not submitted for staff review and comment prior to the City Council hearing.

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

According to the City Attorney's Office, population-based park requirements for a project cannot be satisfied through funding for the provision of park maintenance, as proposed by the applicant as part of the 1.3 acre park.

Although staff and the applicant did not come to agreement on how to satisfy the park requirements, the project was allowed to go forward to the Planning Commission and City Council. At the June 18, 2009 Planning Commission hearing, Commissioner's recommended approval of the project with seven conditions being added to staff's recommended permit conditions for project approval. Three of the conditions modified staff's recommended population-based park requirements, as follows:

1. Adjust the financial contribution to Colina Del Sol Park, or other parks in the College Area Community, so that total park development requirements have a value equal to the population-based park requirements determined by staff (\$3,400,000).
2. The turf to be installed at Tubman Charter School would be natural grass.
3. The on-site community room would be 1,000 square feet.

Staff did not support Planning Commission recommendations 2 and 3 for the same reasons stated above in this report.

At the July 28, 2009 City Council hearing, Council voted to approve the Alvarado Apartments Project, with 10 conditions proposed by Councilmember Marti Emerald, CD 7. Four of the conditions addressed the project's population-based park requirements, at an estimated value of \$3,400,000, and are as follows (verbatim from City Clerk transcripts):

- "The Heart Park would be built and maintained in perpetuity including a community room, bathrooms, parking spaces and tot lots. These parks and facilities would be available to the general public and the park would close at dark."
- "There is supposed to be 48 acres of parks in that area and there are fewer than 4 acres there. \$3.4 million would be invested in parks and include 1.13 acres of natural turf at Tubman Elementary and I've got petitions here from the community. They are asking for natural turf that is drought tolerant in the amount of \$280,000 not to exceed \$400,000."
- "Install lighting at Hardy Elementary in the amount not to exceed \$320,000."
- "Developer is to make a cash payment to the City in the amount of \$1.18 million to be used to fund additional park improvements in the College area."

FISCAL CONSIDERATIONS: Tubman Joint Use Facilities would require enhanced maintenance per the City of San Diego/San Diego Unified School District Memorandum of Understanding for joint use areas under 1.5 acres. At today's rate of \$12,500/acre per year, the Tubman Joint Use Facility maintenance cost would be approximately \$14,125 per year.

Respectfully submitted,



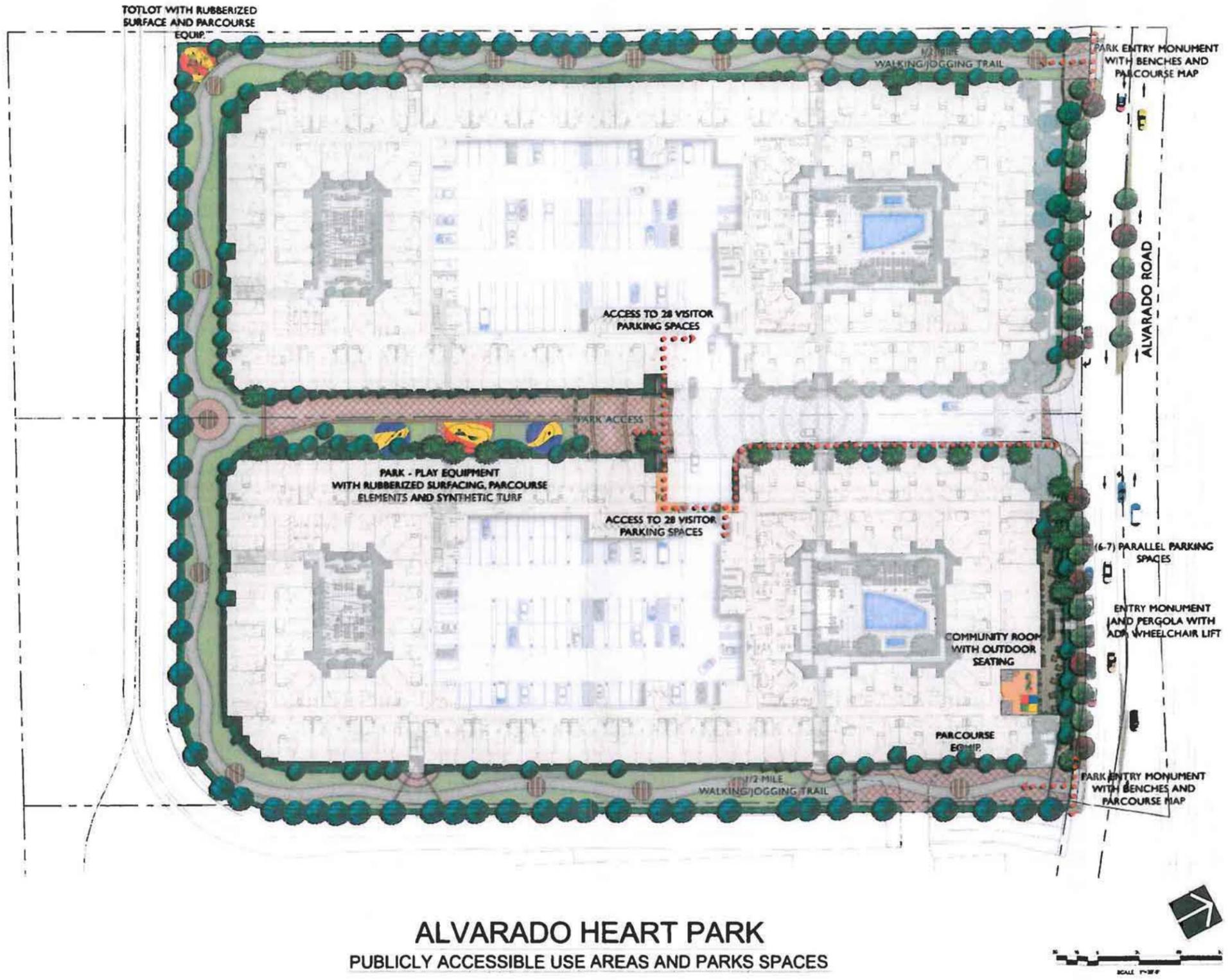
Deputy Director Bennur Koksuz
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Prepared by: Deborah Sharpe
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(BK/DS/jh)

Attachments: Alvarado Apartment Site Plan Graphics
July 23, 2009, City of San Diego Memorandum to Council District 7



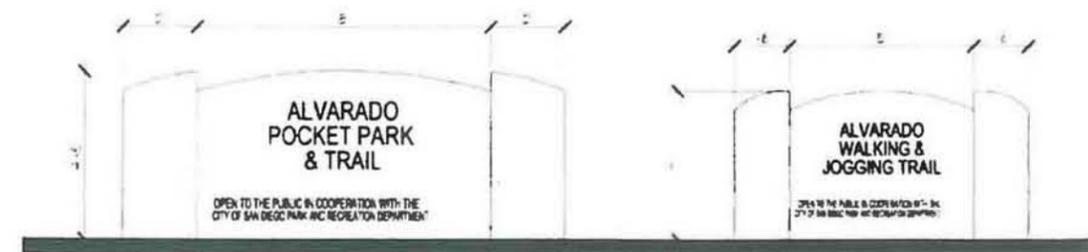
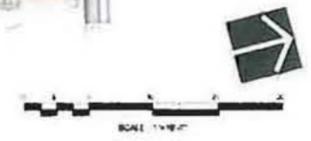
ALVARADO HEART PARK
PUBLICLY ACCESSIBLE USE AREAS AND PARKS SPACES



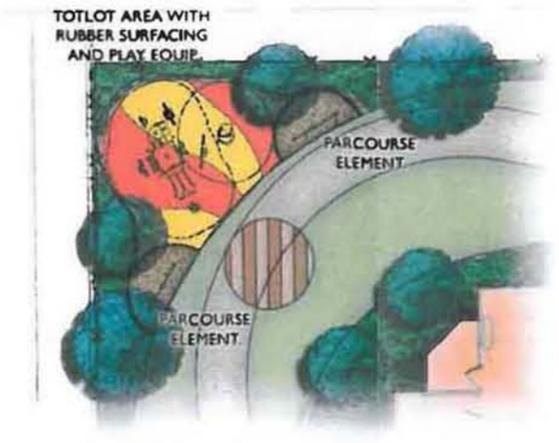
COMMUNITY ROOM ENLARGEMENT



PARK ENLARGEMENT



PARK ENTRY MONUMENTS



SOUTHWEST TOTLOT & PARCOURSE ELEMENTS





THE CITY OF SAN DIEGO

M E M O R A N D U M

DATE: July 23, 2009

TO: Honorable Council Member Marti Emerald, Council District 7

FROM: Stacey LoMedico, Park and Recreation Director and William Anderson, City Planning and Community Investment Director

SUBJECT: Policy on Installing Artificial Turf at City-owned and Joint Use Park Facilities

This memorandum is in response to your July 17, 2009 memorandum regarding the recommendation for the use of artificial turf at City-owned and joint use park facilities, specifically in conjunction with the proposed Alvarado Apartments project.

On October 7, 2002, the City Council approved a Memorandum of Understanding (MOU) with the San Diego Unified School District (SDUSD) for the development and maintenance of joint use facilities, RR-297149. This MOU outlines the financial equity of contributions from each entity when entering into new joint use agreements or renewing existing agreements. Factors such as the value of the land, the value of the improvements and the value of on-going maintenance of the improvements are used in determining when parity is reached between the City and SDUSD. When parity is reached, the cost of maintenance of a joint use facility is shared equally by both entities. Based on our long history with SDUSD joint use facilities, this MOU recommends a minimum of 2.0 acres for a joint use site and acknowledges that a higher level of turf maintenance is needed for joint use sites less than 2.0 acres in size or for those joint use facilities located at high schools. In that regard, the MOU specifically states in Section IV, paragraph A, "Where practical and financially feasible, artificial turf should be considered for use in place of natural turf." This is simply an understanding between the City and SDUSD; it is not yet an official City policy.

In many of our established, park-deficient communities, parkland is very difficult to locate and obtain. Therefore, joint use sites play an important role in the City's efforts to meet the General Plan standards for parks and recreational opportunities. Some of these joint use sites are now falling under that 2.0 acre threshold, thus, initiating new conversations about the use of artificial turf. Due to several factors related to artificial turf, such as cost of installation and replacement and the City's limited experience with artificial turf, the City and SDUSD currently only consider a joint use site of 1.5 acres or less as a candidate for artificial turf in lieu of natural turf.

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Honorable Council Member Marti Emerald

Policy on Installing Artificial Turf at City-owned and Joint Use Park Facilities

July 23, 2009

Several months ago, Park and Recreation Department staff began the process of developing a comprehensive policy on the use of artificial turf within the City's park system. An internal draft is currently circulating for input from the City Planning and Community Investment (CPCI) and Engineering & Capital Projects (ECP) Department staff. Staff is researching concerns such as durability of the systems, health, safety and short-term and long-term costs. With the current water restrictions possibly extending into the future, artificial turf may be a viable method to reduce potable water use at our parks. Management and proper maintenance of artificial turf systems is central to their success. Therefore, we must also evaluate the City's operational abilities to ensure any investment into these systems can be sustained. Long-term maintenance as well as repair and replacement costs must be considered and procedures identified to address these key issues. It is our intent to complete a final draft of the policy and bring it through a public input process, which will include the Park and Recreation Board and Planning Commission, prior to bringing it to the Natural Resources and Culture Committee and the City Council for consideration. We anticipate bringing this policy before NR&C and the Council by the end of 2009.

In absence of a policy on the use of artificial turf within our park system, Park and Recreation and CPCI staff recommend artificial turf be installed on heavily-used active joint-use sites within the 1.5-acre threshold. These fields receive constant, year-round use by the children during school time and by the public after school and on weekends. This heavy use requires frequent renovations of natural turf in order for the field to be kept in a safe and operational condition. During the natural turf renovations, the fields are closed which limits use by both the SDUSD and the City. Natural turf renovations also require the application of additional water during the turf establishment period. With the Level 2 Drought Ordinance in effect, each renovation requires a variance from the Public Utilities Department to deviate from the current landscape water use restrictions. Should we be required to move to a higher level of drought restrictions, water for natural turf renovations may not be available.

There are several important issues to research and evaluate regarding the use of artificial turf within our park system. As we move forward in formulating this policy, we will gladly keep your office updated.



Stacey LoMedico
Park and Recreation Director



William Anderson
Community Planning and Community Investment Director

SL/jw

cc: Jay M. Goldstone, Chief Operating Officer
Wally Hill, Assistant Chief Operating Officer
Dave Jarrell, Deputy Chief Operating Officer, Public Works
Patti Boekamp, Engineering and Capital Projects Director
Deborah Sharpe, Project Officer II, Community Planning and Community Investment Department
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Park and Recreation Board Members