



THE CITY OF SAN DIEGO

## REPORT TO THE PLANNING COMMISSION

DATE ISSUED: June 13, 2013 REPORT NO. PC-13-072

ATTENTION: Planning Commission  
Agenda of June 20, 2013

SUBJECT: Workshop on the Ocean Beach Community Plan Update

### SUMMARY

THIS IS A WORKSHOP ON THE OCEAN BEACH COMMUNITY PLAN UPDATE. NO ACTION IS REQUIRED ON THE PART OF THE PLANNING COMMISSION AT THIS TIME.

### BACKGROUND

The community of Ocean Beach is approximately one square mile in size. The community is bordered by the San Diego River and Mission Bay Regional Park on the north, the Pacific Ocean on the west, and the Peninsula Community Planning area on the south and east (Attachment 1).

The Ocean Beach Precise Plan (Plan) was adopted by the San Diego City Council on July 3, 1975. The Plan was amended on November 25, 1980 to include the Ocean Beach Precise Plan Local Coastal Program, and again on February 15, 1981, to recognize construction of an excess reclaimed water outfall offshore from the mouth of the San Diego River.

### **Existing Plan**

The 1975 Ocean Beach Precise Plan is available on the City's website at (<http://www.sandiego.gov/planning/community/profiles/oceanbeach/pdf/oceanbeachcommplan.pdf>) and was intended to establish as public policy a program for preserving and enhancing the community. Attachment 2 is the existing land use map, and the following table summarizes the land uses and acreages for the adopted plan.

### Adopted Land Use Plan Summary

Land Use	Acres	Percent
Low-Medium Residential	135.2	21
Medium Density Residential	184.5	29
Neighborhood Commercial	14.4	2
Community Commercial	32.9	5
Open Space	18.9	3
Private/Commercial Recreation	13.8	2
Parks and Recreation	30	5
Institutional	6.1	1
Right of Way	205.5	32
<b>TOTAL</b>	<b>641.3</b>	<b>100</b>

The residential goals of the Ocean Beach Precise Plan include maintaining the existing residential character of Ocean Beach as exemplified by a mixture of small scale residential building types and styles; promoting the continuation of an economically balanced housing market, providing for all age groups and family types; and enhancing the opportunity for racial and ethnic minorities to live in the community. The plan recognizes that new residential construction in Ocean Beach should be at a scale that is compatible with the present small lot development pattern but the zoning regulations available at the time fell short of providing necessary guidelines for future development. Also, two environmentally oriented initiatives had been approved by voters that impact both residential and non-residential development within Ocean Beach.. The first, the Coastal Zone Conservation Act of 1972, was intended to insure the conservation of resources and determine the suitability and extent of all development proposals within 1,000 yards of the coastline. The second was a 30' height limit. Both of these measures tended to restrict residential development. At present (2012), 7,914 dwelling units exist in Ocean Beach with an estimated population of 13,651.

The existing community plan designates 47.3 acres for commercial development, and identifies three major focal points for commercial activity. The community's major commercial center is the Newport Avenue district. Two smaller commercial centers, the Voltaire Street and the Point Loma Avenue districts, function as neighborhood serving commercial areas.

The Ocean Beach Precise Plan designates 62.7 acres for Open Space, Private/Commercial Recreation, and Parks and Recreation. The Open Space areas of Ocean Beach include the Famosa Slough and the Sunset Cliffs. Private/Commercial Recreation includes the Barnes Tennis Center, a private recreation facility leased on City owned land. Parks and Recreation lands include the Ocean Beach Park and the Ocean Beach Recreation Center. The Plan acknowledges that Ocean Beach is a leisure and recreational area serving the needs of local residents, the population of the San Diego region, and visitors.

## **Update Process**

The City embarked on the current update of the Ocean Beach Precise Plan in 2002. A Community workshop was conducted in 2003 which identified issues to be addressed through the outreach and update processes. The outreach process included working with the community plan update subcommittee, public workshops and community planning group meetings. The draft Plan includes land use recommendations derived through the public outreach process. The major theme that emerged was the need to maintain and enhance the existing development pattern of Ocean Beach.

After 2002, work on the Ocean Beach Community Plan Update diminished due to staff resources being dedicated to the update of the City of San Diego's General Plan. Planning efforts began again in 2006, a draft plan was presented to the community, and workshops were held in 2007. The workshops further refined the plan's goals and recommended that the Neighborhood Commercial Designation be removed and a Community Commercial Designation applied. In 2008, the determination was made that the Update would require an Environmental Impact Report (EIR) based on the existing traffic impacts and potential impacts to historic structures. Funding for the EIR was secured in 2009. Consultants for the preparation of technical reports were interviewed in 2010, and contracts for consultant services were signed in 2011.

Existing conditions continued to be evaluated during this period, technical studies were prepared, and various elements of the draft plan were revised by topic-specific disciplines.

## DISCUSSION

The Ocean Beach Community Plan and Local Coastal Program update is a "no change" update in the sense that no new land use designations or zones are proposed. The project however, will re-designate the Voltaire Street and Pt. Loma Avenue districts from Neighborhood Commercial to Community Commercial (attachment 3). The project will also rezone certain properties to correct an existing inconsistency between the zone and the residential land use designation (attachment 4)

Although the Plan does not identify any Village designation, the General Plan suggests Ocean Beach has an intermediate propensity for implementing City of Villages strategies. The Plan is intended to further express General Plan policies in Ocean Beach through the provision of site-specific recommendations that implement the City of Villages strategy.

The draft Plan is a "work in progress" and continues to be refined and revised. The main issues for the Plan update focus on park equivalencies, urban design, public view and coastal resource protection, and historic preservation.

## Plan Update Highlights

### *Land Use Distribution*

As outlined above, the land use plan will replace the existing Neighborhood Commercial Designation with the Community Commercial Designation. The change is proposed because over time the Voltaire Street and Pt. Loma Avenue commercial districts have added services and businesses which appeal to a larger market area. The proposed changes are reflected in the Plan Summary below.

**2013 Land Use Plan Summary**

<b>Land Use</b>	<b>Acres</b>	<b>Percent</b>
Low-Medium Residential	135.2	21
Medium Density Residential	184.5	29
Community Commercial	47.3	7
Open Space	18.9	3
Private/Commercial Recreation	13.8	2
Parks and Recreation	30	5
Institutional	6.1	1
Right of Way	205.5	32
<b>TOTAL</b>	<b>641.3</b>	<b>100</b>

### *Park Equivalencies and Park Land Deficiencies*

Ocean Beach is an urbanized coastal community with limited opportunities for providing new recreation facilities due to the lack of large vacant parcels. The community wishes to maintain existing parks and to expand opportunities for new facilities through park equivalencies. The park system in Ocean Beach is made up of population-based parks, resource-based parks and open space lands.

For the Ocean Beach community, the projected population at full community development is 15,071 residents. Therefore, according to General Plan Guidelines for population-based parks at full community development, Ocean Beach should be served by a minimum of 42 useable acres of park land. Of the 42 useable acres, there should be 8 useable acres of Community Parks and 34 useable acres of Neighborhood, Mini and Pocket Parks of Park Equivalencies.

Through the Plan Update process, the community and City staff evaluated potential park equivalency sites for their uses and functions. Consideration of potential sites included public accessibility, consistency with General Plan policies, and if they included typical population-based park components and facilities. A variety of sites and facilities within and adjacent to the Ocean Beach Community do, or could, serve as park equivalencies. Attachment 5 includes an existing facilities map and a table that illustrates the existing population-based parks and facilities in the Ocean Beach community and the existing deficit of parklands. A table that illustrates the potential Park Equivalency Credits with a Revised Population-based Park

Inventory Summary at full community development and a map showing the location of the potential park equivalencies are included in Attachment 6.

Through the process of using park equivalencies within the urbanized Ocean Beach community planning area, the Population-based park lands deficit for the Ocean Beach community would be reduced from 40.57 acres, to 18.66 acres as shown in the table below.

**Revised Population-based Park Inventory Summary at Full Community Development**

Existing Population-based Parks	1.42 acres
Park Equivalency Credits	21.92 acres
Population-based parks requirements for year 2030	42.00 acres
Population-based parks deficit for year 2030	18.66 acres

*Coastal Zone and Coastal Resources*

The Ocean Beach community is entirely within the Coastal Zone, with the California Coastal Commission retaining original permit jurisdiction within the area nearest the ocean (Attachment 7). The following table illustrates Coastal Issues and the corresponding plan element(s) where the issue is addressed.

<b>Coastal Issue Area and Community Plan Elements</b>	
<b>Coastal Issue</b>	<b>Ocean Beach Community Plan Element</b>
Public Access	Conservation Element, Land Use Element
Recreation	Recreation Element
Marine Environment	Conservation Element
Land Resources	Historic Preservation Element, Conservation Element
Development	Land Use Element, Mobility Element

The community of Ocean Beach contains significant coastal resources that are illustrated in the Conservation Element (Attachment 8). Coastal resources include but are not limited to the Famosa Slough, the San Diego River, Dog Beach, Ocean Beach Park, the Ocean Beach Fishing Pier, tidepools and pocket beaches. The Plan update’s goals include preservation of and access to the open space, coastal bluffs, beaches, tide pools and coastal waters for future generations. Recommendations include resource monitoring to ensure they are maintained in clean and healthy states and prohibition of coastal bluff development. Other recommendations include implementation of the Famosa Slough Enhancement Plan and expansion of educational opportunities through trails and interpretive signs. Physical coastal access recommendations include both lateral and vertical physical coastal access through building setbacks, establishing public access at street endings, and obtaining public access easements across private property.

*Urban Design and Coastal Views*

The California Coastal Act requires both physical and visual access to the shoreline be protected and expanded. The coastline is Ocean Beach’s greatest natural asset, and the topography and location provide expansive ocean views. Protected public views are an important goal of the

Urban Design element, and the update defines and identifies “Scenic Overlooks”, “View Cones” and “Framed View Corridors” throughout the community (Attachment 9).

Recommendations in the Plan are intended to protect public views and encourage new development which minimizes intrusions and maximizes public views. Such recommendations include utilizing upper story setbacks, gable alignment with view corridors, and avoiding “walling off” public views. Recommendations also place restrictions on landscape, street tree and fence heights.

The draft Plan also acknowledges that a series of variances have been granted in a specific area of the community which allowed a greater Floor Area Ratio than allowed by the underlying RM-2-4 zone. These variances were met by community opposition, and the Plan intends to address issues of bulk and scale with design recommendations. The recommendations in the Urban Design element and the establishment of public view corridors would provide stronger direction and more specific criteria for evaluating proposed development projects, and are to be used when determining whether or not a proposed development would have an adverse impact on coastal views and/or the desirable small-scale character.

### **Historic Preservation**

Ocean Beach has a rich history that has been shaped by its seaside location, natural resources, and economic booms and busts. The Ocean Beach Historic Preservation element contains specific goals and recommendations to address the history and cultural resources unique to Ocean Beach in order to encourage appreciation of the community’s history and culture. The City of San Diego Historic Resources Board has designated 73 properties within the Ocean Beach Community Planning area. The designated resources included individually significant sites, and others that contribute to the Ocean Beach Cottage Emerging Historical District.

The plan update includes policies that encourage new construction to take design cues from historic buildings, and to respect the height, mass, articulation and materials of surrounding historic buildings.

### NEXT STEPS

The draft plan was presented to the Ocean Beach Planning Board (OBPB) at their regularly scheduled June 5, 2013 meeting. Members of the subcommittee who have been involved in the update for years were in the audience and at the Board table to encourage review and input from the Board. Also at the June meeting, Facilities Financing staff gave a brief overview of the Development Impact Fee program and the need to generate a Public Facilities Financing Plan (PFFP) for the update. The OBPB approved the formation of a Facilities Financing subcommittee to provide input and review the draft PFFP over the next month. Staff will be at the July meeting to request a recommendation to release the drafts of the Community Plan, the EIR, and the PFFP for public review on July 12, 2013. A public workshop will be held with the City’s Historic Resource Board (HRB) on September 26, 2013. The OBCP/LCPU is anticipated to be considered by the Planning Commission and City Council in October and November 2013. Certification of the Local Coastal Program may occur in March, 2014.

## SUMMARY

The Ocean Beach Community Plan Update represents one of eleven significant planning efforts underway within the City of San Diego. Planning Commission input is sought to help create a vision for Ocean Beach that will be realized through its development over the next 20 years.

Respectfully Submitted,



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Cecilia Gallardo  
Deputy Director  
Development Services Department



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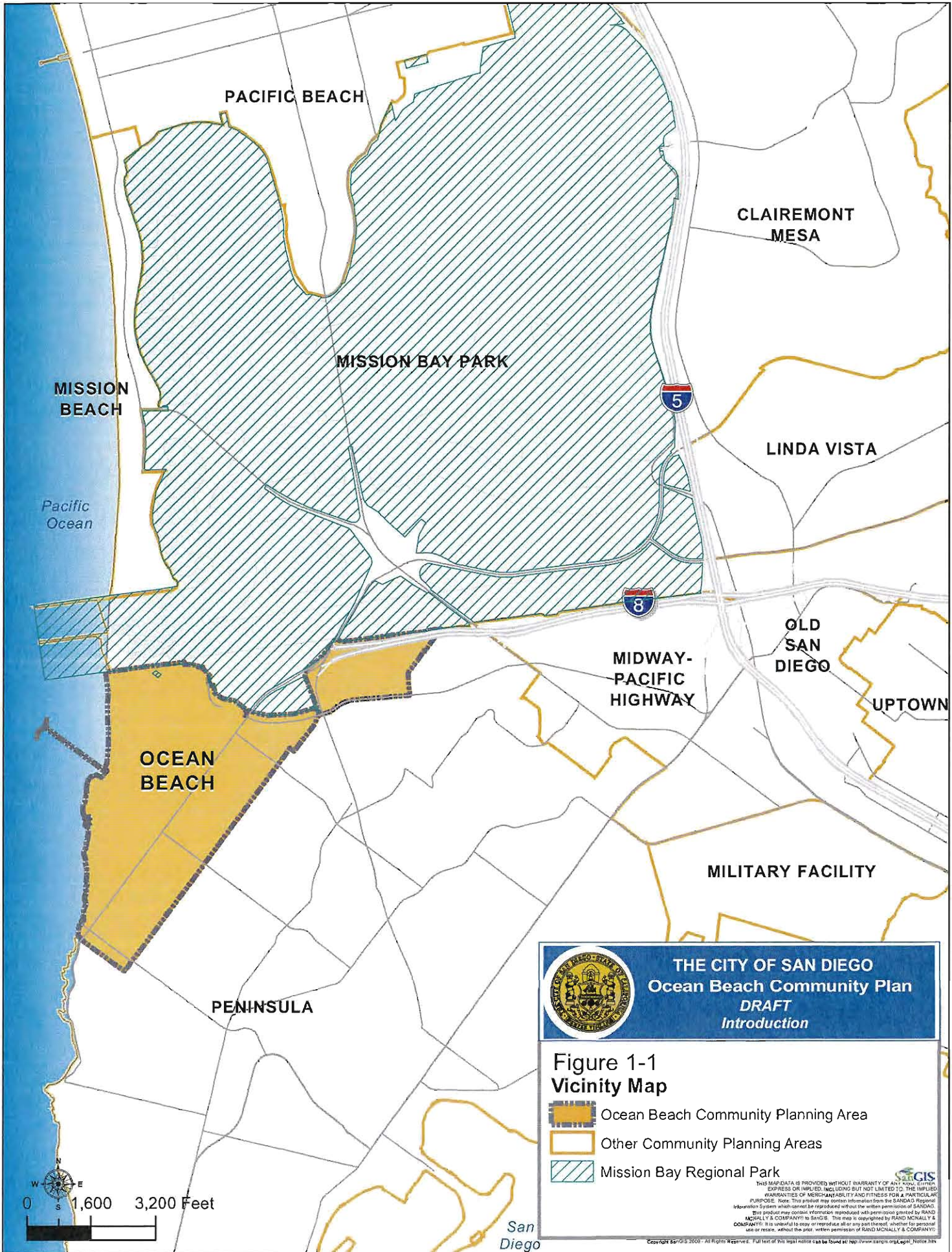
Maxx Stalheim  
Senior Planner  
Development Services Department

GALLARDO/STALHEIM/mls

### Attachments:




1. Ocean Beach Location Map
2. Adopted (Current) Ocean Beach Community Plan Land Use Figure
3. Proposed Ocean Beach Community Plan Land Use Figure
4. Areas to be re-zoned
5. Existing Population-based Parks
6. Park Equivalencies
7. Coastal Zone
8. Coastal Resources
9. Scenic Views
10. DRAFT Ocean Beach Community Plan and Local Coastal Program





**THE CITY OF SAN DIEGO**  
**Ocean Beach Community Plan**  
*DRAFT*  
 Introduction

**Figure 1-1**  
**Vicinity Map**

-  Ocean Beach Community Planning Area
-  Other Community Planning Areas
-  Mission Bay Regional Park

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MISSION BAY PARK

Pacific Ocean

Robb Field  
(Mission Bay Master Plan)

Dusty Rhodes Park  
(Mission Bay Master Plan)

PRIVATE RD

WEST POINT LOMA BL

RIALTO ST

TEMECULA ST

MENTONE ST

MONTALVO ST

VALETA ST

FANSOA BL

CASTELAR ST

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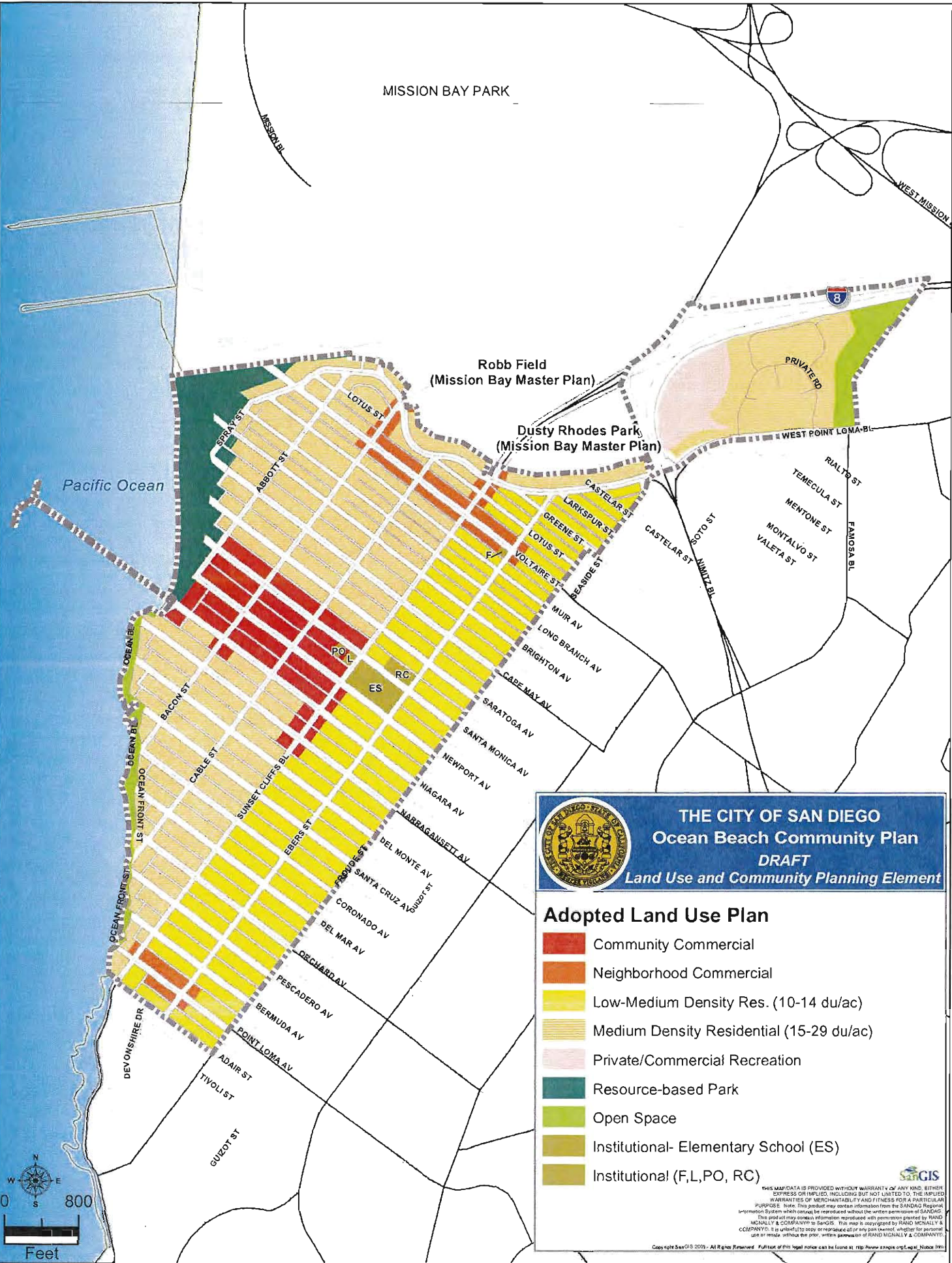
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**THE CITY OF SAN DIEGO**  
**Ocean Beach Community Plan**  
**DRAFT**  
**Land Use and Community Planning Element**

- Adopted Land Use Plan**
- Community Commercial
  - Neighborhood Commercial
  - Low-Medium Density Res. (10-14 du/ac)
  - Medium Density Residential (15-29 du/ac)
  - Private/Commercial Recreation
  - Resource-based Park
  - Open Space
  - Institutional- Elementary School (ES)
  - Institutional (F,L,PO, RC)



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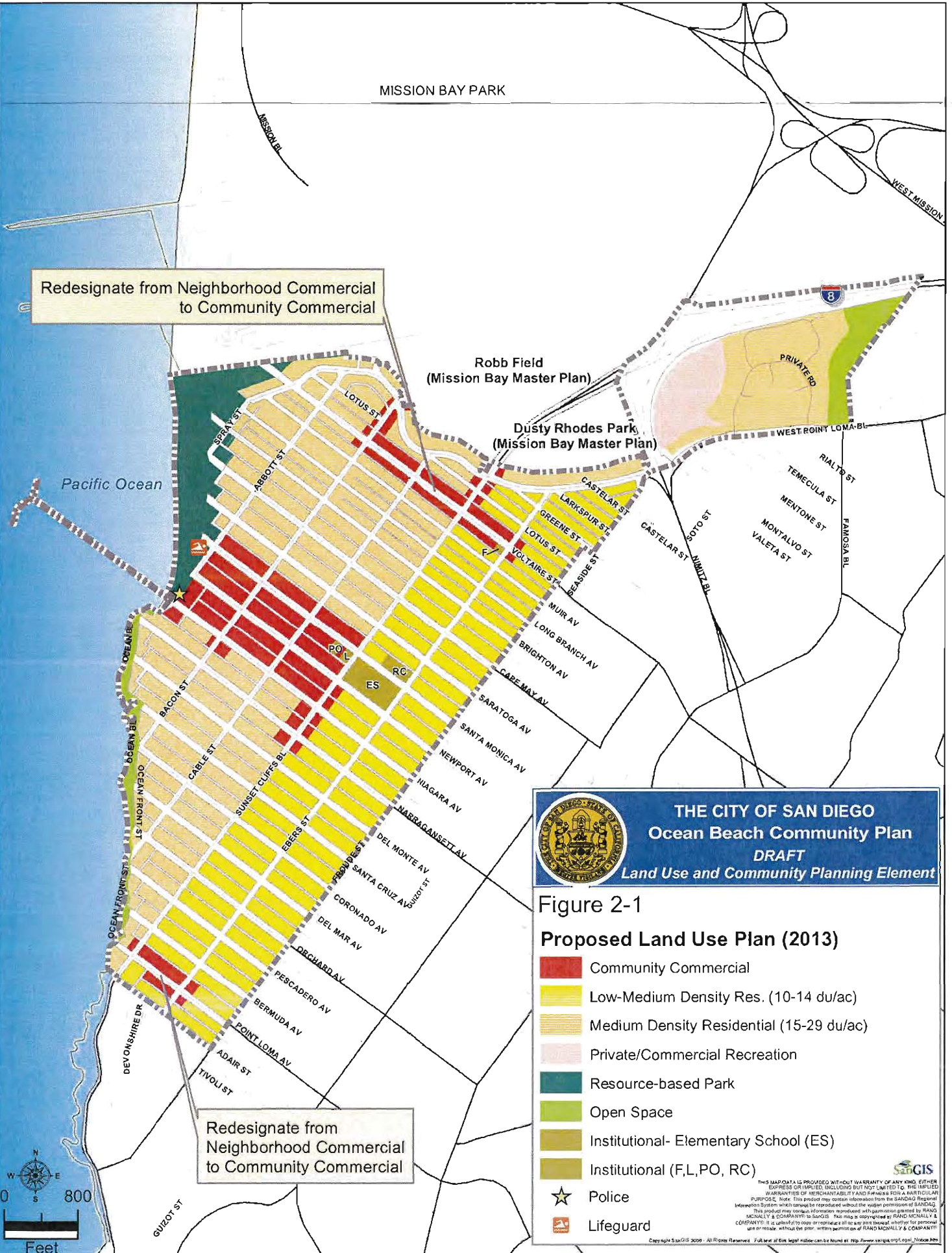
MISSION BAY PARK

Redesignate from Neighborhood Commercial to Community Commercial

Robb Field (Mission Bay Master Plan)

Dusty Rhodes Park (Mission Bay Master Plan)

Pacific Ocean



Redesignate from Neighborhood Commercial to Community Commercial

**THE CITY OF SAN DIEGO**  
**Ocean Beach Community Plan**  
**DRAFT**  
**Land Use and Community Planning Element**

Figure 2-1

**Proposed Land Use Plan (2013)**

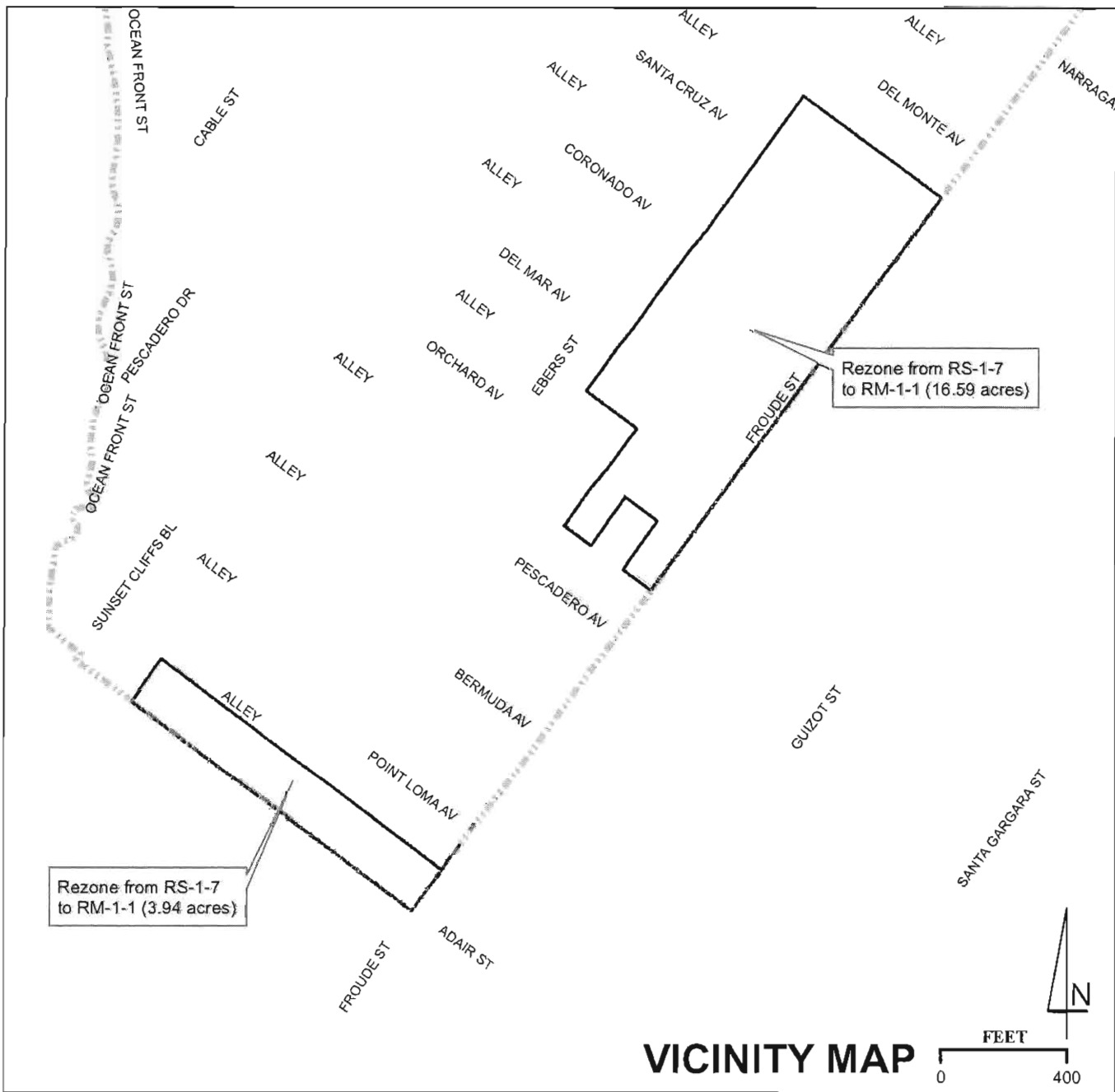
- Community Commercial
- Low-Medium Density Res. (10-14 du/ac)
- Medium Density Residential (15-29 du/ac)
- Private/Commercial Recreation
- Resource-based Park
- Open Space
- Institutional- Elementary School (ES)
- Institutional (F,L,PO, RC)
- Police
- Lifeguard



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CITY OF SAN DIEGO • DEVELOPMENT SERVICES

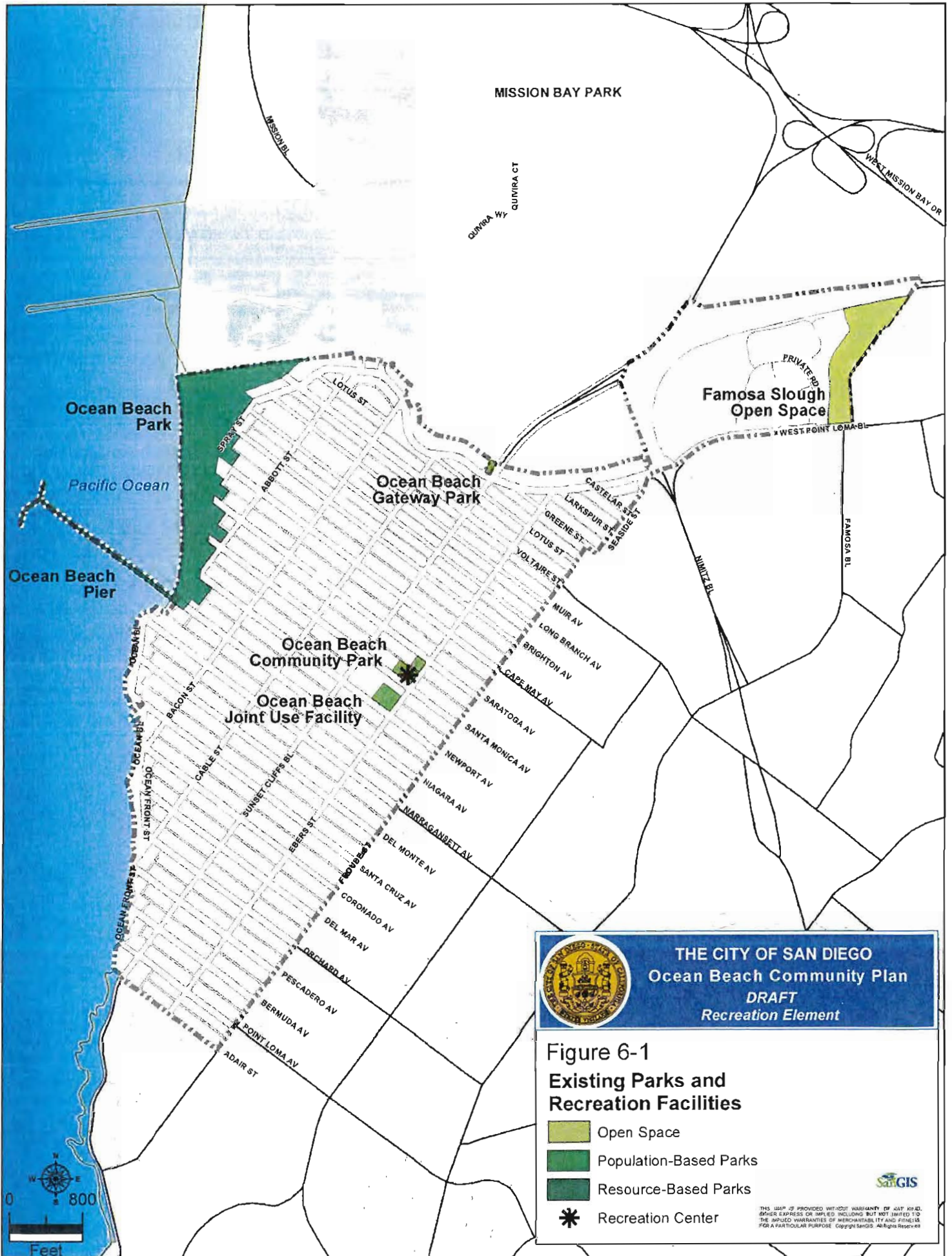
# PROPOSED REZONING



**VICINITY MAP**

ORDINANCE NO. _____ EFF. DATE ORD. _____ ZONING SUBJ. TO _____ BEFORE DATE _____ EFF. DATE ZONING _____ MAP NAME AND NO. _____	REQUEST	CASE NO.
	PLANNING COMM. RECOMMENDATION	DEVELOPMENT SERVICES MANAGER
	CITY COUNCIL ACTION	<b>B-4297</b>
		APN: VARIOUS







**Existing Population-based Parks and Facilities in Ocean Beach**

Existing Population-Based Park Acreage	Year 2030 Acreage Requirements	Year 2030 Acreage Deficit
<b>Community Parks:</b>		
1.21 acres Ocean Beach Community Park	8 acres	6.79 acres
<b>Neighborhood and Pocket Parks:</b>		
0.22 acres Ocean Beach Gateway Pocket Park	34 acres	33.78 acres
<b>Total:</b>		
1.42 Existing Acres	42 Required Acres*	40.57 Deficit Acres

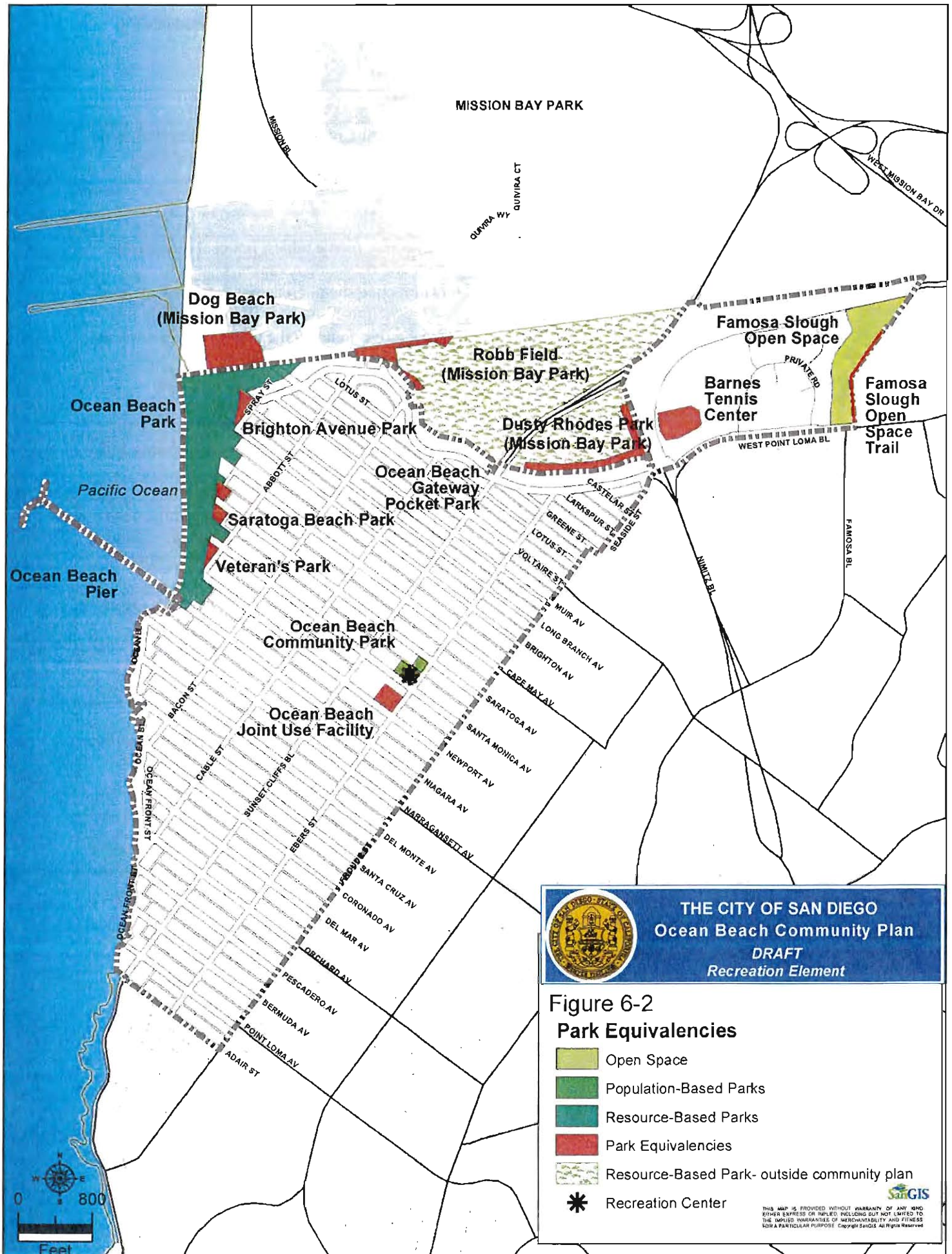
*\*General Plan Guideline: 15,071 people divided by 1,000 = 15.07 x 2.8 acres = 42 acres of population-based parks.*

Existing Recreation Center(s):	Year 2030 Requirements	Year 2030 Deficit
10,090 square feet Ocean Beach Community Recreation Center	10,200 Square Feet**	110 Square Feet

*\*\*General Plan Guideline: Recreation Center (17,000 square feet) serves population of 25,000. 15,071 people divided by 25,000 people = 60 % of a 17,000 square foot Recreation Center = 10,200 square feet.*

Existing Aquatic Complex:	Year 2030 Requirements	Year 2030 Deficit
0 Existing	30 % of an Aquatic Complex***	30 % of an Aquatic Complex

*\*\*\*General Plan Guideline: Aquatics Complex serves population of 50,000. 15,071 people divided by 50,000 people = 30 % of an Aquatics Complex.*





**THE CITY OF SAN DIEGO**  
**Ocean Beach Community Plan**  
**DRAFT**  
**Recreation Element**

Figure 6-2

**Park Equivalencies**

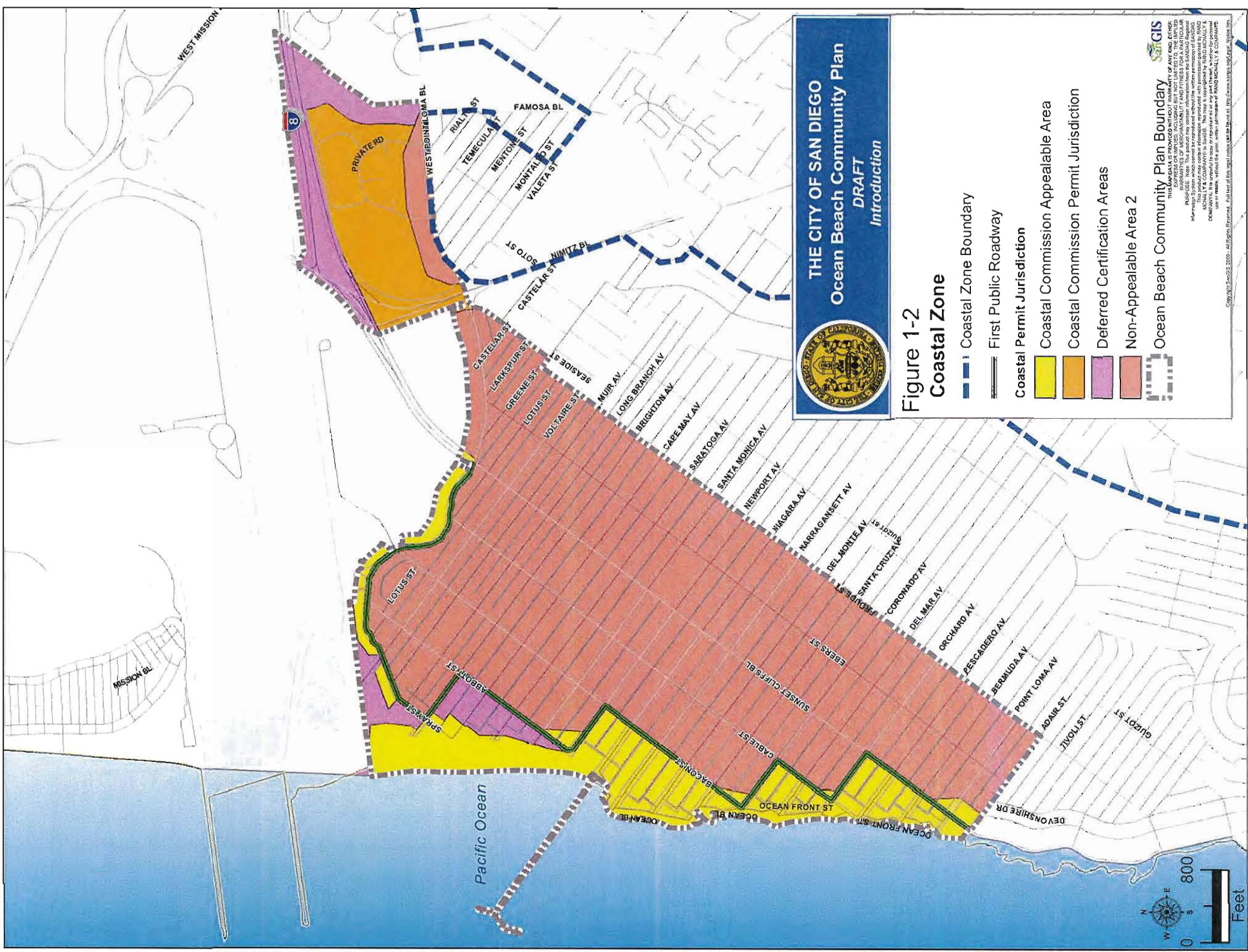
-  Open Space
-  Population-Based Parks
-  Resource-Based Parks
-  Park Equivalencies
-  Resource-Based Park- outside community plan
-  Recreation Center

  
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## Park Equivalency Credits

Park Equivalencies	Net Useable Acreage to be used as a Park Equivalency Credit	Recreation Components and Amenities to be added for the Ocean Beach Community
<b>Portion of Resource-Based Parks</b>		
Brighton Avenue Park (within Ocean Beach Park)	.84 acres	Barbecues, picnic tables, hot coal receptacles, trash and recycling containers.
Saratoga Beach Park (within Ocean Beach Park)	.90 acres	Tot lot equipment, an accessible pathway, trash and recycling containers and picnic tables.
Veterans Park (within Ocean Beach Park)	.43 acres	Interpretive signs on the history of the Veterans, trash and recycling containers.
Dog Beach (within Mission Bay Park)	5.00 acres	Benches, trash and recycling containers. Remove existing curb and install a new retaining wall on the west side of the paw print plaza to keep sand off the accessible ramp and paw print plaza.
Dusty Rhodes Park (within the Mission Bay Park)	5.00 acres	Additional off-leash dog areas with fencing and an accessible pathway, security lighting, trash and recycling containers and a pathway along the south side of the park connecting to the existing path.
Robb Field (within Mission Bay Park)	5.00 acres	Parking lot (porous concrete preferred), picnic tables, picnic shelter, trash and recycling containers and accessible ramp to the San Diego River Park pathway.
<b>Trails</b>		
Famosa Slough Open Space Trail	.55 acres	Improve an existing trail to be meet accessibility standards and provide, benches, interpretive signs, fencing where needed, native landscaping, trash and recycling containers.
<b>Joint Use Facilities</b>		
Ocean Beach Elementary School	1.20 acres	Turf and irrigation upgrades and/or replacement after the year 2014, 25 years into the term of the existing 50-year joint use agreement, to extend the life of the facility.
Barnes Tennis Center	3.00 acres	New passive park may include a comfort station, basketball courts, picnic facilities, barbecues, drinking fountains, children's play areas, security lighting, walkways, trash and recycling containers, community garden, landscaping and fencing, where needed.
<b>Total Equivalencies Credit</b>	<b>21.92 acres</b>	

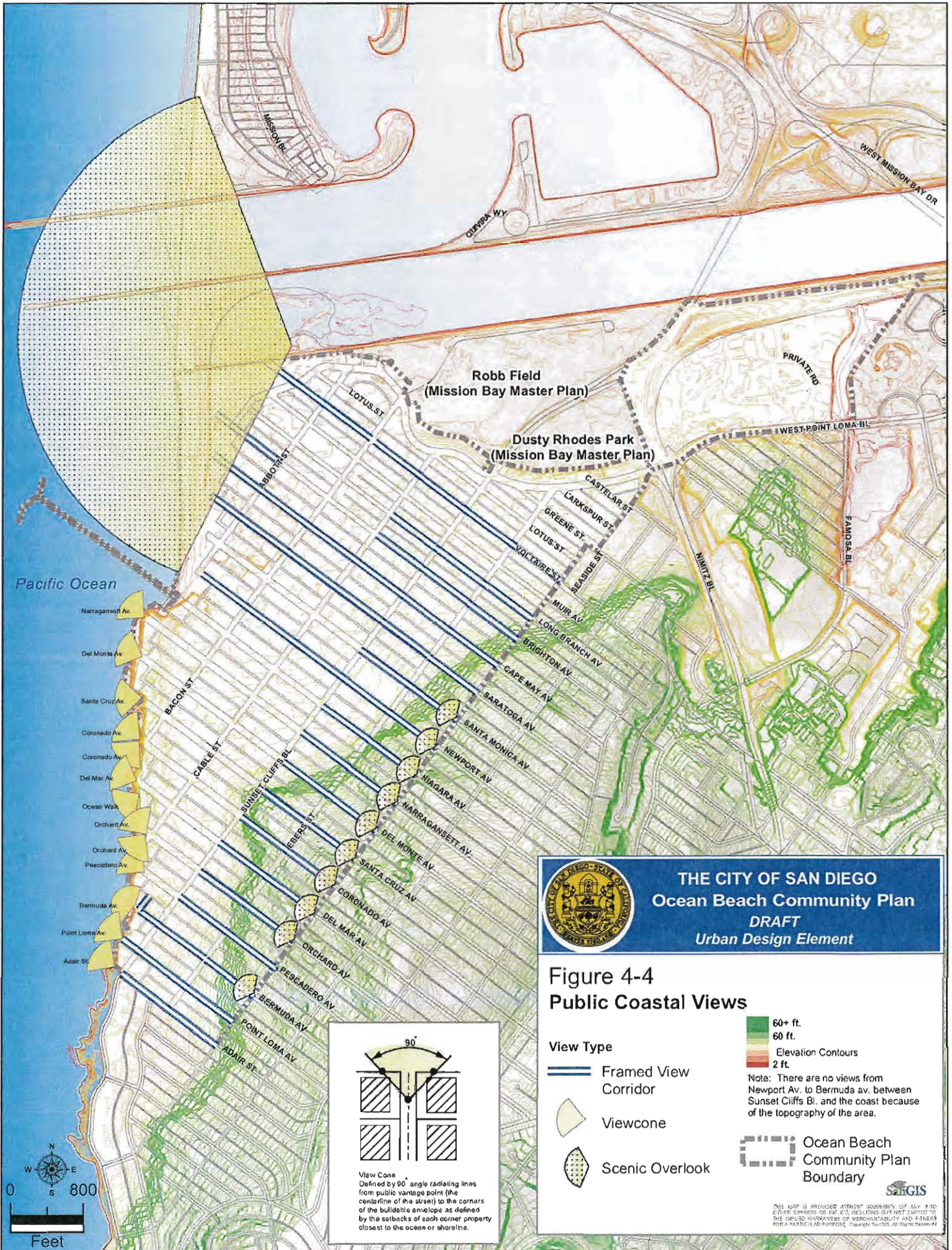












**THE CITY OF SAN DIEGO**  
**Ocean Beach Community Plan**  
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**Urban Design Element**

**Figure 4-4**  
**Public Coastal Views**

**View Type**

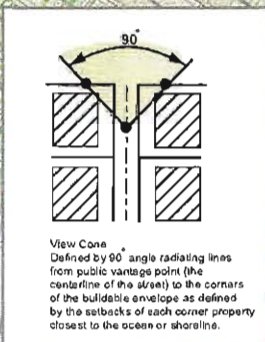
- Framed View Corridor
- Viewcone
- Scenic Overlook

**Elevation Contours**

- 60+ ft.
- 60 ft.
- 2 ft.

**Note:** There are no views from Newport Av. to Bermuda av. between Sunset Cliffs Bl. and the coast because of the topography of the area.

Ocean Beach Community Plan Boundary



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