

CITY COUNCIL OF THE CITY OF SAN DIEGO

RESOLUTION NO. R-255271

OCT 27 1981

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN DIEGO APPROVING THE BASIC CONCEPT DRAWINGS FOR THE DEVELOPMENT OF A MAJOR REGIONAL SHOPPING CENTER, AN OFFICE BUILDING, AND RELATED PARKING FACILITIES, INCLUDING THE RELATIONSHIP OF SUCH DEVELOPMENT TO THE PROPOSED ADJACENT AMFAC HOTELS AND RESORTS, INC. HOTEL WITHIN THE HORTON PLAZA REDEVELOPMENT PROJECT, SUBJECT TO THE CONDITIONS AS STATED HEREIN

WHEREAS, the Redevelopment Agency of the City of San Diego (the "Agency") is engaged in activities necessary to carry out and implement the Redevelopment Plan for the Horton Plaza Redevelopment Project; and

WHEREAS, in order to carry out and implement such Redevelopment Plan, the Agency has approved a certain Second Amended Disposition and Development Agreement (the "Agreement") with Ernest W. Hahn, Inc. (the "Developer") which provides for the development of a major regional shopping center, an office building, and related parking facilities within the Project area; and

WHEREAS, said major regional shopping center, office building and related parking facilities are part of a planned mixed use development which also includes the adjacent major high quality hotel to be constructed on the Hotel Parcel (as shown on the Site Map, Attachment No. 1A of the Agreement) by AMFAC Hotels and Resorts, Inc.; and

WHEREAS, pursuant to the Agreement, the Developer has submitted to the Agency the Basic Concept Drawings pertaining to the development of the major regional shopping center, the office building, and related parking facilities, and said Basic Concept Drawings show the relationship of said development to said adjacent major high quality hotel; and

WHEREAS, the Basic Concept Drawings have been reviewed and recommended for approval by the Centre City Development Corporation, Inc. and the Planning Commission of the City of San Diego.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of San Diego that the Basic Concept Drawings submitted by the Developer are hereby approved, subject to the conditions as stated on Exhibit "A" attached hereto and incorporated herein by this reference.

APPROVED: JOHN W. WITT, City Attorney

By: Janis Sammartino Gardner
Janis Sammartino Gardner, Deputy

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ECS

REC'D
CITY ENGINEER

COMMENTS AND CONDITIONS OF APPROVAL
HORTON PLAZA RETAIL CENTER
EXHIBIT A

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SAN DIEGO, CALIF.

Vehicular

Broadway and "G" and First and Fourth Avenues will provide access to the Horton Plaza retail center. Specific entrances will be provided at:

- Second Ave.;
- Third Ave.;
- Fourth Ave. at approximately 5 locations;
- "G" Street at approximately 2 locations;
- First Avenue at approximately 3 locations; and
- "E" Street between First and Fourth Avenues.

Preliminary review of the proposed access system with the City Engineer has identified the following general concerns:

1. Additional traffic and engineering data will be required to analyze the impacts of the Horton Plaza retail center on the adjoining circulation system. These include traffic volumes, peak hours, intersection capacities, pedestrian movements and signalization.
2. Broadway and Fourth Avenue are heavily traveled and therefore the proposed turning movements from Broadway onto Second, Third and Fourth Avenues will be difficult to accommodate.
3. Access to and from the retail center must be coordinated at the following locations:

- Fourth and "E";
- Fourth and "F";
- Third and "G";
- Second and "G"; and
- First and "F".

Conditions of Approval

- o That the Developer, City Traffic Engineer, and CCDC eliminate and/or mitigate traffic concerns prior to the schematic review;
- o That vehicular entrances be designed to the retail center to minimize the impact of vehicles on the physical quality of the adjacent sidewalks and public spaces;
- o That Second Avenue be "One Way" south. "E" Street (portion between Second and Third) "One Way" east and Third Avenue "One Way" north.

00467

R-255271

- That the alignment of the Second, Third, "E" Street loop which presently encroaches on a portion of the Central Federal site be subject to the approval of the owner of the site (Koll Company).
- That consideration be given to combining the entrance parking ramp for office on Fourth Avenue south of the Balboa Theater with the delivery service drive entrance south of the Balboa Theater.
- That consideration be given to moving the exit/entrance from the office garage on Fourth Avenue south of "F" Street to the utility easement north of the Golden West Hotel.

Pedestrian

Pedestrian entrances into the retail center will be provided opposite each street on the perimeter of the site. The major entrances will be from Broadway at Second and Third Avenues. The Fourth Avenue entrances will be at "E" and "F" Streets. Entrances on "G" Street will be opposite Third Avenue at Montgomery Wards. Entrances on Fourth Street will be at the ice rink, Mervyns and "E" Street.

Conditions of Approval

- That "E" Street be designed as a retail street with numerous shop display windows and pedestrian access;
- That "E" Street have an open public quality as contrasted to the enclosed mall of the retail center;
- That an easement for pedestrian access be provided on "E" Street between First Avenue and Fourth Avenue and on Third Avenue, adjacent to the Golden West Hotel from "G" Street to the retail center;
- That at least one entrance on each street frontage facilitate public access into and through the retail center;
- That an upper level connection be pursued between the retail center and the Amfac Hotel; and
- That the Third Avenue ramp adjacent to Robinsons be designed to emphasize both the "E" Street Pedestrian Walkway as well as the mall shops of the retail center.

Truck Service

The retail center will be served from an internal service drive below the mall area with the exception of Robinsons and the office building which will be served from Fourth Avenue. Service to existing uses, e.g., Central Federal, Spreckels and Balboa Theaters and Golden West Hotel will be from the adjoining streets.

Conditions of Approval

- ° That the service and delivery area of the Robinson's Department Store/Office Building be sensitively designed to play down and conceal its utilitarian function;
- ° That a mutually satisfactory solution be provided by the Property Owner, Agency and Developer for the storage and pickup of trash at the Balboa Theater; and
- ° That, to the extent possible, service deliveries to shops fronting on the perimeter street be scheduled at off peak vehicular hours.

Street Environment

Community concern, particularly those of the adjoining land use, focuses on the provision of active pedestrian uses in the perimeter of the shopping center, together with major entrances to these shops and generous display windows.

The center will have five major department stores which have access to the perimeter streets. An entertainment center will front on First Avenue. Two garages with commercial retail space will occupy a major portion of the Fourth Avenue and "G" Street frontages. "E" Street will become an exterior shopping mall between First and Fourth Avenues. In addition, the users of the Balboa Theater, the proposed Amfac Hotel and office workers in adjoining structures will contribute to the street activity.

Conditions of Approval

- ° That the perimeter of the shopping center be designed to incorporate activities which encourage pedestrian use and complement the existing and proposed development of the Gaslamp Planned District east of Fourth, and the residential/commercial development south of "G" Street and west of First Avenue;
- ° That consideration be given to the expansion of Fourth Avenue retail to incorporate the entrance and exit ramps to the office garage;

- ° That consideration be given to incorporating retail on the south edge of the Robinsons/Office Building between Third and Fourth Avenues adjoining the Pedestrian Walkway; and
- ° That the edge of the southeast corner of the Robinsons/Office Building be designed (provide a diagonal cut at the corner) to complement the Balboa Theater and provide an inviting entrance to the "E" Street pedestrian walkway.

Building Facade - Elevations

The profile of the center will be predominately horizontal (approximately 60 feet) with the exception of a high-rise office building south of Horton Plaza Park and the Amfac Hotel south of the Spreckels Building. The height of the retail structure complements the adjoining Gaslamp development and the scale of the Spreckels Building, Balboa Theater and the Golden West Hotel. Community concerns focus on the scale of the structure and its mass in relationship to the existing community.

Conditions of Approval

That the facade of the shopping center be sensitive to the adjoining land use development and structures. This can be accomplished by:

- ° Providing a design transition between existing structures which will remain adjacent to the retail center, e.g., Central Federal, Horton Plaza Park, Balboa Theater, Golden West Hotel, the Spreckels Building and the retail center;
- ° Articulating the design of new buildings to relate them to the form and scale of surrounding structures in the design of the retail center;
- ° Repeating architectural characteristics of surrounding structures in the design of the retail center;
- ° Use of building materials and design techniques to emphasize individual characteristics of smaller building components (e.g., department stores, retail shops, etc.) within a unified design theme for the overall project;
- ° Developing visual interest in the design of continuous facades, e.g., the parking structure;
- ° Creating spacial experiences at the interface of buildings and the outdoors, e.g., patios, courts, arcades; and
- ° Designing the proposed project as the focus of a vista from the adjoining streets which terminate at the retail center.

Off-site Improvements

Horton House/Lions Manor and the Wells Fargo Building have implemented a program to upgrade public right-of-way improvements. These improvements have been carefully coordinated with the adjoining private development in order that the off-site developments are a continuation of the development quality of the on-site development.

Integrated treatment of the public and private development produces a visually attractive street environment and increases the pedestrian's enjoyment of this space. The essential elements of the right-of-way which must be coordinated are paving, curbs and sidewalk design and texture, street trees and light standards. The placement of other functional items of street furnishings, e.g., parking meters, traffic signals and directional signs also need careful coordination. The Agency is responsible for the preparation of the off-site documents.

Conditions of Approval

- ° That improvement of the private right-of-way be coordinated with and be an extension of the quality of improvement in the public right-of-way; and
- ° That the developer designate an urban designer/landscape architect to work with CCDC staff to effect this coordination for the site bounded by Broadway, "G" Street, First and Fourth Avenues.

Parking Structure

A majority of the Fourth Avenue and "G" Street frontages will be devoted to a garage on the upper level. Although there are garages within the city which are sensitively designed, the utilitarian nature of a garage function and the cost of structured parking often result in buildings which do not complement adjoining land uses and contribute little to street vitality.

Two existing land uses will remain on Fourth Avenue and adjoin the Horton Plaza retail center. These are the Balboa Theater and the Golden West Hotel. These uses together with the Gaslamp Historic District on the east side of Fourth Avenue establish a design consideration and architectural challenge for the design of the parking structure.

On "G" Street the garage is anchored by the Golden West Hotel on the east and Montgomery Wards on the west. The proposed development for the area between "G" and Market Streets and First and Fourth Avenues is residential. The future amenity of residential development is dependent on the quality of the garage structure.

Since the major function of central area redevelopment is to catalyze new private developments, it is important that the redevelopment projects become good examples for the development to follow and that such garage structures contribute to an attractive physical environment.

Conditions of Approval

That the design and construction of parking structures be sensitive to the adjoining land use development and structures. This can be accomplished by:

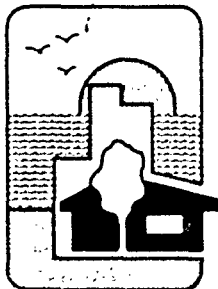
- ° Articulating the design of the garage to complement the form and scale of surrounding structures;
- ° Repeating select architectural elements of the Balboa Theater and Golden West Hotel in the design of the garage facade;
- ° Using building materials which are characteristic of the surrounding area; and
- ° Deemphasizing the long horizontal bonds which usually are expressed in the construction of a parking structure.

Utilities

Street closings within the project area will necessitate the relocation of utilities which serve the existing and proposed structures. The principle consideration is the provision of utilities within "E" Street from First to Fourth Avenues. These include chilled water, steam and gas. The construction of the retail center will necessitate temporary disconnection of steam to both the Balboa Theater and Golden West Hotel. In addition, both of these structures will require emergency fire access to conform to the uniform building code.

Conditions of Approval

- ° That utility service be accommodated within "E" Street, or other acceptable alignment, between First and Fourth Avenues which is mutually satisfactory to the public utility company, Agency and Developer;
- ° That provisions be made to continue existing utility service to the Balboa Theater and Golden West Hotel; and
- ° That the design of the retail center accommodate the need to provide for external fire safety access for existing structures which adjoin the retail center.



CITY PLANNING DEPARTMENT

REPORT

To The Honorable Mayor and City Council • City of San Diego

DATE ISSUED: August 13, 1981 REPORT NO. 81-442

SUBJECT: REVIEW OF REVISED CONCEPTUAL PLANS FOR THE HORTON PLAZA RETAIL CENTRE

ATTENTION: Planning Commission, Agenda of August 20, 1981, Item #21.

REFERENCE: Horton Plaza Redevelopment Project Urban Design and Development Manual, June 1979; Planning Department Report of July 20, 1979, Centre City Community Plan.

ISSUE:

Should the Planning Commission approve the revised conceptual plans for the Horton Plaza Retail Center?

RECOMMENDATIONS:

That the Planning Commission APPROVE the Comments and Conditions of Approval for the Horton Plaza Retail Centre as developed by the Centre City Development Corporation and the Planning Department, and;

That the Planning Commission endorse the basic concept of a mixed use retail center but do not endorse what is perceived to be an inadequate interrelationship of the project to the balance of the community, particularly the project's apparent negative effect on pedestrian activity around the perimeter of the Centre, the lack of appropriate pedestrian access into the Centre, and the lack of definitive resolution of the facade treatment and the necessity to complement existing development.

BACKGROUND:

This is the third Planning Commission review of the basic concept drawings for the Horton Plaza Retail Centre. Planning Commission review of development proposals in redevelopment projects is done pursuant to Government Code Section 65402C and the Horton Plaza Redevelopment Plan.

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R-255271

The Planning Commission last reviewed this project on July 20, 1979. The present retail center proposal differs substantially from the previous submittal: the Centre has been expanded from 650,000 to approximately 721,000 square feet of retail space; a fifth department store is now proposed; the proposed hotel developer has changed; a 350,000-square-foot office building is proposed to be constructed above the Robinson's Department Store at 4th and Broadway; the ice rink has been shifted to the southwest corner of the site, and approximately 3,850 parking spaces (up from 3,250) are proposed with 2,800 spaces for retail patrons.

The Department believes that this introductory comment from the July 1979, report still applies:

The emphasis of the basic concept review focuses on a plot plan which illustrates the basic organization of the major land use components of the development proposal. This review does not constitute implied approval of architectural elements of the project. Such considerations will be the subject of future reviews at the time of the schematic submission.

ANALYSIS:

The Planning Department believes that the Hahn Company and the Jerde Partnership should be commended for the unique, intensive and exciting Horton Plaza proposal. However, the concept drawings raise many issues and questions that are not presently resolvable with the level of detail provided by the current plans. It may be that the issues and comments detailed below can very easily be resolved but the Department believes that the Planning Commission should only approve the conditions for project approval until more detailed plans and schematics provide more substantive resolution of the issues raised.

The Centre City Development Corporation reviewed and approved these concept drawings, on August 7th, subject to the conditions listed as Attachment A.

The CCDC - Conditions of Approval and the Planning Department's concerns are essentially similar to the considerations noted in the July 20, 1979, Planning Report (Attachment B).

Major concerns of the Planning Department still relate to the peripheral treatment of the Centre and the necessity for pedestrian scale, access and activities.

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R- 255271

Specific concerns of the Department are:

1. There are significant pedestrian/vehicular conflicts along 4th Avenue. The Planning Department does not find the proposed concept acceptable or conducive to active pedestrian utilization. Some attempt should be made to internalize the service delivery docks for Robinson's and the proposed office structure. The proposed executive parking entrance south of the service docks is of questionable necessity and also serves to further obstruct pedestrian flow along 4th Avenue.
2. The architectural treatment of the service driveway south of the Balboa Theatre is especially important. This service access was not located here on the July 1979, concept drawings. CCDC has also proposed that the entrance to underground parking (to serve the proposed office structure) be incorporated into the service drive and the exit be provided through the alley between the parking structure and the Golden West Hotel. This would considerably expand the retail space on the ground floor of the parking structure.

The Department believes that some consideration should be given to arranging the office parking exiting so that it could utilize the main parking structure exit and thus further reduce the number of pedestrian/vehicle conflicts.

3. The Department has concerns regarding the alley treatment north and west of the Golden West Hotel. There would appear to be little opportunity for sitting areas (alfresco dining/drinking, etc.) because of the exhaust fumes and noise generated by the parking structures. However, the architectural treatment of the sides of the parking structures, particularly adjacent to the Third Avenue pedestrian walkway, will have a strong influence on the viability of the commercial ground floor spaces along the west side of the Golden West Hotel.
4. The Department also has reservations regarding the pedestrian walkway entrance from Third Avenue into the mall. As now proposed, an elevator takes shoppers from the end of Third Avenue to the first mall level where the shopper then has to walk the length of the parking structure to enter the mall retail shops. This singular entrance into the retail center from 'G' Street does not reflect a sound application of

00475
R-255271

Defensible Space concepts and merely reinforces the entrance's perceived status as a "Back Door" access to the Centre.

The Department recommends that direction be given to provide a "grander" access to the Centre. Most important would be to provide immediate access into the retail space by creating an open, entry corridor from the elevator directly into the mall level. This could be accomplished by splitting the 39,115 square feet retail space and the 4,580 square feet (utility ?) space located immediately northwest of the elevator.

5. The Department is concerned at the lack of active retail space provided along 'G' Street. The 4,000-square-foot space provided is flanked by 45-foot-wide driveways which reduce the viability of the commercial space. At a minimum, display windows should be provided along the length of the parking structure. Preferably, larger or more retail space should be provided. Some consideration should be given to evaluating the necessity for two vehicular entrances.
6. Special attention should be paid to providing some type of a lobby entrance through the Ward's tire, batteries, and accessories space at the street level. This area will essentially be a garage but should be treated as a gateway entrance into the Centre. Again, display windows or windows which provide views into the retail portion of the space should be provided around the perimeter. An escalator could take customers up to the second floor of Ward's from a lobby space or through the TBA retail space.
7. The major entrance into the retail centre, at the ice rink, is flanked by driveways into the Centre, and into the Ward's TBA space. The treatment of the driveways should not detract from the major entrance.
8. The 'E' Street pedestrian way should be developed and maintained as a continuous open linkage along the perimeter of the retail centre.
9. The 'E' Street facade of Robinson's should either be another entrance to Robinson's or used for window display or used for an extension of the retail shops. This would maintain pedestrian flow and interest at the street level.

00476

R-255271

10. Some consideration should be given to the pedestrian orientation of the first floor of Robinsons. As now proposed, access from Horton Plaza would be from ramps or stairs that lead up to a major entrance elevated above street level. Making this transition, from street level up to the first mall level, inside the store would allow the exterior entrance to be more pedestrian in scale and could create a more interesting interior space.

It is also very important that Robinsons maintain and complement the pedestrian scale and orientation that presently exists around Horton Plaza. This space has historically been and will continue, in the future, to be the major focus of pedestrian activity in the downtown area. The relationship of Robinsons and the rest of the Centre to this public space is very important.

11. The pedestrian ramp along the west side of Robinson's should not be bulky or massive in appearance.
12. A pedestrian access into Robinson's should be provided through the southeast corner across from the Balboa Theatre.
13. A requirement for approval of the proposed 15-25-story office structure above Robinson's should include the submission of analysis of potential shadow effects on Horton Plaza Park. This specific concern is addressed in the Horton Plaza Design and Development Manual:

Buildings to the south, east and west of parks and plazas should be sited to permit the penetration of sunlight to such parks and plazas.

Some consideration should also be given to the overwhelming effect the high-rise office tower would have on the Balboa Theatre and the 'E' Street walkway.

Moving the office tower to 'G' Street, over the parking structure could alleviate the tower's impact on the Balboa Theatre, the Gaslamp Quarter and Horton Plaza Park. The office tower would also assist in providing more pedestrian activity along the 'G' Street side of the Centre.

14. The Department also supports the CCDC recommendation of "pop out" facades along the 'E' Street walkway to provide more visual interest and pedestrian activity.

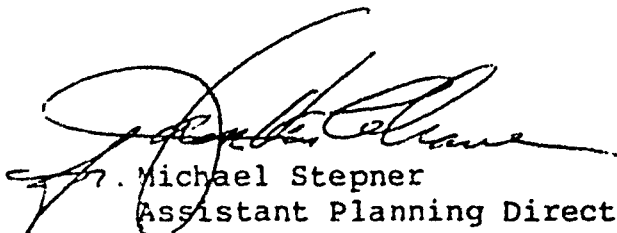
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R-255271

15. The Hahn Company has previously agreed to provide a viable theatre space for the relocation of the Lyceum Theatre. The present location of the theatre space is appropriate but it appears to be inadequate because of columns set on a 30-foot grid and a maximum 14-foot floor-to-ceiling height. The arts community could experience difficulty in raising funds to outfit the new theatre space if it is not seen as adequate or appropriate.

The Department is generally concerned with the architectural treatment of all pedestrian and vehicular access points and street level facades of stores, garages and the Amfac Hotel. The department stores should be encouraged to provide windows at all floor levels for architectural interest and compatibility with other downtown development.

The Conditions for Approval from the July 1979, Planning Report are still applicable to this revised project. The overall guidance afforded by the Horton Plaza Urban Design and Development Manual should also be closely adhered to. Subsequent review of this proposal will utilize the present conditions adopted by CCDC, the Planning Commission and the documents cited above.



Michael Stepner
Assistant Planning Director

R. BUCKLEY (236-5749):dh

- Attachments:
- A. Comments and Conditions of Approval, Horton Plaza Retail Centre
 - B. July 20, 1979, Planning Report
 - C. July 27, 1979, CCDC Report

00478

R- 255271

EXHIBIT C

CITY of SAN DIEGO

MEMORANDUM

FILE NO.: 477
DATE : September 3, 1981
TO : Ron Buckley, Planning Department
FROM : R. W. Williams, Captain
SUBJECT: Review of Revised Conceptual Plans For Horton Plaza Retail Center

The San Diego Police Department feels there are several issues that are not presently resolvable with the level of detail provided by the current plans. The Department's concerns are as follows:

- A. There are several locations along Fourth Avenue that pose a real pedestrian/traffic conflict.
- B. The service/delivery docks for Robinsons should be moved to the west side of the building.
- C. The office parking entrance next to the service driveway should be incorporated into the service drive, and the exit should be provided through the alley between the Golden West Hotel and the parking structure.
- D. We do have a major concern regarding the alley between north side of the Golden West Hotel and the parking structure. If not used as a driveway, it will become a location for the drunks to sleep in and use as a urinal.

We suggest that lighting be installed which will produce a minimum of 10' candles of maintained light on all walking or driving surfaces.

- E. The pedestrian walkway west of the Golden West Hotel should be well lighted to a minimum of 10' candles on all walking surfaces.
- F. We also have concerns about the entrance from the Third Avenue walkway to the shopping mall, as designed. The elevator will dump pedestrians into the parking structure. This makes it mandatory for the pedestrian to walk the length of the parking garage to gain access to the shopping mall. The walkway is unacceptable as it will produce an extreme hazard to anyone using this area because of traffic conflicts, and by making the pedestrians easy targets of criminal activity.

It is suggested that an entry corridor be constructed from the elevators to the shopping mall.

Ron Buckley, Planning Department
September 3, 1981
Page Two

- G. The "E" Street pedestrian walkway should be designed to provide a continuous line of visibility along the entire length of the walkway. The entrance to the walkway at First and "E" Streets should be redesigned to remove the visibility obstruction at the entrance under the AMFAC Hotel.

R. W. Williams

R. W. WILLIAMS, Captain
Operations Support

RSM:fec

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R-255271

Passed and adopted by the Council of The City of San Diego on OCT 27 1981
by the following vote:

Councilmen	Yeas	Nays	Not Present	Ineligible
Bill Mitchell	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bill Cleator	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Susan Golding	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Leon L. Williams	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fred Schnaubelt	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mike Gotch	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Dick Murphy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lucy Killea	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mayor Pete Wilson	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

AUTHENTICATED BY:

PETE WILSON

Mayor of The City of San Diego, California.

(Seal)

CHARLES G. ABDELNOUR

City Clerk of The City of San Diego, California.

Jane A. Blackwell, Deputy.

Office of the City Clerk, San Diego, California

Resolution Number R-255271 Adopted OCT 27 1981