

DATE ISSUED: April 30, 2003

REPORT NO. CMR-03-026

ATTENTION: Honorable Mayor and City Council  
Docket of May 6, 2003

SUBJECT: NAVAL TRAINING CENTER PARK - GENERAL DEVELOPMENT  
PLAN

SUMMARY

Issues - Should the City Council:

1. Certify the Mitigated Negative Declaration for NTC Park?
2. Adopt the Mitigation Monitoring and Reporting Program for the Mitigated Negative Declaration?
3. Approve the proposed General Development Plan for NTC Park?

Manager's Recommendations -

1. Certify the Mitigated Negative Declaration for NTC Park.
2. Adopt the Mitigation Monitoring and Reporting Program for the Mitigated Negative Declaration?
3. Approve the proposed General Development Plan for NTC Park.

Other Recommendations - On September 18, 2000, the Park Planning Subcommittee of the Citizens= Implementation Advisory Committee reviewed and recommended approval of the proposed General Development Plan (4-0-0). The Park Planning Subcommittee made the recommendation that Park Board Policy 1002, regarding the placing of memorials in city parks, should be amended to require that any memorials desired within the waterfront plaza be limited to those honoring the U.S. Naval Service or its members. Memorials outside the plaza need to meet all other requirements set forth in the Board Policy. Staff will present this recommendation to the Park and Recreation Board as a separate action item in the future.

On September 20, 2000, the Park Planning Subcommittee presented the proposed General Development Plan to the Citizens= Implementation Advisory Committee. The Citizens= Implementation Advisory Committee recommended approval of the proposed General Development Plan (11-0-0).

On April 2, 2002, the Park and Recreation Board=s Coastal Area Committee voted unanimously to recommend approval of the General Development Plan (10-0-0) with the recommendation that the park be named NTC Park.

On September 4, 2002, the proposed General Development Plan for the Preble Field portion of the park was presented to the Design Assistance Subcommittee of the Historic Resources Board for review of the plaza design. The Design Assistance Subcommittee was in favor of the plan with recommendations. No official vote of the Historic Resources Board Design Assistance Subcommittee was taken. The Subcommittee does not vote on matters, but provides comments and recommendations to staff and the applicant on projects with an historic resource component.

On October 9, 2002, the Park and Recreation Board=s Design Review Committee voted unanimously to recommend approval of the proposed General Development Plan (8-0-2) with recommendations. The Design Review Committee supported the proposed name of the park to be NTC Park.

On October 24, 2002, the Environmental Analysis Section of Development Services Department, Land Development Review Division finalized the Mitigated Negative Declaration and associated Mitigation Monitoring and Reporting Program (MMRP) prepared pursuant to the California Environmental Quality Act (CEQA). The document analyzed the potential environmental impacts associated with construction and operation of the park facilities. The analysis found potential environmental impacts to water quality from stormwater runoff. The MMRP was developed to specify Best Management Practices (BMPs) to reduce these impacts to below a level of significance.

The draft environmental document was distributed to a wide local public audience and to the Governor=s Office of Planning and Research State Clearinghouse for a 30-day public review period. Comments were received from the United States Marine Corps, the San Diego County Archaeological Society, the Environmental Health Coalition, and the Center on Policy Initiative. The Archaeological Society concurred that the project would have not significant impact on cultural resources. The Marine Corps requested the project not to encroach onto Depot property. The Environmental Health Coalition had general concerns regarding potential biological impacts, water quality impacts, environmental justice, and job sustainability. The Center on Policy Initiative had concerns regarding the public access. A response to comments was included as part of the final document.

On November 21, 2002, the Park and Recreation Board approved the following motions with regard to NTC and the General Development Plan:

1. The motion to endorse the concept of a Louis Rose Memorial either within the parkland, or within the public inventory of the former NTC was moved, seconded and approved. (Vote: 8-3-0)
2. It was moved, seconded, and approved to recommend approval of the proposed General Development Plan for NTC Park. (Vote: 11-0-0)

On November 22, 2002, the Historical Resources Board voted (6-2-1) to recommend certification of the environmental document and approve the proposed General Development Plan for the portion of Preble Field located within the Naval Training Station National and City of San Diego Historical District, with conditions.

Fiscal Impact - Under the Disposition and Development Agreement (DDA), McMillin NTC, LLC (McMillin) is responsible for constructing the initial park, identified as Phase I, including design, administrative costs and construction costs, estimated at \$14,779,800. The Phase I park improvements will require approximately \$572,142 annually in current dollars for maintenance. Funding for maintenance will be requested in the FY 05 budget. Phase II park improvements, which include the conceptual aquatics complex, are incorporated in the General Development Plan for scoping purposes. However, authorization to design, construct, operate and maintain this portion of the park is not included in this action. Fiscal impact will be determined and authorization requested when funding is available for Phase II improvements.

## BACKGROUND

The Naval Training Center (NTC), also known as Liberty Station, is located in the Peninsula Community Planning Area in the City of San Diego. NTC is bordered by Rosecrans Street to the northwest, Lytton Street to the northeast, and Harbor Drive to the south. The future park site is located in the southern portion of NTC adjacent to the U.S. Navy boat channel, which is an extension of the San Diego Bay.

The DDA between the Agency and McMillin NTC, LLC (McMillin) provides that McMillin is responsible for the construction of the 46-acre regional park, at an estimated cost of \$14,779,800. The DDA provides for the construction of Phase I of the 46-acre park as shown on the General Development Plan with the exception of the Phase II conceptual aquatics complex.

In September 2001, the U.S. Navy, acting through the National Park Service, completed the Public Benefit Conveyance of the 46-acre public park and three acre eastside esplanade area to the City of San Diego, at no cost to the City. The conveyance is a direct result of a cooperative community planning effort supported by the Navy and the City of San Diego, and will enable the construction of the NTC Park and waterfront esplanade.

The City of San Diego, as lead agency under the California Environmental Quality Act (CEQA), has prepared and completed a Mitigated Negative Declaration for the proposed General

Development Plan. Mitigation measures were prescribed for water quality to implement Best Management Practices to mitigate impacts associated with stormwater runoff. The Mitigated Negative Declaration, and associated Mitigation Monitoring and Reporting Program (MMRP). LDR No. 42-0574 (PTS 3787), dated October 24, 2002, are attached.

## DISCUSSION

A General Development Plan is a conceptual plan that graphically indicates proposed park facilities, including buildings, parking areas, play areas, site furniture, lighting, landscape materials, and drainage patterns. The General Development Plan is used as a communication tool in presentations to various community groups and Park and Recreation Department advisory bodies.

The proposed NTC Park General Development Plan provides both active and passive recreation elements. It is anticipated that the park will be constructed in phases. Phase I amenities include two ball fields, a multi-use field, four half-court basketball courts, a sports plaza, two tot lots, group and individual picnic areas, open turf areas for passive recreation, an historic plaza (Preble Field), a naturalized area, and an esplanade for walking and bicycling. Three comfort stations will be located throughout the park. Parking will be provided on-site and along the street frontage. Phase II amenities could include the conceptual aquatics complex and associated parking.

The two ball fields will be located adjacent to one another and will be located at the southern end of the park. The paving between the two ball field backstops will form a sports plaza and will be used for social gatherings related to active recreation. The multi-use field will be located within the area of the two ball fields. A comfort station will be located adjacent to the sports plaza to serve the ball fields as well as the esplanade users.

Picnic areas will be grouped in varying sizes to accommodate user groups as well as individuals. Natural shading will be provided with tree plantings. The adjacent open turf areas will provide areas for unstructured recreational activities and passive use.

The Preble Field plaza is located in the Naval Training Station Historical District approximately at the center of the park and is a part of the historic core of NTC. The historic core of the Naval Training Station is designated as HRB Landmark Number 425, and is also included in the National Register of Historic Places. As such, the design of the Preble Field Plaza portion of the park must meet the U.S. Secretary of the Interior's Standards. Design of the historic plaza area includes water features, enhancement of the existing historic gun placements, two small groves of trees, tree lined walks which are an extension of Roosevelt Road and Dewey Road, and open turf areas. The design reflects other elements existing in the historic core.

Memorials may be incorporated into the project in accordance with Park and Recreation Board Policy 1002. Approval of this General Development Plan will not preclude a community initiated movement to establish a memorial. Currently, the World War II Submarine Veterans

are proposing a memorial within the Preble Field plaza in the park. The proposal includes the planting of fifty-two trees the Veterans will supply with plaques to commemorate the fifty-two submariners that were lost during World War II. The final design of the memorial will conform to Park and Recreation Board Policy 1002.

A natural habitat area is located in the northern portion of the park site and will incorporate native plantings, walkways, elevated walkways and observation platforms. The area will also serve as a storm water retention and filtering basin.

An esplanade will be located adjacent to the boat channel and will run the entire length of the park, extending southwest to Spanish Landing and continuing on the southeast side of the channel. The esplanade will provide two separate ten-foot wide paths to separate pedestrian and bicycle traffic. The paths will meander and vary in elevation to provide interest and take advantage of views. Benches and small plazas will be provided along the route for rest and viewing.

Parking is located in clusters at the perimeter of the park along Cushing Road in accordance with the recommendations of the Subcommittee. Street parking will also be available along Cushing Road with the exception of parking adjacent to the historic plaza. Parking to be provided is in compliance with current Park and Recreation Department standards.

The Phase II conceptual aquatic complex may include a 50-meter pool, a 25-meter pool, and a family pool with interactive play elements. The conceptual aquatics complex also includes locker rooms, offices, restrooms, storage and a concession stand. Currently there is no financing available for the aquatics complex. The area where the conceptual aquatics complex is shown will be planted with turf until funding is available.

The consultant has prepared the General Development Plan in consideration of the recommendations and discussions outlined above.

Staff concurs with all of the recommendations made, with the exception of the following Historic Resources Board conditions:

1. The proposed water features should be eliminated.
2. The existing reviewing stand should be preserved or replaced.

With regard to the first HRB condition, the water features have been incorporated into the design of the plaza as an informal maritime memorial and were supported by the Park Planning Subcommittee, and all Park and Recreation Advisory bodies, including the Park and Recreation Board. The intent of the water features was to provide scale and break up the large open space. Architectural Historian and Architect Milford Wayne Donaldson provided input to the design of the plaza and water features. With regard to the second HRB condition, if rehabilitated or

reconstructed, access would need to be provided to the top of the platform, which would considerably impact the appearance. Also, the viewing platform would be a visual obstruction between the park and Ingram Plaza to the northwest.

ALTERNATIVES

1. Approve the proposed NTC Park General Development Plan with modifications.
2. Do not approve the proposed NTC Park General Development Plan.

Respectfully submitted,

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Ellen Oppenheim  
Director  
Park and Recreation Department

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Bruce Herring  
Deputy City Manager

HERRING/EO

Note: Attachment Nos. 2, 3, and 4 were not available in electronic format. A copy is available for review in the Office of the City Clerk.

Attachments:        [Mitigated Negative Declaration](#)  
Park Development Goals  
General Development Plan  
Comfort Station Plans and Elevations