



THE CITY OF SAN DIEGO
REPORT TO THE CITY COUNCIL

DATE ISSUED: March 1, 2006 REPORT NO. 06-022

ATTENTION: Council President and City Council
Docket of March 6, 2006

SUBJECT: Sabre Springs-Savannah Terrace, Community Plan Amendment, Rezone,
Map Waiver and Planned Development Permit, Project No. 17749, Council
District 5, Process Five

REFERENCE: Initiation of an Amendment to Sabre Springs Community Plan and
Progress Guide and General Plan, Report No. PC-03-138 and Report to the
Planning Commission Report No. PC-05-262

REQUESTED ACTION:

To approve a Community Plan and General Plan Amendment, Rezone, Planned Development Permit and Map Waiver for two parcels for the development of forty-two (42) new residential condominium units on one parcel located on Poway Road between Savannah Creek Drive and Creekview Drive, and development guidelines for future development on a parcel located at the southeastern corner of Poway Road and Springhurst Drive within the Sabre Springs Community Planning area?

STAFF RECOMMENDATIONS:

1. CERTIFY Mitigated Negative Declaration No. 17749. and ADOPT MMRP; and
2. APPROVE an application for Community Plan Amendment No. 40451, Rezone No. 40450, Planned Development Permit No. 95020, Map Waiver No. 95709.

SUMMARY:

Environmental Review: A Mitigated Negative Declaration, No. 17749, has been prepared for the project in accordance with State of California Environmental Quality Act (CEQA) Guidelines. A Mitigation, Monitoring and Reporting Program (MMRP) has been prepared and will be implemented which will reduce, to a level of insignificance, any potential impacts identified in the environmental review process.

Code Enforcement Impact: None

Housing Impact Statement: The applicant proposes to reduce the number of residential

units assigned to Parcel No. 15 by 42 to accommodate the additional 42 units on Parcel No. 16 for no net increase in total units for the community. Parcel No. 15 was not developed to maximum potential, thus shifting units to Parcel No. 16 allows the realization of 42 units which would have otherwise not been constructed.

Water Quality Impact Statement: The post construction Best Management Practices (BMP) for this development will comply with the City's Storm Water Standards. The project will incorporate non structural and structural BMPs. These will include education, stenciled inlets, street sweeping, landscaping and inlet filter inserts with added absorbent booms. These filter inserts will filter sediments, trash, debris, oil, grease and pesticides. The inlet inserts will be installed within the private storm drain system prior to storm water discharge into the public system.

Public Services and Facilities Impact Statement: The current citywide staffing ratio is 1.66 officers/1000 residents based on a residential population of 1,263,000 (2004 SANDAG) and a budgeted strength of 2,103 officers. The proposed project, with 42 multi-family units, will result in a permanent population increase of approximately 110 residents based on the averaged household size of 2.61 (2000 Census), resulting in the need for an additional .18 percent of a police officer.

The current patrol strength at Northeastern Division is 90 patrol officers with an optimal strength of 114 patrol officers. The 'Priority Emergency' response time in the Northeastern Division is currently 9.91 minutes, with a city-wide response time of 7.52 minutes. The 'Priority One' response for the Northeastern Division is 15.05 minutes, with a city-wide response time of 14.11 minutes.

Fire and Safety First Response Impact Statement: The project will be served by Poway Fire Station No. 1 located at 13050 Community Road. The City of San Diego has an automatic-aid agreement with the City of Poway, so the closest station to an incident responds regardless of which city it is in. Station No. 1 houses one engine and one ambulance, with six firefighters, including five paramedics, on duty each shift.

Response time for Poway Engine No. 1 is 5.0 minutes, within the national standard of 5 minutes. All first-alarm units for an effective fire force arrive within 6.8 minutes, within the 9 minute national standard. Poway Engine No. 1 responded to 1,683 incidents in FY '03, exceeding the national standard of 1,500 incidents per engine. San Diego Engine No. 40, the next engine to arrive, responded to 1,118 incidents in FY '03, within the national standard of 1,500 incidents per engine company; however, they were not available for incidents in their response area 13.43% of the time.

The project will add responses to an area where engine companies already operate over-capacity for the number of yearly incidents per national standard. Response times will increase with community build-out and the increased traffic from new growth. It is difficult to anticipate response times and service level at community build-out, but the engine companies servicing this area are already at capacity for the number of yearly incidents a unit is capable of responding to. It is anticipated that future traffic

improvements would do little to solve the response time issue. The addition of a new engine company in the Scripps Ranch area would mitigate this issue by having another available to respond to the project area.

Background:

Since adoption in 1982, the Sabre Springs Community Plan has been amended five times. The latest was approved in 1998. By 2003, the great majority of the Sabre Springs community had either been built or was in the process of development.

On June 5, 2003 the Planning Commission held a public hearing to consider a request to initiate amendments to the Progress Guide, General Plan and the Sabre Springs Community Plan. The proposal consisted of re-designating a 2.22-acre parcel (Parcel No. 16) from 'Community Commercial' to 'Medium-Density Residential', and re-designating a 2.5-acre parcel (Parcel No. 31) from 'Institutional' to 'Community Commercial'. On June 5, 2003 the Planning Commission could make the required findings and voted 6-0 to initiate the amendments.

Parcel No. 16 is a graded 2.22-acre vacant lot east of Interstate 15 at the northwest corner of Poway Road and Creekview Drive in the CC-1-3 zone within the 'Community Commercial' land use designation of the Sabre Springs Community Planning area. It is the last parcel of a larger area originally designated for commercial use in the 1982 Sabre Springs Community Plan. Since then, all surrounding parcels have been re-designated residential. At the time their residential use was approved, several City Council members recommended changing Parcel No. 16 to residential also. Parcel No. 16 has residential uses to the west, north and east.

Parcel No. 31 is a graded 2.5-acre vacant lot east of Interstate 15 at the southeast corner of Poway Road and Springhurst Drive in the RM-1-1 zone, designated as 'Institutional' land use in the Sabre Springs Community Planning area. It was designated 'Institutional' to allow for the expansion of an adjacent church to the east on Parcel No. 32. The acquisition never occurred as ownership of the existing church changed, and subsequent prospective religious organizations have found the site unsuitable for use. Site elevation drops 35 feet from north to south, so it is necessary to lift the site to approximately the elevation of Poway Road. The fill slopes required to achieve this reduce the net usable development acreage to 1.5 acres. This has proven to be insufficient for both a religious structure and its required on-site parking.

Project Description:

The proposed project is a Community Plan and General Plan Amendment/Rezone/Planned Development Permit/Map Waiver to waive the requirements for a Tentative Map. The proposed Community Plan and General Plan Amendment and Rezone would include rezoning Parcel No. 16 from CC-1-3 (Commercial) to RM-2-5 (Residential) and Parcel No. 31 from RM-1-1 (Residential) to CC-1-2 (Commercial). The proposed Planned Development Permit would govern the residential development proposed for the 2.22-acre Parcel No. 16 and future commercial development on the 2.5-acre Parcel No. 31 via design guidelines and conditions. The proposed map waiver would waive the requirement for a Tentative Map to develop 42 condominiums on Parcel No. 16. This project proposes no development on the 2.5-acre Parcel No. 31 at the present time.

Parcel No. 16:

The site is approximately 600 feet long from east to west, and approximately 160 feet wide. Previously graded, it rises approximately sixteen (16) feet in elevation from Savannah Creek Drive east to Creekview Drive. The proposed development would create four terraces rising approximately seventeen (17) feet from west to east, in increments of approximately four (4) feet per terrace. Two (2) retaining walls ranging from one to seven (1-7) feet in height support the parcel's lowest, westernmost terrace. From the northwest corner, one leg of a wall extends approximately forty (40) feet to the east and the other extends approximately 130 feet south before ending approximately twenty (20) feet from the site's southwest corner. The corner is an exposed slope leading up to the lowest terrace. Approximately twenty (20) feet east of that corner begins a second wall, extending nearly 115 feet along Poway Road. From the southeast corner at Creekview and Poway Road, a third wall begins some twenty (20) feet west and extends approximately 150 feet along the southern boundary on Poway Road. A fourth wall, in the site's interior, runs north to south, separating the highest, eastern terrace at Creekview Drive and Poway Road from the next terrace to the west. It has a height of approximately 3.5-feet.

On Parcel No. 16, each two-story building would consist of four (4) two-bedroom condos and two (2) three-bedroom condominiums. The two-bedroom units would range in size from 998 square feet to 1151 square feet. The three-bedroom units would each have 1270 square feet. Each 29-foot tall building would provide four two-car garages and two one-car garages on the first level. Ten surface parking spaces would be provided adjacent to the buildings and 19 parallel spaces would be provided along Catarina Street, a private street running along the site's northern boundary, for a total of 99 spaces. Of the two required accessible parking spaces, one would be garaged. Four motorcycle spaces are provided.

The buildings would be stucco with tile roofs, with ornamental metal railings along the staircases, balconies, and the lower portion of selected windows on the common area facades facing away from the alleyways. Upstairs balconies will feature arched colonnade-type enclosures incorporating ornamental metal railing. The landscaping would continue the theme used throughout Savannah Terrace. All retaining walls would be screened with cascading vines.

Vehicular access to the proposed development occurs at both Savannah Creek Drive and Creekview Drive. Savannah Creek Drive vehicular access is limited to west-bound vehicles along Poway Road since there is no median gap. The signalized intersection of Creekview Drive and Poway Road allows site access from Poway Road and the Creekview Drive. Creekview and Savannah Creek Drives both intersect with Catarina Lane which parallels Poway Road along the northern site boundary. Vehicular access into the proposed development is via four cul-de-sac type alleyways coming off Catarina Lane. The proposed project is surrounded by contiguous sidewalks which enter the site along the four alleyways.

The proposed project is surrounded by Savannah Terrace, a similar development, to the west, north and east. At the June 13, 2002, Planning Commission hearing for Savannah Terrace, Commissioners expressed interest in residential use on Parcel No. 16 similar to Savannah Terrace. At the subsequent City Council Hearing on Savannah Terrace, October 29, 2002, City

Council members also discussed the advantages of developing Parcel No. 16 with residential use. The project is located approximately one mile east of Interstate 15 on Poway Road, where a Park'n'Ride lot provides bus service to downtown San Diego.

The proposed redesignation of Parcel No.16 to multi-family residential from Community Commercial (CC) would match the surrounding land use designation as it exists currently in the Sabre Springs Community Plan. The proposed rezone from CC to RM-2-5 would allow a maximum of approximately 64 dwelling units on this site. The project proposes to construct 42 units in seven (7) six-unit buildings.

Parcel No. 31:

Due to constraints imposed by its small size, triangular shape and steep slope, Parcel No. 31 has remained vacant for over 20 years since the adoption of the first Sabre Springs Community Plan in 1982. The site is surrounded by institutional (church & daycare) to the south and east, an elementary school to the southwest, and low-density residential to the north. The proposed redesignation of Parcel No. 31 to specialized commercial from institutional would allow the applicant maximum flexibility in development of the site. Not all the permitted uses for CC-1-2, the zone proposed for Parcel No. 31, are considered appropriate, given its context. Therefore, language has been included in the proposed Community Plan Amendment and Design Guidelines for Parcel No. 31, as well as conditions in the Planned Development Permit (PDP), which clearly identify permitted and non-permitted uses.

Community Plan Analysis:

Parcel No. 16:

Parcel No. 16 is a 2.22-acre property located along the north side of Poway Road and is surrounded on three sides by residential development. The surrounding residential development is built at a density of approximately 16 dwelling units/acre (du/ac).

The proposed redesignation of Parcel No. 16 from community commercial to medium density residential (15-30 du/ac) would be characteristic of existing development along the north side of Poway Road between Sabre Springs Parkway and the San Diego/Poway city limit. The proposed land use designation for Parcel No. 16 would accommodate development with a density similar to the surrounding residential development of approximately 16 du/ac. It will be compatible with the surrounding development through use of similar housing types, materials, textures, and colors, and will feature the same landscape theme found throughout Savannah Terrace.

As stated above, vehicular and pedestrian access to Parcel No. 16 will be accommodated through two existing access points for Savannah Terrace. Pedestrian circulation will be accommodated through a connection to the pedestrian network in Savannah Terrace and through the two aforementioned vehicle access points. All paths within the project area are delineated with enhanced paving and meet Title 24 accessibility guidelines. The pedestrian network in Savannah Terrace will also provide Parcel No. 16 with access to the bike trail north of the site, Morning Creek Elementary School, and commercial services to the west. An existing transit stop is

located directly south of Parcel No. 16 near the intersection of Poway Road and Creekview Drive, providing service to Rancho Penasquitos, Rancho Bernardo, and to the City of Poway. Park 'n' Ride facilities are located in the commercial center to the west and at the intersection of Ted Williams Parkway and Sabre Springs Parkway, both providing service to downtown San Diego. Caltrans' Managed Lanes project and SANDAG's proposed Bus Rapid Transit station located at Ted Williams Parkway and Sabre Springs Parkway will provide additional transit opportunities for residents of Parcel No. 16 and Savannah Terrace as a whole. A condition of the Planned Development Permit (PDP) for Parcel No. 16 requires an information sheet be made available to future residents of Parcel No. 16 and the surrounding Savannah Terrace, which will provide information regarding transit opportunities within the Sabre Springs community.

The Sabre Springs Community Plan (SSCP) was originally adopted in 1982 and anticipated development of 5,290 dwelling units. The SSCP and the Sabre Springs Public Facilities Financing Plan (PFFP) also provided for public facilities to adequately serve that number of units. Those facilities have since been constructed; however, the required acreage of useable, population-based park land was not realized due to actual site constraints (topography) and to not achieving joint use of the adjacent elementary schools for which credit was given. The number of units identified in the SSCP has been reduced over time to 4,108 due to a series of plan amendments and residential development below maximum allowed densities. The applicant is proposing to reduce the number of units assigned to Parcel No. 15 by 42 to accommodate the additional 42 units on Parcel No. 16 for no net increase in total units for the community. Parcel 15 had not developed to its maximum potential, thus the shifting of units to Parcel 16 allows the realization of units which would have otherwise not been constructed. Although there is no net increase in total residential units for the community, Facilities Benefit Assessment fees shall be collected in the amount of \$112,056.00 for the additional 42 units, to satisfy park requirements and other public facilities needs.

The residential element of the SSCP lists several objectives for residential development within Sabre Springs. These include an emphasis on providing relatively small, affordable attached housing units, in response to planning area constraints and demographic and market trends, and providing for new residential construction which accommodates moderate-income households. Residential development of Parcel No. 16 will provide multi-family housing opportunities in an area not previously approved for residential development. The applicant will meet the requirements of the Inclusionary Housing Ordinance through the payment of 'In-Lieu' fees to help with the provision of affordable units within the City of San Diego. No units considered affordable to low-income households will be included with development of Parcel No. 16.

Parcel No. 31:

Parcel No. 31 is a 2.5-acre, triangular-shaped parcel located on the southeast corner of Poway Road and Springhurst Drive. Church and daycare facilities are adjacent to the south and east, Creekside Elementary lies southwest of the site, and low density residential (5-10 du/ac) is located both to the north and to the west. Originally, Parcel No. 31 was designated

'Institutional' in anticipation of its acquisition by the church on adjacent Parcel No. 32. That acquisition never occurred inasmuch as the church on Parcel No. 32 changed ownership. Parcel No. 31 has been problematic for other religious organizations who have considered the site over the last two decades. The principal difficulty is that the 2.5-acre parcel nets out approximately 1.5 usable acres. This unusual difference between gross acreage and net usable acreage is the result of a drop in elevation of more than 35 feet from the north end of the parcel to the south end, a sewer access easement to the south, and a community monument sign on the north. The applicant has indicated that several religious organizations were able to accommodate a structure on the site, but they were unsuccessful in meeting on-site parking requirements.

Any development proposed for Parcel No. 31 shall be reviewed via a Substantial Conformance Review (SCR) through a Noticed Decision process (Process 2). A Process 2 SCR is a decision by staff that requires input from the community planning group and is appealable to the Planning Commission. The goal of the SCR is to determine if the proposed project is consistent and in conformance with the previously approved Planned Development Permit and the Design Guidelines for Parcel No. 31. This includes a review of the proposed project against the permit conditions, environmental documentation and applicable land use policies.

The proposal to redesignate Parcel No. 31 to specialized commercial is the result of many discussions between the applicant, City staff, and the community planning group. At the June 5, 2003, initiation hearing at Planning Commission, the applicant proposed a Community-Commercial designation for Parcel No. 31. Commissioners requested that the applicant and City staff look into the applicability of a 'Community Commercial' designation at this site, and whether an alternative designation would be more appropriate.

The goal of the applicant is to provide the greatest amount of flexibility for development of Parcel No. 31, while at the same time, remain sensitive to the concerns of the community and adjacent uses. To achieve their goal, the applicant has included language in the proposed SSCP text that identifies certain uses that should not be located at the site, yet are allowed by the proposed implementing zone (CC-1-2). Language and conditions are also included in the accompanying Planned Development Permit (PDP) and Design Guidelines identifying both permitted and prohibited uses, all of which are allowed by the CC-1-2 zone. Due to the restrictions on use included in the proposed community plan text and the PDP as well as the size of the site, Planning staff feels that 'Community Commercial' would not be the appropriate designation for Parcel No 31. However, staff does agree with the applicant that there are several uses permitted by the CC-1-2 zone which are feasible at this site.

In order to accomplish their goal, and to gain staff support for the proposed implementing zone with restrictions on certain uses, the applicant is proposing a 'Specialized Commercial' designation for Parcel No. 31. This designation is used within the existing SSCP at two locations. One site is located at the northwest corner of Sabre Springs Parkway and Poway Road, the other at the northwest corner of Sabre Springs Parkway and Ted Williams Parkway (SR 56). The 'Specialized Commercial' designation is also identified as a commercial land use designation in the Progress Guide and General Plan. This designation typically includes uses that provide specialty goods and services, retail activities, and freestanding uses usually not found in shopping centers. The proposed 'Specialized Commercial' designation for Parcel No. 31 will function as a small commercial site providing convenience and specialized goods and

services.

Although the re-designation of Parcel No. 31 to Specialized Commercial will result in the loss of institutionally designated land, there will be no real loss to the community. As stated above, it was anticipated that Parcel No. 31 would be purchased by the adjacent church use, hence the Institutional designation. Because that purchase never took place, Parcel No. 31 has remained undeveloped for nearly twenty years as the rest of the community developed around it. Any demand for institutional facilities by residents of Sabre Springs has been met by either the existing institutional site adjacent to Parcel No. 31, or by existing institutional sites in surrounding communities and the City of Poway. The change to Specialized Commercial will provide the community with additional commercial services which would have otherwise been lost due to approval of Savannah Terrace and the proposed redesignation of Parcel No. 16 from Community Commercial to Medium Density residential.

In order to ensure appropriate commercial development of Parcel No. 31 with regards to bulk, scale, materials, and use, as well as the implementation of recommendations found in the SSCP, the accompanying PDP and Design Guidelines require a Substantial Conformance Review in accordance with a Process 2 decision. This will allow community planning group and planning staff review of the proposed development prior to the issuance of building permits.

Conclusion:

The Water Quality Technical Report was deemed adequate to safeguard against impacts to water quality, and the project now features the requested pedestrian linkages now to the larger, surrounding pedestrian system. The Initial Study conducted for the proposed project identified potential impacts to residents of the proposed condominiums on Parcel No. 16 from traffic noise. For Parcel No. 31, potential impacts involving biological resources (possible raptor species and least Bell's vireo impacts) and biological resources/land use adjacency (adjacent to MHPA) were identified in any future development proposed for this parcel. The Mitigation, Monitoring and Reporting Program (MMRP) contained in Mitigated Negative Declaration (MND) No. 17749 prepared for this project contains mitigation measures which reduce these impacts to environmentally insignificant levels.

The proposed project resolves two of the last remaining land use questions in the Sabre Springs community. It completes the re-designation of land use for the area comprised of Parcel No. 16 and its adjacent parcels from commercial to medium-density residential designation which was begun in 2002. It recognizes the changed circumstances regarding Parcel No. 31 and its formerly anticipated, though unrealized acquisition by the adjacent church. Experience has shown the site incapable of supporting another church, independent with its own on-site parking, due to the small net usable acreage remaining after grading. The proposed project resolves this by re-designating Parcel No. 31 as specialized commercial, and grants the owner greater leeway in future development by rezoning it CC-1-2, thereby allowing a broader range of suitable uses than would be available under a more restrictive zone.

On the other hand, the Sabre Springs Community Planning Group expressed its desire that certain, unsuitable uses which are allowed in the CC-1-2 zone elsewhere, be prevented from

occurring on Parcel No. 31. These uses were characterized by the group as any which would encourage students of the Creekview Elementary School across Springhurst Drive to cross this busy street. This is achieved through the Planned Development Permit (PDP) proposed to govern development of Parcels No. 16 and 31. The PDP, with its Design Guidelines for Parcel No. 31, also allows for input from the community and City staff and will further ensure that the development of Parcel No. 16 and any proposed, future development of Parcel No. 31 will fit in appropriately within their respective contexts and with the larger Sabre Springs community as a whole.

Alternatives:

1. Approve Community Plan Amendment No. 40451, Rezone No. 40450, Planned Development Permit No. 95020, Map Waiver No. 95709, with modifications.
2. Deny Community Plan Amendment No. 40451, Rezone No. 40450, Planned Development Permit No. 95020, Map Waiver No. 95709, if the findings required to approve the project cannot be affirmed.

FISCAL CONSIDERATIONS:

All costs associated with the processing of this project are paid for by the applicant.

PREVIOUS COUNCIL and/or COMMITTEE ACTION:

None.

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

On September 16, 2004, the Sabre Springs Planning Group met and voted 5-0-0 to recommend approval of the proposed project with a modification in the design guidelines for Parcel 31 for future development to read "Uses that are compatible with the community and with the nearby elementary school." On October 20, 2005, Planning Commission Recommendation voted 5-0-2, with Schultz and Steele abstaining, to recommend approval of the proposed project to the City Council.

KEY STAKEHOLDERS:

Pardee Homes
Rick Engineering, Inc.
John Ponder, Sheppard Mullin Richter & Hampton, LLP
Steve Silverman, Urban Counsel
Sabre Springs community

Respectfully submitted,

Gary W. Halbert
Development Services Director

Approved: James T. Waring
Deputy Chief of Land Use and
Economic Development

HALBERT/RPT

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

Attachments:

1. Aerial Photograph
2. Community Plan Land Use Map
3. Project Location Map
4. Project Data Sheet
5. Draft Land Use Plan Graphics and Text
6. Parcel 31 Design Guidelines
7. Draft Community Plan Amendment Resolution
8. Map Waiver Exhibit
9. Draft Map Waiver Resolution
10. Draft Planned Development Permit
11. Draft Planned Development Permit Resolution
12. Draft Rezone Ordinance
13. Rezone - B Sheet
14. Community Planning Group Recommendation
15. Ownership Disclosure Statement
16. Project Chronology
17. Planning Commission Resolution to City Council
18. Draft Environmental City Council Resolution

Rev 06-01-05 dcj