

**LEVI - CUSHMAN
SPECIFIC PLAN**

CONCEPT PLAN



FIGURE 1.1

VICINITY MAP

LEVI – CUSHMAN
SPECIFIC PLAN

1.0 INTRODUCTION

1.1 INTENT OF THE SPECIFIC PLAN

This Specific Plan proposes mixed-use development on approximately 200 acres of land in the western portion of Mission Valley on a site currently occupied by the Stardust Country Club. The land is owned by members of the Levi and Cushman families of San Diego and leased to the golf club.

Because of its size, location, and single ownership, the property presents a unique planning and development opportunity in Mission Valley and will create opportunities for public access to the San Diego River through what is now privately-used open space.

Basic uses, programs, and conditions for development of the 200-acre Levi-Cushman property are identified in this Specific Plan. The Plan establishes a framework to accommodate 20 years' worth of development by defining the context in which future land use proposals can be evaluated. This is accomplished by providing an overall physical development plan and a series of development and design criteria.

In an attached text entitled "Implementation Guidelines," policies and criteria from the Specific Plan are collected and reformatted for use in evaluating Planned Commercial Development (PCD) and Planned Residential Development (PRD) applications. Ultimately, Planned Commercial Developments and Planned Residential Developments will detail the specific uses which occur on specific sites.

1.2 PLAN SUMMARY

To be phased over a 20-year period, development within the Levi-Cushman Specific Plan (LCSP) area focuses residential, retail, office, and hotel use on a newly channeled San Diego River.

Central to the project will be a 12-acre island created along the southern edge of the San Diego River. The island will be commercially anchored and accommodate small-scale specialty retailing, office, and residential uses. Much of the housing and neighborhood commercial uses planned for the project are located on the north side of the River. Most office and hotel development is sited south of the River.

Overall, the major themes that form the basis of this Specific Plan are:

Mixed Use. A mix of residential, retail commercial, office, hotel, and recreational uses will be included within the project.

River Focus. The San Diego River will act as the visual focus of development. It will be channeled to meet flood control requirements and enhanced as a wildlife and waterfowl habitat.

Uniform Design Standards and Guidelines. Consistent and compatible design standards and guidelines will apply throughout the Specific Plan area.

Traffic Generation. Traffic generated by on-site development will not exceed 67,000 Average Daily Trips (ADT), as established by the Mission Valley Community Plan.

The Levi-Cushman Specific Plan proposes a total of 5.3 million square feet of development. This will result in approximately 67,000 ADT when adjustments for light-rail transit are considered. This is virtually the same number of trips permitted under the amended Mission Valley Community Plan and the revised Mission Valley Development Intensity Regulatory Overlay District, Ordinance #00-16460, including amendments #16523, #16524, and #16880.

The "Implementation Guidelines," which summarize the development criteria to be used in evaluating PCDs and PRDs submitted within the LCSP project area, include maps of individual project sites.

An environmental impact report accompanies the Plan and assesses issues related to the character and intensity of development.

1.3 POLICY COMPATIBILITY

The land use and development program identified in this plan will create a physical environment that

- is consistent with goals of the City of San Diego General Plan and the Mission Valley Community Plan,
- creates a desirable residential environment,
- facilitates efficient business and commercial operations,

- creates a working environment sensitive to human needs and values, and
- protects adjacent land uses - particularly the San Diego River corridor - from flooding.

This Specific Plan implements important goals and policies of the Progress Guide and General Plan of the City of San Diego and the Mission Valley Community Plan.

From the Progress Guide and General Plan:

Fostering a physical environment that enables San Diego to fully and efficiently perform its indicated local, regional, state, national, and international role.

Fostering a physical environment that offers San Diegans a wide range of life-styles.

Fostering a physical environment that is responsive to the individual's psychological, aesthetic, and physical needs.

Achievement of the planned environment through efficient use of the City's land and other natural resources so as to maximize future developmental options.

Conservation of an urban environment that is in harmony with nature and retains strong linkages with it.

When completed, the proposed development will integrate residential, office, retail commercial, and recreational uses within a planned environment. By its very nature, a planned

use development provides a significant opportunity for fostering efficiency in land use and human activity as a result of locating complementary uses in proximity to one another. Because this particular development is sited on the San Diego River, there are special opportunities to provide a desirable development aesthetic that not only harmonizes with the river corridor but also creates a dramatic blending of urban development within a natural-appearing aquatic setting.

From the Mission Valley Community Plan:

Encourage high-quality urban development in the Valley which will provide a healthy environment and offer occupational and residential opportunities for all citizens.

Provide protection of life and property from flooding by the San Diego River.

Provide a framework for the conservation of important wetland/ riparian habitats balanced with expanded urban development.

Facilitate transportation through and within the Valley while establishing and maintaining an adequate transportation network.

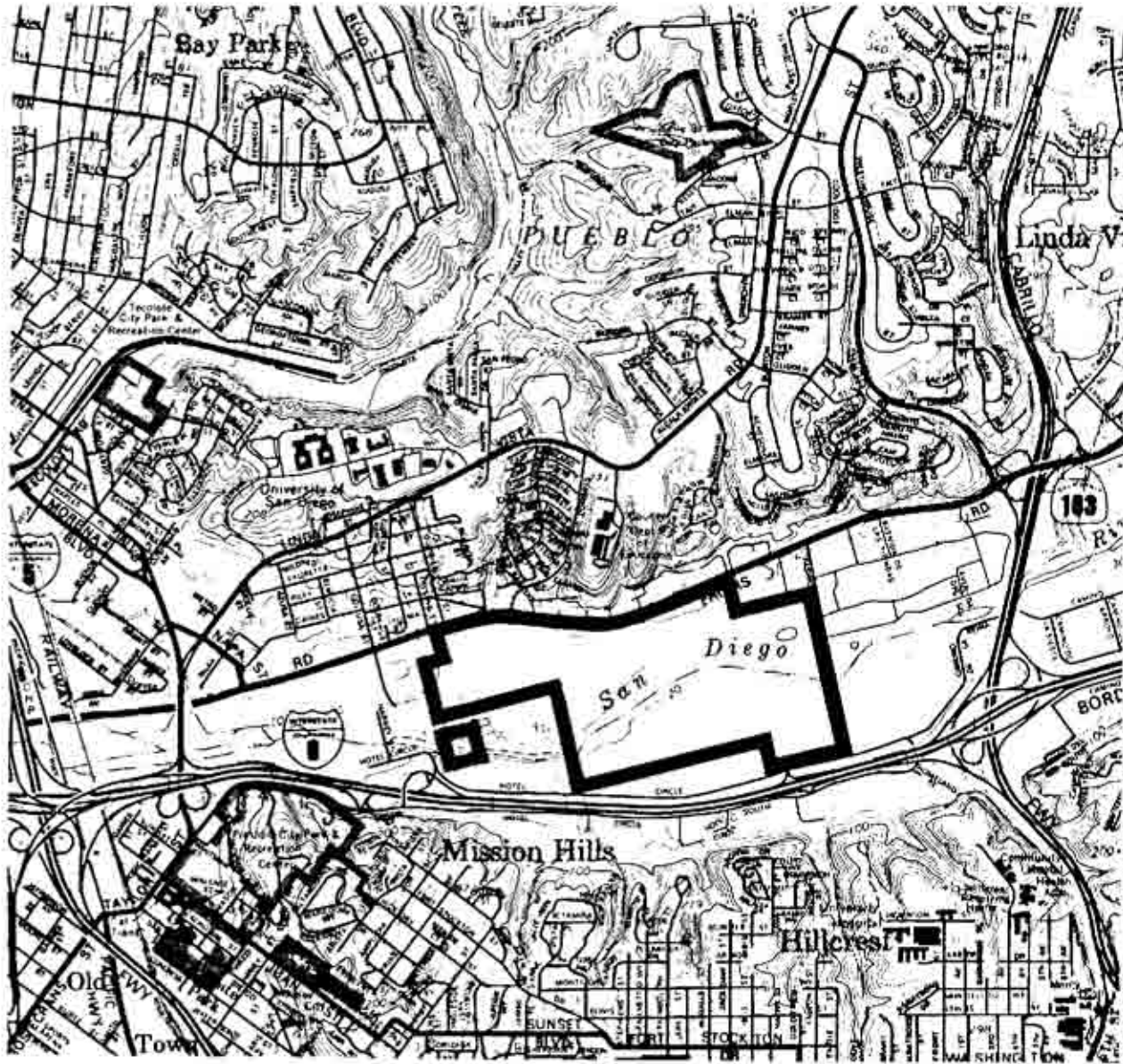
Provide public facilities and services that will attend to the needs of the community and the region.

Provide guidelines that will result in urban design which will be in keeping with natural features of the land and es-

tablish community identity, coherence, and a sense of place.

These goals, intended both for the Community Plan and Mission Valley itself, have a direct response within this Specific Plan:

- Residential and occupational opportunities are provided through a mixed-use development program that provides high-quality development with living and working components. See Section 2.1.
- A river channel will be created through the site that is capable of containing the U.S. Army Corps of Engineers' 49,000- cfs flood. See Section 2.3.
- Conservation and enhancement of the San Diego River wetlands and riparian habitat is a major product of this Specific Plan. See Section 2.3.
- Inter- and intra-valley transportation service is an important element in the success of the project. See Section 2.2.
- Public facilities and services required by the community - including police, fire, and utility service - are discussed in Section 6.0 and detailed within the Implementation Guidelines.
- Guidelines for urban design that are compatible with the Mission Valley Community Plan are included in Section 3.0 of the Specific Plan.



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FIGURE 1.2
LOCAL SETTING

1.4 LEGAL CONTEXT

The authority for and scope of specific plans is defined in the California Government Code, Title 7, Division 1, Article 8, Section 65450 et seq. Under these provisions, specific plans may be prepared for the "systematic implementation of the general plan."

Government Code Section 65451 provides that:

(a) A specific plan shall include a text and a diagram or diagrams which specify all of the following in detail:

(1) The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.

(2) The proposed distribution, location, and extent and intensity of major components of public and private transportation, sewer, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.

(3) Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.

(4) A program of implementation measures including regulations, programs, public works projects, and financ-

ing measures necessary to carry out paragraphs (1), (2), and (3).

(b) The specific plan shall include a statement of the relationship of the specific plan to the general plan.

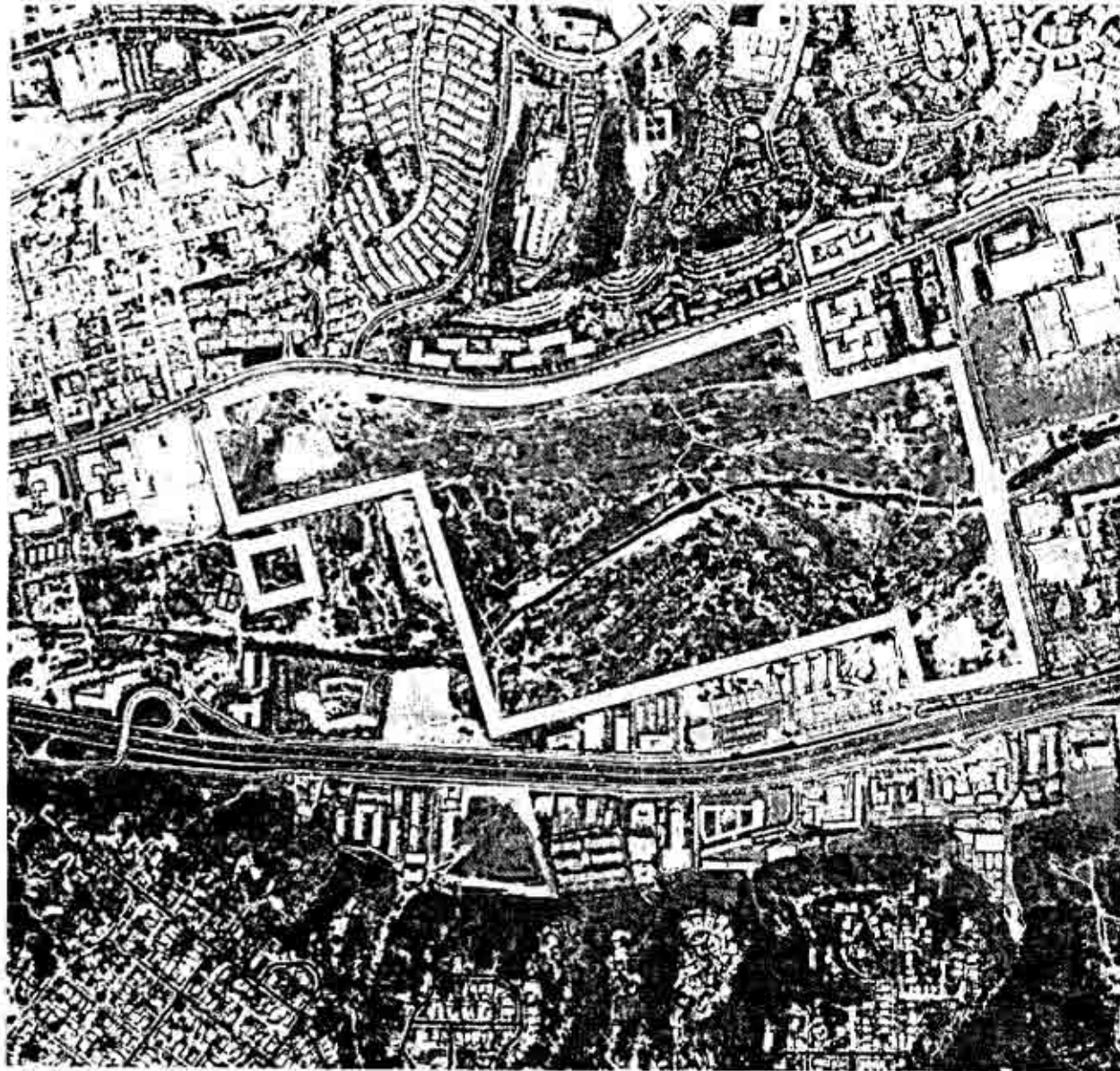
This Specific Plan complies with Government Code Section 65451, and is designed for adoption as the development plan for the Levi-Cushman property.

1.5 PLANNING CONTEXT

1.5.1 Background and Setting

At approximately the geographic center of the City of San Diego lies the Mission Valley planning area where, until the 1960s, agriculture and sand and gravel extraction were principal land uses.

The first major urban development in Mission Valley came with the Mission Valley Shopping Center, approved in 1958. During the late '50s and throughout the 1960s, Hotel Circle - a commercial development fringing the north and south sides of Interstate 8 - became an important commercial, recreation, and visitor-oriented area. Other significant projects constructed in Mission Valley during that period included San Diego-Jack Murphy Stadium, completed in 1967, and Fashion Valley Shopping Center, built in 1969. During the early 1970s, the religious order of the Poor Sisters of Nazareth sold much of the land surrounding Mission San Diego de Alcalá.



NO SCALE



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FIGURE 1.3
AERIAL VIEW

By the mid-70s, Mission Valley was firmly established as an urban center in San Diego.

One of the consistently important elements in the history of Mission Valley is the San Diego River. Initially, the river was a source of fresh water. Subsequently, it grew in importance as a scenic recreational asset. Today, however, the river has little visual prominence in San Diego and its impact is felt almost exclusively as a result of intermittent flooding and property damage. Significant flooding occurred most recently in 1978, 1979, 1980, and 1985.

The Mission Valley Planning Area, as defined by the San Diego Planning Department, extends from Interstate 5 on the west to approximately Fairmount Avenue on the east. Covering more than 2,000 acres, the Mission Valley Planning Area is the nexus of major freeways in the City - Interstates 8, 5, 805, and 15 - and State Route 163.

At present, Mission Valley contains a mix of retail, hotel, recreational, and office/commercial development, industrial uses, sand and gravel operations, and residential and institutional uses. In and among developed uses is a considerable amount of vacant land and such interim land uses as parking lots and golf courses. A visually striking impression of Mission Valley emerges from its discontinuous development: major regional shopping centers are adjacent to partially developed parcels adjacent to sand and gravel operations or vacant land. The sense of discontinuity is even further heightened by the juxtaposition of different architectural styles.

Two major new developments within Mission Valley have been approved by the City Council and several are in the planning stages.

The Specific Plan for the First San Diego River Improvement Project (FSDRIP) covers an area of approximately 254 acres lying roughly between State Route 163 and U.S. Interstate 805. Approved by the San Diego City Council in November, 1982 (amended July 1983 and April 1986), the plan calls for five major private developments adjacent to a new flood control channel. Development includes residences, commercial offices, commercial retail uses, and a visitor-oriented hotel.

The Northside Specific Plan, approved in November, 1984, proposes development of a 241-acre site just east of I-805 and north of I-8. The project includes residential, commercial office, hotel/motel, and specialty commercial use.

Planning efforts are also underway for office, hotel, and residential development on eight separate sites within Mission Valley owned by Atlas Hotels. Three of those sites lie immediately adjacent to the Levi-Cushman project.

In January of 1986, work began on a plan for the Warner Ranch property, a parcel of approximately 36 acres, which abuts the western boundary of the Levi-Cushman Specific Plan area.

Figure 1.4 shows ownership boundaries and Assessor's Parcel Numbers for property in the immediate vicinity of the LCSP site.

The western portion of Mission Valley is typical of the entire planning area in that it combines residential, office commercial, retail commercial, and recreational uses with underutilized and vacant land areas. In this western part of Mission Valley lies the Levi-Cushman property - the 200 acres currently used as the Stardust golf course and driving range - which is the subject of this Specific Plan.

The project area consists of a relatively level valley floor that gradually slopes up from the San Diego River. At the present time, the property provides virtually no riparian habitat or vegetation. Primary features of the site are a small channel for the San Diego River running through the approximate center of the golf course, and the course itself. Natural features and structures are visible from throughout the property and include views of natural slopes on the north and south sides of the valley as well as distant views down the center of the valley to the east and west. The project area itself is highly visible from the mesas and slopes on the north and south sides of the valley.

Surrounding the project site is the heavily used Interstate 8 on the south, the River Valley Golf Course on the west, multi-family residential units on the north, and broad asphalt parking areas serving Fashion Valley shoppers on the east.

1.5.2 Mission Valley Community Plan

The Mission Valley Community Plan (MVCP), adopted by the City Council on June 25, 1985, recognizes several significant

issues to be considered in the planning and development of Mission Valley: environmental quality, development intensity, circulation, and urban design.

The environmental quality concerns expressed within the Community Plan and Wetlands Management Plan principally involve the use, impact, and enhancement of the San Diego River. There is a strong emphasis on the need to revitalize the river corridor and give it greater prominence within the San Diego environment.

Development intensity and circulation are directly linked in the Community Plan inasmuch as the basis for regulating the intensity of development is the finite traffic capacity on the projected circulation system (freeways and surface streets). In the Community Plan, the capacity of the future circulation system is calculated based on the forecast upgrades to Mission Valley streets, freeways, intersections, and interchanges. That capacity is translated into a maximum number of vehicle trips.

In June of 1985, the San Diego City Council adopted the Mission Valley Development Intensity Regulatory Overlay District Ordinance which divides Mission Valley into 13 districts. Under this approach, the Levi-Cushman project is allocated approximately 67,000 ADT.

Figure 1.5 portrays the computations used to derive the ADT allocation for the project site based on the interim ordinance.

To understand what ADT means in terms of actual development, the Mission Valley Community Plan indicates that each

single-family house generates 10 trips a day; each hotel room, 10 trips; every thousand square feet of a community commercial shopping center, 70 trips; every thousand square feet of a large office complex, 16 trips; and so on. Overall, more than 30 distinct "vehicle generation rates" were included in the Community Plan and incorporated into the ordinance.

Changes to these trip generation rates were proposed by the City's Transportation and Traffic Engineering Division and have since been adopted by the City Council. The specific changes approved for the Levi-Cushman project include a 20 percent reduction in the hotel generation rate due to vacancy (now 8 trips per room); a 30 percent reduction for linked retail trips (now 49 trips per thousand square feet); and a 4 percent reduction in all generation rates in areas served by LRT. These adjusted ADT rates are used throughout this Specific Plan to compute the traffic generated by development within the Levi-Cushman project area.

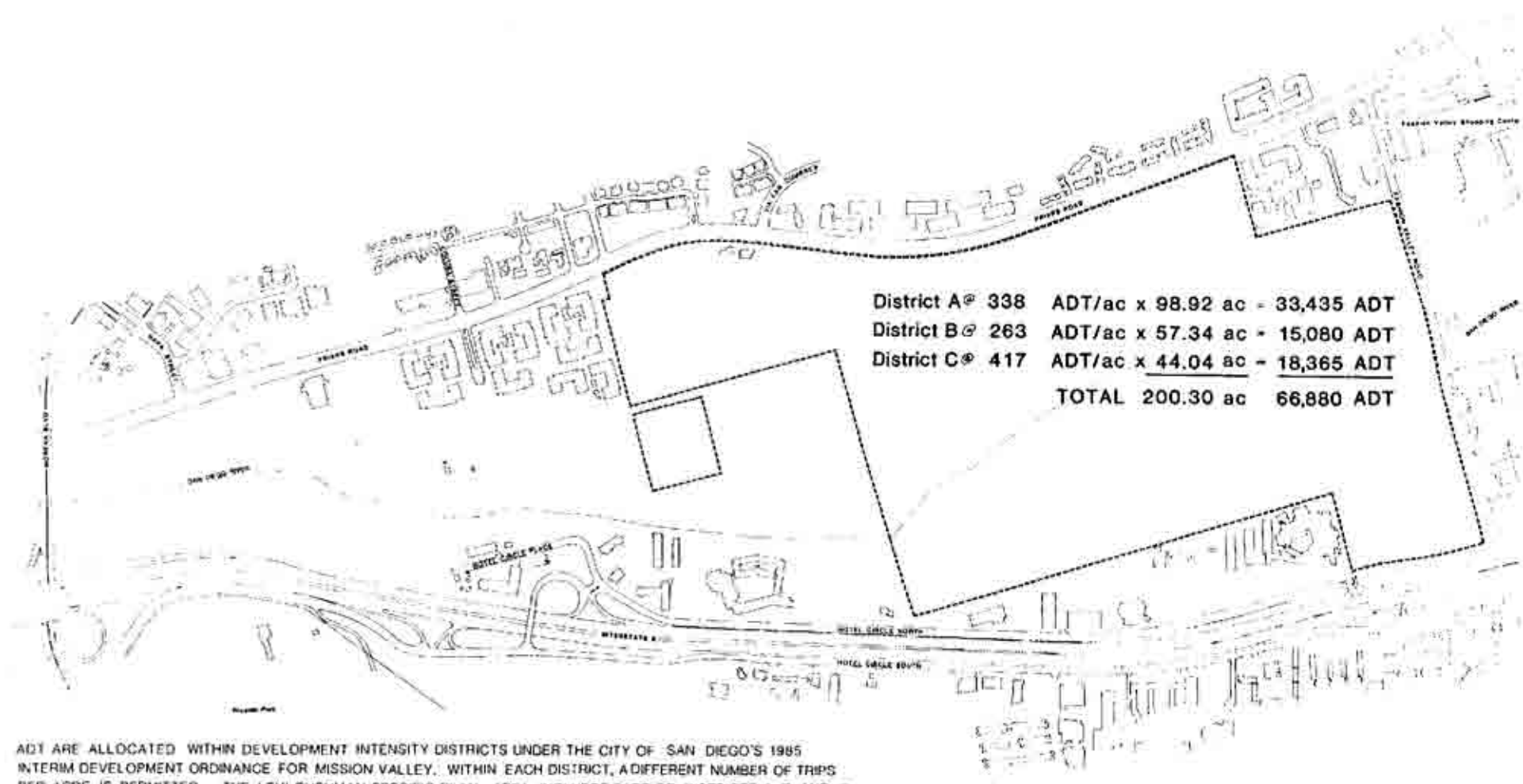
Another device used in the Mission Valley Community Plan to relate vehicle trips to land development is the Equivalent Dwelling Unit, or EDU. Initially, the City Planning Department determined that 10 ADTs were equal to 1 EDU. Thus, a single-family dwelling was equal to 1 EDU, a hotel room 1 EDU, shopping centers 7 EDU per thousand square feet, etc. Under the Mission Valley Community Plan, 67,000 ADT translated to 6,700 EDU.

This 10:1 equivalency between ADT and EDU changed when the number of ADT assigned particular uses was adjusted by the City's Transportation and Traffic Engineering Division.

Because trip generation figures were lowered (e.g., a hotel room is now calculated to generate 8 trips instead of the previously assumed 10 trips), the 67,000 ADT allocated to the Levi-Cushman property will support 7,594 EDU.

Background to the change in trip generation rates is discussed in the Circulation section of this Specific Plan and fully detailed within the Transportation Appendix of the LCSP environmental impact report.

All references within this Specific Plan to the Mission Valley Community Plan and the San Diego River Wetlands Management Plan refer to the document adopted by the City Council on June 25, 1985.



ADT ARE ALLOCATED WITHIN DEVELOPMENT INTENSITY DISTRICTS UNDER THE CITY OF SAN DIEGO'S 1985 INTERIM DEVELOPMENT ORDINANCE FOR MISSION VALLEY. WITHIN EACH DISTRICT, A DIFFERENT NUMBER OF TRIPS PER ACRE IS PERMITTED. THE LEVI-CUSHMAN SPECIFIC PLAN AREA INCLUDES PART OF DISTRICTS A, B, AND C.

FIGURE 1.5

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**ADT ALLOCATION
BASED ON INTERIM
DEVELOPMENT
ORDINANCE**

