

Attachment A – Planning Commission Hearing Report



The County of San Diego

Planning Commission Hearing Report

Date:	December 11, 2015	Case/File No.:	RiverWay Specific Plan Amendment and Rezone; PDS2015-SPA-15-003; PDS2015-REZ-15-009; PDS2015-ER-98-10-14Y
Place:	County Conference Center 5520 Overland Avenue San Diego, CA 92123	Project:	Specific Plan Amendment and Rezone
Time:	9:00 a.m.	Location:	10108 Riverford Road
Agenda Item:	#5	General Plan:	USDRIP Specific Plan Area
Appeal Status:	N/A	Zoning:	Specific Plan Area (S88)
Applicant/Owner:	Lakeside Land Company, INC.	Community:	Lakeside
Environmental:	Reliance on a Previously Certified EIR Pursuant of CEQA § 15162	APNs:	379-010-12, 39, 40, 42, 43, 44 379-142-01, 03, 04, 05 379-143-04, 05 379-192-26 382-011-05, 10, 17, 27, 29 760-141-73

A. EXECUTIVE SUMMARY

1. Requested Actions

This is a request for the Planning Commission to evaluate a proposed Specific Plan Amendment and Rezone, determine whether the required findings can be made, and if so make the following recommendations to the Board of Supervisors:

- a. Adopt the Environmental Findings included in Attachment F, which include a finding that the previous Environmental Impact Report (EIR) is adequate for the proposed project pursuant to the California Environmental Quality Act (CEQA) Guidelines Section 15162.
- b. Adopt the Resolution approving SPA-15-003 (Attachment B) for the reasons stated therein and discussed in this report.

- c. Adopt the Ordinance titled, ORDINANCE CHANGING THE ZONING REGULATION OF CERTAIN PROPERTY WITHIN THE LAKESIDE COMMUNITY PLAN, REF: PDS2015-REZ-15-009 (Attachment C).

2. Key Requirements for Requested Actions

- a. Is the proposed project consistent with the vision, goals, and polices of the General Plan?
- b. Is the proposed project consistent with the vision, goals, and policies of the RiverWay Specific Plan?
- c. Does the project comply with the policies set forth under the Lakeside Community Plan and Design Guidelines?
- d. Is the proposed project consistent with the County's Zoning Ordinance?
- e. Is the project consistent with other applicable County regulations?
- f. Does the project comply with the CEQA?

B. REPORT SUMMARY

The applicant proposes a Specific Plan Amendment and Rezone to the RiverWay Specific Plan, a specific plan for the Upper San Diego River Improvement Project (USDRIP). The proposed project would alter the maximum height development regulation to a portion of the RiverWay Specific Plan Area. Based on staff's analysis it is Planning & Development Services (PDS) position that the required findings can be made, and PDS recommends approval of the Specific Plan Amendment Resolution and Rezone.

C. DEVELOPMENT PROPOSAL

1. Project History

The RiverWay Specific Plan was adopted by the Board of Supervisors on March 6, 1991 and has been amended four times since adoption. The RiverWay Specific Plan area contains approximately 592 acres located along the Upper San Diego River in the community of Lakeside (Figure 1). The RiverWay Specific Plan provides focused measures for future implementation of USDRIP, of which the project site is a part. USDRIP is an ongoing effort to achieve flood control, land use, and community recreation goals for a portion of the Upper San Diego River. The allocation of land uses within the RiverWay Specific Plan is partitioned into Planning Areas. There are a total of 21 Planning Areas within the RiverWay Specific Plan with the following use regulations: single-family residential, commercial, industrial, flood plain and school/fire station.

2. Project Description

The proposed project would change the Maximum Building Height Designator of Planning Areas VIII and XI of the RiverWay Specific Plan (Figure 2) from a G-Designator (35-feet, two stories), to an M-Designator (45-feet, any number of stories provided all building code requirements and floor-area ratio limitations are met in). The entitlements proposed in this action include a Specific Plan Amendment and a Rezone to change the maximum building height regulation. No development is proposed with this action. All subsequent development requires a discretionary permit through an

existing B Special Area Designator. The B-Designator requires all development within the RiverWay Specific Plan to process a Site Plan with community review. All subsequent development will be reviewed to ensure it complies with the General Plan; the Lakeside Community Plan and Design Guidelines; the Zoning Ordinance; and all other applicable goals, policies and regulations.

Both Planning Areas VIII and IX have use regulations of Industrial/Business Park. The applicant is requesting the building height increase to provide additional interior vertical space for future tenants. Due to the advances in industrial technology, many warehouse and manufacturing businesses require additional interior height for the manufacture and storage of goods. The proposed height increase provides incentive for manufacturers to develop in the project area.

Tenants require additional vertical clear height. Clear height is the usable height to which a tenant can store its product. This figure is measured below any obstructions such as joists, lights or sprinklers. Increased vertical clear height provides manufacturing tenants the opportunity to maximizing floor space. The proposed height increase provides a suitable development area for warehouse and manufacturing businesses to relocate and maximize efficiency.

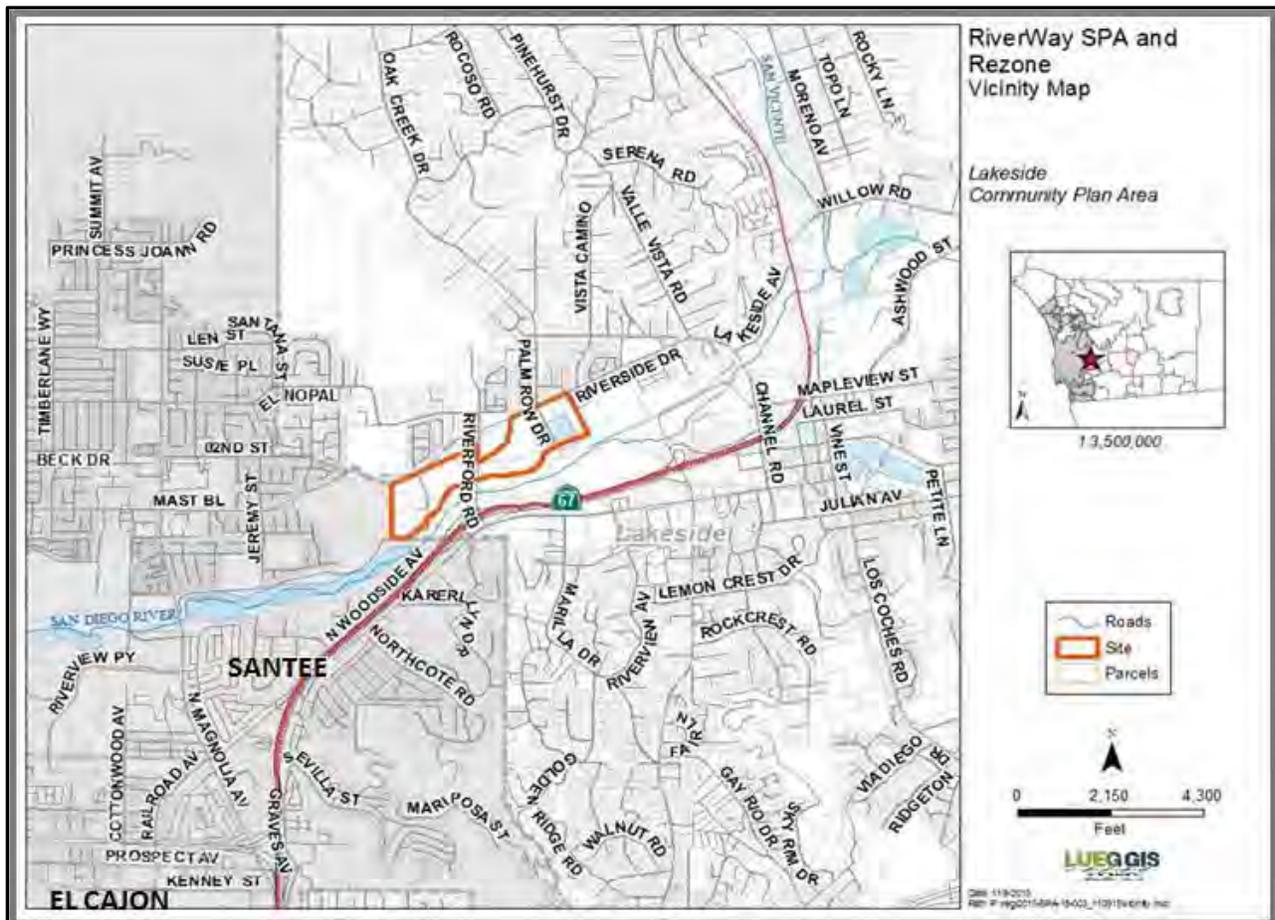


Figure 1 – Vicinity Map



Figure 2 – Aerial Photo

a. Specific Plan Amendment

The project includes a Specific Plan Amendment to change the height designator in the Development Regulations of Planning Areas VIII and IX from a G-Designator (35', two stories maximum) to an M-Designator (45', any number of stories, provided all building code requirements and floor-area ratio limitations are met).

b. Rezone

The project also includes a Rezone of the land located within Planning Areas VIII and IX. The Rezone would reflect the change of the Specific Plan Amendment and change the Zoning Development Regulations height designator from the G-Designator to the M-Designator.

Please refer to Attachment A – Planning Documentation, to view the Specific Plan Amendment Program Map.

3. Subject Property and Surrounding Land Uses

The RiverWay Specific Plan Area is bounded on the west by the City of Santee; on the south and east by State Highway 67; and on the north by portions of El Nopal, Riverside Drive and Lakeside Avenue.

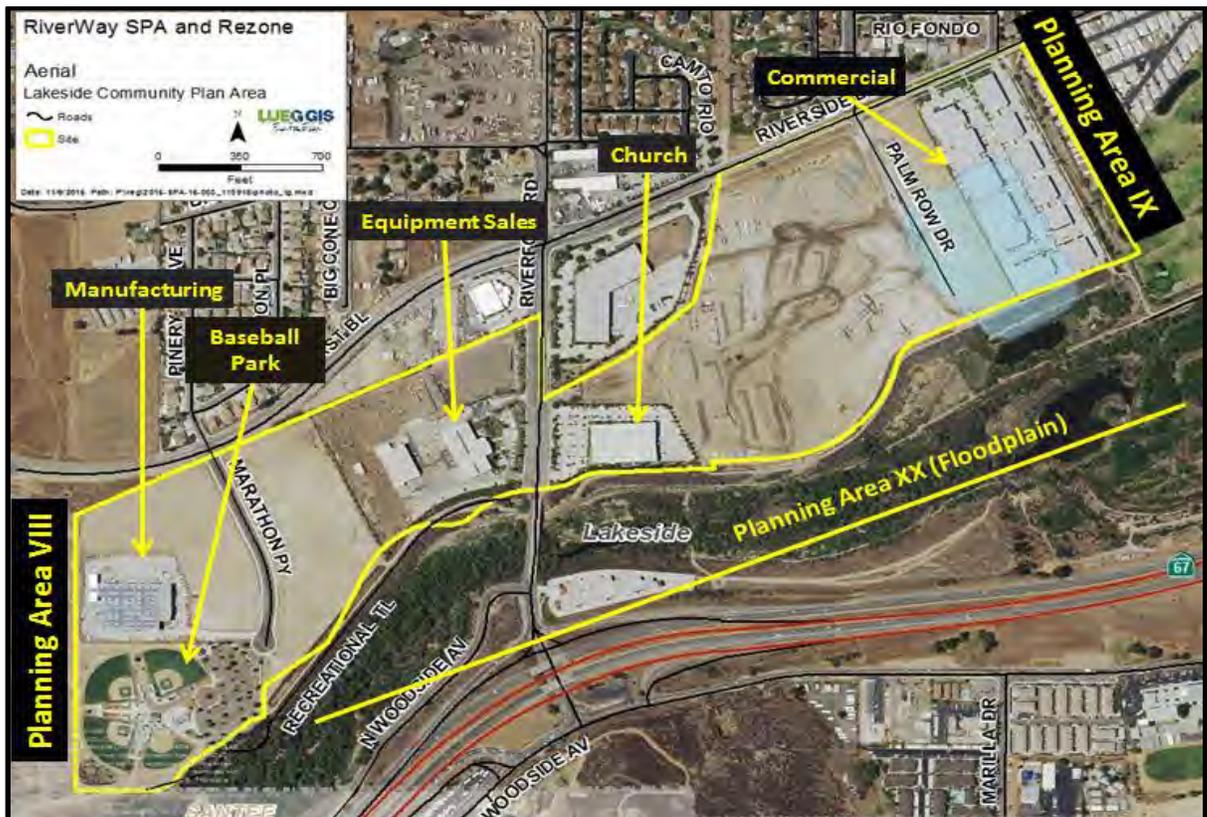


Figure 3 – On-Site Land Uses

Planning Area VIII consists of approximately 45 acres located west of Riverford Road in the Lakeside Community. Riverford Road bounds the planning area to the east and Mast Boulevard bounds the planning area to the south. The San Diego River floodplain, which is Planning Area XX of the RiverWay Specific Plan, forms the southerly boundary. The property is historically disturbed from previous mining operations. The Lakeside Baseball Park is located to the southwest of the planning area. A manufacturing company is located north of the baseball park. To the north and east of the construction company is vacant land. Marathon Parkway bisects the vacant land. East of the vacant land, adjacent to Riverford Road, is a heavy equipment sales and maintenance company (Figure 3).

Planning Area IX consists of approximately 53 acres and is located east of Planning Area VIII on the opposite side of Riverford Road. Riverside Drive borders the planning area to the north. The San Diego River floodplain (Planning Area XX) is located south of the Planning Area IX. The site has been previously disturbed by mining and processing of aggregate. A church is located adjacent

to Riverford Road. A large commercial complex is located on the eastern boundary of the project site.

Directly north of the project site are lands that are primarily developed with commercial uses. North of Mast Boulevard and Riverside Drive is predominately residential and agricultural land uses. To the east is Willowbrook Golf Course and residential land uses. To the west of the project area is a large area of undeveloped land which is a part of the City of Santee. Please refer to table C-1 for an overview of the surrounding zoning and land uses.

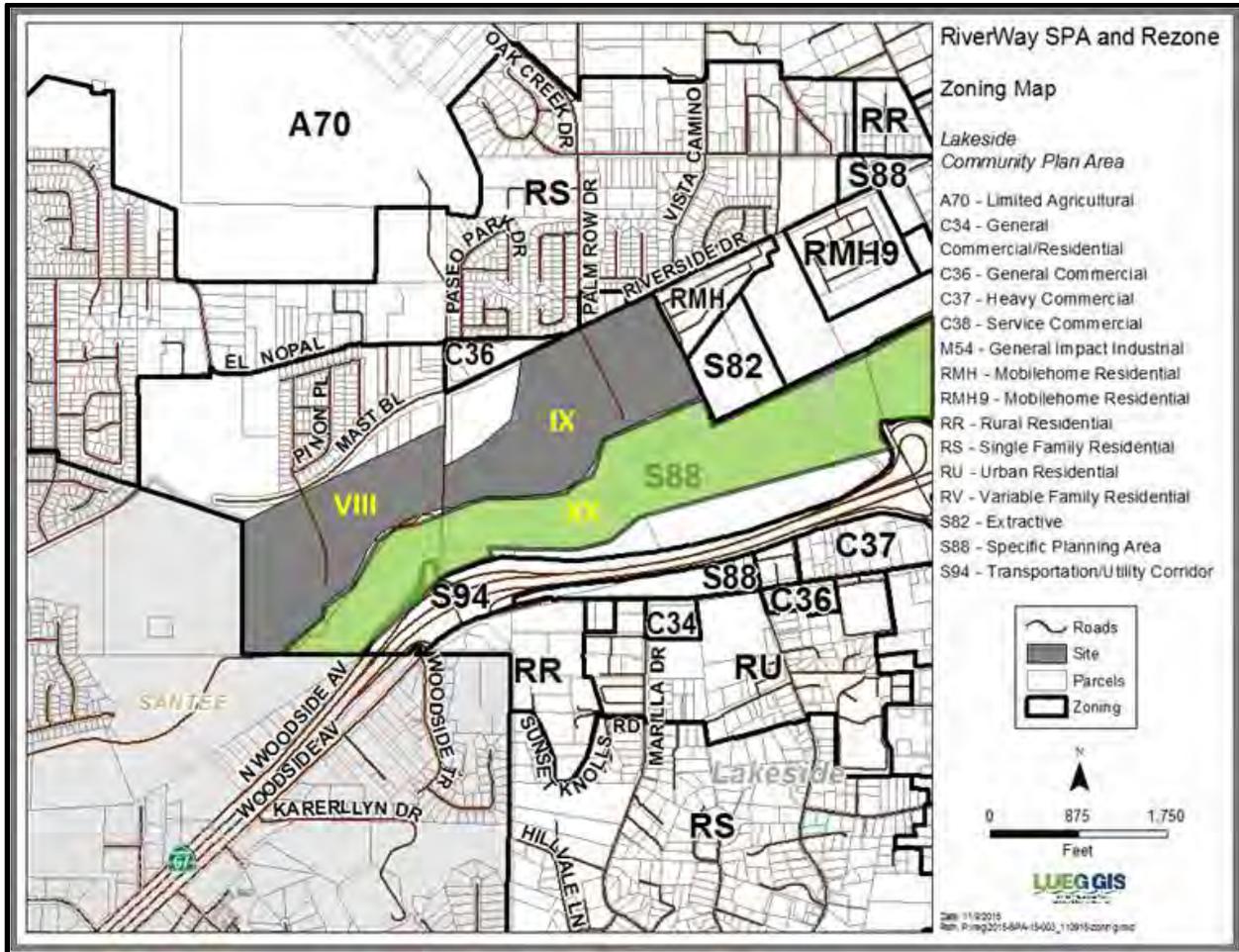


Figure 4 – Surrounding Land Uses

Coursing through the specific plan area is the San Diego River. Planning Area XX, a floodplain and open space area, borders the San Diego River. The surrounding area is primarily developed with residential, commercial and industrial uses (Figure 4).

Table C-1: Surrounding Zoning and Land Uses

Location	General Plan	Zoning	Adjacent Streets	Description
North	Specific Plan Area, Village Residential	S88	Riverside Drive, Mast Boulevard	Residential, Commercial Land Uses
East	Specific Plan Area	S88	Lakeside Avenue, Channel Road	Residential, Commercial Land Uses
South	Specific Plan Area	S88	Woodside Avenue, SR-67	Open Space, Floodplain, Residential, Commercial Land Uses
West	N/A (City of Santee)	N/A	Mast Boulevard	Open Space, Residential Land Uses

D. ANALYSIS AND DISCUSSION

The project has been reviewed to ensure it conforms to all the relevant ordinances and guidelines, including the San Diego County General Plan, Lakeside Community Plan, Lakeside Design Guidelines, RiverWay Specific Plan, the Zoning Ordinance and the CEQA Statutes and Guidelines. A detailed discussion of the project analysis and its consistency with applicable codes, policies and ordinances is as follows:

1. Project Analysis

Visual Resources

During the processing of the project, PDS identified the potential for visual impacts related with the proposed building height regulation increase. Accordingly, staff reviewed surrounding land uses and the size of the existing structures in the surrounding area. Additionally, a Visual Impact Analysis dated October 2015 was prepared by a County-approved CEQA consultant, Michael Baker International, to analyze potential visual impacts.

The proposed project is a regulation change; thus, no development is proposed at this time. Future development is anticipated to have a similar size building coverage and design as the current development located on-site. Additionally, the land use of the project area will not change as a result of this action. Future development located on the project site is anticipated to be industrial and commercial uses, similar to what exists today.

The project would incorporate the following design measures to reduce potential visual impacts to less than significant:

- a. The project would implement a 35-foot maximum building height restriction buffer area extending from the roadways bordering Planning Areas VIII and IX. The existing building setback designator will be maintained along Riverside Drive, Riverford Road and Mast Boulevard. The succeeding 50 feet beyond the required building setbacks would be subject to a building height restriction of 35 feet. All development located outside of this 50-foot building height restriction buffer would be subject to the “M” height designator.

The project site is subject to the E Setback Designator which requires a 60-foot front yard centerline setback and a 35-foot side yard centerline setback. This design feature was a condition recommended by the Lakeside Design Review Board and was incorporated into the project.

- b. The project site is subject to the B Special Area Designator. All development will continue to be required to undergo Site Plan review. The B-Designator ensures that all future development will be reviewed for conformance with the General Plan, the Lakeside Community Plan and Design Guidelines and the Zoning Ordinance.
- c. The project site is bordered by a floodway/ open space area to the south. This area provides a buffer from the project site to the surrounding trail systems and State Route 67. This floodplain area is 154 acres with a varying width of approximately 2,000 feet to 2,800 feet.

The Visual Impact Analysis also determined that the project would result in less than significant CEQA impacts to the visual environment of the area with the inclusion of the B-Designator, adjacent floodway/ open space area, and the height restriction buffer. Visual Simulations (Figure 5) were prepared as part of the Visual Impact Analysis to examine how the proposed height increase would appear from surrounding public vantage points.

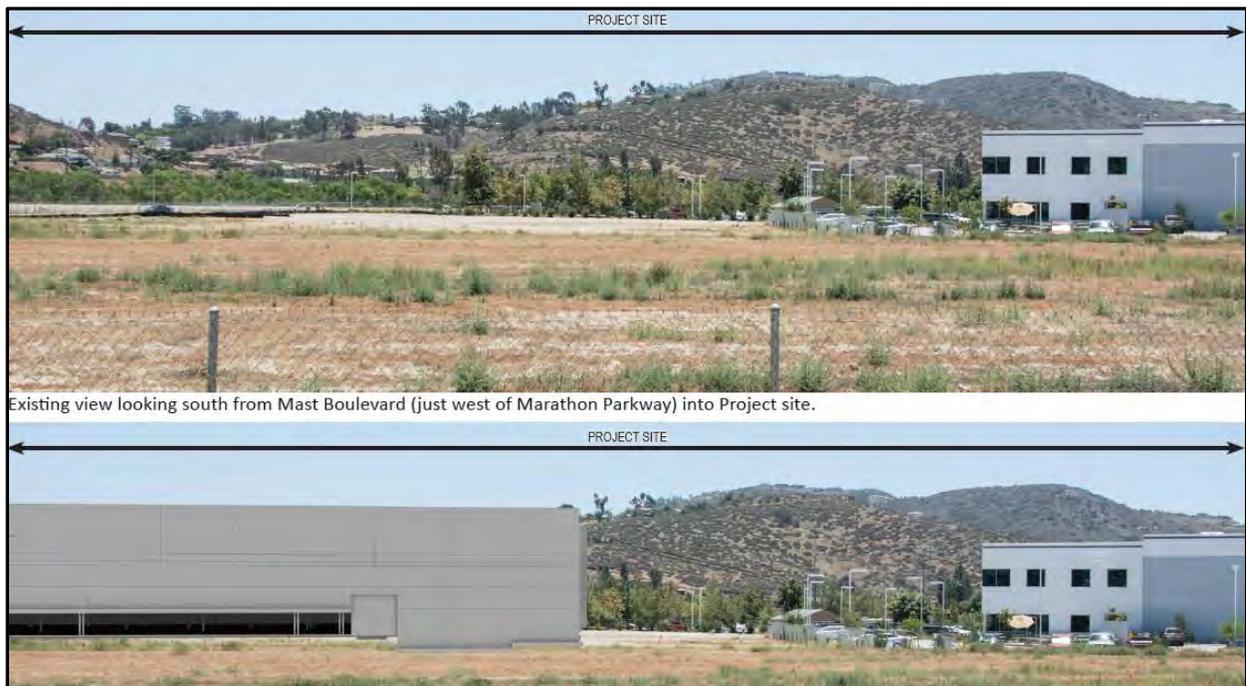


Figure 5 – Photo Simulation

The Visual Impact Analysis examined potential aesthetic impacts of the proposed height increase to 45 feet including during construction. Future project construction activities within the area would occur on various sites and at varied times when applications for development are approved. Such construction-related impacts would be short-term and would cease upon completion. In addition, all new discretionary projects within the area would be subject to environmental and design review on a site-specific, project-by-project basis to ensure visual aesthetic impacts are limited to the extent possible during the construction process. All future development would also be required to be consistent with the County's regulatory requirements and applicable conditions of approval to reduce potential impacts to less than significant or to the extent feasible.

Additionally, the Visual Analysis analyzed the proposed project for potential impacts to Scenic Highways. State Route 67 is a designated County Scenic Highway and runs generally east-west of the project site. The highway is located approximately 0.1 mile to the south of the site and affords potential views looking north to the subject property; however, the visibility of the project site within the visual landscape is influenced by intervening vegetation and development, elevational differences between the highway and the site, travel speed, and angle of the view. The analysis concluded that the increase in allowable structural height proposed with the project would not substantially or adversely affect any scenic resources, including scenic vistas, as the change in visual conditions on-site would generally not be perceivable by travelers along this highway. Additionally, all future development on-site would be subject to community design review to ensure that any potential adverse effects on existing scenic views are avoided and/or reduced to the extent feasible.

In summary, the Visual Impact Analysis found that the proposed project would have a less than significant CEQA impact on aesthetics. While the project would change the maximum height of the site, the change would be minimal due to the implementation of the height restriction buffer, the B Special Area Designator and the existing floodway/open space located directly south of the project site. The proposed project would have less than significant CEQA impacts related to changes in visual character and quality.

Traffic

PDS identified the potential for traffic impacts associated with the proposed project because of the increase in building height and the potential for additional building stories. A Traffic Letter Report prepared by LOS Engineering, Inc. dated May 13, 2015, concluded that the project would not increase traffic generation. There would not be a direct CEQA impact related to traffic. In addition, any future development would be required to pay into the Transportation Impact Fee program for cumulative impacts on the surrounding roadways.

2. General Plan Consistency

The proposed project is consistent with the following relevant General Plan goals, policies, and actions as described in Table D-1.

Table D-1: General Plan Conformance

General Plan Policy	Explanation of Project Conformance
<p>LU-9.3 Village and Community Core Guidelines and Regulations. Support the development and implementation of design guidelines, Village-specific regulations for roads, parking, and noise, and other planning and regulatory mechanisms that recognize the unique operations and character of Villages, Town Centers, and transportation nodes. Ensure that new development be compatible with the overall scale and character of established neighborhoods.</p>	<p>Future development projects will be required to adhere to the RiverWay Specific Plan Design Guidelines and Lakeside Design Guidelines. Those guidelines were implemented to assure new development is compatible with overall scale and character of established neighborhoods. Moreover, the established neighborhoods for Planning Areas VIII and IX are best characterized as light industrial.</p>
<p>LU-11.2 Compatibility with Community Character. Require that commercial, office, and industrial development be located, scaled, and designed to be compatible with the unique character of the community.</p>	<p>Although the project does not propose physical development, future development of the site with light industrial/business park uses would be consistent with land uses intended for the property per the RiverWay Specific Plan. The project would not result in a change in allowed land use. The project is intended to attract new light industrial type uses to locate on the property. Similar existing light industrial/business park uses are currently present on-site as well as on adjoining lands.</p>
<p>S-15.1 Land Use Compatibility. Require land uses surrounding airports to be compatible with the operation of each airport.</p>	<p>The proposed project is located near Gillespie Field. The applicant submitted the project to the Federal Aviation Administration (FAA) for review. The FAA determined that the proposed project would be compatible with the operations of Gillespie Field.</p>
<p>COS-11.1 Protection of Scenic Resources. Require the protection of scenic highways, corridors, regionally significant scenic vistas, and natural features, including prominent ridgelines, dominant landforms, reservoirs, and scenic landscapes.</p>	<p>State Route 67 is a designated County Scenic Highway and runs generally east-west of the project site. The highway is located approximately 0.1 mile to the south of the site and affords potential views looking north to the subject property; however, the visibility of the project site within the visual landscape is influenced by intervening vegetation and development, elevational differences between the highway and the site, travel speed, and angle of the view). A Visual Impact Analysis concluded</p>

General Plan Policy	Explanation of Project Conformance
	that the increase in allowable structural height proposed with the project would not substantially or adversely affect any scenic resources, including scenic vistas, as the change in visual conditions on-site would generally not be perceivable by travelers along this highway. Additionally, all future development on-site would be subject to community design review to ensure that any potential adverse effects on existing scenic views are avoided and/or reduced to the extent feasible.

3. Community Plan Consistency

The proposed project is consistent with the following relevant Lakeside Community Plan and RiverWay Specific Plan goals, policies, design guidelines and actions as described in Table D-2.

Table D-2: Community Plan Conformance

Lakeside Community Plan Policy	Explanation of Project Conformance
Commercial 4. Encourage commercial activities that would not interfere either functionally or visually with adjacent land uses or the rural atmosphere of the community.	The site is located in an urban-type setting and currently supports several light industrial type uses. Similar land uses are also present on adjacent off-site lands to the north of the site to the east and west of Riverford Road. Additionally, a variety of commercial uses are currently located on and off site that presently serve the community.
Commercial 15. Require commercial and industrial land uses to minimize adverse impacts, such as noise, light, traffic congestion, odors, dust, etc.	All future development on-site would be subject to community design review for conformance with the RiverWay Specific Plan and Lakeside Design Guidelines, as well as County processing requirements, to ensure that potential visual and environmental impacts (i.e. noise, air quality, lighting effects, traffic generation, etc.) are evaluated on a project-specific basis, as appropriate, and avoided or minimized through implementation of design measures.
Conservation 7. Minimize visual pollution by creating and periodically reviewing sign, landscaping, architecture, and utility standards.	All future signage, landscaping, architectural design and infrastructure improvements on the project site would be designed in conformance with applicable plans, policies and regulations to ensure a quality visual environment consistent with the intended character and would be subject to design review. Additionally, development setbacks from adjacent areas

Lakeside Community Plan Policy	Explanation of Project Conformance
	where sensitive natural resources are present (i.e. San Diego River corridor) would be observed to minimize potential adverse visual and environmental effects and to ensure compatibility of uses.

4. Zoning Ordinance Consistency

The proposed project complies with all applicable zoning requirements of the S88 (Specific Plan) zone with the incorporation of conditions of approval. The Planning Commission should consider whether the included conditions of approval ensure compatibility of the proposed project with the surrounding properties and overall community character.

Table D-3: Zoning Ordinance Development Regulations

CURRENT ZONING REGULATIONS		CONSISTENT?
Use Regulation:	S88	Yes
Animal Regulation:	S	N/A
Density:	--	N/A
Lot Size:	6000	N/A
Building Type:	W	N/A
Height:	G	Yes, with approval of the Specific Plan Amendment and Rezone.
Lot Coverage:	--	N/A
Setback:	E	N/A
Open Space:	--	N/A
Special Area Regulations:	B, C, W	Yes

5. Applicable County Regulations

Table D-4: Applicable Regulations

County Regulation Policy	Explanation of Project Conformance
1. Resource Protection Ordinance (RPO)	The project has been found to comply with the RPO because it would not impact any wetlands, floodplains/floodways, steep slopes, or sensitive habitat lands.
2. Fire Code	The San Diego County Fire Authority reviewed the project and determined that it is in compliance with the San Diego County Consolidated Fire Code.
3. Watershed Protection Ordinance (WPO)	A Minor Stormwater Management Plan has been prepared for the project and found to be in compliance with the WPO.

6. California Environmental Quality Act (CEQA) Compliance

The project has been reviewed in compliance with CEQA and staff determined that it qualifies for an Addendum to the USDRIP Environmental Impact Report (Log No. 98-10-014) under CEQA Guidelines Section 15162. An EIR Addendum dated December 11, 2015 has been prepared and is on file with PDS. The project, as proposed, would not cause any significant effects on the environment which require new mitigation measures. There are no changes in the project, no changes in the circumstances under which the project is undertaken, or no new information which results in a new significant environmental effect or a substantial increase in the severity of a previously identified significant environmental effect since the certification of the previous EIR for the project dated August 2000, on file with PDS. See the EIR Addendum for more information (Attachment D).

E. COMMUNITY PLANNING GROUP

Throughout the processing of the project, the applicant attended the Lakeside Design Review Board and the Lakeside Community Planning Group meetings. Below is a summary of these meetings.

On September 9, 2015, by a vote of 6-0-0, the Lakeside Design Review Board heard a presentation on the project and the potential visual impacts to the surrounding areas. The Lakeside Design Review Board discussed the need to maintain the desired streetscape, controlling the visual bulk and scale of buildings from public roadways. The Lakeside Design Review Board recommended approval of the project with a condition which the applicant has incorporated into the project. The Lakeside Design Review Board recommended the existing building setback designator be maintained along the major streets (Mast Boulevard, Riverford Road, and Riverside Drive). The next 50 feet beyond the required setback shall have a building height restricted zone of 35 feet. Buildings may be a maximum of 45 feet after the 50-foot wide height restricted zone.

On November 4, 2015, by a vote of 9-1-5, the Lakeside Community Planning Group considered the project and the recommendation from the Lakeside Design Review Board and recommended approval of the project.

F. PUBLIC INPUT

The project was noticed to the surrounding neighbors upon submittal. No formal comments were received as a result of the public notices sent or during the processing of the permit.

G. RECOMMENDATIONS

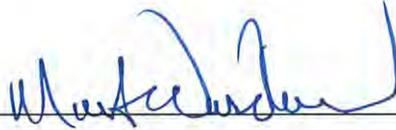
Staff recommends that the Planning Commission make the following recommendations to the Board of Supervisors:

- a. Adopt the Environmental Findings included in Attachment E, which includes a finding that the previous EIR is adequate for the proposed project pursuant to CEQA Guidelines Section 15162.
- b. Adopt the Resolution Approving SPA-14-003 (Attachment B) for the reasons stated therein and discussed in this report.
- c. Adopt the Ordinance titled, ORDINANCE CHANGING THE ZONING REGULATION OF CERTAIN PROPERTY WITHIN THE LAKESIDE COMMUNITY PLAN, REF: PDS2015-REZ-15-009 (Attachment C)

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AUTHORIZED REPRESENTATIVE:



MARK WARDLAW, DIRECTOR

ATTACHMENTS:

- Attachment A – Planning Documentation
- Attachment B – Resolution Approving SPA-14-003
- Attachment C – ORDINANCE CHANGING THE ZONING REGULATION OF CERTAIN PROPERTY WITHIN THE LAKESIDE COMMUNITY PLAN, REF: PDS2015-REZ-15-009
- Attachment D – Environmental Documentation
- Attachment E – Environmental Findings
- Attachment F – Public Documentation
- Attachment G – Ownership Disclosure