



COUNTY OF SAN DIEGO

LAND USE AGENDA ITEM

BOARD OF SUPERVISORS

NORA VARGAS
First District

JOEL ANDERSON
Second District

TERRA LAWSON-REMER
Third District

VACANT
Fourth District

JIM DESMOND
Fifth District

DATE: December 6, 2023

08

TO: Board of Supervisors

SUBJECT

AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)

OVERVIEW

The unincorporated community of Alpine encompasses approximately 108 square miles with a population of 17,609. Alpine currently has no County of San Diego (County) managed parks and only 1.83 acres of parkland per 1,000 residents, falling well short of the County General Plan goal of providing 10 acres of parkland per 1,000 residents. To support the community's current and future recreational needs, the Department of Parks and Recreation (DPR) will construct a 25-acre park on an undeveloped 98-acre property, approved by the Board of Supervisors for purchase by DPR in 2019. The addition of the 25 acres of parkland will increase the parkland ratio to approximately 3.2 acres of parkland per 1,000 residents. The future park is the result of over a decade of work in partnership with community stakeholders and hundreds of properties evaluated. The proposed park property, which is adjacent to and north of South Grade Road and east of Tavern Road, was acquired to develop a portion as an active park and conserve the majority of the property as open space. Active recreation is planned for 25 of the 98 acres and will connect to trails located on Wright's Field, a publicly accessible nature preserve owned and managed by Back County Land Trust. The remaining 73 acres will remain as open space preserve and will serve as a natural barrier between the park and non-accessible areas of Wright's Field.

Following the purchase of the property, DPR facilitated an extensive community-driven design process to shape the new park, including 5 public meetings, several online surveys, stakeholder meetings, and community events. Amenities planned for the park were derived from this community outreach and in adherence to goals outlined in the Parks Master Plan. The Alpine Community Park project will be constructed in phases. Phase 1 of the project will include the construction of utilities, northern site development and grading, a dog park, playgrounds, picnic areas, an equestrian staging area, a community garden, sports courts, park office and restrooms, a volunteer pad, and parking. Future phases will include the remainder of site development, utilities, and grading, a multi-purpose grass area, baseball field, all-wheel area, bike skills course, fitness stations, multi-purpose building, a second restroom, and additional trails and parking. This project will also establish an all-way stop at South Grade Road and Calle de Compadres.

SUBJECT: AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)

Today's proposed actions will adopt and certify the Alpine Community Park Environmental Impact Report (EIR) and the Mitigation, Monitoring, and Reporting Program (MMRP) in accordance with the California Environmental Quality Act (CEQA) for the construction and operation of the Alpine Community Park. Today's proposed actions will also adopt a resolution that amends a master resolution to establish an all-way crossing to support pedestrian and bicyclist crossing at the South Grade Road and Calle de Compadres intersection. Further, the proposed actions will authorize the Director, Department of Purchasing and Contracting, to advertise and award a construction contract for an estimated Phase 1 construction cost of \$11,400,000, including an all-way stop and contingency. Additional project funds of \$10,600,000 will be used for related project costs, including acquisition, design, environmental monitoring, restoration, inspection, construction management, and project administration for a total Phase 1 project cost of \$22,000,000. The total Alpine Community Park project is estimated to cost \$45,575,000 for all phases and construction of all amenities. The request for funding for completion of the park is in future years. The Board of Supervisors (Board) is also requested to designate the Director, DPR, as the County of San Diego Officer responsible for administering the construction contract, in accordance with Board Policy F-41, Public Works Construction Projects. Phase 1 construction will begin in Spring 2024 and is expected to be completed in Winter 2025. Ongoing costs for operation and maintenance, the addition of 2.0 full-time staffing positions, start-up costs, and funding sources will be included and identified in the FY 2025-26 Operational Plan.

RECOMMENDATION(S)

CHIEF ADMINISTRATIVE OFFICER

1. Certify that the Environmental Impact Report (EIR) for the Alpine Local Park project (State Clearinghouse #2021030196), dated December 16, 2022, on file with the Department of Parks and Recreation (Attachment B) has been completed in compliance with California Environmental Quality Act (CEQA) and State CEQA Guidelines, that the EIR was presented to the Board of Supervisors and that the Board of Supervisors has reviewed and considered the information contained therein before approving the project, and that the EIR reflects the independent judgment and analysis of the Board of Supervisors.
2. Adopt the findings concerning mitigation of significant environmental effects pursuant to Section 15091 of the CEQA Guidelines (Attachment C).
3. Adopt the Mitigation, Monitoring, and Reporting Program prepared in accordance with Public Resources Code section 21081.6 and CEQA Guidelines 15091(d) (Attachment D).
4. Adopt the "Statement of Location and Custodian of Record of Proceedings" (Attachment E).
5. Find, in accordance with California Manual on Uniform Traffic Control Devices that an all-way stop control at the intersection of South Grade Road and Calle de Compadres in

SUBJECT: AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)

Alpine is appropriate to support an equestrian/pedestrian/bicycle crossing through the intersection.

6. Adopt Resolutions entitled: RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF SAN DIEGO AMENDING TRAFFIC RESOLUTION NO. 299 RELATING TO THE ESTABLISHMENT OF ALL-WAY STOP INTERSECTIONS IN SAN DIEGO COUNTY and RESOLUTION AMENDING TRAFFIC RESOLUTION NO. 305 RELATING TO THE ESTABLISHMENT OF THROUGH HIGHWAYS IN THE COUNTY OF SAN DIEGO (Attachment F)
7. Authorize the Director, Department of Purchasing and Contracting to advertise and award a construction contract and take any other action authorized by Section 401 et seq. of the Administrative Code and Public Contract Code section 22160-22169, with respect to contracting for the construction of the Alpine Local Park project.
8. Designate the Director, Department of Parks and Recreation, as the County of San Diego Officer responsible for administering the construction contract for the construction of Alpine Local Park project in accordance with Section 430.4 of the County Code of Administrative Ordinance and Board Policy F-41, Public Works Construction Projects.

EQUITY IMPACT STATEMENT

At present, Alpine is deficient in both parkland and active recreation opportunities to meet the current and growing needs of its diverse community members and achieve the County of San Diego's (County's) General Plan goal of 10 acres of parkland per 1,000 residents. Development of the site will add 25 acres to County-owned active recreation parkland bringing the ratio to approximately 3.2 acres per 1,000 residents, and enable the Department of Parks and Recreation to better serve residents of Alpine by expanding access to opportunities to recreate outdoors within their own community.

SUSTAINABILITY IMPACT STATEMENT

The proposed Alpine Community Park will result in sustainability enhancements to the County of San Diego (County) by contributing to all seven of the County Sustainability Goals: engage the community; provide just and equitable access; transition to a green, carbon-free economy; protect health and well-being; protect water; protect ecosystems, habitats, biodiversity, and soil health; and reduce pollution and waste.

Throughout the planning and design process of the park, the community and stakeholders have been engaged to contribute their ideas on the recreational amenities and programming they would like to see. This project will additionally add climate resiliency features including 167 new trees at full build-out, native gardens, water efficient irrigation, and a collection of bioswales and detention basins.

SUBJECT: AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)

This project is contributing to the health and wellbeing of Alpine, a park-deficient community with limited access to recreational amenities. The Project will increase the community's tree canopy and plants, while using an automatic, weather-based irrigation system that will be adjust based on weather events.

The full site-built features of the park include installation of 5 dual electric vehicle charging stations and solar photovoltaic panels that are anticipated to offset 163,000 kilowatt hours per year of the total electricity usage of the park. These sustainable building features will help reduce the park's greenhouse gas emissions from building operations and vehicles visiting the park.

FISCAL IMPACT

Funds for this request are included in the Fiscal Year 2023-24 Operational Plan for the Capital Outlay Fund. If approved, this request will result in costs and revenue of \$22,000,000 for the Capital Project 1021897 Alpine Local Park. Construction costs for Phase 1 are estimated at \$11,400,000 including contingency. The remaining \$10,600,000 in project funding is used for acquisition, design, construction management, environmental review, mitigation, restoration, and project administration. The funding source is General Purpose Revenue from FY 21-22 (\$10,500,000), General Purpose Revenue from FY 23-24 (\$5,000,000) and General Fund fund balance from FY 18-19 (\$6,500,000). There will be no change in net General Fund cost and no additional staff years.

Upon completion of this project, ongoing operations are estimated at \$373,712 annually, which will include staffing, utility costs, maintenance supplies and services. An estimated \$175,890 will fund 2 additional full-time staff, and \$197,822 will cover ongoing services and supplies costs. The park is projected to open in FY 2025-26, and these costs will be included in future Operational Plans.

BUSINESS IMPACT STATEMENT

N/A

ADVISORY BOARD STATEMENT

On April 6, 2021, the Alpine Community Planning Group voted to support the Alpine Community Park concept plan with recommendations to address water use at the baseball field, coordinate with Alpine Fire Protection District and County Fire Authority, and investigate feasibility of an all-way stop at park entrances. The motion passed with a vote of 11 yes, 0 no, 1 abstention, and 3 vacant/absent.

BACKGROUND

The Department of Parks and Recreation (DPR) provides parks and recreational services that enhance the quality of life for San Diego county residents and visitors. The County of San Diego's (County) park system promotes a stronger, safer, healthier, thriving region through thousands of recreational opportunities system-wide, including events and activities, recreation programs, parks, and sports facilities.

SUBJECT: AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)

The community of Alpine currently has 1.83 acres of parkland per 1,000 residents, falling well short of the County General Plan goal of 10 acres of local parks per 1,000 residents, and is one of the most park-deficient communities in the County. There are no County-managed parks in Alpine. Some of the available parkland is co-located at public school sites and only available when not in use by the school. DPR has been working for over a decade, evaluating hundreds of properties, to identify new parkland in Alpine, but the undulating topography found throughout most of the community has made finding suitable land very challenging as most of the buildable land has already been developed. In 2019, the County identified approximately 98 acres of vacant land available for purchase in Alpine. The property, adjacent to and north of South Grade Road and east of Tavern Road, was acquired to develop a portion as an active park and to conserve the majority of the property as open space.

On February 27, 2019 (01), DPR submitted a letter to the Board of Supervisors (Board) to request funds to purchase the 98-acre parcel of land, with the intent to build an active recreation area on site. The request was approved, leading to the purchase of the property from Wright's Field Partnership, LLC on March 4, 2019. The purchase of the property was intended to provide active recreation for the community of Alpine. However, of the 98 acres, only about 25 will be developed for that purpose; the remaining approximately 73 acres of the land, which serves as a natural barrier between the park and Wright's Field, a publicly accessible nature preserve owned and managed by Back County Land Trust, will remain open space preserve. The design and footprint of the park are consistent with best practices for preserve design, which maximizes the amount of connected open space and clusters the developed park area along an already disturbed roadway to reduce edge effects. It is protected as a park in perpetuity. Its size, breadth of amenities, and open space trail system are designed to meet both the current and future needs of the Alpine community, with features for residents of all ages, abilities, and interests – and understanding that not all residents have the same access to safe recreation from home. The addition of the 25 acres of active recreation parkland will increase the parkland ratio to approximately 3.2 acres of parkland per 1,000 residents.

Following the purchase of the property, DPR facilitated an extensive community-driven design process to shape the new park. Public outreach commenced at the Alpine Community Center on May 15, 2019, where the proposed park location and size were discussed and public input on preliminary design was gathered. DPR provided several written questionnaires and online surveys to the public over the course of five public meetings with community members, community-based organizations, and local stakeholders. The initial public meetings were focused on information gathering and discussions on the objectives for the park. The results revealed the top activities responders were seeking to include in the design of the park which were access to nature, playgrounds, passive recreation, mountain biking, and restrooms. A conceptual park design, the synthesis of public input gathered to date, and in adherence to goals outlined in the Parks Master Plan, was shared with the attendees, after which a question-and-answer period took place. Cumulative data was summarized and shared in subsequent meetings and posted on the Alpine County Park web page. A fifth meeting was held in May 2022 with the focus of the meeting on

SUBJECT: AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)

sharing updates on the project regarding the recirculation of a portion of the draft Environmental Impact Report. The meeting also provided an overview of the project work to date and a review of the concept plan. Attendees were encouraged to ask questions and provide input on the project concept design, environmental analysis, and future park operations. The main topics of conversation were inquiries about traffic related items including site access, access to existing trails and open space specifically Wright's field, the size of the park and how it will meet the needs of the local community, and site utilities with a focus on water.

In addition to public outreach meetings, DPR has hosted over a dozen stakeholder meetings with groups like the Alpine Community Planning Group and their Parks' Subcommittee, Preserve Alpine's Heritage, Back Country Land Trust, Alpine Fire, Eastern Alpine Association, San Diego Mountain Biking Association and Alpine Union School District. Feedback collected during these meetings contributed to the park design concept. DPR has hosted several community events in partnership with County Libraries and attended several Alpine community events to share updates and information about the project.

To address concerns about development or expansion of public access, DPR's outreach also incorporated targeted meetings with individuals and organized groups to field questions and address misinformation. FAQs have been developed, posted, and updated regularly to respond to inquiries from stakeholders and foster a transparent decision-making process. Additional outreach efforts included articles on sdparks.org and in the Alpine Sun newspaper, project updates posted on the Alpine County Park web page, and updates through DPR social media channels. DPR has and will continue to collaborate with neighbors, community-based organizations, sponsor groups, and other invested stakeholders throughout the process while maintaining DPR's commitment to ensure equitable access and high-quality recreation opportunities for all San Diego county residents.

Design of the park evolved through these community discussions and in response to public input. Active recreation amenities are planned to be built near the road, including on land that has been disturbed by human use. This lessens impacts to native plants and wildlife and reduces build costs so more resources can be put toward habitat rehabilitation. The park design was designed to address concerns by developing a plan that minimizes noise, traffic, wildlife and safety risks – including aesthetics and obstructions to views. A range of active and passive recreation features were identified during the outreach process to meet the current and future needs of the community. These amenities include trail connections, an equestrian staging area, an off-leash dog area, playgrounds, sports courts, open grass areas, picnic areas, a baseball field, an all-wheel park, a bike skills course, a community garden, restrooms, and parking.

The project will be constructed in phases. Phase 1 is intended to focus on the northern part of the park and the construction of utilities for the facility, northern trail connections, playgrounds, off-leash dog area, equestrian staging area, picnic areas, community garden, park office and restrooms, sports courts, a volunteer pad, and parking. An all-way stop will be installed at the intersection of South Grade Road and Calle de Compadres through collaboration with the Department of Public

SUBJECT: AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)

Works to support safe crossing at the intersection. The total project is estimated to cost \$45,575,000. Phase 1 is funded at a cost of \$22,000,000. The estimated cost for construction of Phase 1 is \$11,400,000. The remaining \$10,600,000 in project funding is used for acquisition, design, construction management, environmental review, mitigation, restoration, and project administration. Future phases will include a multi-purpose grass area, a baseball field, an all-wheel area, a bike skills course, fitness stations, a multi-purpose building, a second restroom, and additional trails and parking. Additional funding will be required to complete future phases of the park and will be requested as part of future operational plans.

The park will be open from sunrise to sunset, seven days a week, with no fees to enter the park. Alpine Community Park will be maintained by DPR staff before, during, and after park hours, with additional support from live-onsite volunteer hosts. The park will feature several safety and security measures after hours, such as a locked gate entry and security lighting.

Today's proposed actions will adopt the Alpine Community Park Environmental Impact Report (EIR) and the Mitigation, Monitoring, and Reporting Program (MMRP) in accordance with the California Environmental Quality Act (CEQA) for the construction and operation of the Alpine Community Park. This project will establish an all-way stop at South Grade Road and Calle de Compadres. Today's proposed actions will also adopt a resolution that amends a master resolution to establish an all-way crossing to support pedestrian and bicyclist crossing at the intersection. Further, the proposed actions will authorize the Director, Department of Purchasing and Contracting, to advertise and award a construction contract for an estimated Phase 1 construction cost of \$11,400,000, including all-way stop and contingency. Additional project funds of \$10,600,000 will be used for related project costs, including acquisition, design, environmental monitoring, restoration, inspection, construction management, and project administration for a total Phase 1 project cost of \$22,000,000. The total Alpine Community Park project is estimated to cost \$43,250,000 for all phases and construction of all amenities. The Board is also requested to designate the Director, DPR, as the County of San Diego Officer responsible for administering the construction contract, in accordance with Board Policy F-41, Public Works Construction Projects. If approved, Phase 1 construction will begin in Spring 2024 and be completed in Winter 2025.

ENVIRONMENTAL STATEMENT

An Environmental Impact Report (EIR) for the Alpine Community Park project (State Clearinghouse #2021030196), dated September 28, 2021, has been prepared for the Alpine Community Park project and is on file with the Department of Parks and Recreation (Attachment B). The EIR considered potential impacts from construction and ongoing management of the Alpine Community Park, including Aesthetics, Air Quality, Biological Resources, Cultural, Geology, Greenhouse Gases, Hazards and Hazardous Materials, Noise, Tribal Cultural Resources, and Utilities and Service Systems.

The EIR was circulated for public review from September 30, 2021 – November 15, 2021. The final EIR includes 79 comment letters/emails received during the public comment period, along with County of San Diego (County) staff responses to the comment letters/emails. The EIR

SUBJECT: AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)

identified potential project-related impacts to aesthetics, alternatives, biological resources, geology, greenhouse gases, hazards, land use, noise, transportation, wildfire, and utilities. Based on the comments received, staff determined that additional analysis was required. The revised draft EIR was recirculated from December 16, 2022 – February 28, 2023. Sixty-five comment letters/emails were received, related to alternatives, biological resources, geology, greenhouse gases, hazards, land use, transportation, wildfire, and utilities. Staff reviewed the comments, prepared responses and determined that no additional study or further analysis is required in response to the comments. Improved project specifications were added to the EIR to reflect public comments for the following topics: Alternatives, Biological Resources, Hazards and Hazardous Materials, and Wildfire. These letters/emails are included in the final EIR along with County staff responses to the comments.

A Mitigation, Monitoring, and Reporting Program (MMRP) (Attachment D) will be adopted to ensure compliance with avoidance and minimization measures in accordance with Section 21081.6 of the Public Resources Code and Section 15091 of the CEQA Guidelines.

LINKAGE TO THE COUNTY OF SAN DIEGO STRATEGIC PLAN

Today's proposed action to advertise and award a construction contract for the Alpine Community Park project supports the Sustainability and Community Strategic Initiatives in the County of San Diego's 2023-2028 Strategic Plan by fostering an environment where residents engage in recreational interests by enjoying parks, open spaces, outdoor experiences, and civic activities that enrich their quality of life and contribute to building a region that is thriving.

Respectfully submitted,



SARAH E. AGHASSI
Deputy Chief Administrative Officer

ATTACHMENT(S)

Attachment A – Vicinity Map

Attachment B – Alpine Community Park Environmental Impact Report

Attachment C – Environmental Findings

Attachment D – Mitigation, Monitoring, and Reporting Program

Attachment E – Statement of Location and Custodian of Record of Proceedings

Attachment F – A Resolution of the Board of Supervisors of the County of San Diego Amending Traffic Resolution No. 299 Relating to the Establishment of All-Way Stop Intersections in San Diego County and Resolution Amending Traffic Resolution No. 305 Relating To The Establishment Of Through Highways In The County Of San Diego

SUBJECT: AUTHORIZATION TO ADVERTISE AND AWARD A CONSTRUCTION CONTRACT FOR ALPINE COMMUNITY PARK AND ADOPT A RESOLUTION TO ESTABLISH AN ALL-WAY STOP AT SOUTH GRADE ROAD AND CALLE DE COMPADRES AND CERTIFY THE ENVIRONMENTAL IMPACT REPORT (DISTRICT: 2)