

**CALIFORNIA COASTAL COMMISSION**

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January 16, 2013

**W10a****TO: COMMISSIONERS AND INTERESTED PERSONS****FROM: CHARLES LESTER, EXECUTIVE DIRECTOR****SUBJECT: CITY OF SAN DIEGO DE MINIMIS LOCAL COASTAL PROGRAM  
AMENDMENT NO. PEN-DM-4-12 (Halsey Road) FOR COMMISSION  
REVIEW AT ITS MEETING OF February 6-8, 2013**

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The Coastal Act was amended January 1, 1995 to provide for a more streamlined method to review amendments to local coastal programs. Section 30514(d) allows the Executive Director to make a determination that a proposed LCP amendment is de minimis in nature. The Executive Director must determine that the proposed amendment: 1) has no impact, either individually or cumulatively, on coastal resources; 2) is consistent with the policies of Chapter 3; and 3) does not propose any change in land use or water use or any change in the allowable use of property. Section 30514(d) requires the local government to notice the proposed de minimis LCP amendment 21 days prior to submitting it to the Executive Director either through: 1) publication in a newspaper of general circulation; 2) posting onsite and offsite the area affected by the amendment; or 3) direct mailing to owners of contiguous property. If the Executive Director makes the determination that the proposed amendment qualifies as a “de minimis” amendment and finds the public notice measures have been satisfied, such determination is then reported to the Commission for its concurrence.

**PROPOSED AMENDMENT**

On November 30, 2012, the City of San Diego’s LCP Amendment No. 4-12 was filed in the San Diego District Office. The amendment involves revisions to the Naval Training Center Precise Plan (LUP) text and figures addressing a segment of Halsey Road, including a revision to the Circulation Element (Figure 5.3/Anticipated Circulation System) to reclassify the segment of Halsey Road between Lee Court and Kincaid Road from a Collector Street to a Local Road and remove it from the Circulation Element. The other proposed corollary revisions would be for internal consistency. The proposed amendment only involves changes to the certified Precise Plan which serves as the adopted Land Use Plan for the former Naval Training Center. Under the Commission’s regulations, as a proposed land use plan amendment, the Commission has 90 days to act on the proposed amendment without the granting of a time extension. Public notice of the proposed amendment was provided consistent with the Commission’s regulations; the City sent notice of the proposed amendment through direct mailing to the contiguous property owners.

## **DISCUSSION**

On June 12, 2001, the Commission reviewed and approved both the land use plan and implementation ordinances with suggested modifications for the former Naval Training Center (“NTC”) property in the Peninsula/Point Loma community. The 360 acre, former military training center is generally bounded on the northwest by Rosecrans Street, Lytton Street/Barrett Avenue due north, the San Diego International Airport to the east and North Harbor Drive along its southern border. An inlet of San Diego Bay, commonly referred to as the boat channel, also extends into eastern portions of the historic NTC properties. The vast majority of the former military training center is situated west of the channel and the future business hotel development site and municipal facilities will be located east of the boat channel. NTC is planned as a pedestrian-oriented, mixed use neighborhood with a mix of residential, education, recreational, office, commercial/visitor commercial and institutional/civic uses, as well as public facilities. The visitor commercial elements of the certified land use plan include a visitor hotel area on the west side of the boat channel, as well as a business hotel proposal on the east side of the channel, both accessed from North Harbor Drive.

The subject amendment involves only one parcel of the certified Precise Plan and it is the future business hotel parcel located on the east side of the boat channel. As planning proceeded for the development of the business hotel, the developer started assessing the need for the segment of Halsey Road situated between Lee Court and Kincaid Road to be retained and ultimately is pursuing vacation of that road segment as part of the future coastal development permit. The future business hotel would be accessed via Lee Court directly off of North Harbor Drive and the developer does not believe the additional Halsey Road frontage access from Kincaid Road is necessary and the City concurs. However, this particular road segment is shown as a Collector Road on the adopted Circulation Element of the certified Precise Plan and an LCP amendment is necessary to modify the Circulation Element to delete the road segment and make the corresponding changes to other figures and text in the plan. These proposed revisions are all shown in the attached exhibits.

The frontage road segment would only serve the future business hotel development site; it is not needed to access any other parcels. They will continue to be served by existing roads or planned improvements to Kincaid Road. These other roads, as proposed for improvement in the Precise Plan or as they exist, will also provide any necessary secondary access to the future business hotel.

As noted above, the future business hotel is planned for the east side of the boat channel and the certified plan provides for high priority, visitor-serving uses there which involve lodging facilities and water-oriented recreation uses. The certified Precise Plan also provided for extensive public access through and around the NTC properties. A public esplanade is planned which will parallel the edge of the boat channel on both sides and connect with the public promenade proposed for the historic center of NTC and other park/open space amenities. The certified Precise Plan (LUP) clarifies that the esplanade,

public safety and municipal utility operations are all public facilities. The certified plan also specifies that the public esplanade shall maintain a minimum average width of 150 feet from the water's edge for both the proposed visitor and business hotel sites. Relative to public access and recreational opportunities, the certified Precise Plan contains the following provision as a "standard for review" in the Coastal Element:

- h. For the business hotel, the channel edge will be a public pedestrian area where the water and the public esplanade must uniformly provide a welcoming entrance that encourages hotel guests and the public to make use of this amenity. The hotel shall be designed so that the side which faces the boat channel and the esplanade reads as if it were – or might be – the front of the hotel. The hotel elevation facing the esplanade shall be visually and architecturally connected to the esplanade through the use of arcades, paving, landscaping, or other materials. Additional public parking for visitors to the esplanade shall be provided at the hotel parking facilities.*

The subject amendment does not propose any changes to these public access provisions. The amendment seeks only to modify the Precise Plan to reclassify the segment of Halsey Road from Lee Court to Kincaid Road from a Collector Street to a Local Street and then delete the segment from the adopted Circulation Element. As noted above, the developer of the future business hotel determined that the additional frontage road access was not necessary for the hotel and vacation of the road segment would afford greater design flexibility. In its analysis, the City has concurred and points out that the projected daily traffic volumes cited elsewhere in the Precise Plan (see Figure 5.1) identified the Halsey Road segment in question to have an Average Daily Trips volume of only 200 which would otherwise be classified as a "local street" and not a "collector road". In addition, the City notes that Table 5.1, Anticipated Circulation Improvements, also stated that the segment of Halsey Road between Lee Court and Kincaid Road would only be a local street; so, there were internal inconsistencies in the adopted land use plan. Again, no changes are proposed to the land use standards or public access provisions of the business hotel site; the elimination of the Halsey Road frontage access on the east side of the parcel away from the boat channel and public esplanade is not expected to adversely affect implementation of the public access amenities. The proposed amendment does not change any planned land use and is consistent with Chapter 3 policies. The proposed amendment will have no impact, either individually or cumulative, on public access or coastal resources and may therefore be supported.

### **CONSISTENCY WITH THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

Section 21080.5 of the California Environmental Quality Act (CEQA) exempts local government from the requirement of preparing an environmental impact report (EIR) in connection with its local coastal program. Instead, the CEQA responsibilities are assigned to the Coastal Commission and the Commission's LCP review and approval program has been found by the Resources Agency to be functionally equivalent to the

EIR process. Thus, under CEQA Section 21080.5, the Commission is relieved of the responsibility to prepare an EIR for each LCP.

Nevertheless, the Commission is required in an LCP submittal or, as in this case, an LCP amendment submittal, to find that the LCP, or LCP, as amended, does conform with CEQA provisions. In the case of the subject LCP amendment request, the Commission finds that approval of the de minimis LCP amendment, as submitted, would not result in any significant adverse environmental impacts under the meaning of the California Environmental Quality Act.

### **DETERMINATION**

The Executive Director determines that the City of San Diego LCP amendment is de minimis. Based on the information submitted by the City, the proposed LCP amendment will have no impact, either individually or cumulatively, on coastal resources. It is consistent with the policies of Chapter 3 of the Coastal Act. The amendment does not propose any change in land use or any change in the allowable use of property. The City has properly noticed the proposed amendment. As such, the amendment is de minimis pursuant to Section 30514(d).

### **MOTION:**

*I move that the Commission concur with the Executive Director's determination that the LCP amendment, as submitted, is de minimis.*

### **STAFF RECOMMENDATION:**

The Executive Director recommends that the Commission **concur** in this determination. Unless three or more members of the Commission object to this determination, the amendment shall become effective and part of the certified LCP ten (10) days after the date of the Commission meeting.

Existing Figure 5.1

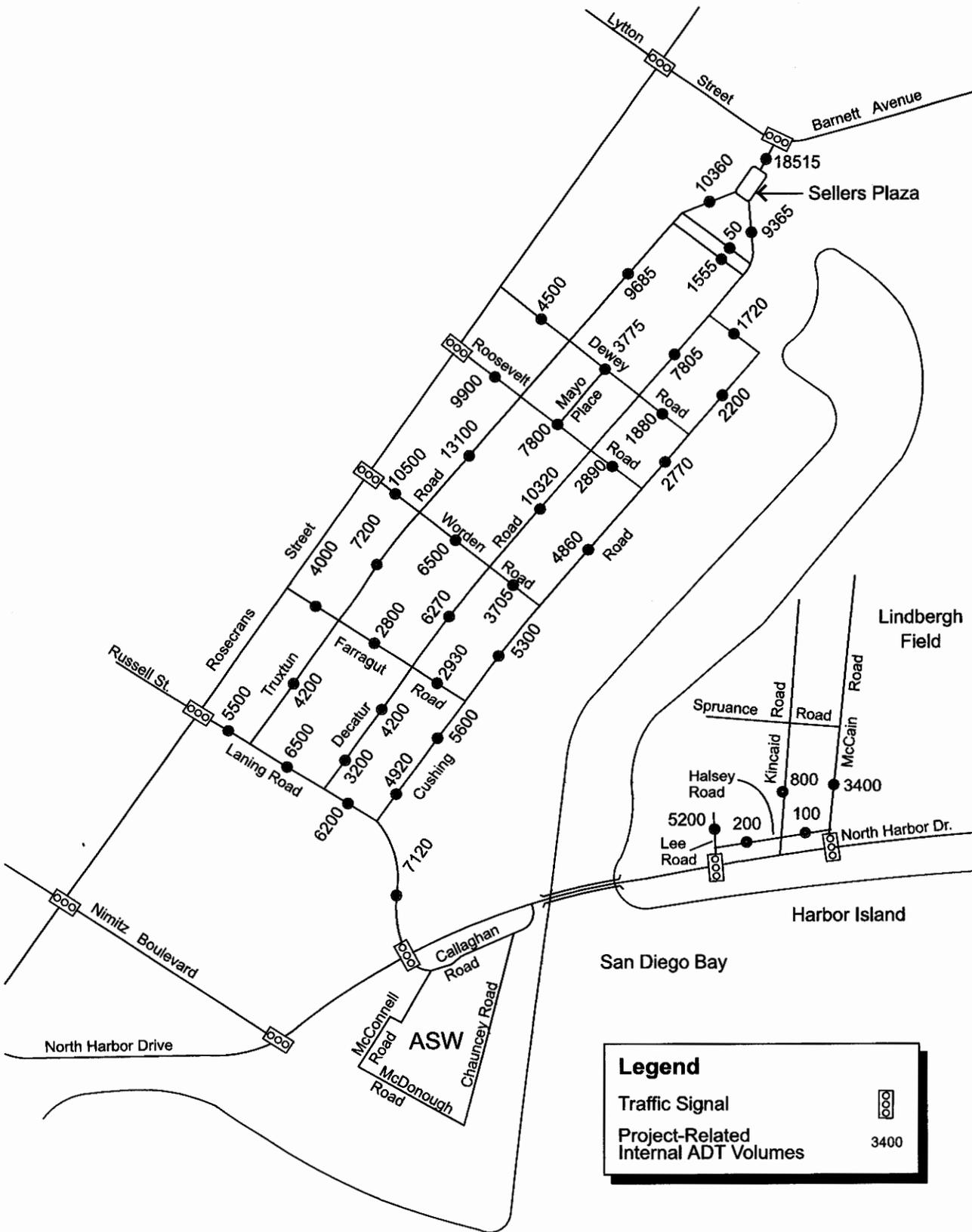


figure 5.1  
Project Related Daily Traffic Volumes  
(With Parking Structure)

NTC Precise Plan

PEN-DM-4-12 exhibits



Not To Scale  
Kimley-Horn and Associates 9-6-00

Corrected Figure 5.1

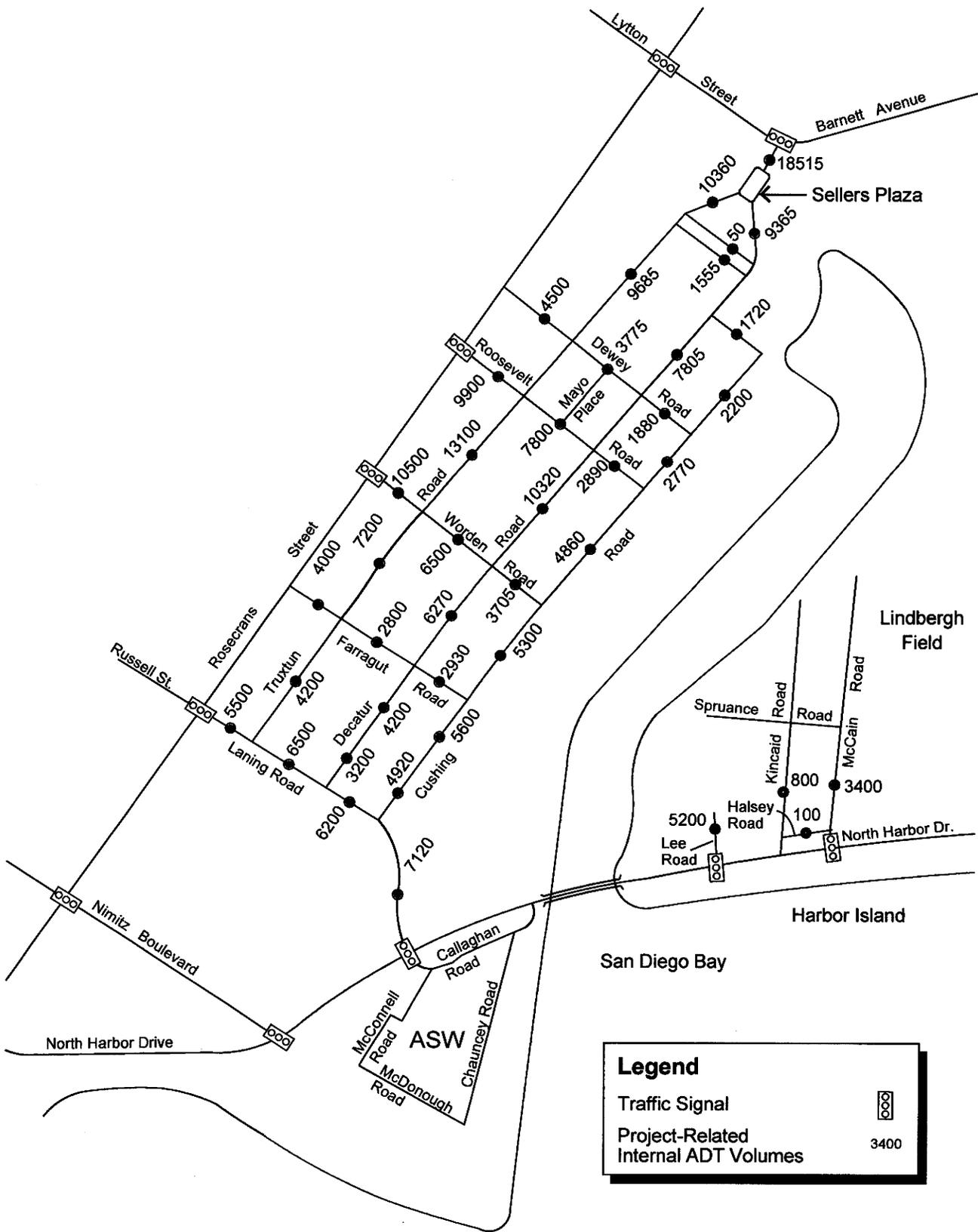


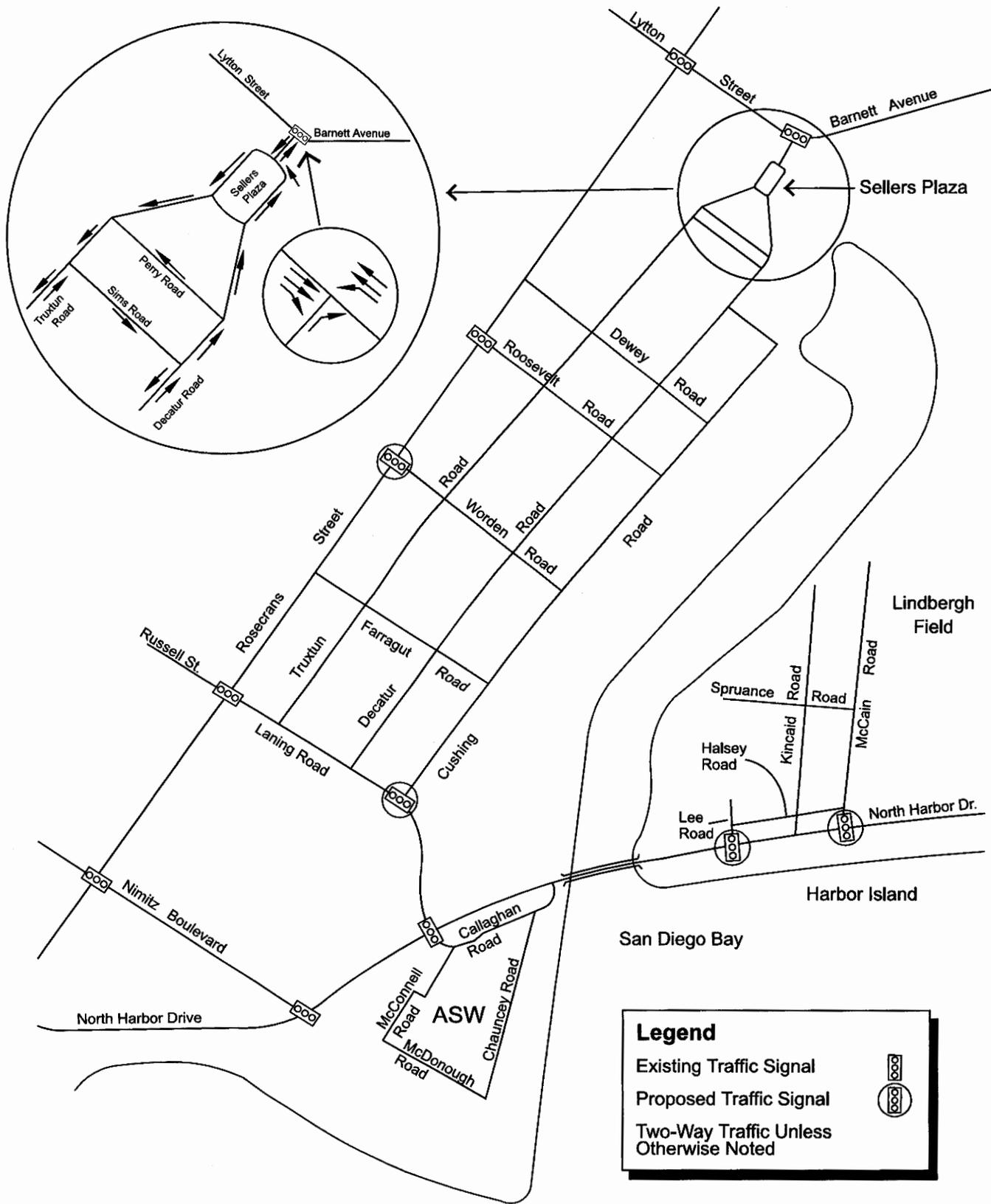
figure 5.1  
Project Related Daily Traffic Volumes  
(With Parking Structure)

NTC Precise Plan  
PEN-DM-A-12 exhibits



Not To Scale  
Kimley-Horn and Associates 9-6-00  
RICK Planning Group 11-16-12

Existing Figure 5.2



Not To Scale  
Kimley-Horn and Associates 9-10-00

figure 5.2  
Anticipated Internal Street Network  
NTC Precise Plan  
PEN-DM-4-12 exhibits V-3

Corrected Figure 5.2

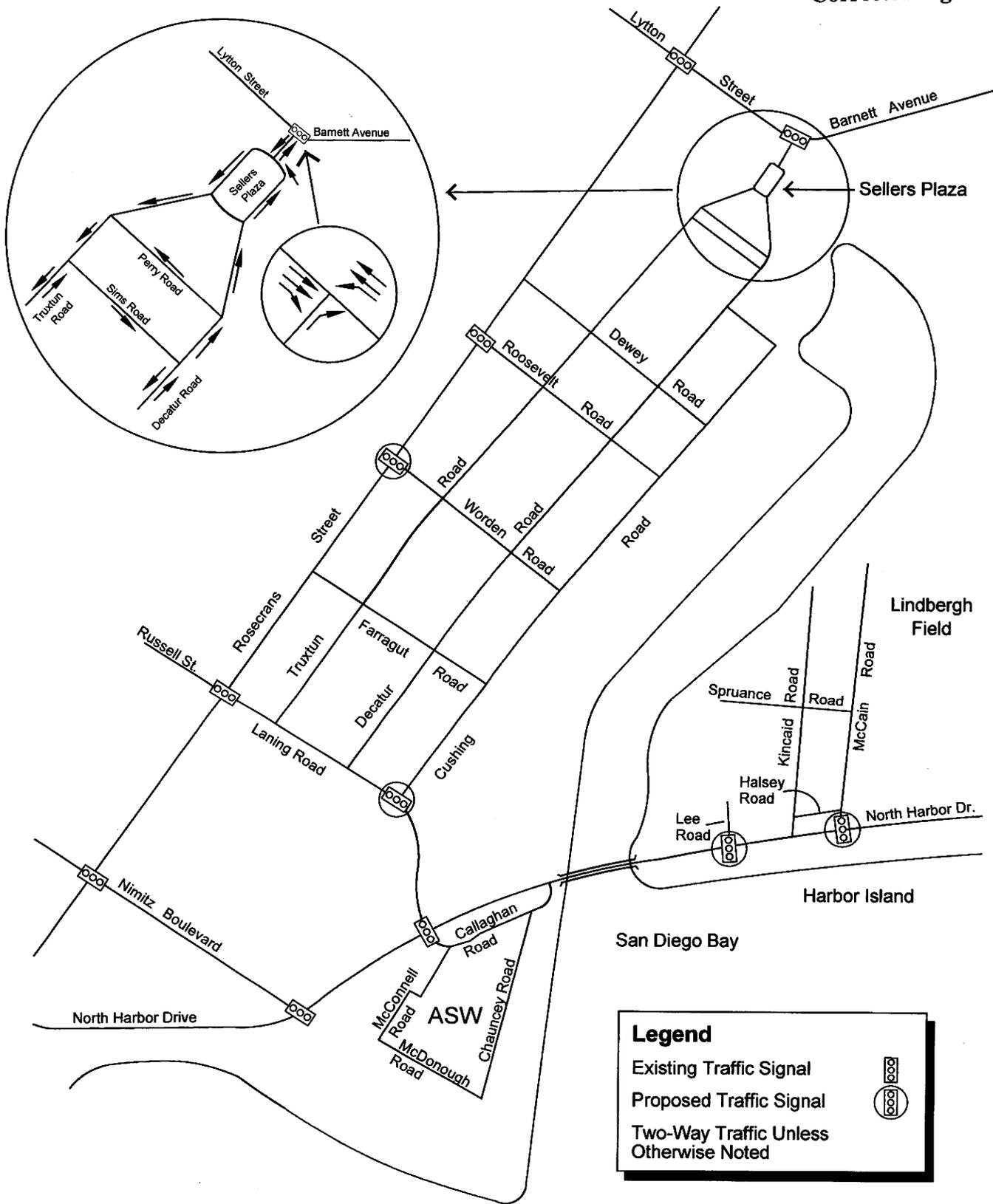


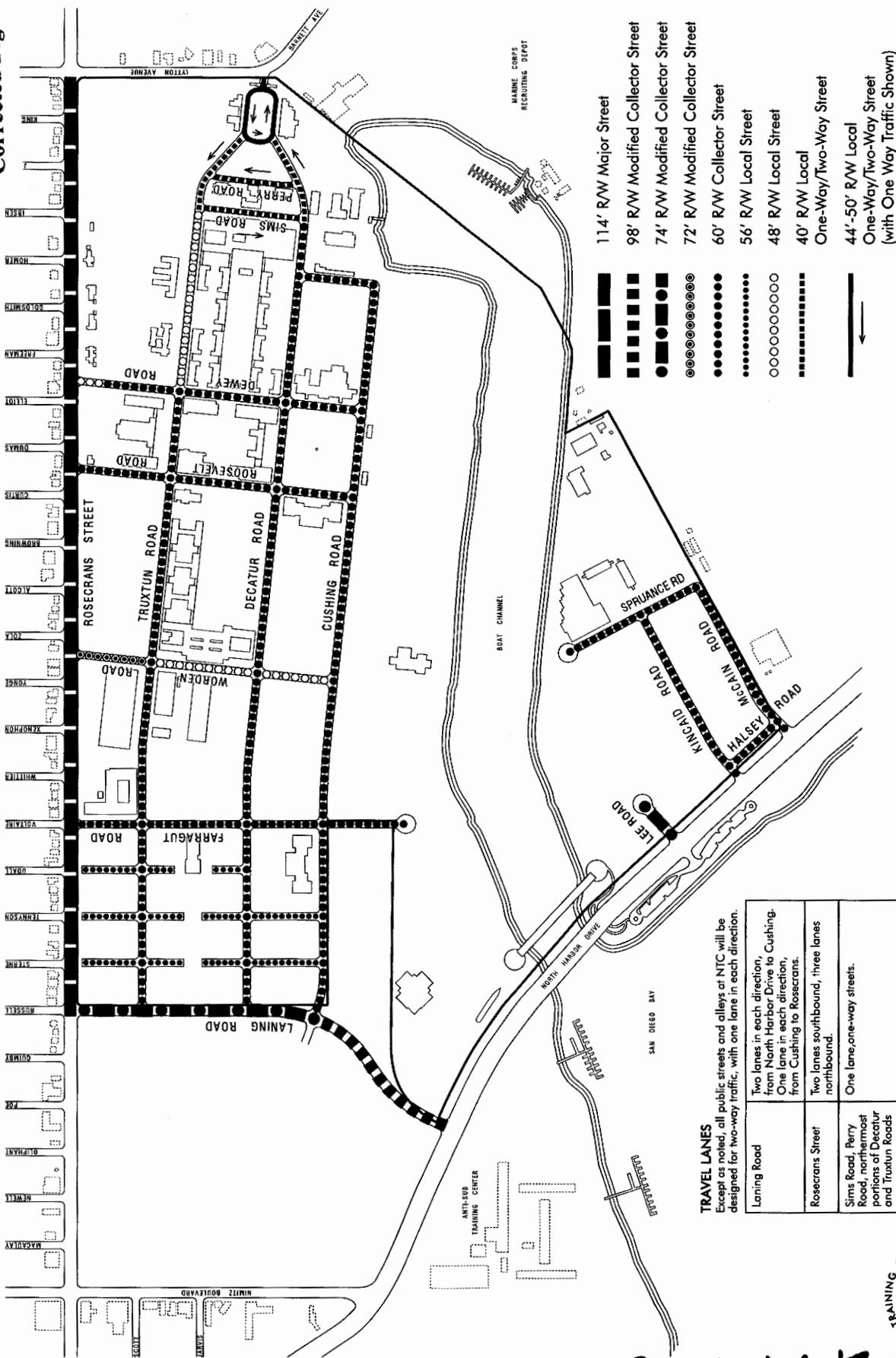
figure 5.2  
Anticipated Internal Street Network

NTC Precise Plan  
PEN-DM-4-12 exhibits



Not To Scale  
Kimley-Horn and Associates 9-10-00  
RICK Planning Group 11-16-12





- 114' R/W Major Street
- 98' R/W Modified Collector Street
- 74' R/W Modified Collector Street
- 72' R/W Modified Collector Street
- 60' R/W Collector Street
- 56' R/W Local Street
- 48' R/W Local Street
- 40' R/W Local
- One-Way/Two-Way Street
- 44'-50' R/W Local
- One-Way/Two-Way Street (with One Way Traffic Shown)

**TRAVEL LANES**  
 Except as noted, all public streets and alleys at NTC will be designed for two-way traffic, with one lane in each direction.

Lanning Road	Two lanes in each direction, from North Harbor Drive to Cushing. One lane in each direction, from Cushing to Rosecrans.
Rosecrans Street	Two lanes southbound, three lanes northbound.
Sims Road, Perry Road, northernmost portions of Decatur and Truxtun Roads	One lane, one-way streets.

figure 5.3  
 Anticipated Circulation System  
 NTC Precise Plan

Scale in Feet (approx.)

RICK Planning Group 9.10.00 11-16-12



PEN-DM-4-12 exhibits

**TABLE 5.1  
ANTICIPATED CIRCULATION IMPROVEMENTS**

<b>Location</b>	<b>Recommended Improvement</b>
Laning Road	Construct a standard or modified two-lane collector with continuous left turn lane between Rosecrans and Cushing. Construct a standard or modified four-lane collector with a median between Cushing and North Harbor Drive. Use a 35 MPH design speed.
Rosecrans Street	Add one lane on the east side along the NTC frontage to provide an additional through lane as well as a continuous acceleration/deceleration lane.
Truxtun Road	Widen to 28 feet of pavement width from north of Perry Road to Dewey Road to allow for two lanes of traffic. The widening will occur on the west side of the street.
Decatur Road	Widen and realign to 20 feet of pavement between Sims Road and Perry Road. Widening should occur on the west side of Decatur Road.
Worden Road	Widen to 28 feet of pavement width where needed from Truxtun Road to Cushing Road. At Rosecrans Street, provide a 16-foot and a 12-foot eastbound lane, and two 12 foot westbound lanes (1 left and 1 right). Of the eastbound lanes, the 12-foot lane will be directed into the parking structure by way of a raised median, and the 16-foot lane will continue to Rosecrans. Install a traffic signal at Rosecrans Street.
Dewey Road	Widen to 28 feet in width at Rosecrans Street.
Farragut Road	Connect Farragut Road to Rosecrans Street.
Residential Streets	Residential streets are shown in their approximate location. Proposed street width will be 36 feet curb-to-curb on a 56-foot right of way. Actual location will be determined through the subdivision process.
Residential Alleys	Residential alleys are shown in their approximate locations and occupy a 20-foot right of way.
Halsey Road	This east/west road should be provided as a two-lane collector with 40 feet of pavement within a 60-foot right-of-way from McCain Road to Kincaid Road. <del>From Lee to Kincaid, the road will be a local street with 34' of pavement along a 54' right of way.</del> Two-way stop control should be provided at the intersections with <del>Lee Road</del> , Kincaid Road and McCain Road, with Halsey Road being the minor street approach at each location.

Rosecrans frontage, from an area south of Laning Road up to Lytton Street. The purpose of this lane is to provide for the conveyance of Rosecrans Street traffic as well as a continuous acceleration/deceleration lane for cars entering and exiting NTC. Additionally, a dedicated right turn lane will be provided to allow for safer turning movements onto Lytton Street.

A second phase of offsite circulation improvements will include a section of Laning Road, which will be constructed in segments and phased to meet the needs of development.

The third offsite circulation improvement will occur when the Camp Nimitz area is developed with the business hotel, the MWWLD laboratory, and the RPSTI. Three intersections with Harbor Drive are proposed to provide access to this area. ~~All three~~ Two of the intersections will allow traffic to access the existing frontage road (Halsey), before entering the above described sites.

The Harbor Drive/Lee Road intersection will provide the main access to the business hotel and will be signalized. This access road will line up with the entrance to Spanish Landing, on the opposite side of Harbor Drive. Another signalized intersection with Harbor Drive is proposed at the location of existing McCain Road, approximately 850 feet easterly of existing Lee Road. A third intersection with Harbor Drive will function as a right-turn-in/out intersection, with no signalization. This access will be at the location of existing Kincaid Road.

### **Public Transit Interface**

Discussions with the Metropolitan Transit District indicate that the location and intensity of development at NTC do not support bus routings through the site. Rather, buses will continue to operate along Rosecrans Street which provides direct access to the residential, educational, and mixed use areas of NTC. Buses will also continue to operate along Lytton Avenue. MTDB will reevaluate their routing decisions from time to time in response to changes in use and ridership.

However, a transit office shall be established concurrent with occupancy of the first phase of office/R&D or mixed use development to issue bus passes and coordinate car pools for employees and residents, provide transit information to visitors, and consult on the transit needs for special events. MTDB will be encouraged to provide neighborhood circulators or shuttles to provide community-level tripmaking and feeder access to established bus routes. Hotels shall participate in shuttle systems to Lindbergh Field.