

DATE ISSUED: June 23, 2004 REPORT NO. 04-134

ATTENTION: Honorable Mayor and City Council
Docket of June 29, 2004

SUBJECT: APPEAL OF PLANNING COMMISSION DECISION TO DENY NTC
HISTORIC BUILDINGS RELOCATION- PTS NO. 9735. PROCESS 4.

REFERENCE: Planning Commission Report No. P-03-366
Report to the Historical Resources Board No. P-03-159 (Attachment 8)
Report to the Historical Resources Board No. P-02-190 (Attachment 9)

OWNER/
APPLICANT: City of San Diego Redevelopment Agency/ McMillin - NTC, LLC

SUMMARY

Issue(s) - Should the City Council uphold the Planning Commission's decision to deny Site Development Permit No. 57640 regarding the relocation of three (3) historic buildings (Nos. 158, 159, and 207) from their current location within the Naval Training Center (NTC) National Register Historic District to a new location within the NTC National Register Historic District in accordance with the U.S. Secretary of the Interior's Standards?

Staff Recommendation -

1. CERTIFY Mitigated Negative Declaration No. 9735 and ADOPT Mitigation, Monitoring and Reporting Program (MMRP); and
2. APPROVE Site Development Permit No. 57640.

Planning Commission Action - The Planning Commission voted (4-1-0) to deny the project at the Planning Commission public hearing of January 15, 2004. Commissioners concerns included that the proposed relocation of Building No. 207 would interfere with minor view corridors between the existing buildings, and that due to uncertainty of future use and development of the surrounding area a finding that the project was the least

disruptive alternative could not be supported.

Historical Resources Board Recommendation - On October 23, 2003, the San Diego Historical Resources Board recommended approval of the project by a vote of (9-1-1).

State Office of Historic Preservation – On November 7, 2003, the State Historic Preservation Officer (SHPO) approved the historic building relocations (Attachment 20).

Keeper of the National Historic Register, National Park Service - The Keeper of the National Historic Register formally approved the historic building relocations May 20, 2004 (Attachment 21).

Community Planning Group Recommendation - On November 20, 2003, the Peninsula Community Planning Board voted to deny the project by a vote of (4-2-3) (Attachment 17).

Environmental Review -A Mitigated Negative Declaration (LDR No. 9735), 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 will be implemented which will reduce, to a level of insignificance, any potential impacts identified in the environmental review process.

Fiscal Impact - None with this action.

Code Enforcement Impact - None with this action.

Housing Impact Statement - None with this action.

BACKGROUND

The approximately 360-acre former Naval Training Center, now known as Liberty Station, is located along Rosecrans Street between Lytton Avenue and North Harbor Drive, west of the San Diego International Airport (Lindbergh Field). In 1993, the Federal Base Closure and Realignment Commission recommended closure of NTC. The City of San Diego was designated the Local Redevelopment Authority responsible for the preparation of a reuse plan and on April 29, 1997 the City Council approved and adopted the NTC Redevelopment Project Area.

After a multi-year public planning effort, the NTC Reuse Plan was completed and adopted by the City Council in October 1998. Ultimately, the California Coastal Commission and City Council approved planning and subdivision entitlements to facilitate redevelopment of the base including adoption of the NTC Precise Plan and Local Coastal Program, an amendment to the Peninsula Community Plan and the Progress Guide and General Plan, the application of zoning to the site, a Vesting Tentative Map (VTM), Master Planned Development and Coastal Development permits, including *NTC Urban Design Guidelines* and *NTC Guidelines for the Treatment of Historic Properties*. The *NTC Guidelines for the Treatment of Historic Properties* were approved by the Historical Resources Board on June 22, 2000, in order to establish criteria for treating historic resources within the NTC Historic District, including design aid in determining acceptable alterations, additions, and repairs for preserving the character of the Historic District. The redevelopment of NTC is substantially underway, including construction of residential and office

development, new construction and repair of site infrastructure and utilities, park development planning of the NTC waterfront park, and adaptive reuse of existing structures remaining at the site.

DISCUSSION

Planning Commission Hearings:

The project was initially reviewed by the Planning Commission at the public hearing of December 4, 2003. Planning Commissioners discussed the project but ultimately requested continuance of the item in order to receive additional information including photo simulations illustrating placement of the buildings in their proposed relocation areas, views of the project area easterly from the Promenade and clarification of permitted uses allowed within the Mixed Use Area of the NTC Precise Plan. In addition, the applicant prepared concept plans showing various manners in which the primary buildings could be modified or adaptively reused to accommodate new users in the future (Attachment 10). At the public hearing of January 15, 2004, the Planning Commission voted (4-1-0) to deny the project. Commissioners concerns included that the proposed relocation of Building No. 207 would impede minor views identified in the NTC Precise Plan from Truxtun Street towards the boat channel through existing Buildings 29 and 208. Additionally, due to uncertainty of future use and development of the surrounding area, a finding that the project was the least disruptive alternative could not be supported, and there was discussion that the Keeper of the National Historic Register had not made a formal determination regarding the proposed building relocations.

Subject of Appeal:

The decision of the Planning Commission was appealed by the Permittee, McMillin – NTC, LLC (Attachment 6). Reasons cited for the appeal include factual error, findings not supported, new information and City-wide significance. Contents of the appeal question the Planning Commission's discussion of the role of the Keeper of the National Register in regards to the decision process for the building relocations, and identify issues with the Planning Commission citing the unknown future use of the site as a basis for project findings.

Regarding the Keeper of the National Register, it is the role of the State Historic Preservation Officer (SHPO) to administer the National District on behalf of the National Park Service. SHPO reviewed the proposed project and approved the relocations in November 2003(Attachment 20). The Keeper was subsequently notified of SHPO's actions and did not comment during the following 45-day comment period. The Keeper formally took action to approve the relocations on May 20, 2004 (Attachment 21). In regards to future development, any future adaptive reuse of Buildings 27, 28, and/or 29 would be analyzed as an independent action and would be required to be in substantial conformance with the NTC Precise Plan and Master Planned Development/ Coastal Development Permit No. 99-1076. Any building footprint or facade modifications would require at a minimum review through a Substantial Conformance Review (Process 2), a staff level decision which would include public notice and review by the Peninsula Community Planning Board. The staff level decision would be appealable to the Planning Commission.

Project Modifications:

Subsequent to Planning Commission denial of the project and in order to address Commissioner's concerns that the proposed location of the relocated structures may interfere with minor view corridors between the existing buildings, the area of relocation for Building No. 207 was modified from a side-by-side relationship with Building 159 (Attachment 5), to a stacked configuration (Attachment 4). The relocation of Building 207 adjacent to the north and east of existing Building No. 29 will retain minor public views from Truxtun Road towards the Promenade and boat channel. This modified building placement has been reviewed by Historic Resources Board staff and determined to be substantially conforming to the Board's original recommendation to support the project (Attachment 7). All mitigation Treatment Plan requirements regarding retention of existing compass orientation, materials, features and accesses will be observed with the modified placement of Building 207.

Project Description:

The project site is located easterly of Truxton Road, between Womble Road and Roosevelt Road, within the Mixed-Use Subarea of the NTC Precise Plan, within the CR-1-1 zone and Airport Environs Overlay, Coastal Overlay Zone, within the NTC Precise Plan and Local Coastal Program area within the NTC Historic District and Peninsula Community Plan area (Attachment 1). The project site is legally described as Parcel 5 of Parcel Map 18941. The proposed action is a request for a Site Development Permit to allow the relocation of three (3) existing accessory buildings from their current location within the NTC Historic District to a new location within the NTC Historic District to provide optimal space utilization for future adaptive reuse. The area of potential effect is associated with Buildings 27, 28, and 29 which are part of the Naval Training Center Historic District which is a locally-designated historic district and also listed on the National Register of Historic Places. The subject buildings (Nos. 158, 159 and 207) are included on the National Register but are not locally designated.

Project Analysis:

Three large two-story buildings (formerly used as barracks) are centrally located within the mixed-use commercial district: Building Nos. 27, 28 and 29 (Attachment 3). Three small ancillary buildings formerly used as restroom/laundry facilities (Nos. 158, 159 and 207) are associated with and currently sited immediately adjacent to each of the three parent buildings. Each of the three small buildings is a one-story structure with horizontal 3-inch wood lap siding, 560-square feet in size and approximately 13 feet in height. The project proposes the relocation of each of the three small ancillary buildings in their true historic compass orientation in a manner which would retain their historic integrity by remaining within the NTC Historic District in close proximity to their original location and context with the parent building:

- Building 158 is currently located immediately east of Building 27. It would be relocated approximately 127 feet to the south and placed in a courtyard setting adjacent to Building 27. Orientation of the building would remain the same including maintaining access to the doors located on the east and west ends of the building.
- Building 159 is currently located immediately north of Building 28. It would be relocated approximately 238 feet to the north adjacent to Building 29. Orientation

would remain the same including maintaining access to the doors located on the east and west ends of the building.

- Building 207 is currently located immediately south of Building 29. Subsequent to Planning Commission denial of the project and in order to address Commissioner's concerns that the proposed location of the relocated structure may interfere with minor view corridors between the existing buildings No. 29 and No. 208, the area of relocation for Building No. 207 was modified from a side-by-side relationship with Building No. 159, to a stacked configuration. The relocation of Building No. 207 approximately 126 feet adjacent to the north edge of Building No. 29 will retain minor public views from Truxtun Road towards the Promenade and boat channel. Orientation would remain the same including maintaining access to the doors located on the east and west ends of the building.

Relocation of the buildings is proposed as the solution to maximizing future adaptive re-use space rather than demolition of the buildings or retention in place. Demolition of the three ancillary structures was not proposed because the structures are included on the National Register of Historic Places. Relocation to a distant location within the District was not proposed because it would disassociate the building from the parent building. Relocation immediately adjacent to the parent building was determined to be the best option for maximization of potential future adaptive reuse and preservation of historic resources.

NTC Precise Plan Analysis:

The relocation of the three historic utility buildings will not adversely affect the adopted NTC Precise Plan and Local Coastal Program for the subject property, which designates the site for mixed-use development. Immediately east of the project site lies the Promenade, a green-scape area currently under development and identified in the NTC Precise Plan as a proposed public accessway. Neither the current location of the buildings, nor their proposed areas of relocation within the complex of existing buildings, would encroach into the designated Promenade area. The project site does not contain views to or along the ocean; however, the NTC Precise Plan identifies minor view opportunities from the area of relocation toward the Promenade and boat channel (Attachment 19). As modified, with a stacked configuration rather than side-by-side relationship, the relocation of Building No. 207 adjacent to the north existing Building No. 29 will retain minor views from Truxtun Road towards the Promenade and boat channel.

Environmental Analysis:

A Mitigated Negative Declaration (LDR No. 9735), has been prepared for the project in accordance with State of California Environmental Quality Act (CEQA) Guidelines. The proposed project includes mitigation measures to offset potential impacts to the environment in the area of Historical Resources (Architectural). The MMRP includes a Treatment Plan which will ensure that the relocation of the buildings intact on their new sites retains their existing compass orientation, materials, features and accesses. All such work will be monitored on-site by a qualified Preservation Architect or Architectural Historian.

San Diego Historical Resources Board Review:

The City of San Diego Historical Resources Board (HRB) agreed that preservation of the existing structures in their existing location would significantly impact the adaptive reuse of the more significant historical structures (Attachment 9 - HRB Staff Report P-02-190, October 10, 2002). On October 23, 2003, the San Diego Historical Resources Board voted to recommend

approval of the proposed relocation of Buildings 158, 159 and 207 by a vote of (9-1-1). A more detailed analysis of historic issues is included in the Report to the Historical Resources Board No. P-03-159 (Attachment 8).

Peninsula Community Planning Board Review:

On November 20, 2003, the Peninsula Community Planning Board voted to deny the project by a vote of (4-2-3) and some members testified in opposition to the project during the Planning Commission hearings. Board members expressed concerns that they were uncomfortable supporting the relocation of the historic utility buildings without knowing the scope of the future development planned for the site (Attachment 17).

CONCLUSION:

The relocation of the three historic utility buildings will not adversely affect the adopted NTC Precise Plan and Local Coastal Program for the subject property, which designates the site for mixed-use development. The applicant has worked to address the issues raised by the Planning Commission regarding placement of Building 207. Additionally, the project has received support from the local, state and federal entities tasked with reviewing modifications to historic resources, including the San Diego Historic Resources Board, State Office of Historic Preservation and the National Park Service's Keeper of the Historic Register. Staff finds the proposed project, as modified, consistent with the U.S. Secretary of the Interior's Standards, *The Naval Training Center San Diego Guidelines for the Treatment of Historic Properties* and recommends approval of the relocation of the historic structures subject to conditions of Site Development Permit No. 57640 (Attachment 15).

ALTERNATIVES:

1. Approve Site Development Permit No. 57640 with modifications.
2. Deny Site Development Permit No. 57640 if the findings required to approve the project cannot be affirmed.

Respectfully submitted,

Tina P. Christiansen, A.I.A.
Development Services Director

Approved: George I. Loveland
Assistant City Manager

CHRISTIANSEN/PJF

Note: The attachments are not all available in electronic format. A copy is available for review in the Office of the City Clerk.

Note: Attachments 1 – 14 and 17 – 21 are not available in electronic format. A copy is available for review in the Office of the City Clerk.

Attachments:

1. NTC Precise Plan Land Use Map
2. Project Location Map
3. Existing Site Plan
4. Modified Project Site Plan
5. Original Project Site Plan
6. Copy of Appeal to Council
7. Historic Resources Board Staff - Consistency Determination
8. Report to the Historic Resources Board No. P-03-159
9. Report to the Historic Resources Board No. P-02-190
10. Memorandum to Planning Commission
11. Planning Commission Resolution
12. *Liberty Station (Naval Training Station) Relocation of Buildings 158, 159 and 207*, prepared by Architect Milford Wayne Donaldson, dated May 11, 2004
(under separate cover)
13. Building Elevations
14. Photo Survey
15. [Draft Permit with Conditions](#)
16. [Draft Resolution with Findings](#)
17. Community Planning Group Recommendation
18. Ownership Disclosure Statement
19. NTC Precise Plan View Study
20. State Historic Preservation Officer (SHPO) approval
21. Keeper of the National Historic Register approval