

R E P O R T

MEETING DATE: December 12, 2006
TO: City Council
FROM: Development Services
SUBJECT: GPA 06-97/RZ06-134/SPA 87-29 (06M # 21)/TA 06-59/SDP 06-319 /TPM 651/ND
06-748 - Carmel Street, LLC/Alex Zirpolo

1 **A. Request:**

- 2 1. A General Plan Amendment to change the land use designation on
3 approximately 6.44 acres from Light Industrial to Business Park;
4 2. A Rezone of approximately 6.44 acres from Light-Industrial (L-M) to
5 Heart of the City Specific Plan Area (SPA-BP);
6 3. Amend the Heart of the City Specific Plan boundaries to re-annex
7 approximately 6.44 acres into the Specific Plan and to reduce or modify the
8 following Heart of the City development standards: interior side yard
9 parking setbacks from 10' to 8' (this site only); reduction of meandering
10 sidewalk width from 10' to 7'(on all Business Park property fronting Carmel
11 Street); and revising the allowed percentage of glass from a maximum of
12 50% of wall surface to 60%;
13 4. A Site Development Plan to allow the construction of a 111,970
14 square foot four (4) story Class "A" office building (that could accommodate
15 100% medical offices) with a two story parking structure and surface
16 parking that will provide 580 parking spaces;
17 5. A Tentative Parcel Map for office condominium purposes;
18 6. A Text Amendment of Municipal Code Chapter 20.83.030 to amend
19 the Off-Street Parking standards for Medical-Professional Offices.

20 **Location:** South side of Carmel Street, south side of Enterprise Street and
21 east of Industrial Street.

22 **APN:** 220-201-01; 220-201-02.

23
24
MEETING CC
DATE 12-12-06
ACTION - Adopted R 2006-6815 (GPA 06-97)
Introduced Ord 2006-1274 (R 06-134)
Introduced Ord 2006-1273 (SP 87-29 (06M #21))
Introduced Ord 2006-1276 (TA 06-59)
Adopted R 2006-6816 (SDP 06-319)
Adopted R 2006-6817 (TPM 651/ND 06-748)

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Environmental findings:

Negative Declaration

Categorical Exemption

Mitigated Negative Declaration ND 06-748

EIR Required

B. Background:

The two-parcel site was located within the original boundaries of the approved Heart of the City Specific Plan Area and was designated as "Business Park."

In 1998, Alex Zirpolo proposed 120,000 square feet of tilt-up light industrial buildings and as such, the site was detached from the Heart of the City boundaries and the land use and zoning was changed to "Light Industrial."

C. Planning Commission Action:

The Planning Commission heard the application on December 4, 2006. There was no public input. There was clarification of application conditions. The Planning Commission recommended to the City Council that all entitlements be approved by a 6-0-1 vote.

D. Site & Project Characteristics:

<u>Property</u>	<u>Existing Land use</u>	<u>Zoning</u>	<u>General Plan Designation</u>
Subject	Vacant	L-M	Light-Industrial
North	Carmel Street/SR-78	SPA-TC	Heart of the City Specific Plan - Town Center
South	Industrial bldg	M	Industrial PUD
West	Access Road/Sprinter Rail	L-M	Light-Industrial
East	Realtor Office (SFR)/ Industrial bldg	L-M	Light Industrial
		M	Industrial PUD

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- 1
- 2 Flood hazard zone yes no
- 3 Resource Conserv. Area yes no
- 4 Redevelop. Proj. Area 1 yes no
- 5 Sewers yes no
- 6 Septic n/a yes n/a no
- 7 Water yes no
- 8 Gen. Plan conformance¹ yes no
- 9 Land use compatibility yes no

Development standards (Heart of the City):

<u>Building Setbacks</u>	<u>Required</u>	<u>Proposed</u>
Carmel Street	20'	122'
Enterprise Street	20'	233'
Interior Side yard	15'	132'
<u>Parking Setbacks</u>	<u>Required</u>	<u>Proposed</u>
Carmel Street (interior st.)	25'(landscaped)	21'ft. (landscaped) ²
Enterprise St. (interior st.)	25'	25'
Side	10'	8'/8.5'
<u>Max. Building Height</u>	70 ft.	70'/74' ft. ³
<u>Parking</u>	560 ⁴ spaces	580 spaces
<u>Building Coverage</u>	45%	41%
<u>Landscaping</u>	15%	18%

¹With approval of a General Plan Amendment

²A total of 12 spaces encroach into the setback, the remaining area is landscaped.

³The building height is 70'; the elevator shaft is 74'

⁴With approval of a Text Amendment to modify Off-Street Parking standard for medical offices

E. Issue Summary:

- 29 General Plan/Rezone/SPA Boundary Change
- 30 Heart of the City Specific Plan Modifications
- 31 Drainage/Stormwater Compliance
- 32 Noise
- 33 Traffic/Parking

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1 X Tentative Parcel Map/Condominium

2 **F. Issue Analysis:**

3 **General Plan/Rezone/SPA Boundary Change:**

4 The subject site is located on the south side of Carmel Street and is
5 visible from State Route 78. The land use and zoning of the site is
6 currently Light-Industrial due to a land use/rezone in 1998. The subject
7 site was also detached from the Heart of the City boundaries at that time
8 to allow the development of 120,000 square feet of tilt-up light industrial
9 buildings, however, the project was never constructed.

10 The site is surrounded on the south by Enterprise Street and
11 industrial buildings (San Marcos Industrial Park), on the east by a non-
12 conforming single family residence that has been converted to a real
13 estate office and an industrial building; and on the north by Carmel Street
14 and State Route 78; and on the west by the North County Transit District
15 Sprinter rail line (elevated).

16 The proposed project includes a General Plan Amendment, rezone,
17 and Specific Plan Amendment to re-annex the site into the Heart of the City
18 Specific Plan area with a land use designation of Business Park. To re-
19 annex the subject site into the Heart of the City with a land use designation
20 of Business Park would be consistent with original land use development
21 anticipated in conjunction with the implementation of the Heart of the City
22 Specific Plan. The subject site is at the most-eastern boundary of the Heart
23 of the City and will still be directly adjacent to future Business Park land
24 located to the southwest of the subject site.

25 The proposed Business Park designation would be consistent and
26 compatible with the other Business Park and industrial development already
27 designated and existing along the SR-78 freeway corridor in that the
28 proposed use would be similar to other uses already permitted along the

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1 freeway frontages and compatible with the industrial uses southeast in the
2 San Marcos Industrial Park and business park uses in the project vicinity.
3 Medical office buildings are a permitted use in the Business Park
4 designation. The proposed Class "A" office building would also be
5 consistent in both building type and architectural treatment as the existing
6 office buildings within the Town Center on the north side of SR-78.

7 **Heart of the City Specific Plan Modifications:**

8 As mentioned above, the subject site is located at the most eastern
9 portion of the Heart of the City boundaries and is surrounded on the east
10 and south by older industrial development. The site consists of two parcels
11 and is located on the south side of Carmel Street, between Twin Oaks
12 Valley Road and Hill Street. There have been two other sites developed
13 along the south side of Carmel Street in this vicinity that are also within the
14 Heart of the City Business Park: the Hampton Inn, and the San Diego
15 County office buildings. Both of these projects were developed with some
16 revisions to the Heart of the City Business Park standards, including a
17 reduction in the landscaped setback and sidewalk improvements along
18 Carmel Street.

19 Architectural Materials/Height exceedance:

20 The proposed project is a contemporary four story Class "A" office
21 building that incorporates glass, and two tones of travertine tile, with
22 aluminum metal rails and canopies. The design of the building is consistent
23 with the intent of the Heart of the City Specific Plan in that it is
24 contemporary, classic, and technical, with materials that are smooth, clean,
25 and efficient. The building design also complies with the standard that
26 requires the use of clean, simple, geometric forms with a unified composition
27 with the proper structural scale.

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1 Section 3.16.1.B of the Heart of the City lists required materials
2 standards that include “tinted or lightly reflective glass (30% max.) shall not
3 exceed 50% of the wall surface.”

4 The total overall percentage of glass to solid wall material for the
5 proposed building is 57.8%. The project will be conditioned to use non-
6 reflective glass due to the proximity of the building to State Route 78, with
7 the final approval of the glass material by the Planning Division Director.
8 The amendment to the Business Park Standards will increase this
9 percentage from a maximum of 50% to 60% of the total wall surface.

10 The office building has been designed incorporating architectural
11 guidelines established by the Heart of the City. There is an elevator shaft
12 near the center of the building that stands approximately 74 feet high with
13 the remainder of the building being 70 feet from the finished grade. The
14 elevations indicate that there will be a metal paneling mechanical screen at
15 the roof deck; however, staff has verified the elevations were incorrectly
16 labeled and the same tile treatment will be provided for consistent design.

17 The mechanical plant and trash enclosure will be required to comply
18 with Heart of the City standards and will be required to provide a design that
19 is architecturally compatible with the main building. All on-site retaining
20 walls will also be required to be decorative, with the final design approved by
21 the Planning Division Director.

22 Additionally, the project will be conditioned to provide a decorative
23 hardscape plaza at the northern entrance (visible from SR-78) and at the
24 adjacent parking lot. The project will also be required to provide on-site
25 public art (with a design and scale to satisfaction of City) visible from SR-
26 78/Carmel Street or the payment of an in-lieu fee.

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1 The project will be conditioned to design the mechanical plant and
2 trash enclosure with an architecturally integrated design as the main
3 building.

4 Parking Setbacks:

5 The Heart of the City Business Park Standards requires a minimum of
6 25' landscaped setback along Enterprise Street and Carmel Street. The
7 project has been conditioned to comply with the 25' setback along
8 Enterprise Street, which is a down slope that will be landscaped with a
9 mixture of ground cover, shrubs, and trees to soften the appearance of the
10 parking structure.

11 The project design provides an average street parking setback of
12 twenty five (25) feet along Carmel Street, with only 12 spaces that encroach
13 into the 25 foot Carmel Street landscaped parking setback, primarily
14 because the majority of the frontage will be landscaped with the Storm
15 Water Management Basin.

16 The 25-foot average landscape setback along Carmel Street would
17 accommodate the design of a meandering pedestrian sidewalk with
18 enhanced landscaping per the Heart of the City standards.

19 Other HOC Standards:

20 The HOC Business Park standards require a minimum of 15% of the
21 site to be landscaped; with inclusion of the storm water basin (setback is
22 excluded from calculation), the site will provide approximately 18%
23 landscaping. In addition, the project has been conditioned to comply with
24 Section 4.4.4, which requires one 15 gallon tree every five parking spaces
25 and one 24 inch box specimen tree for every 20 parking spaces. The
26 applicant has indicated they will revise the site plan to incorporate diamond
27 planters. The plan will also need to be revised to ensure adequate

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1 landscaping can be installed in the planters between the parking spaces that
2 face each other.

3 The project will also be conditioned to include landscape planters as
4 part of the parking structure around the perimeter of the parking structure in
5 order to soften the appearance of the structure; and will also be required to
6 incorporate landscape planter boxes on the top of the parking structure, and
7 plant clinging vines to the sides of the structure that are visible from the
8 public streets and the NCTD Sprinter line.

9 **Parking/Traffic:**

10 The proposed project will take access off of two driveways on Carmel
11 Street and one driveway off of Enterprise Street, which will access a two
12 story parking structure, and the Carmel Street entrance will access surface
13 parking. A total of 580 parking spaces are proposed, which include thirty-
14 four (34) Compact Parking spaces.

15 A component of the proposed project is a Text Amendment to Chapter
16 20.83.030 of the Zoning Ordinance. The existing standard for medical-
17 professional offices is one space for each doctor and employee, plus one
18 space for every 200 square feet of waiting and examination room(s) floor
19 area. This has created problems with speculative medical office buildings
20 where the amount of examination and waiting rooms is unknown until users
21 are known. As such, the proposed Text Amendment will modify the Off-
22 Street Parking Ordinance for medical-professional offices to be 5 spaces per
23 1,000 square feet of floor area (1:200).

24 Staff has researched the proposed standard with several cities in San
25 Diego County and has determined that it is consistent with several other
26 jurisdictions and is a standard that provides appropriate parking levels for
27 medical office uses. For comparison, the Kaiser Medical Office Complex in
28 the City resulted in the same parking ratio. The 580 parking spaces will

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1 comply with the new standard; $111,970/200 = 560$ spaces. The project is
2 also proposing a total of three (3) loading spaces (10' x 35'), which complies
3 with the Off-Street Parking Ordinance.

4 The SANDAG Brief Guide of Vehicular Traffic Generation Rates for the
5 San Diego Region, Business Park (commercial included) generate of ADT
6 (16/1000 sq. ft.). Given the Business Park designation, a 111,970 square
7 foot office building would generate approximately 1,792 ADTs; if the office
8 building is occupied by medical offices, according to SANDAG's traffic
9 generation rates for medical office buildings, then approximately 5,599 ADT
10 would be generated (Medical/Dental offices @ 50/1,000 sq. ft). The
11 industrial streets that serve the project site, E. Carmel Street and Enterprise
12 Street each has of a capacity of 12,500 ADT at an acceptable City Level of
13 Service "D." The most recent City count (2004) of traffic flow on E. Carmel
14 Street identified an ADT 1,341, well below the 12,500 capacity.

15 The applicant will be required to design and construct Carmel Street to
16 modified half width Industrial Street standards. The curb line shall be aligned
17 with the existing curbs on Carmel Street further to the east and west of the
18 project; plus, additional right-of-way shall be dedicated to accommodate a 7'
19 meandering walkway; all to the satisfaction of the City Engineer and
20 Planning Director. Adequate off-site transitions are required. And the
21 applicant will also be required to design and construct a 5-foot sidewalk
22 along the project frontage on Enterprise Street.

23 **Tentative Parcel Map**

24 Part of the proposed project includes a Tentative Parcel Map to allow
25 the applicant to sell space for condominium ownership. Because this is a
26 spec building, the number and size of individual units has not been
27 determined.

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1 The project will be conditioned to file a condominium plan prior to the
2 final map, which will determine how the building will be divided. In addition,
3 CC & R's will also be required, with final review and approval by the City
4 Engineer and will address issues such as maintenance of common facilities,
5 parking assignments, etc.

6 **Noise**

7 An interior noise level of 45 db(a) CNEL are considered acceptable for
8 office buildings. Traffic noise analysis and impacts were reviewed as part of
9 the Heart of the City EIR. In order to ensure the interior noise levels for the
10 office building adjacent to SR-78 and the future Sprinter line does not
11 exceed 45 db(a), an acoustical analysis will be required prior to the issuance
12 of building permits. Standard construction techniques in compliance with
13 State of California Title 24 should address the interior noise levels, however,
14 this will need to be substantiated prior to the issuance of the building
15 permits.

16 **Drainage/Stormwater Compliance**

17 This site is located within a drainage course. There is an existing
18 drainage course that is located at the northeastern portion of the site

19 The applicant shall be responsible for the design and construction of
20 public drainage facilities to accommodate all onsite and offsite surface runoff
21 for the 100-year storm at build out, which is approximately 500 cubic feet per
22 second. In addition, the existing earthen ditch along the northern frontage of
23 the property shall be replaced by an underground pipe. The storm drain
24 system shall be designed to the satisfaction of the City Engineer. If any
25 revisions to the site plan are required due to the design/alignment of the
26 storm drain, a revised site plan shall be submitted for review and approval.

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1 Low-impact site design BMPs will be incorporated into the site plan by
2 directing run-off into landscaped areas and by having the roof drain
3 downspouts drain into adjacent landscape areas.


4 The Storm Water Management Basin shown on the site plan will also
5 be designed to comply with the City's SUSMP requirements and will
6 incorporate the 7' meandering sidewalk along the project frontage.


7 **G. Staff Recommendation:**

8 Approve project entitlements as recommended by the Planning
9 Commission.

10

11 Submitted by:

12 
13 _____
14 Jerry Backoff
15 Planning Division Director



Michael D. Edwards
City Engineer

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17 Submitted by:

18 _____
19 
20 Charlie Schaffer, Director
21 Development Services Department

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23 Reviewed by:

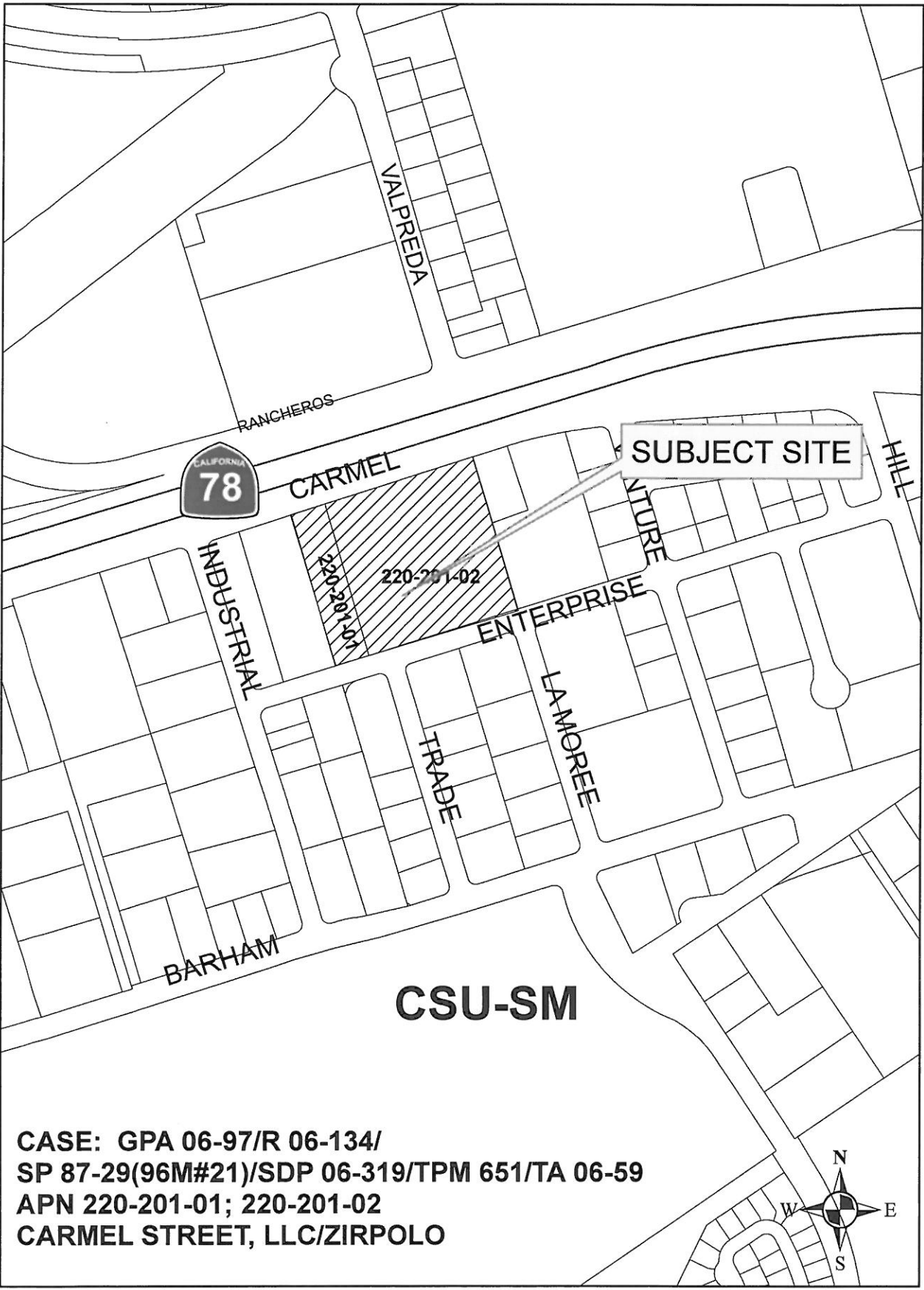
24 
25 _____
26 R.W. Gittings
27 City Manager

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29 Attachments: Vicinity Map
30 Parking Survey

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**CASE: GPA 06-97/R 06-134/
SP 87-29(96M#21)/SDP 06-319/TPM 651/TA 06-59
APN 220-201-01; 220-201-02
CARMEL STREET, LLC/ZIRPOLO**

VICINITY MAP

Parking Survey 2006
Medical and Dental Offices

Jurisdiction	Use	Ratio	Per 1,000 S.F.
Carlsbad	Medical Office	1:250 s.f. of GFA	4
Chula Vista	Medical & dental clinics or offices	1: 200 s.f. of GFA; minimum of 5 spaces	5
Coronado	Business Offices	1:500 s.f. of GFA, + 1 space for each employee (greatest # per shift) Minimum of 5 spaces	2+
Del Mar	Medical/Dental/Clinical	1:200 s.f. of GFA	5
Encinitas	Medical/Dental/Vet offices/clinics:	1:200 s.f. of GFA	5
El Cajon ¹	NC and Regional Comm Zone:	1:250 s.f. up to 10,000 s.f.; 1:300 s.f. for next 15,000 s.f.; 1:400 above 25,000 s.f.	4/3.3/2.5
Escondido	Medical, dental, & clinics:	1:250 s.f. GFA	4
Imperial Beach	Medical Offices	1:300 s.f. of net floor area, + 1 space per 2 employees	3.3+
La Mesa	Medical, dental & surgical	1 per each 200 s.f. of GLA	5
Lemon Grove	Business, professional, medical & other types of office	1:250 of floor area	4
National City	Administrative, clerical, & professional offices, excluding health services	First 5K: 1:200 sf GFA; 5-10K: 1:250 sf GFA; 10-30K: 1:300 sf. GFA; 30-100K: 1:350 sf GFA; Over 100K: 1:400 sf. GFA	5/4/3.3/ 2.9/2.5
Oceanside	Medical & dental offices	1:200 s.f.	5
Poway	Medical & dental offices or clinics, vet offices or clinics	1:200 s.f. of GFA	5
Solana Beach	Offices, medical & dental	1:200 s.f. for first 2,000 s.f., plus 1 space for each additional 175 s.f. over 2,000 sf	5/5.7
City of San Diego	Medical, dental, & health practitioners	1:250 (outside a Transit Area); 1:285 (w/i a TA)	4/3.5
County of San Diego	Offices	<25,000 s.f.: 5 spaces per 1,000 s.f. of GFA; 25,000 sf to 250,000 s.f. 4 spaces per 1,000 s.f of GFA	5/4
Vista	Medical & dental offices, including chiropractic, osteopathic, and physical therapy/massage facilities	1 for each 175 s.f. of GFA	5.7

¹ El Cajon's Parking ratios are based upon the Zone Development Standards.
Research conducted November 7, 2006 based upon On-line Municipal Codes for each jurisdiction.