



CITY COUNCIL AGENDA STATEMENT



November 27, 2018

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18-0537

TITLE

- A. RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CHULA VISTA CERTIFYING THE FINAL ENVIRONMENTAL IMPACT REPORT (FEIR-14-001/SCH 2014121097); MAKING CERTAIN FINDINGS OF FACT; ADOPTING A STATEMENT OF OVERRIDING CONSIDERATIONS; AND ADOPTING A MITIGATION MONITORING AND REPORTING PROGRAM FOR AMENDMENTS TO THE OTAY RANCH GENERAL DEVELOPMENT PLAN AND ADOPTION OF THE UNIVERSITY INNOVATION DISTRICT SECTIONAL PLANNING AREA PLAN INCLUDING PLANNED COMMUNITY DISTRICT REGULATIONS (CHAPTER 3 – DEVELOPMENT CODE) PURSUANT TO THE CALIFORNIA ENVIRONMENTAL QUALITY ACT

- B. RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CHULA VISTA APPROVING AMENDMENTS TO THE OTAY RANCH GENERAL DEVELOPMENT PLAN TO REFLECT LAND USE AND POLICY CHANGES FOR APPROXIMATELY 353 ACRES WITHIN THE OTAY RANCH PLANNED COMMUNITY, INCLUDING ASSOCIATED TEXT, MAPS AND TABLES

- C. RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CHULA VISTA ADOPTING A NEW UNIVERSITY INNOVATION DISTRICT SECTIONAL PLANNING AREA (SPA) PLAN, AND ASSOCIATED REGULATORY DOCUMENTS

- D. ORDINANCE OF THE CITY OF CHULA VISTA APPROVING THE SECTIONAL PLANNING AREA (SPA) PLANNED COMMUNITY DISTRICT REGULATIONS (CHAPTER 3 – DEVELOPMENT CODE) FOR THE UNIVERSITY INNOVATION DISTRICT

RECOMMENDED ACTION

That the Council adopt:

- 1. A Resolution certifying EIR-14-001; and
- 2. A Resolution approving the Otay Ranch General Development Plan Amendments; and
- 3. A Resolution approving the University Innovation District Sectional Planning Area (SPA) Plan; and
- 4. An Ordinance approving the Planned Community District Regulations/Design Plan (Chapter 3 – Development Code) for the University Innovation District.

SUMMARY

The City of Chula Vista is proposing entitlement of the University Innovation (UI) District Sectional Planning Area (SPA) Plan on approximately 383 acres within the Otay Ranch and Eastlake III communities. The UI District SPA Plan defines: the vision; land use character and mix; design criteria; pedestrian, bike and vehicular circulation systems; and the infrastructure requirements for an approximately 10 million square-foot University and Innovation District that will ultimately serve 20,000 students.

ENVIRONMENTAL REVIEW

The Director of Development Services has reviewed the proposed project for compliance with the California Environmental Quality Act (CEQA) and has determined that there is substantial evidence, in light of the whole record, that the project may have a significant effect on the environment; therefore, the Director of Development Services has caused the preparation of an Environmental Impact Report, EIR-14-001.

BOARD/COMMISSION/COMMITTEE RECOMMENDATION

On September 26, 2018, the City of Chula Vista Planning Commission voted 5-0-0 to recommend adoption of Resolutions A, B and C, and the Ordinance (Attachments 1-4).

DISCUSSION

Location, Existing Site Characteristics and Ownership

The UI District is split between two sites; the Main Campus property and the Lake Property (see Attachment 1 – Locator Map). The Main Campus Property is located southeast and west of the intersection of Hunte Parkway and Eastlake Parkway and north of the Otay River Valley (Assessor's Parcel Nos 643-070-16, 644-080-09, 15, 16, 18 & 23 and a portion of 644-070-10). The Main Campus site includes High Tech K-12 schools and is immediately west of the San Diego Gas and Electric sub-station. Village 11 (Winding Walk) is to the north of the site and the future Village 9 will be located to the west of the site. Future Village 10 will be located to the south, as is the Otay River Valley. The site is within the Otay Valley Parcel of the Otay Ranch General Development Plan (GDP), is vacant (except for High Tech K-12 which leases 10 acres from the City) and has been used for agricultural purposes in the past.

The Lake Property is located just south of the Chula Vista Elite Athlete Training Center, east of Salt Creek and the Otay Ranch Preserve, and west of the Lower Otay Lakes Reservoir (Assessor's Parcel No. 643-040-06). The Lake Property is accessible via Wueste Road and is within the Eastlake III GDP. The Lake Property is also vacant. Both of the UI District sites are owned by the City of Chula Vista.

Project Description

The UI District is proposed to be developed with up to approximately 10 million square feet in a mixed-use development format that includes academic/university, industrial, commercial, retail, residential, and recreational uses. The proposed project would include up to approximately 4.4 million square feet of academic space (including classrooms, laboratories, administrative offices, library, physical plant,

recreation, etc.), 1.6 million square feet of on-site living (e.g. student residence halls), 2 million square feet of business innovation uses and 2 million square feet of market rate residential units (approximately 2,000 units). The UI District would support a total of 34,000 people including a mix of students, faculty, staff, residents, and office/retail workers. The university land uses are assumed to include up to 20,000 full-time students and 6,000 university faculty and staff. Innovation uses would include a mix of office, laboratory, and retail uses to support up to 8,000 jobs. Residents on the site are anticipated to include up to 5,400 students and 2,000 employees.

At buildout, the project would offer a unique community that reflects a growing demand for dynamic, urban education centers. The plan takes many qualities of a traditional campus (e.g., open landscaped spaces and coherent architectural edges) and integrates them with several qualities of a contemporary town center (e.g., access to transit, pedestrian-friendly streets and multi-use buildings with retail at street level).

Environmental Impact Report

Section 21002 of the California Environmental Quality Act (CEQA) requires that an environmental impact report identify the significant effects of a project on the environment and provide measures or alternatives that can mitigate or avoid those significant effects. The EIR contains an environmental analysis of the potential impacts associated with implementing the Chula Vista University and Innovation District project.

The subject EIR has been prepared as a project EIR, as defined in pursuant to Section 15161 of the CEQA Guidelines. As defined in CEQA, a project EIR examines the impacts of a specific development project. This type of EIR should focus primarily on the changes in the environment that would result from the development project. The major issues that are addressed in the project EIR were determined based on review by the City of Chula Vista Development Services Department, and public comments received on the Notice of Preparation (distributed in December of 2014).

The Draft EIR was distributed for a 45-day public review period on February 22, 2018. A total of 7 comment letters were received, all of which were routine letters submitted by public agencies/organizations. No letters of opposition to the project or the EIR were received during the public EIR comment period. The Final EIR includes all comments submitted to the City, and responses to them.

The Draft and Final EIRs identify that the proposed project would result in both significant unmitigated impacts and impacts that will be mitigated to a level of less than significant. Significant unmitigated impacts were identified relating to Aesthetics (Impacts 5.2-1 and 5.2-2; direct and cumulative alteration of scenic views, visual character, and cumulative loss of views of open space), Air Quality (Impact 5.4-2 and 5.4-3; direct violation of air quality standards for criteria pollutants related to operational and long-term emissions), Agriculture (Impact 5.12-1a; direct and cumulative loss of agricultural resource), and Utilities (Impact 5.15.2-2; cumulative impacts on wastewater).

Significant impacts that can be mitigated to a level of less than significant have been identified associated with the environmental issues of Land Use (land use compatibility; conflicts with land use plans, policies,

and regulations; and conflicts with conservation plans), Aesthetics (visual character or quality; lighting, glare, shadow, and wind; and landform modification); Transportation (traffic and level of service standards; congestion management; and air traffic patterns), Air Quality (sensitive receptors), Noise (excessive noise levels; excessive ground-borne vibration; and temporary increase in ambient noise levels), Biological Resources (sensitive plant and wildlife species; riparian habitat and other sensitive natural communities; federally protected wetlands; and consistency with local policies, ordinances, HCPs, and NCCPs), Cultural Resources (direct impacts to archaeological resources; human remains; and paleontological resources), Geology and Soils (exposure to seismic related hazards; soil erosion or topsoil loss; soil stability; and expansive soils), Public Services (fire and emergency medical services; police services; and parks, recreation, open space, and trails), Hydrology and Water Quality (water quality standards; erosion or siltation; degradation of water quality; and inundation), Hazards and Hazardous Materials (routine use and accidental release of hazardous materials; hazards to schools; existing hazardous materials sites; and airport hazards), and Public Utilities (Impact 5.15.2-1; cumulative impacts related to wastewater). All of these impacts have been fully mitigated below a level of significance.

All feasible mitigation measures with respect to project impacts have been included in the Final EIR. Findings of Fact have been prepared for the City Council's approval in certifying the EIR. For those impacts with associated mitigation, a Mitigation Monitoring and Reporting Program (MMRP) has been provided with the FEIR.

Section 15126.6 of the CEQA Guidelines requires the discussion of "a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project" and the evaluation of the comparative merits of the alternatives. The alternatives discussion is intended to "focus on alternatives to the project or its location that are capable of avoiding or substantially lessening any significant effects of the project," even if these alternatives would impede to some degree the attainment of the project objectives. The EIR addresses the No Project (No Build) Alternative and the Reduced Project Alternative. Based on this examination, the City has determined that neither of the alternatives meets the objectives of the project.

Otay Ranch General Development Plan Amendment

The UI District SPA Plan is in conformance with the City of Chula Vista's General Plan, which designates that site as Public & Quasi-Public and Regional Technology Park, but requires minor amendments to the Otay Ranch General Development Plan (GDP). The SPA Plan refines and implements the Otay Ranch Village concept, goals and objectives and policies of the Otay Ranch General Development Plan (GDP), subject to the following amendments.

Village 9/University Boundary and Land Use Tables

In 2014, the City Council approved the Village 9 SPA Plan. As part of that approval, approximately 50 acres of Village 9 were designated as University/Regional Technology Park (U) on the Site Utilization Plan. With Village 9 approved, the approval of the Village 10 SPA Plan required land trades between the three

property owners that reduced the original 50 acres of University/Regional Technology Park land, within Village 9, to 41.3 acres (see Attachment 2 – Otay Ranch GDP Amendments). This also resulted in a reconfigured University site that was oriented in an east/west direction. The remaining 8.7 acres were made up elsewhere on the site to keep the City’s total land area the same.

The UI District SPA Plan proposes to unify both of these properties into one University/Regional Technology Park site of approximately 353 acres, known as the Main Campus (see Attachment 2 – Otay Ranch GDP Amendments). These mapping amendments also necessitate amendments to the associated Otay Ranch GDP Land Use Tables (see Attachment 2 – Otay Ranch GDP Amendments). Lastly, these proposed amendments also require some minor text amendments to various sections as shown in ~~strikeout~~/underline in Attachment 2 to provide consistency throughout the Otay Ranch GDP document.

SPA Plan

The UI District SPA Plan refines the City’s vision and proposes standards to implement that vision that are consistent with the Otay Ranch GDP as well as the City of Chula Vista General Plan. The vision centers on the concept of “Campus 2.0”, a concept that will foster an academic-institutional mixed-use district rather than a traditional stand-alone campus precinct. Design concepts such as: mixed use urban streets; potential multi-institutional zones; key public parks and squares; a network of trails and open spaces; enhanced pedestrian and bike mobility; direct access to the Bus Rapid Transit; integration with adjacent villages; and non-traditional residential units that will serve to set the UI District apart from other development, and campuses, in the region.

Development Code

Chapter 3 of the SPA Plan, the Development Code, defines the development parameters for the UI District, including the development framework, land use and development intensity, key character nodes, mobility, design criteria, and phasing appropriate for a long-term build-out of a university and innovation center that attracts leaders in higher learning and industry. The SPA Plan proposes to co-locate academia and industry, and allows for shared services and facilities. It has been developed to stimulate academic and business investment in the area to bring intellectual capital and research activities to the City. The UI District development concept promotes coordinated development with adjacent development in Villages 9 and 10, efficient public transit and viable walkability with a strong emphasis on the urban built form to foster a vibrant mixed-use innovation hub.

The UI District SPA Plan is divided into seven development Transects (Transects T-1 through T-6 and SD) and three Open Space Areas (Open Space Areas OS-1 through OS-3) as identified in the Site Utilization Development Summary (Attachment 3 and Page 3-4 of the SPA Plan). These Transects/Areas are then arranged subject to the Site Utilization Plan (Attachment 4 and page 3-5 of the SPA Plan). The UI District is strategically designed to focus urban development within the T-6 through T-2 Transects, allowing for development flexibility at low intensities in the T-1 Transects and SD Lake Blocks. Development square footage, land use percentage and specific building locations may be altered or transferred between Transects pursuant to the Administration & Implementation section of the SPA Plan.

Section 3.4 of the UI district SPA Plan contains the Regulating Plan (Pages 3-6 through 3-33) that establishes the development regulations applied to each parcel. The Regulating Plan is a synthesis of development opportunities that respond to the topography and constraints of the site, it promotes an active and urban setting for long-range development and is designed for flexibility to adapt to evolving development needs of the market and the City. An example of the development standards for the T-6: District Gateway Transect is attached as Attachment 5. There are separate development standards for each of the Transects/Areas.

Permitted uses are identified in Section 3.6 of the SPA Plan (Pages 3-39 through 3-47). Five land use types have been identified: Academic; On-Site Living; Business Innovation; Market Rate Residential; and Other Uses. The maximum square footage for each of these land uses are limited and are identified in Table 3M - Land Use Ratios on Page 3-42 of the SPA Plan. Each of these Use Types is then categorized as being either: Affiliated Mixed Use Development (meaning that they are affiliated with the University and part of a mixed use development); Affiliated Stand-Alone Development or Non-Affiliated Uses. The list of permitted uses can be found in Table 3N - Permitted Uses, starting on Page 3-45 of the SPA Plan. The Permitted Use Table is attached as Attachment 6.

The UI District SPA Plan also includes a unique “Flex District” as described in Section 3.4.9. The Flex District would allow a permeable edge between the UI District and Villages 9 and 10. Engagement with the street, design techniques, built form and land use from the identified blocks of Villages 9, 10 and the UI District would be allowed to occur on either side of Orion Avenue and Campus Boulevard South.

Circulation Plan

Chapter 4 of the SPA Plan lays out the City’s vision of a walkable urban campus. The Circulation Plan provides for a system of “complete streets” that are designed, operated and maintained to enable safe, convenient and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation. Transportation modes include, but are not limited to, bicycling, walking, low speed electric vehicles, vanpooling, carpooling and riding public transit. The plan intends to limit single passenger private automobiles to reduce traffic congestion and air pollution, while providing for improved safety, a variety of transportation choices, a healthier lifestyle of walking and bicycling, and the creation of enjoyable places that people want to go to. This system also includes the extension of existing and planned roads, trails and transit from adjacent villages as well as internal systems to serve the UI District.

The Pedestrian Circulation Plan envisions an interconnected series of trails, pathways, bicycle connections and walks that provide access to regional trails, the Village Pathway, Otay Valley Regional Park and the Chula Vista Greenbelt Trail (Attachment 7 – Pedestrian & Bicycle Circulation Plan and Page 4-13 of the SPA Plan). In addition, five Pedestrian Walks are planned for: Hunte Walk along Hunte Parkway; Transit Walk on the two blocks to the north and south of the Transit Stop; Center Walk, a north/south walkway along the western portion of the campus; Campus Walk, an east/west walkway through the center of the campus; and Vista Walk on the eastern end of the campus (Attachment 8 – Pedestrian Walk Standards and Pages 3-24 and 3-25 of the SPA Plan).

A Bus Rapid Transit route is planned along Orion Avenue (along the western edge of the UI District and Village 9), part of the larger system that will eventually run between the Otay Mesa Port of Entry and Downtown San Diego (see Attachment 9 – Planned Transit and Page 4-7 of the SPA Plan). An on-site shuttle is also planned to move students from the Transit Stop throughout the campus.

The Circulation Plan also details the thoroughfare standards of each road and its components within the UI District. Specific details for each of the thoroughfares are discussed on Pages 4-20 through 4-32 of the SPA Plan. An example of the thoroughfare details for Eastlake Parkway is included as Attachment 10. The figures typically include the Classification of the roadway, general dimensions, modes, and landscaping for each of the segments. The street sections are conceptual and final design will occur at tentative mapping.

The SPA Plan anticipates that in the District's early years – or perhaps even for decades – the District's parking needs will likely be accommodated with surface parking lots due to economic considerations and the availability of land. However, in later years, when open land available for building development has been exhausted, serious investment in structured parking and Transportation Demand Management programs to reduce parking demand, will become necessary. While creating a specific parking plan at this stage would be premature, given the uncertainty of the campus' first tenants and their needs, the SPA Plan does identify several locations along Hunte Parkway that might initially be developed with surface parking (see Attachment 11 – Access Parking Plan and Page 4-19 of the SPA Plan).

The UI District SPA Plan also includes an expanded and in-depth study of parking and Transportation Demand Management principles from similar universities on Pages 4-33 through 4-67. By establishing 12 core principles, the approach will accommodate the practical short-term needs of a broad range of potential private-sector, non-profit and/or governmental institutions, while still advancing the City's commitment to its larger economic development and environmental responsibility goals. The key principles are:

- Pursue a “Park Once” Strategy, whereby drivers can park their car once and complete multiple tasks on foot, uses with differing peak times can share parking and sharing parking to spread peak loads; and
- Prepare a “3-Stage” Parking Model to Forecast Demand that will use a customized shared parking model that will be updated and calibrated regularly; and
- Establish a Department to Provide Parking and Transportation Services; and
- Invest in Transportation Demand Management; and
- Have the Parking & Transportation Department Serve as the Transportation Management Association, responsible for the management and promotion of alternative transportation programs; and
- Provide Deep Discount Group Transit Passes; and
- Establish a Car-Sharing Program; and
- Price Curb Parking to Be Well-Used, But Readily Available; and
- Establish Residential Parking Benefit Districts, When Needed; and
- Do Not Apply Minimum Parking Requirements Within the District; and

- “Unbundle” Parking Costs from the Cost of Other Goods and Services; and
- Require Parking Cash Out that subsidizes employee parking to offer incentives for commuters to carpool take transit and bike or walk to work.

Public Facilities Finance Plan (PFFP)

The PFFP (Appendix A to the SPA Plan), prepared for the city by Michael Baker International, addresses all of the public facility needs associated with the UI District SPA Plan. The PFFP has been prepared under the requirements of the City of Chula Vista’s Growth Management Program (GMP), Growth Management Ordinance (GMO) (CVMC 19.09) and Chapter 9 – Growth Management of the Otay Ranch GDP. The preparation of the PFFP is required in conjunction with the preparation of the SPA Plan to ensure that the development is consistent with the goals and policies of the City’s General Plan, GMP, GMO and the Otay Ranch GDP.

The PFFP analyzes the demand for facilities based upon the project’s land use and transportation phasing plan. When specific thresholds are projected to be reached or exceeded, the PFFP provides recommended mitigation necessary for continued compliance with the City of Chula Vista’s GMP, GMO and associated Quality-of-Life Threshold Standards. The PFFP does not propose a different development phasing from that proposed by the SPA Plan, but may indicate that the development should be limited or reduced until certain actions are taken to guarantee public facilities will be available or provided to meet the Quality of Life Threshold Standards.

The PFFP provides an analysis of threshold requirements and a set of recommendations for public facility needs associated with traffic, police, fire and emergency services, schools, libraries, parks, water, sewer, drainage, air quality, civic center, corporation yard, and other city administrative facilities.

While the PFFP typically includes a Fiscal Impact Analysis based upon the phasing program, the PFFP prepared for the UI District SPA Plan does not. The Director of Development Services analyzed the myriad of potential development scenarios and determined that development of a Fiscal Impact Analysis at this time was premature.

Other SPA Supporting Appendices

The UI District SPA Plan also includes other appendix documents, including the Air Quality Improvement Plan (Appendix B to the SPA Plan), the Non-Renewable Energy Conservation Plan (Appendix C to the SPA Plan), the Preserve Edge Plan (Appendix D to the SPA Plan), the Agriculture Plan (Appendix E to the SPA Plan), the Fire Protection Plan (Appendix F to the SPA Plan) and the Water Conservation Plan (Appendix G to the SPA Plan).

DECISION-MAKER CONFLICT

Staff has reviewed the property holdings of the City Council members and has found no property holdings within 500 feet of the boundaries of the property which is the subject of this action. Consequently, this item does not present a disqualifying real property-related financial conflict of interest under California Code of

Regulations Title 2, section 18702.2(a)(11), for purposes of the Political Reform Act (Cal. Gov't Code §87100, *et seq.*).

Staff is not independently aware, and has not been informed by any Council member, of any other fact that may constitute a basis for a decision maker conflict of interest in this matter.

LINK TO STRATEGIC GOALS

The City's Strategic Plan has five major goals: Operational Excellence, Economic Vitality, Healthy Community, Strong and Secure Neighborhoods and a Connected Community. Adoption of the University Innovation District SPA Plan will support the Economic Vitality goal, particularly City Initiative 2.1.4 (Plan and implement the University/Regional Technology Park complex). The UID SPA Plan supports the establishment of a University campus (or campuses) and related commercial and industrial services that will help to ensure an economically strong and vibrant community.

CURRENT-YEAR FISCAL IMPACT

The processing for the SPA Plan, EIR and all supporting documents was partially funded by a grant from the Department of Energy, and the remainder of the funding was budgeted as part of the General Fund.

ONGOING FISCAL IMPACT

As noted earlier in the report, due to the myriad of potential development scenarios, the Director of Development Services determined that a reliable Fiscal Impact Analysis could not be prepared and therefore was not required. However, as specific land use proposals are brought forward to the Council in the future, fiscal impacts will be analyzed and disclosed.

ATTACHMENTS

1. Locator Map
2. Otay Ranch GDP Amendments
3. Site Utilization Development Summary
4. Site Utilization Plan
5. T-6: District Gateway Development Standards
6. Permitted Use Table
7. Pedestrian & Bicycle Circulation Plan
8. Pedestrian Walk Standards
9. Planned Transit
10. Eastlake Parkway Section B-B
11. Access and Parking Plan

Enclosures:

1. University Innovation District EIR (on USB flash drive)
2. University Innovation District SPA Plan (on USB flash drive)

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