



CITY COUNCIL AGENDA STATEMENT



January 14, 2020

File ID: 19-0513

TITLE

- A. RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CHULA VISTA DESIGNATING AND SETTING ASIDE CERTAIN CITY-OWNED REAL PROPERTY CURRENTLY KNOWN AS D STREET, WEST OF WOODLAWN AVENUE, FOR PARK AND RECREATIONAL PURPOSES
- B. RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CHULA VISTA APPROVING THE PARK MASTER PLAN FOR D STREET PARK LOCATED WITHIN A PORTION OF D STREET, WEST OF WOODLAWN AVENUE, AND THE NAME WESTVIEW PARK

RECOMMENDED ACTION

Council adopt the resolutions.

SUMMARY

This report presents the designation and set-aside for parkland purposes of an approximately 0.81-acre site located within the D Street right-of-way, west of Woodlawn Avenue, the draft Park Master Plan and name for the public park (the "Project") to be located within said site (Attachment 1, Project Location).

ENVIRONMENTAL REVIEW

The Environmental Element of the City's General Plan includes Policy E 6.10 which reads,

The siting of new sensitive receivers within 500 feet of highways resulting from development or redevelopment projects shall require the preparation of a health risk assessment as part of the CEQA review of the Project. Attendant health risks identified in the Health Risk Assessment (HRA) shall be feasibly mitigated to the maximum extent practicable, in accordance with CEQA, in order to help ensure that applicable federal and state standards are not exceeded.

Air Quality Analysis

The western portion of the D Street Park site lies within 500' of Interstate 5 (I-5). Therefore, an Air Quality Analysis prepared by RECON Environmental (Attachment 2-1) was completed to evaluate potential local and regional air quality impacts of locating an urban park near a highway. The Analysis concluded that based on an annual ground level concentration of 0.04 µg/m³, the chronic non-cancer risk predicted at the project site

was 0.008. This is below the level of 1.0 at which adverse non-cancer health risks would be anticipated. Additionally, air emissions associated with project construction and operation would not exceed the applicable City significance thresholds. These thresholds are designed to provide limits below which project emissions would not significantly change regional air quality. The Air Quality Analysis findings were based on a park design that excludes any active recreation within the 500' closest to I-5. Active recreation as defined in the Chula Vista Parks and Recreation Master Plan are moderate to high intensity-level activities usually including the use of playgrounds, ball fields, sport courts, and recreation centers. These activities typically include increased physical exertion typical of organized sports or tot-lot playground activity. The Analysis also assumed the maximum exposed individual receptor to be present 4 hours per day for 250 days per year.

A community garden was later added as a park component in the western portion of the project site near I-5. The Air Quality Analysis was amended (Attachment 2-2) to analyze the potential cancer risk from diesel-exhaust particulate matter (DPM) due to the closer proximity of people using the garden to I-5 than previously assessed and the potential for additional cancer risks from ingestion of DPM due to crops grown within the community garden. The proposed community garden is located between 20 and 90 feet from the western property line. This would result in exposures to ground-level concentrations of DPM between 0.06 and 0.05 µg/m³. This is still below the level of 1.0 at which adverse non-cancer health risks would be anticipated. Regarding ingestion of DPM, only a small subset of toxic substances is subject to deposition onto soil, plants, and water bodies. According to the 2015 Air Toxics Hot Spots Program Guidance Manual for the Preparation of Risk Assessments, issued by the Office of Environmental Health Hazard Assessment, DPM is not considered a multi-pathway substance. Therefore, cancer risk associated with DPM is limited to inhalation pathways and no additional cancer risk would be associated with ingestion of DPM. In conclusion, locating a community garden near I-5 would not result in significant DPM cancer risks.

Please note, the Air Quality Analysis focuses on the western portion of the D Street Park site which lies within 500' of Interstate 5 and the potential health risks from the site's location adjacent to this freeway. Subsequent to the completion of the Air Quality Analysis Amendment in March 2018, the eastern portion of the Park Master Plan (outside of the 500' buffer from I-5) was updated to remove parking and replace with additional park space including a tot lot. Changes to the eastern portion of the Park Master Plan, outside of the 500' buffer from I-5, does not change the conclusions of the Air Quality Analysis or the Amendment to the Analysis.

Noise/Land Use Compatibility

The Environmental Element of the City's General Plan contains applicable noise/land use compatibility guidelines. The General Plan lists that neighborhood parks, specifically, are considered compatible when located in areas where exterior noise levels are 65 CNEL (Community Noise Equivalent Level) or less. Neighborhood Parks, as defined by the City's Park Master Plan, range in size from 5 to 15 acres and include open play space, playing fields, play equipment and picnic areas. D Street Park is classified as an Urban Park. As defined by the City's Park Master Plan, Urban Parks are generally located in urban downtown areas, are typically 20,000 square feet to four acres in size, and may contain facilities such as public plazas, tot lots, play structures, public art features, sports courts (such as basketball or tennis), walking/jogging trails, dog walk areas, picnic or seating areas, some grass play area, trees, and other plant materials. Demands for parks

within urban areas are different in that the urban environment contains more residential density. Urban parks will occur west of Interstate 805 where infill and redevelopment activity are anticipated and where available and affordable land is scarce. The noise/land use compatibility guidelines listed in the City's General Plan pertaining to Neighborhood Parks do not apply to this Project.

Parking

A parking count for the Project area was done in April 2018 and a recent update completed in September - October 2019 which covered the streets south of C Street, west of Broadway, north of E Street and east of I-5 (Attachment 3).

The parking count shows that there were 620 legal parking spaces in April 2018 and 628 legal parking spaces in September - October 2019 which includes the parking spaces on D Street west of Woodlawn Avenue (refer to Vehicular Access and Parking section on page 6 of this report for additional information). The range of available parking used in the neighborhood was not at 100% occupancy and there were generally 9% - 36% parking availability in the neighborhood. If the existing parking spaces west of Woodlawn Avenue are eliminated, it would leave 592 on-street parking spaces which would represent a 4% - 23% parking availability in the neighborhood.

Water Quality

The proposed Project will convert existing asphalt into a park which would reduce the amount of existing impervious areas by replacing them with pervious areas, such as turf for open play, planting areas, decomposed granite paths, and a community garden. Stormwater will be treated on-site through biofiltration and/or vegetated swales. A Stormwater Quality Report will be required for approval prior to construction of the Project. Water quality would be improved over existing conditions.

Environmental Determination

Considering the conclusions from the Air Quality Analysis, Parking Study and Water Quality Analysis, and because the noise/land use compatibility guidelines listed in the City's General Plan pertaining to Neighborhood Parks does not apply to Urban Parks, the Director of Development Services has determined that the Project qualifies for a Categorical Exemption pursuant to Section 15332 [In-fill Development Projects] and Section 15304 [Minor Alterations to Land] of the State California Environmental Quality Act (CEQA) Guidelines (Attachment 4). Thus, no further environmental review is required.

BOARD/COMMISSION/COMMITTEE RECOMMENDATION

Staff presented the project to the Parks and Recreation Commission on October 10, 2019. The Commission voted unanimously to approve the project as presented.

DISCUSSION

The City continues to progress toward increasing park acreage inventory in western Chula Vista. While future residential growth will result in the demand for additional parklands and recreational facilities, there

will be increased challenges in securing appropriate park and recreation sites in western Chula Vista, where land is primarily built out. The current design and development of the D Street Park takes advantage of the opportunity to expand the public realm by transforming the west end of D Street at Woodlawn Avenue into an urban park.

The approximately 0.81-acre site is in western Chula Vista and occurs within the existing 80-foot wide D Street right-of-way between Woodlawn Avenue to the east and the MTS Blue Line Rail corridor to the west. To the north of the site is the Vista Mar development (701 D Street) consisting of 87 townhomes completed in 2018, and to the south of the site is the existing Bayscene Mobilehome Park community. Staff has identified this portion of D Street to be an underutilized existing right-of-way space suitable for an urban park.

Parks and Recreation Commission Meeting - February 22, 2018

On February 22, 2018, staff presented a draft Park Master Plan to the Parks and Recreation Commission which included a 0.54-acre public park space and 0.27-acre area with 30 public parking stalls. During that meeting, the Commission noted a desire to increase the amount of parkland by reducing the public parking area. In addition, the Commission expressed a concern regarding the amount of parking that would be exclusively available to those individuals visiting the park. The Commission also noted concerns regarding a solid concrete masonry wall proposed along the park's western property line because it would block views to the west and would become a target for graffiti and vandalism and asked staff to review additional material options or wall alternatives that would better preserve the view. The Commission also asked staff to consider raising the gazebo or picnic area to assure a clear view to the west and requested that trees be added to frame the view. The Commission voted unanimously to continue consideration of the item (Attachment 5, Meeting Minutes)

Staff has since revised the draft Park Master Plan per the comments and concerns raised during that Parks and Recreation Commission meeting to exclude the public parking area and to provide 0.81-acres of public park space. Other revisions include a 6' tall metal picket fence in lieu of the previously proposed concrete wall. The proposed metal picket fence would not be subject to graffiti and would fully maintain the park's western view. City Staff has also determined that raising the picnic area is cost prohibitive and poses Americans with Disability Act (ADA) accessibility issues. City Staff has determined the 6' tall metal picket fence in lieu of the concrete wall is sufficient to maintain the western view without raising the picnic area.

Lastly, the draft Park Master Plan has been updated to include a community garden at the park's western end. The community garden was added to engage a community-based organization or local school within the park space. Through a participating agreement with the City, a community-based organization or school could use the community garden to teach students and others about organic gardening. Additionally, the community garden and its participants would help activate the park space throughout the day.

Community Outreach

In March of 2017, City staff held a public community meeting to discuss possible alternative uses for the portion of D Street west of Woodlawn Avenue. In the announcement for the community meeting, staff also

provided a questionnaire asking residents if they prefer the site be utilized as a public parking area, public park, or a combination of public parking area and public park. Comments provided by the public during the March 2017 community meeting and via the questionnaire noted the public's desire to see a combination of public park and public parking area at this portion of D Street. The public acknowledged a need for additional public parks in western Chula Vista, but the loss of on-street parking was concerning.

In October of 2017, City staff held a second public community meeting to present a preliminary draft Park Master Plan for this site. During this meeting, staff noted the preliminary draft Park Master Plan had been designed to include a public parking area, a children's play element located outside of the Health Risk Assessment Zone, and a passive recreation lawn area. Several members of the public who were in attendance expressed concerns about safety within the park space and the park's tendency to attract homeless individuals. City staff noted the park's preliminary design had been drafted with consultation from the Chula Vista Police Department to assure the proposed park and parking area could be safely and efficiently patrolled by police.

On April 18, 2018, City staff held a third public community meeting to present updates to the draft Park Master Plan and provided a summary of the comments and concerns raised during the February 22, 2018 Parks and Recreation Commission meeting. Staff also presented three additional draft Park Master Plan options for public input: (a) A proposed park space and parking area with 30 parking stalls; (b) a proposed park space and parking area with 18 parking stalls, and (c) a proposed park space that excluded the parking area altogether. City staff also presented the findings of the parking study completed in April 2018. Concluding staff's presentation, the public voted in favor of the draft park master plan option that excluded the parking area altogether.

Draft Park Master Plan Design Concept

The draft Park Master Plan (Attachment 6) has been designed to enhance an existing urban condition by offering a pleasing and communal place for nearby residents. The park is designed as an open and visible park space that takes advantage of its prominent views to the west of the Bayfront and estuary preserve lands. Likewise, the park is designed to facilitate law enforcement monitoring by providing site lighting and by reducing potential hiding spaces.

The draft Park Master Plan includes the following elements:

- Picnic/BBQ Area
- Shade Structure
- Game Tables
- Bounce House Set Up Area
- Open Lawn Area
- Decomposed Granite Perimeter Pathway
- Tot lot with swings and 2 play structures
- Community Garden with 12 garden plots
- Fixed Park Benches with Center Arm Rests

- Precast Planter Pots with Accent Planting
- Bike Racks
- Pet Waste Station
- Pedestrian Scale Pole Lights

The park design also maintains a 12' wide asphalt maintenance path and two 25' x 35' maintenance pad areas to facilitate on-going maintenance by San Diego Gas & Electric (SDG&E) of transmission line 642 located along the north side of the D Street right-of-way line. Additionally, the 12' wide asphalt maintenance path will be painted with a new asphalt seal coat to allow for possible future public art projects to occur along the maintenance path.

The standard Park and Facilities Rules, as stated in Chapter 2.66 of the Chula Vista Municipal Code (CVMC) shall apply. SDG&E has also requested that no balloons and flying of kites be allowed in the park. These additional restrictions are needed to protect the adjacent overhead power lines and associated electrical transformers. Staff is currently reviewing the implementation of this request.

Vehicular Access and Parking

The portion of D Street west of Woodlawn Avenue is not a through street and does not serve any vehicular ingress or egress to the adjacent existing communities. Additionally, the City does not have any plans for this portion of D Street to provide future vehicular or pedestrian access over the trolley or Interstate 5 corridors. Vehicular access to Interstate 5 currently occurs at E Street. Vehicular and pedestrian access to the Bayfront currently occurs at both E Street and F Street.

Prior to the construction activity commencing at the adjacent Vista Mar site, D Street provided approximately 36 unstriped, parallel on-street parking spaces. During the construction of the Vista Mar project, the site was temporarily striped to include 28 perpendicular parking stalls to accommodate the parked vehicles servicing the Vista Mar construction site. Upon completion of the Vista Mar construction, striping of the parking stalls was restored back to 36 parallel parking spaces.

As stated previously, a parking count for the project area was done in April 2018 and a recent update was completed in September - October 2019, which covered the streets south of C Street, west of Broadway, north of E Street and east of I-5 (Attachment 3). The parking count shows that there were 620 legal parking spaces in April 2018, increasing to 628 legal parking spaces in September – October 2019, including the parking spaces on D Street west of Woodlawn Avenue. During the study periods, available on-street parking in the neighborhood never achieved 100% occupancy, with between 9% and 36% of the legal neighborhood parking spaces unoccupied at any given time. If the existing parking spaces west of Woodlawn Avenue are eliminated, it would leave 592 on-street neighborhood parking spaces. Assuming similar demand, between 4% and 23% of the on-street neighborhood parking spaces would remain unoccupied.

Park Name

City staff has selected Westview Park as the potential park name. The name Westview Park is descriptive of the park site's expansive western view shed. The name draws a connection to the Western Chula Vista waterfront and the site's relationship to the western horizon.

DECISION-MAKER CONFLICT

Staff has reviewed the property holdings of the City Council members and has found no property holdings within 1,000 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)(7) or (8), 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 City Council members, of any other fact that may constitute a basis for a decision-maker conflict of interest in this matter.

CURRENT-YEAR FISCAL IMPACT

There is no current year fiscal impact to the City.

ONGOING FISCAL IMPACT

The estimated budget for the development of the park is \$1.8 million. Construction of the park is anticipated to be funded through a combination of Parkland Acquisition and Development (PAD) fees collected in Western Chula Vista and grant funds. The City continues to pursue grants to develop this park and as soon as funding is obtained it is anticipated that construction of the park would start shortly thereafter.

Following construction, the City will be responsible for the annual ongoing maintenance of the park.

ATTACHMENTS

1. Project Location
2. Air Quality Analysis prepared by RECON dated 08/18/2017, amended 3/23/18
3. Parking Count dated 10/3/19
4. Notice of Exemption
5. Parks and Recreation Commission 10/10/19 meeting minutes
6. Draft Park Master Plan

Staff Contact: Patricia Ferman, Principal Landscape Architect, Development Services Department