



2 LAND USE

How land is used underlies the experience of living, working, or visiting any urban area, making Land Use a pivotal element of the Community Plan. This chapter of the Community Plan outlines the framework to guide land use decision-making, provides the land use classification system, intensity and height standards, and outlines goals and policies to promote vibrant communities, enhance neighborhoods and open spaces, and support sustainable lifestyles.

GOALS

1. A vibrant and pedestrian-oriented community that provides residential, commercial, office, institutional, industrial and civic including governmental uses.
2. A compatible mix of land uses that promote a healthy environment.
3. Stable base sector employment uses and supportive commercial and industrial services.
4. A diverse mixture of residential opportunities including affordable rental and market rate housing, senior and multi-generational housing and small lot townhome development.
5. Well-designed and aesthetically pleasing neighborhood and community-serving commercial and institutional uses which meet the daily needs of the residents.
6. Special districts and villages that address the unique commercial needs of the community including the Villages at 43rd Street, 25th Street/Commercial and 32nd/Commercial. The eastern Commercial Street corridor is to remain industrial.
7. A vibrant, pedestrian-oriented village with a mix of residential, commercial, industrial and civic uses for the enjoyment of community residents with unique, local character.
8. Preservation of the present employment opportunities and expansion of these opportunities through education.
9. Make improvements and stimulate investments in this area.

TABLE 2-1: LAND USE TOPICS ALSO COVERED IN OTHER PLAN ELEMENTS

LAND USE TOPIC AREAS	MOBILITY	URBAN DESIGN	ECONOMIC PROSPERITY	PUBLIC FACILITIES AND SERVICES	RECREATION	CONSERVATION AND SUSTAINABILITY	HISTORIC PRESERVATION	ARTS AND CULTURE
Transportation and land use relationship	X	X						
Development standards; building form and character		X					X	
Commercial and employment uses			X					
Parks and open space uses				X	X	X		

The Land Use Element consists of narrative goals, policies, and programs, as well as a Land Use Map and other figures and maps. It also includes land use designations that describe the uses shown on the Land Use Map. Text, tables, and maps should be considered collectively as zoning and other implementing measures, and project approvals or future amendments are made.

Many aspects of the Land Use Element overlap with topics also covered in other Plan elements. For example, Southeastern San Diego has a rich history and wealth of historic resources, which are addressed in the Historic Preservation element. Commercial and employment areas are where Economic Prosperity strategies are based. The relationship between transit-oriented development and transit access is also a topic concerning Mobility and Urban Design. Table 2-1 shows some of the issues that may be addressed in more than one Plan chapter.

2.1 Land Use Framework

Existing Land Use Snapshot

Southeastern San Diego consists of residential neighborhoods and commercial corridors, shopping and employment centers, and schools and other community amenities framed by the freeway system. The area is directly adjacent to downtown San Diego; however, in contrast to the rapidly changing downtown, Southeastern has seen development only in selected locations in recent years, and services and amenities are locally, rather than regionally-oriented.

The Planning Area has a mix of single-family and multi-family housing in all neighborhoods. Commercial development is concentrated along commercial corridors west of Highway 15 and at shopping centers to the east. Industrial and employment uses are found on both sides of Highway 15 south of Highway 94 (Gateway West and East) as well as along Commercial Street.

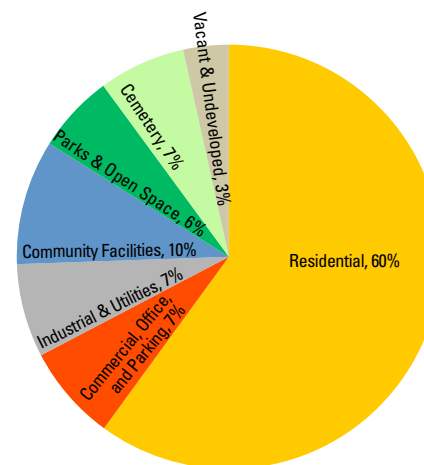
Table 2-2 and Chart 2-1 show the proportion of land area occupied by different uses in the Planning Area as of 2013. Southeastern San Diego encompasses 2,929 acres, not including 121 acres of unincorporated San Diego County land at Greenwood Cemetery.

A majority of Southeastern San Diego is not anticipated to change significantly in land use or development intensity. Some sites, because of the current land use and intensity of development, have a heightened potential for reuse or intensification; these areas are clustered along the principal corridors in the community. Discussion or mapping of a site as an area of change does not necessarily mean that the site will undergo a use or intensity change, as development would result from private property owner initiative.

COMMUNITY PLAN LAND USE	ACRES	PERCENT
Single-family Housing	667	36%
Multi-family Housing	454	24%
Community Facilities	178	10%
Parks and Open Space	111	6%
Commercial Uses	136	7%
Industrial Uses and Utilities	133	7%
Mount Hope Cemetery	123	7%
Vacant Land	65	3%
SUB-TOTAL	1,867	100%
Streets and Public Right-of-Way	1,062	
TOTAL	2,929	

Source: Dyett & Bhatia, 2013.

CHART 2-1: Existing Land Use in the Planning Area, by Percent Share¹



1. Does not include roads and other rights-of-way.

Source: City of San Diego, 2008; Dyett & Bhatia, 2013.



Southeastern San Diego is primarily residential with a mixture of single-family homes and multi-family developments (top). There are large-scale commercial spaces (middle), parks and school sites (bottom).

Village Districts

The City of Villages strategy is a central theme of the City of San Diego's General Plan. The strategy focuses growth into mixed-use activity centers that are pedestrian-friendly districts linked to an improved regional transportation system. These Villages are envisioned to have a highly integrated mixture of uses, accessible and attractive streets, and public spaces.

The Village Districts create mixed-use centers for the community and are featured in this Plan for Southeastern San Diego. The integration of commercial and residential uses is emphasized in the Village Districts, including uses such as retail, professional/administrative offices, commercial recreation facilities, and service businesses. Civic uses are also an important component in the Villages and the central role they will play in the community. Development in the Village Districts supports transit use, reduces dependence on the automobile, establishes a pedestrian-friendly orientation, and offers flexibility for redevelopment opportunities, while maintaining community character and providing a range of housing opportunities. Development standards and incentives in the Village Districts are described in Table 2-4. The Village Districts in Southeastern San Diego are further discussed in Section 2.3 of this chapter.

A Village District should be considered a "transit priority area," where new development may undergo streamlined CEQA review process per Senate Bill 743 (Chapter 386, Statutes of 2013).

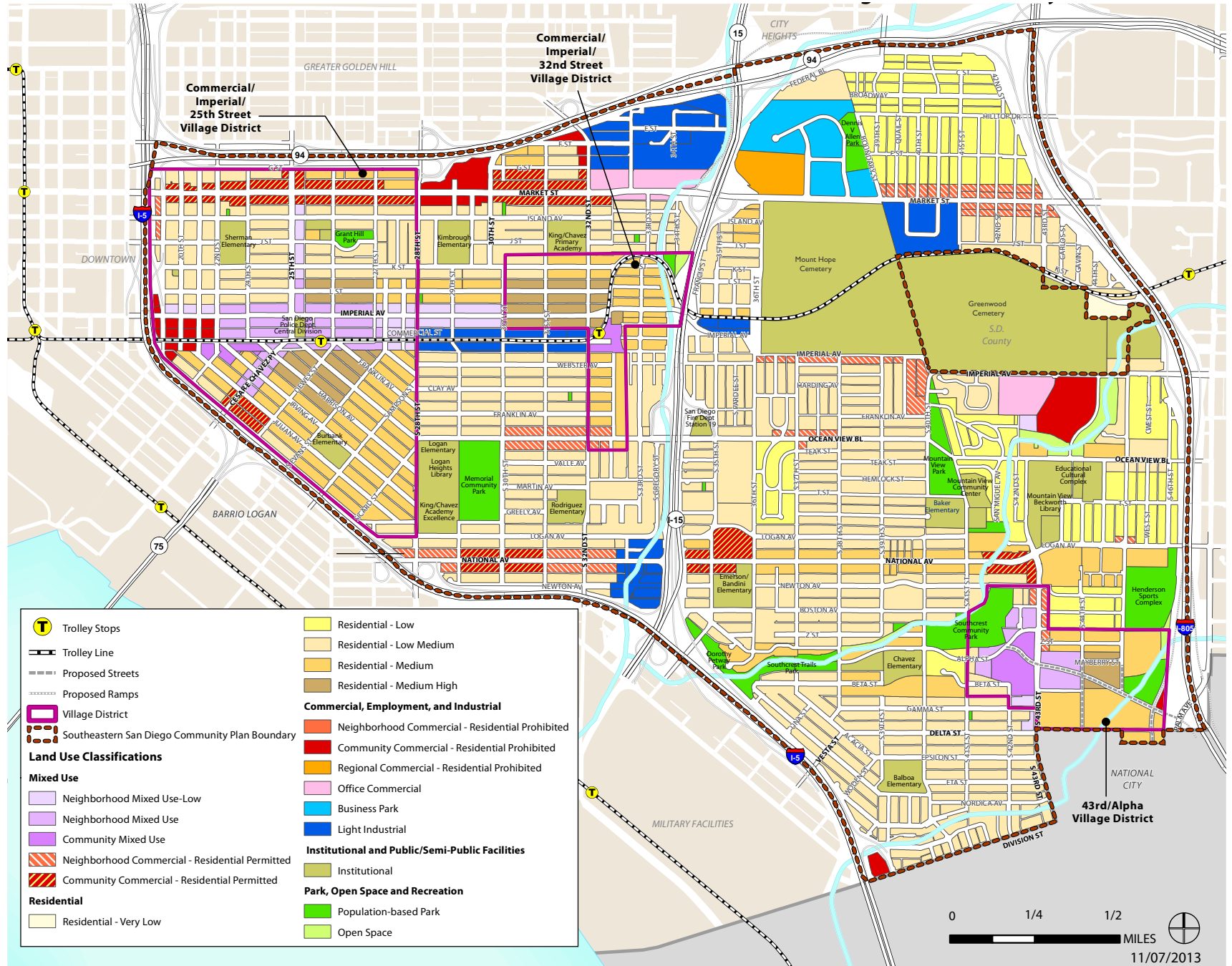
Classification of Uses

The land use framework consists of the land use classifications, the Land Use Map, and Active Frontage Required figure that work together to define activities and capacities. Table 2-3 outlines the land use classification system for Southeastern San Diego. It describes permitted land uses and mixes, and the density and/or intensity (floor area ratio or FAR) for each designation. These descriptions are abbreviated; for a fuller description of permitted uses and development intensity, the City's Municipal Code should be consulted. Density and intensity of land use have implications in terms of community character as well as traffic generated and public facility needs. Chart 2-2 includes a description of the land uses, as well as renderings and photographs of examples of the associated building typologies. See Figure 2-1: Community Plan Land Use for the map of the neighborhood.

Mixed Use Designations





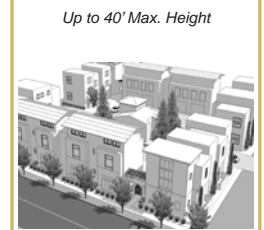



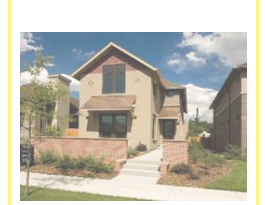



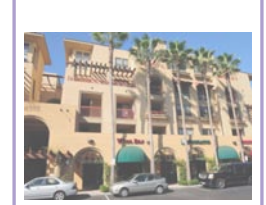
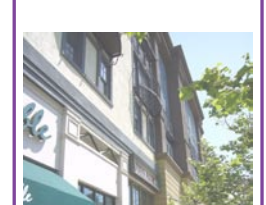


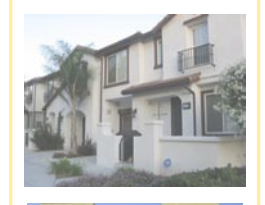









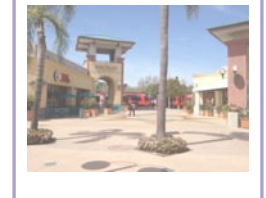

The Neighborhood Mixed Use and Community Mixed Use designations are provided where the integration of housing and commercial uses in a mixed-use setting is the emphasis. Mixed use refers to the combining of compatible commercial, retail, and/or office uses in the same building (vertical mixed use) or on the same site (horizontal mixed use) as residential. This includes higher density residential development to serve many market segments, along with a mix of commercial, retail, civic, and recreational uses to serve the overall community. Community and Neighborhood Mixed

FIGURE 2-1: Community Plan Land Use



WORKING DRAFT: November 14, 2013

CHART 2-2: Development Types and Land Use Classifications

Residential - Very Low (0 - 4 du/ac)	Residential - Low (5 - 9 du/ac)	Residential - Low Medium (10 - 14 du/ac)	Residential - Medium (15 - 29 du/ac)	Residential - Medium High (30 - 44 du/ac)	Neighborhood Village	Community Village
<p>Very Low Residential is intended for areas with predominantly single-family residential development on large lots, in a "rural-feeling" setting and on hillsides. Single-family homes may be arranged as stand alone detached units, with significant front, rear and side yards. Parking should be integrated into the ground-floor of the units in individually secured garages. Garages may be accessed from the front or rear of the site</p>	<p>Low Residential is intended for areas with predominantly single-family residential development on small lots. Single-family homes may be arranged as stand alone detached units, with modest front, rear and side yards. Parking should be integrated into the ground-floor of the units in individually secured garages, preferably accessed from the side or rear of the site.</p>	<p>Low-Medium Residential allows for an almost equal mix of single-family, town home and multi-family units. This combination of residential types supports a fine-grain, pedestrian scale. Town homes or row homes may be clustered in groups of 4 to 6 units. Parking is integrated into the ground-floor of the units in individually secured garages. Garages are accessed from the rear of the site.</p>	<p>Medium Residential is composed primarily of town homes and garden apartments/condominiums, with some opportunities for small-lot, town homes. Medium Residential buildings are organized around a central courtyard with individual or collective open space amenities for building residents to use. Parking includes a mixture of garages and surface spaces. Parking spaces should be individually secured and accessed from the rear of the site or a central, landscaped drive court.</p>	<p>Medium-High Residential supports compact and compatible condominium/apartment buildings that are typically designed with single or double-loaded access corridors. Parking should be integrated into the ground level of the development or below grade, in individually secured garages. Community amenities, such as a gym, bbq deck, playground or computer lab are an integral part of the development. Private and shared open space is provided and a key component of the design.</p>	<p>Neighborhood Village provides housing in a mixed-use setting with convenience shopping, civic uses and services (such as healthy food stores, banks, laundry facilities and "mom and pop" stores) within an approximate three mile radius or less. Residential densities can range between 15 to 29 du/ac townhomes to 30 to 44 du/ac walk-up apartments. These uses are intended to be at the heart of the community where other complementary land uses are synergistically located in close proximity to one another.</p>	<p>Community Village encourages community-wide retail and mixed-use development that occurs at critical activity centers. Buildings are typically medium-scaled and integrated into a mixed-use development, with residential densities that can range between 30 to 74 du/ac. This type of development accommodates medium-scale retail, housing, office, civic and entertainment uses, grocery stores, drug stores and supporting uses, such as small-scale hotels, assembly spaces and office.</p>
<p>Up to 30' Max. Height</p>	<p>Up to 30' Max. Height</p>	<p>Up to 30' Max. Height</p>	<p>Up to 40' Max. Height</p>	<p>Up to 40' Max. Height</p>	<p>Up to 60' Max. Height</p>	<p>Up to 60' Max. Height</p>
						
						
						
						



Neighborhood Commercial

Neighborhood Commercial provides for small-scale, pedestrian-oriented commercial development that primarily serves local neighborhood uses, such as retail, service, civic, and office uses. Horizontal or vertical residential mixed-use is also permitted and retail typically occurs at key street corners within a predominantly residential area. This designation promotes primarily 1 to 2 story retail with moderate office and multi-family as supportive uses. A traditional "corner store" character is encouraged with active storefronts, outdoor seating and pedestrian-oriented design. Residential densities range between 15 to 44 du/ac.

*Up to 30' / 60' Max. Height
1.0 - 2.2 Max. F.A.R.*



Community Commercial

Community Commercial allows for residential as well as larger format retail that will serve the community at large. The designation is geared primarily towards commercial uses, however, residential, office, public, and community gathering spaces are also allowed, but not required. Residential is permitted at a density range between 15 and 44 du/acre to support transit. Much of this land use area is within a 5-minute walk of a trolley station. A traditional "Main Street" character is encouraged with active storefronts, outdoor seating and pedestrian-oriented design.

*Up to 45' / 60' Max. Height
1.5 Max. F.A.R.*



Regional Commercial

Regional Commercial supports regional retail and commercial development that occurs at critical activity centers in the community but also serves the region, within five to 25-plus miles. Buildings are typically larger-footprint and urban-scaled; up to 5 stories in height. Also medium-scale retail, office, civic and entertainment uses, shopping malls and limited industrial uses are permitted. Residential is not permitted in this area.

*Up to 60' Max. Height
1.0 Max. F.A.R.*



Office Commercial

Office Commercial provides for office employment uses with limited, complementary retail uses. Residential uses may occur only as part of a mixed-use (commercial/residential) project at a density range of 0 to 44 du/ac. Buildings tend to be a medium-sized footprint and urban scaled, with one to two stories in height. Office Commercial is limited to a few areas where office uses currently exist in the community and are desired to remain.

*Up to 45' / 60' Max. Height
0.75 - 1.5 Max. F.A.R.*



Business Park

The Business Park designation represents the type and character of employment-generating uses that will both create jobs and a pleasant and safe streetscape environment. Intended uses include office, research and development, and light manufacturing. Storage and distribution will be discouraged to minimize truck traffic. Limited retail will be allowed, to augment commercial uses and serve nearby residential areas, but is not intended as a primary use.

Up to 40' Max. Height



Light Industrial

Light Industrial allows a wider variety of industrial uses by permitting a full range of light manufacturing and research and development uses, and adding other industrial uses such as storage and distribution and transportation terminals. Multi-tenant industrial uses and corporate headquarters office uses are permitted. Otherwise, only limited office or commercial uses should be permitted which are accessory to the primary industrial uses. Heavy industrial uses that have significant nuisance or hazardous effects are excluded.

*Max. Height N/A
2.0 Max. F.A.R.*



Open Space/ Park/ Institutional

Parks applies to both public and private recreational sites and facilities, including neighborhood parks, recreational centers, and other passive and active open space areas. It will allow for facilities and services to meet the recreational needs of the community as defined by the future Recreation Element.



Use areas will feature mixed-use buildings as well as commercial-only buildings, with heights limited to 30 feet along corridors and rising up to 60 feet (typically five stories) near the trolley stations or at the center of the village area. The Community Mixed Use zones generally extend to a 1/4 mile radius around trolley stops. The Neighborhood Mixed Use zones generally extend to about 1/2 mile of trolley stops, and exclude low-density residential areas, industrial areas, parks and schools.

The Community Commercial designation is meant for shopping and office uses that serve the whole community, while the Neighborhood Commercial designation is meant for local convenience retail. In most parts of the community, these designations also allow residential development, creating more opportunities for mixed use, with heights typically limited to 30 feet.

Active Frontage

In order to promote vibrant areas in the villages, Figure 2-2: Active Frontage Map shows two designations, with the requirements below:

- Active Frontage Required. Along these streets, new development must be pedestrian-oriented, and all sites with where designations require a commercial use (Community Mixed Use, Neighborhood Mixed Use, Community Commercial or Neighborhood Commercial), development should provide retail, restaurants, and other similar active commercial uses at the ground level.
- Active Frontage Permitted. Along these streets, retail, restaurants, offices, live/work spaces,

galleries, hotel lobbies, or other business establishments are permitted, but not required, at the ground level.

Limitations on retail in other areas would be in accordance with the designated Land Use Classification and zoning.

Residential Land Use Designations

Five residential land use designations are established to provide for development of a full range of housing types. These designations range from Very Low Density Residential, where new development would typically be single-family houses on 10,000-square foot or larger lots; to Medium High Density Residential, where new development would occur in the form of 3-to 4-story “stacked flat” apartments. Under the Low Residential categories, development would consist of single-family housing, while Residential-Low Medium could include a mix of attached and detached houses. Medium and Low density residential areas would include areas of garden apartments and single-family housing.

Commercial, Employment, and Industrial Designations

The Community Commercial designation is meant for shopping and office uses that serve the whole community, while the Neighborhood Commercial designation is meant for local convenience retail; in several of these areas, residential uses are permitted. In specific locations where new housing would not be desirable (adjacent to freeways), the Community Commercial designation is applied with the “Residential Prohibited” use distinction. Elsewhere, mixed-use development including housing is allowed in these commercial areas.

FIGURE 2-2: Active Frontage

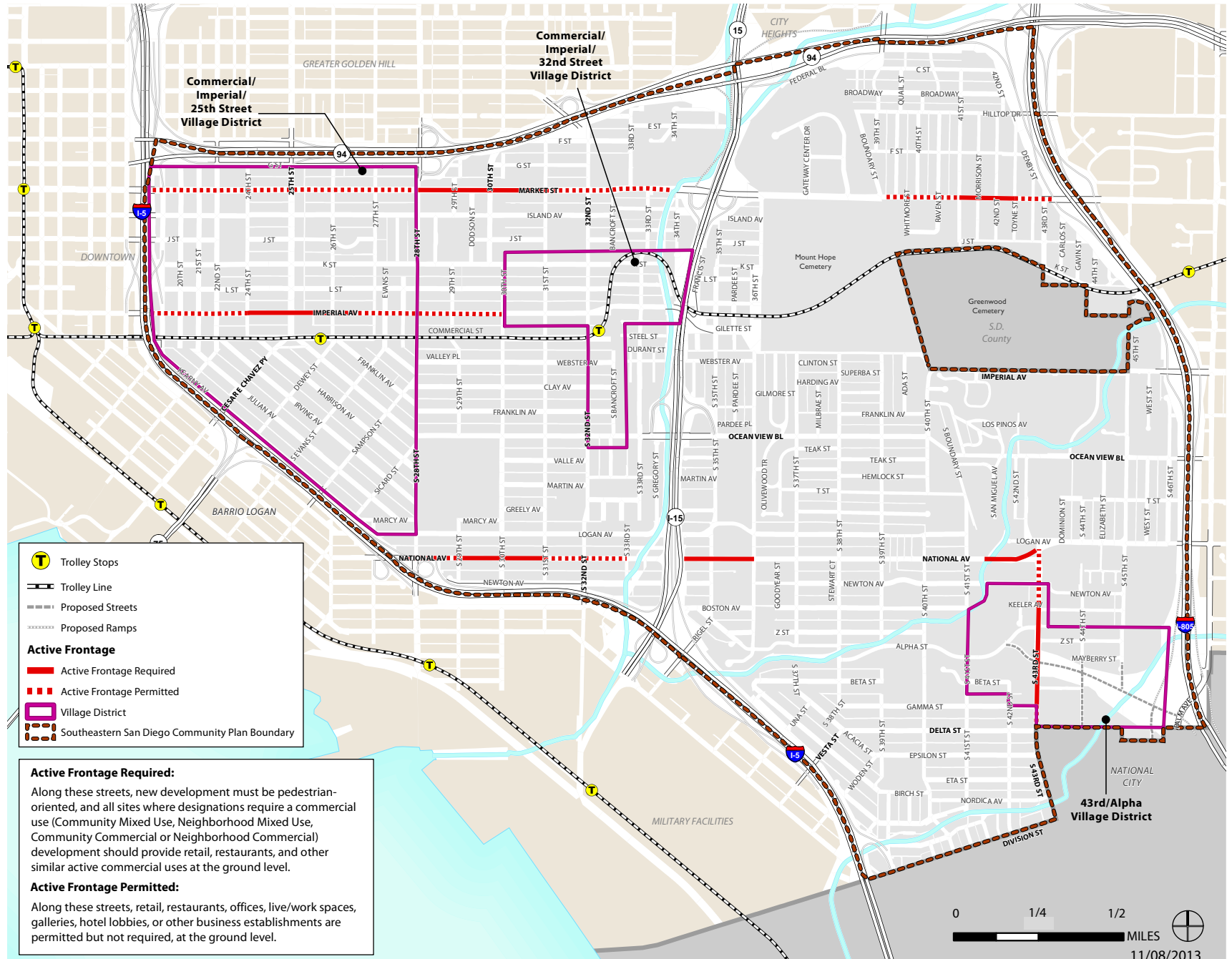


TABLE 2-3: LAND USE CLASSIFICATIONS AND PERMITTED DENSITIES/INTENSITIES			
COMMUNITY PLAN LAND USE	DESCRIPTION	RESIDENTIAL DENSITY (DU/AC)	MAXIMUM FLOOR AREA RATIO (FAR; MINIMUM WHERE SPECIFIED)¹
<i>Multiple Use</i>			
Community Mixed Use	Serves the commercial needs of the community at large and provides housing in a mixed-use, moderately high intensity setting within approximately ¼-mile of a Trolley stop. Integration of commercial and residential use is emphasized, and civic uses are an important component. Ground level commercial uses are required along designated retail streets.	Up to 55 (included in overall FAR calculations)	4.0 (1.0 minimum)
Neighborhood Mixed Use	Provides convenience shopping and services and housing in a mixed-use setting, as well as civic uses, within generally ½-mile of a Trolley stop, as well as focused locations. Ground level commercial uses are required along designated retail streets.		3.0 (0.75 minimum)
Neighborhood Mixed Use – Low	Provides convenience shopping and services and housing in a mixed-use setting, as well as civic uses, within generally ½-mile of a Trolley stop, as well as focused locations, with somewhat lower residential densities than Neighborhood Mixed Use. Ground level commercial uses are required along designated retail streets.	Up to 30 (included in overall FAR calculations)	2.0 (0.5 minimum)
Neighborhood Commercial, Residential Permitted	Provides local convenience shopping, civic uses, and services serving an approximately three-mile radius. Housing may be allowed only within a mixed-use setting.	Up to 29 or 44, as specified (in addition to FAR for non-residential uses, specified on the next column. Density calculated only for portion of site devoted to residential use)	1.75 to 2.2, as specified in zoning
Community Commercial, Residential Permitted	Provides for shopping areas with retail, service, civic, and office uses for the community at large within 3 to 6 miles. Multifamily residential uses may be added to enhance the viability of commercial uses.		1.5 to 4.0, as specified in zoning
<i>Residential</i>			
Residential – Medium High	Provides for multifamily housing within a medium-high density range. Commercial uses are also allowed, but not required.	30 to 44	1.8
Residential – Medium	Provides for both single-family and multifamily housing within a medium density range.	15 to 29	0.9 to 1.8, as specified in Municipal Code
Residential – Low Medium	Provides for single-family within a low-medium density range.	10 to 15	0.75 to 0.8, as specified in Municipal Code
Residential – Low	Provides for single-family within a low-density range.	5 to 9	Varies; see Table 131-04J in Municipal Code
Residential – Very Low	Provides for single-family housing within the lowest density range.	0 to 4	Varies; see Table 131-04J in Municipal Code

TABLE 2-3: LAND USE CLASSIFICATIONS AND PERMITTED DENSITIES/INTENSITIES

COMMUNITY PLAN LAND USE	DESCRIPTION	RESIDENTIAL DENSITY (DU/AC)	MAXIMUM FLOOR AREA RATIO (FAR; MINIMUM WHERE SPECIFIED) ¹
<i>Commercial, Employment, and Industrial</i>			
Community Commercial, Residential Prohibited	Provides for shopping areas with retail, service, civic, and office uses for the community at large within 3 to 6 miles.	Not Applicable	0.75 to 1.5
Regional Commercial, Residential Prohibited	Serves the region, from five to 25-plus miles, with a wide variety of uses including commercial service, civic, retail, office, and limited industrial uses.	Not Applicable	Up to 1.5
Office Commercial	Provides for office employment uses with limited, complementary retail uses. Residential uses may occur only as part of a mixed-use project.	Not Applicable	Up to 0.75
Business Park	Allows office, research & development, and light manufacturing uses. Recycling uses are prohibited.	Not Applicable	2.0
Light Industrial	Allows a wide variety of industrial uses such as warehousing, storage, wholesale distribution and transportation terminals in addition to uses allowed in Business Park areas. Recycling uses are prohibited.	Not Applicable	2.0
<i>Institutional and Public and Semi-Public Facilities</i>			
Institutional	Provides a designation for uses that are identified as public or semi-public facilities in the Community Plan, including but not limited to schools, libraries, police and fire facilities, and cemeteries.	Not Applicable	Not Applicable
<i>Park, Open Space and Recreation</i>			
Open Space	Applies to land or water areas generally free from development or developed with very low-intensity uses that respect natural environmental characteristics.	Not Applicable	Not Applicable
Population-based Parks	Provides for areas designated for passive and/or active recreational uses, such as community parks and neighborhood parks.	Not Applicable	Not Applicable

¹ Floor Area Ratio (FAR) represents total allowed FAR, as follows:

- For Community Mixed Use and Neighborhood Mixed Use: FAR includes both residential and non-residential uses.
- For Neighborhood Commercial and Community Commercial: FAR includes only non-residential uses.
- For Residential only uses: Projects would need to comply with both density and FAR standards.

² New residential development is required to be within the density range (both maximum and minimum) specified in the applicable designation as shown in Table 2-1. Residential density is applied to overall parcel area, excluding land that is not developable because of steep slopes or other natural constraints. Clustering is permitted in all residential designations to encourage open space conservation and preservation of natural topography; this may result in portions of a site developed at a density higher than the applicable density range, which is acceptable as long as the density for the overall development site is not exceeded.

TABLE 2-4: ADDITIONAL STANDARDS AND INCENTIVES IN VILLAGES			
	COMMUNITY MIXED USE DESIGNATION	NEIGHBORHOOD MIXED USE DESIGNATION	VILLAGE DISTRICT
Minimum Density and Intensity	Minimum intensity limits established as part of the land use classifications (Table 2-2) need to be adhered to. Exceptions would require zoning amendment.		As per land use designation
Reduction in Minimum Required Parking	Required minimum parking is reduced to half (50%) of parking required in Transit Area Overlay Zone (Section 142.0525 of the Municipal Code). Development can choose to provide greater parking.	Transit Area Overlay Zone parking standards in accordance with Section 142.0525 of the Municipal Code	
Shared Parking	Required visitor parking for new non-residential development shall be available for general use.	Existing provisions for shared parking.	
Retail/Restaurant Location	Figure 2-2 identifies streets where active ground-floor commercial uses are required and where they are permitted.		As per land use designation
Publicly-Accessible Open Space	Appropriately located open space or plaza at ground level for public use (dedicated or with public access easement; minimum 500 square feet in size) is eligible for FAR bonus as follows — for every 100 square feet dedicated, building area can increase by 200 square feet, up to total 1 FAR bonus (for half of the site area dedicated to open space).	–	–
Environmental Analysis	Streamlined review under the California Environmental Quality Act (CEQA), in accordance with SB 743 (Chapter 386, Statutes of 2013)		

Note: Features of the San Diego Municipal Code that facilitate higher-density/intensity development also apply throughout the community, as applicable. These include density bonuses and reduced parking requirements for affordable housing; exceptions to minimum parking requirements for transit demand management; and provisions for tandem parking, shared parking and parking assessment districts.

The Office Commercial land use designation allows for office employment uses with limited, complementary retail uses. Residential uses are not allowed, except as part of a mixed-use project. Office, research and development, and light manufacturing uses are allowed in the Business Park land use designation, while the Light Industrial land use designation allows a wide variety of industrial uses such as warehousing, storage, wholesale distribution and transportation terminals, in addition to uses allowed in Business Park areas.

Institutional and Semi-public and Public Designations

The Institutional and Semi-public and Public Designations apply to areas identified as public or semi-public facilities in the Community Plan, including but not limited to schools, libraries, police and fire facilities, and cemeteries.

Parks, Open Space, and Recreation Designations

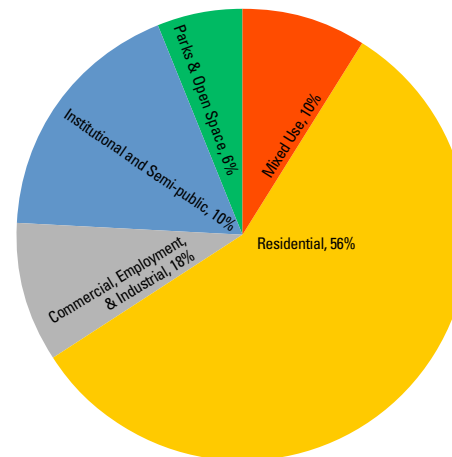
The Population-based Park designation covers parks in the community that have an active-use character, while the Open Space designation is given to dedicated open space lands.

2.2 Future Development

Land Use Distribution at Plan Buildout

The amount of land in each land use designation is shown on Table 2-5 and summarized in Chart 2-3. The predominant land use designation in Southeastern San Diego will remain residential, with Residential – Low Medium (690 acres) mirroring the current prevalence of single-family houses intermixed with duplexes and apartments. Land use categories allowing both commercial and residential would comprise about 10 percent of the Planning Area, spanning the Commercial Street/Imperial Avenue, Market Street, and National Avenue corridors.

CHART 2-3: Future Land Use in the Planning Area, by Percent Share¹



1. Does not include roads and other rights-of-way.

Source: City of San Diego, 2008; Dyett & Bhatia, 2013.

WORKING DRAFT: November 14, 2013

TABLE 2-5: LAND USE CLASSIFICATIONS IN SOUTHEASTERN SAN DIEGO		
COMMUNITY PLAN LAND USE	ACRES	PERCENT
<i>Mixed-Use</i>		
Neighborhood Mixed Use	62	3%
Community Mixed Use	17	1%
Neighborhood Commercial – Residential Permitted	51	3%
Community Commercial – Residential Permitted	59	3%
MIXED-USE TOTAL	189	9%
<i>Residential</i>		
Residential - Very Low	4	0%
Residential - Low	175	9%
Residential - Low Medium	689	34%
Residential - Medium	241	12%
Residential - Medium High	48	2%
RESIDENTIAL TOTAL	1,157	57%
<i>Commercial, Employment, and Industrial</i>		
Community Commercial - Residential Prohibited	37	2%
Regional Commercial - Residential Prohibited	15	1%
Office Commercial	23	1%
Business Park	35	2%
Light Industrial	88	4%
COMMERCIAL, EMPLOYMENT, AND INDUSTRIAL TOTAL	353	10%
<i>Institutional and Public and Semi-Public Facilities</i>		
Institutional	359	18%
INSTITUTIONAL AND PUBLIC AND SEMI-PUBLIC FACILITIES TOTAL	359	18%
<i>Parks and Open Space</i>		
Open Space	17	1%
Population-based Parks	94	5%
PARKS AND OPEN SPACE TOTAL	111	6%
TOTAL	2,016	100%

Source: Dyett & Bhatia, 2013.

Buildout

Potential development under the Plan is referred to as buildout. The Plan has a 2035 horizon; however, it does not specify or anticipate when buildout will occur, as long-range demographic and economic trends are difficult to predict. The designation of a site for a certain use also does not necessarily mean that the site will be developed or redeveloped with that use during the planning period, as most development will depend on property owner initiative.

Table 2-6 shows potential development resulting from application of land uses shown on the Land Use Map on vacant and underutilized sites. This includes development already permitted but not yet built. As shown in the tables, the existing inventory of 19,241 housing units (as of 2012) could increase by ___ (___ percent) to a total of ____. Commercial, office, and industrial development is projected to increase by ___ percent, ___ percent, and ___ percent respectively.

Policies

- P-LU-1:** Provide a variety of land use types to maintain the existing balance of land uses (refer to General Plan Policy LU-H.7)
- P-LU-2:** Foster development of neighborhood structure around existing elements such as the Educational Cultural Complex, Chollas Creek, 43rd and Logan node, and National Avenue. Neighborhood structure should include a center, but may also have elements such as a spine, a gradation of density, or clearly distinct use areas.
- P-LU-3:** Designate high-density areas where appropriate and integrated with a multi-modal mobility strategy that reduces the reliance on driving.

TABLE 2-6: POTENTIAL DEVELOPMENT UNDER THE SOUTHEASTERN SAN DIEGO COMMUNITY PLAN

DEVELOPMENT TYPE	EXISTING	NET NEW	TOTAL
<i>Residential (dwelling units)</i>			
Single-Family Residential ¹	15,204		
Multifamily Residential	4,037		
SINGLE-FAMILY RESIDENTIAL¹	15,204		
<i>Non-Residential (square feet)</i>			
Commercial	1,754,253		
Office	216,018		
Industrial and Utilities	2,059,668		
Community Facilities	2,117,104		
Other	238,559		
TOTAL NON-RESIDENTIAL	6,147,043		

¹ Includes detached single-family, multiple-unit single-family, and mobile homes.



The Comm22 development would be joined by additional buildings and street improvements as the Commercial/Imperial corridor becomes a vibrant, mixed use area.

2.3 Village Districts and Key Corridors

This section describes the Community Plan’s approach to fostering growth that enhances the community along its key corridors, around trolley stations, and around a new nucleus in the Southcrest neighborhood. To fulfill the City of San Diego General Plan’s key strategy of becoming a “City of Villages,” the Commercial/Imperial/25th Street Village District, the Commercial/Imperial/32nd Street Village District, and the 43rd/Alpha Village District are envisioned as the mixed-use centers for the community of Southeastern San Diego.

These three Village Districts are shown in Figure 2-3, which also highlights the areas of Southeastern San Diego where land use or intensity may change as a result of the Community Plan. In general, the change in land use classification involves moving from a single-use designation to a mixed-use designation, or from a lower-density or –intensity one to a higher one. Market Street, Commercial/Imperial, National Avenue, and Ocean View Boulevard corridors are expected to experience land use change during the planning period. A somewhat broader area around the 25th Street and 32nd Street Trolley stations is also designated for higher-density residential development as part of the Village Districts. Notably, the area around the existing Northgate Market on 43rd Street is envisioned to become the heart of a new mixed-use Village District, making use of land currently occupied by freeway ramps.

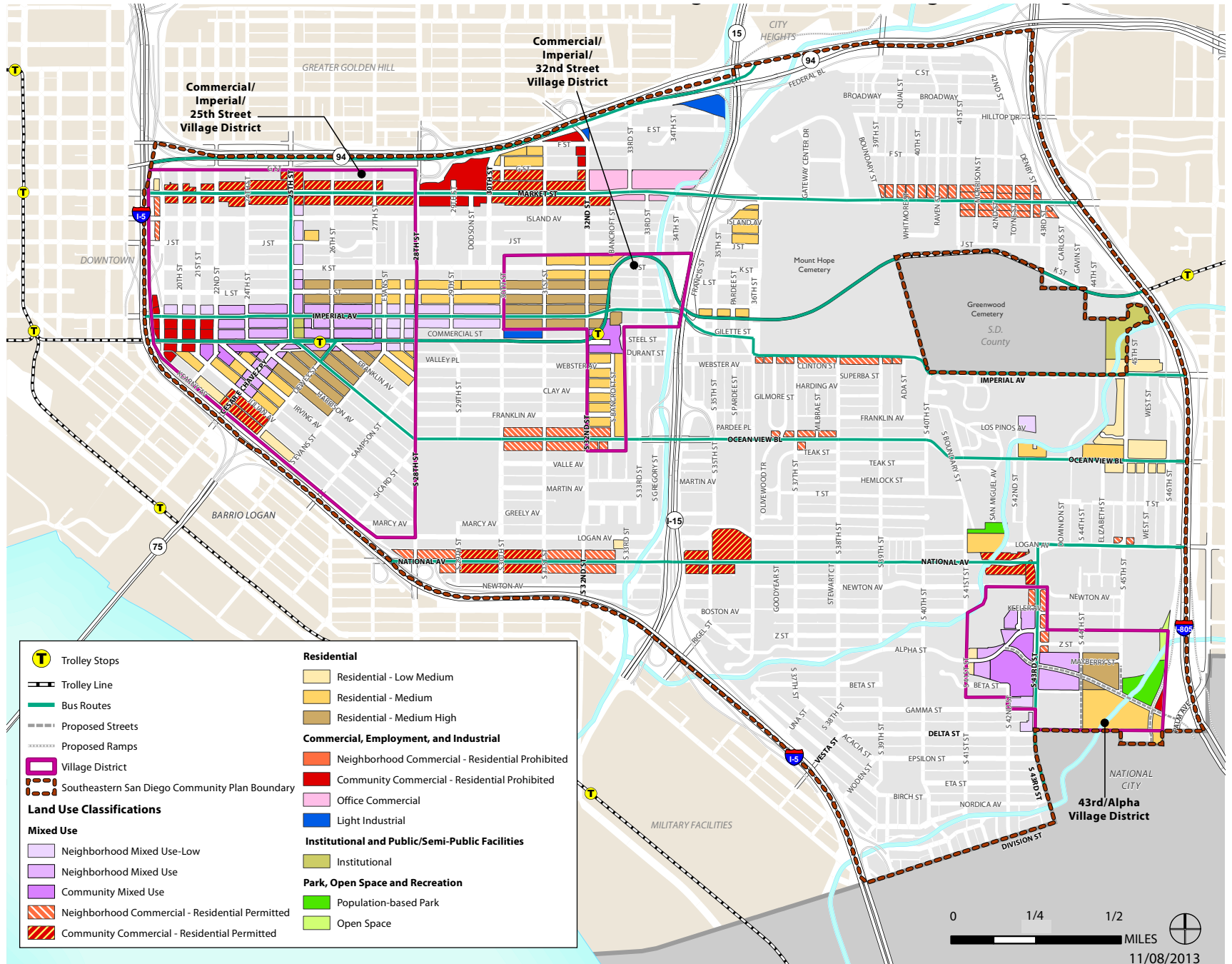
Commercial/Imperial/25th Street Village District

The Commercial/Imperial Corridor is the main commercial corridor that stretches through the western side of the Southeastern San Diego community. The Commercial/Imperial Corridor Master Plan (CICMP) embodies the community’s vision to enable a more vibrant future that supports a mix of culturally-relevant uses integrated with transit, streetscape and public space enhancements to promote vitality and neighborhood livability. This Community Plan provides a policy framework and design guidance for new development in the area, building on the CICMP.

The Commercial/Imperial/25th Street Village District includes the western portion of the Commercial/Imperial corridor, from Interstate 5 to 28th Street, and is centered on the trolley stop at 25th Street. It is bounded on the north by G Street and on the far south by Logan Avenue. This portion of the Commercial/Imperial corridor is the gateway to the greater Southeastern San Diego community. It enjoys the benefits of adjacency to downtown, and convenient local and regional access by freeways and a trolley line. The area’s unique identity is a reflection of its history, diversity, and small lot development pattern. The Plan seeks to achieve the vision expressed by the community to allow a greater mix of uses in the corridor, preserve some industrial jobs, and ensure that development is sensitive in terms of heights and densities to the existing character.

The Commercial/Imperial/25th Street Village District will contain a mix of uses, with higher density allowed near the transit corridor. In this area of Southeastern

FIGURE 2-3: Areas of Change, Master Plan Areas, and Village Boundaries



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New development and streetscape improvements are envisioned to grow around the 32nd Street station.

San Diego, the Community Land Use Plan includes Neighborhood Mixed Use, Community Mixed Use, Community Commercial, Neighborhood Commercial, and Residential land use designations, in addition to institutional and open space designations.

Commercial/Imperial/32nd Street Village District

To the east of the Commercial/Imperial/25th Street Village District lies the Commercial/Imperial/32nd Street Village District, centered on the 32nd Street trolley station. Its northern boundary lies between K and J streets, and its southern boundary is south of Ocean View Boulevard. It is bounded by Interstate 15 to the east and 30th Street to the west. Developed before the application of current zoning regulations, this area of Southeastern San Diego is a patchwork of land uses—primarily residential, industrial, and commercial. Thus, the corridor enjoys a rich mix of housing types, small businesses, everyday shopping, and employment opportunities, but also uses that are not always compatible, such as residential uses that abut auto-wrecking and industrial properties.

The center of the Village District is strategically located to maximize accessibility from transit and the residential neighborhoods to the north and the south. It will contain a mix of local serving uses, spaces for small businesses, retail, housing, and plazas or open spaces. The land use designations in this Village District include Residential, Neighborhood Commercial, and Community Mixed Use, in addition to institutional and open space designations.

43rd/Alpha Village District

In the southern area of the community, the Plan identifies a third Village District, centered at 43rd and Alpha streets. The Village District is primarily bounded by Delta Street to the south and Newton Avenue to the north. Its eastern boundary is Interstate 805, while to the west it is bounded by 41st Street.

The area features a popular shopping center anchored by Northgate Market, and a small amount of small-scale commercial development along 43rd Street. Southcrest Park and adjacent housing to the west have been developed in recent decades, on land made available by the cancellation of the previously planned 252 freeway. East of 43rd Street, the final reclamation of land from the 252 project should occur with realignment of the exit and entrance ramps between 43rd Street and Interstate 805. These ramps will be rebuilt with a compact alignment connecting to 47th Street and Palm Avenue. A new, local street or boulevard (Alpha Street) will generally follow the paths of the existing ramps, and will be the spine of a new mixed-use neighborhood integrated with surrounding residential areas. The Northgate site itself is planned to become a higher-intensity center for this area in the future.

The Community Land Use Plan includes Community Mixed Use, Neighborhood Mixed Use, Community Commercial, Neighborhood Commercial, Residential, and open space designations for the 43rd/Alpha Village District.

Density Incentives for Transit Oriented Development

The arrangement of land uses and densities/intensities reflects the Plan's strong transit-oriented development (TOD) framework. The Plan promotes TOD through designation and development of complete neighborhoods, with a diverse array of community's shopping and service needs, high-density residential and employment-oriented uses, and mixed-use development proximate to trolley stops. Higher density development will be complemented by enhancement of the public realm, and fostering comfortable and safe pedestrian and bicycle movement, especially in neighborhoods adjacent to trolley and bus rapid transit (BRT) stops.

The Village Districts comprise the heart of what are intended to become pedestrian-friendly destinations with higher-intensity development around trolley stations, where opportunity sites are concentrated and station access is best. Densities in the Village Districts are summarized in Table 2-2, while Table 2-5 outlines additional standards and incentives. The Village Districts are also targeted for streetscape and pocket park improvements, as discussed in the Urban Design and Recreation elements.

Key Corridors

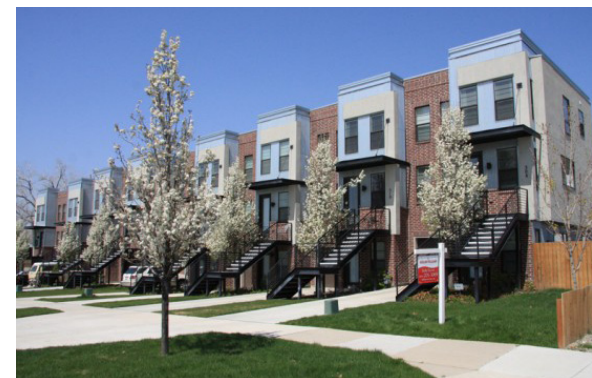
In addition to the Commercial/Imperial Corridor, there are three other main corridors in the Southeastern San Diego community: National Avenue, Market Street, and Ocean View Boulevard.

National Avenue

National Avenue is a neighborhood spine connecting across the southern portion of the community, from Interstate 5 to 43rd Street, where the street shifts and becomes Logan Avenue. National Avenue provides a through connection between neighborhoods and features clusters of businesses, as well as one larger shopping center (Otto Square). The primary character of most segments of the street is residential. With the National Avenue Master Plan, attention has been given to develop strategies to enhance the corridor's streetscape and build on its potential. The National Avenue Master Plan, for the segment of National Avenue extending eastward approximately 1.8 miles from Interstate 5 to 43rd Street, has been undertaken alongside the Community Plan update; the National Avenue Master Plan's policies and actions are reflected in this Plan. A major purpose of the National Avenue Master Plan is to recommend an appropriate mix of land uses and densities, and balance the needs of all modes of travel along the corridor, resulting in a welcoming roadway that enhances connectivity to residential areas, schools, parks, recreation, shopping and other commercial activities.

Market Street

Market Street spans the northern tier of Southeastern San Diego, connecting the community with Downtown to the west and the Encanto Neighborhoods to the east. The street is broad, and segments east of 32nd Street carry more traffic than Imperial or National Avenues do. It passes through a variety of settings, in-



An extension of Alpha Street would become the spine of a new mixed-use neighborhood integrated with surrounding residential areas.

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A major purpose of the National Avenue Master Plan, reflected in this Community Plan, is to recommend an appropriate mix of land uses and densities along the corridor.

cluding the Sherman Heights historic district; an area with some larger-scale commercial and light industrial buildings; alongside the Gateway West and Gateway East industrial parks, and through the Mt. Hope residential neighborhood. The Land Use Plan recognizes these distinct characteristics, while providing more opportunities for a mixture of uses to develop in complementary ways. For example, residential development will be facilitated in mixed use buildings, helping to support local convenience shopping. An office designation along the Market Street frontage should help to revitalize the Gateway West industrial park while capitalizing on exposure to Market Street and I-805.

Ocean View Boulevard

Ocean View Boulevard is the community’s fourth major east-west corridor, crossing Highway 15 and linking directly to the heart of the Imperial corridor at 25th Street. Ocean View connects large parks and community hubs at Memorial Park and Mountain View Park, and features two small commercial districts which, under the Plan, should grow into small higher-density mixed use areas.

Policies

Community and Neighborhood Mixed Use Policies

P-LU-4: Create a strong urban form along Market and Commercial streets and Imperial and National Avenues, create a strong urban form, with neighborhood-serving retail, restaurants, and cafés, and places for gathering. Additionally, improvements to the streetscape can help to strengthen the identities of the respective corridors through consistent street trees, improved lighting, and public art.

P-LU-5: Foster higher-density transit-oriented development around Southeastern San Diego’s two intermodal transit stops, as designated for consideration by the General Plan Village Propensity Land Use Element Exhibit and by SANDAG on the Smart Growth Opportunity TOD Map.

P-LU-6: Facilitate the creation of a Community Mixed Use around the Southcrest shopping center, and including land currently occupied by the freeway access from 43rd Street to I-805. The Village District will serve as the vital commercial hub of the eastern portion of the neighborhood, complementing Southcrest Park to the west and Mountain View Park and the Educational Cultural Complex to the north. The community should be designed to provide a positive gateway into the community from I-805.

P-LU-7: Provide public spaces within identified Village Districts to implement the General Plan Urban Design Element requirements for Mixed-Use villages (Refer to General Plan Policies UD-C.1, UD-C.5 and UD-E.1).

P-LU-8: Provide needed infrastructure and mobility improvements to increase transportation options within Village Districts and along transit corridors.

P-LU-9: Promote walkability within Village Districts and between adjacent neighborhoods by addressing sidewalk and other infrastructure maintenance deficits.

25th Street Community Mixed Use Area Policies

P-LU-10: Promote Cesar E. Chavez Parkway and 25th Street as the Village’s primary ceremonial street as described in the Mobility Element.

P-LU-11: Orient street frontages onto Imperial Avenue and 25th Street, and provide for outdoor seating and space for retailers to display their wares.

P-LU-12: Provide sidewalks that are 15 feet wide along Cesar E. Chavez Parkway as well as 25th Street and Imperial and Commercial Avenues to allow for enhanced pedestrian and commercial activity.

43rd Street Community Mixed Use Policies

P-LU-13: Work with Caltrans to eliminate the free-way structure in order to redevelop the parcels for a variety of community serving uses.

P-LU-14: Promote 43rd Street as a higher density mixed-use spine through the village with 15-foot minimum sidewalks, corner popouts, shade producing street trees and pedestrian-oriented lighting.

Commercial/Imperial Corridor Master Plan Policies

P-LU-15: Focus the highest intensity development (residential and non-residential) on both Commercial Street and Imperial Avenue around the trolley stops to capitalize on access to transit, help boost transit ridership, and reduce reliance on driving.

P-LU-16: Permit mixed-use development through mixed-use land use designations and by redeveloping vacant sites, blighted properties, and properties in disrepair with uses that contribute a diversity of land uses and

vitality to the corridor. Allow single-use developments (i.e., 100% non-residential or 100% residential) in the Neighborhood Mixed Use designations.

P-LU-17: Require ground-floor commercial uses, such as retail spaces and small businesses, in the Neighborhood Mixed Use designation near the 25th Street trolley stop, as shown by the symbol “Commercial Frontage Required” on the Land Use Diagram.

P-LU-18: Provide a mix of housing densities and types through a range of mixed-use and residential land use designations to accommodate a range of household types and incomes. Residential projects should be developed at or above the minimum density of the range specified in the land use classifications to facilitate affordable housing and enable efficient use of sites in this transit-accessible corridor.

P-LU-19: Focus industrial and auto repair uses in one portion of the corridor—between 28th and 32nd streets—to minimize potential conflicts with residential and other sensitive uses, and concentrate industrial activities, including freight and truck loading/unloading.

P-LU-20: Establish an overall height consistent with the designated land uses with typical new buildings reaching three- to four-stories and slightly taller buildings—up to five stories—around trolley stops.

2.4 Residential Land Use

Residential Uses

As one of the oldest communities in San Diego, there are many well-established residential neighborhoods in Southeastern San Diego. There were approximately 1,121 acres of residential land in Southeastern San Diego in 2008, including 667 acres of single family housing and 454 acres of multi-family housing. There were over 15,200 single-family housing units and over 4,000 multi-family housing units. Existing land uses show a lower proportion of both detached single-family units and multi-family units, but a substantially higher proportion of attached housing, in Southeastern San Diego than in San Diego overall. A substantially higher proportion of Southeastern San Diego's housing units are owner-occupied than in San Diego as a whole. Housing units in Southeastern San Diego are also more crowded, with substantially more people per household in the community than in the city as a whole. The larger households in the community live on less income than those in the city as a whole, and a substantially higher proportion of both owners and renters pay more than 35 percent of their income on housing in the community than the city as a whole.

Most neighborhoods in Southeastern San Diego are in the Residential – Low Medium category, indicating a mix of single-family and small-scale multi-family development. Much of Logan Heights and the Southcrest neighborhood east of 43rd Street are classified as Low-Medium density due to proximity to transit or existing development patterns. Medium-High density development is facilitated close within a few blocks to

the north and south of the heart of the Commercial/Imperial corridor. Meanwhile much of the Mt. Hope neighborhood and the eastern half of Mountain View are classified as Low Density.

Neighborhoods

Neighborhood structure is relatively strong in some areas, such as in Logan Heights, Sherman Heights, and Mount Hope with a strong community nucleus around community centers, schools, parks and libraries. Some neighborhoods in Southeastern San Diego are among the city's oldest, and reveal interesting aspects of the city's urban development. Conservation of character and historic preservation are key objectives in the neighborhoods west of SR-15. Elsewhere where neighborhood structure is less strong, as in Mountain View and Southcrest, the Plan seeks to enhance these.

Residential Infill Opportunity Areas

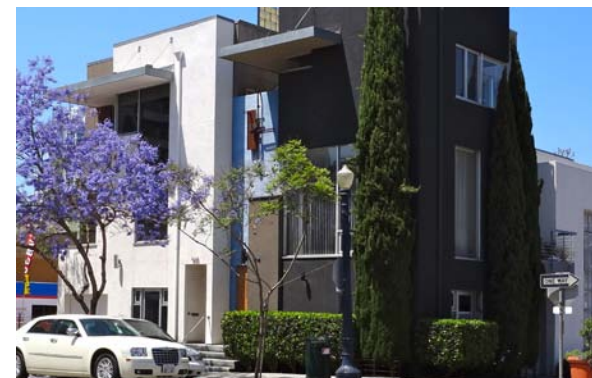
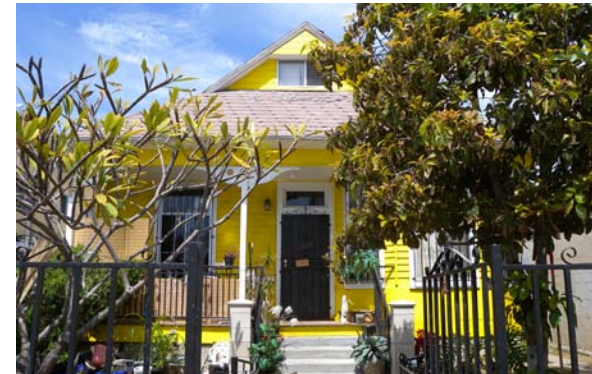
The Plan seeks to expand and preserve the supply of affordable housing through the construction of new units as well as the preservation and restoration on older homes. Though most of its lots have been developed, there remains some vacant or underutilized land in Southeastern San Diego, as identified on Figure 2-4. With its good access to transit and central location, the community provides an opportunity for well-located, mixed-use infill development.

Although much of the community has already been developed, there are some opportunities for infill development through the construction of companion units on the lower density residential sites. Companion units increase the housing stock, allow for multi-generational

housing opportunities, and can provide rental income for lower-income residents. The community also has a number of medium and small vacant lots along its main transit corridors and in its Village Districts. These areas can be developed to offer more housing choices in the neighborhood, including mixed-use units, multi-family housing, and townhome projects, which can be appropriately scaled to the vacant lot sizes. Furthermore, mixed-use units that allow families to live above commercial, retail and office space. In addition, there are some vacant lots scattered in residential neighborhoods where new housing may be created over time.

Policies

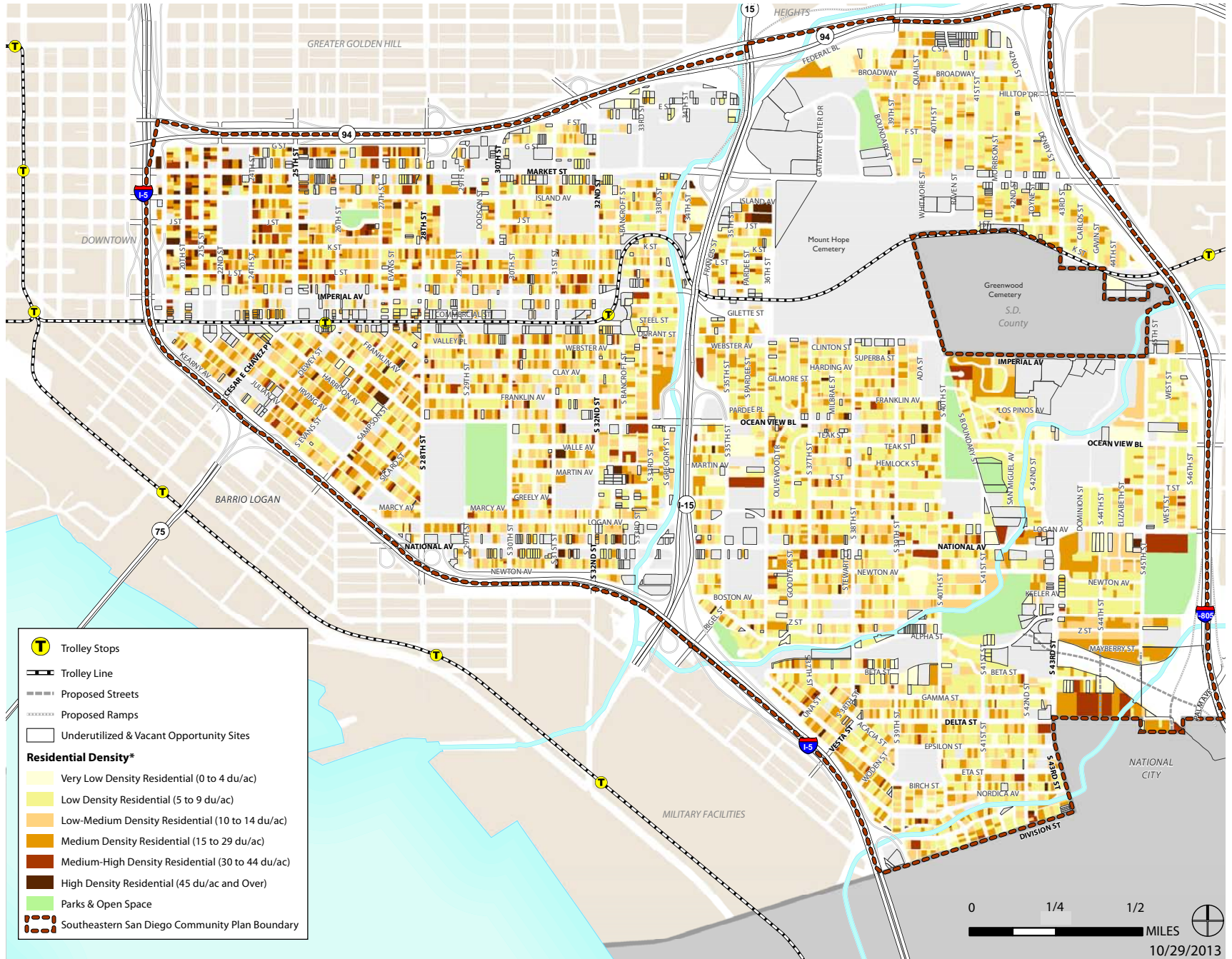
- P-LU-21:** Achieve a diverse mix of housing types and forms, consistent with allowable densities and urban design policies.
- P-LU-22:** Rehabilitate quality older residential development and balance it with new development.
- P-LU-23:** Promote construction of larger housing units suitable for families with children by utilizing density bonus incentives.
- P-LU-24:** Provide development of housing that incorporates universal design standards for persons with disabilities.
- P-LU-25:** Enable rental and ownership opportunities in all types of housing including the alternate housing units such as companion units, live/work studios and shopkeeper units as well as small-lot housing typologies with reduced and for-sale townhomes.
- P-LU-26:** Encourage preservation and renovation of culturally and historically significant residential units and provide incentives to retrofit or remodel units in a sustainable manner.
- P-LU-27:** Preserve existing single family homes which provide affordable housing and contribute to Southeastern San Diego's unique character in particular in the Sherman Heights and Grant Hill Historic Districts
- P-LU-28:** Rehabilitate existing residential units that contribute to the historic district's character and fabric. Encourage adaptive reuse of historically or architecturally interesting buildings in cases where the new use would be compatible with the structure itself and the surrounding area.
- P-LU-29:** Support development of companion units in lower density areas in order to provide additional residential units and opportunities for co-generational habitation as well as a financial tool for low-income homeowners to meet their mortgage obligations.
- P-LU-30:** Conduct site remediation work in order to reduce issues associated with potential ground contamination on parcels that have operated with industrial uses on site and that have been re-designated for residential and mixed-use development. Require soil remediation to occur as part of development when proposing a change in use from Industrial or Heavy Commercial to residential and or mixed residential development.
- P-LU-31:** Discourage parcel consolidation over 14,000 square feet in the lower density and Historic District areas to maintain the historic building pattern of smaller buildings.



The community's housing stock will be joined by newer development on vacant and underutilized lots.

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FIGURE 2-4: Residential Density and Infill Opportunity Areas



2.5 Commercial, Employment, and Industrial Land Use

There were approximately 133 acres of industrial uses and utilities in Southeastern San Diego in 2008, mainly along Commercial Street and in the Gateway West industrial park, the industrial park south of Market Street in Mt. Hope, and the industrial/heavy commercial area along National Avenue at Highway 15. Commercial land uses make up about 136 acres. Most of the Planning Area's commercial development is in two basic categories, small businesses and large commercial centers. The community's small businesses are located along the main commercial corridors of Market Street, Imperial Avenue, and National Avenue, mainly west of Highway 15. These corridors are long, but they do not build up a critical mass at any point and provide a limited range of services. Located east of State Route 15, there are four large commercial centers in Southeastern San Diego: Imperial Marketplace, Gateway Center, Northgate Market and Otto Square.

Employment Land Uses

The Community Plan provides three land use designations for industrial or employment-focused uses. The Light Industrial designation is given to land along Commercial Street at the industrial parks, and along National at Highway 15 (though this area along National Avenue is also proposed for park land, as discussed in the Recreation Element). The Business Park designation is applied to much of the Gateway Center development, where there may be room for employment intensification. The Office Commercial designation is given to the Market Street frontage at the Gate-

way West industrial park, to encourage higher-value use and economic diversification along this high-visibility corridor.

Commercial and Mixed-Use

The Neighborhood Mixed Use and Community Mixed Use designations are provided where the integration of housing and commercial uses in a thoroughly mixed-use setting is the emphasis. The Community Commercial designation is meant for shopping and office uses that serve the whole community, while the Neighborhood Commercial designation is meant for local convenience retail; in several of these areas, residential uses are permitted.

Community Commercial areas are located along western Market Street and at three nodes along National Avenue, in areas that are accessible by the whole community and to freeways and transit. Neighborhood Commercial areas are located along eastern Market Street and segments of Ocean View Boulevard, Imperial and National Avenues, and 43rd Street, where convenience shopping uses would be within walking distance of surrounding neighborhoods.

The Community Mixed Use designation is mapped at Commercial and 22nd Streets and Alpha and 43rd Streets, at the heart of these future village areas. The Neighborhood Mixed Use designation is applied to much of the Commercial/Imperial corridor, as well as around the Southcrest Village, including land currently occupied by Caltrans ramps, and along the 25th Street/Cesar Chavez Parkway corridor.



A wide variety of industrial and commercial uses occupy nearly 270 acres of land in Southeastern San Diego.

Policies

- P-LU-32:** Encourage new industrial buildings be designed to better integrate with the surrounding neighborhood.
- P-LU-33:** Use active uses such as lobbies, offices, and retail areas to provide transparency on the street.
- P-LU-34:** Encourage the addition of plazas, courtyards and outdoor places for employees to gather and recreate.
- P-LU-35:** The integration of transit within employment areas and the creation of safe and direct bicycle and pedestrian connections are encouraged to provide multi-modal access (refer to General Plan Policies UD-D.1 through D.3).
- P-LU-36:** For parcels along Commercial Avenue, treat building facades facing the rail road right-of-way as primary façades. These facades should use quality materials, and screen the service and loading areas from the right-of-way.
- P-LU-37:** Ensure that truck and auto ingress and egress are taken from alleyways rather than the front of in order to minimize impacts. If no alley exists, make curb cuts as minimal as possible.
- P-LU-38:** Allow industrial land uses that minimize conflict with incompatible uses through building design and truck restrictions and provide a balance between the needs of the industry and the community
- P-LU-39:** Accommodate employment opportunities through the land use framework that would allow for the types of jobs that may be appropriate for current and future resi-

dents. (This topic is explored further in the Market Demand Report.)

- P-LU-40:** Create neighborhood centers and corridors lined with neighborhood-serving retail, restaurants, and cafés, and places for gathering.
- P-LU-41:** Retain and enhance existing neighborhood-serving commercial uses.
- P-LU-42:** Encourage the development of shopkeeper units and live/work units that allow residents to own and operate office, professional and retail uses.

2.6 Institutional Uses and Open Space

Institutional Uses

Community facilities, including schools and churches, represent a large share of non-residential space in Southeastern San Diego, with over 178 acres. These facilities are spread throughout the community, and provide meeting rooms, education and recreation classes, and cultural events. Mount Hope Cemetery, owned and operated by the City of San Diego, occupies 123 acres in the community's eastern section, while Greenwood Cemetery, owned and operated by the County of San Diego, occupies 121 acres on the far eastern side of the community.

Parks and Open Space

Parks and open space play an important role in sustaining and improving neighborhood quality of life and providing opportunities for social interaction, physical

activity, environmental benefits, and visual relief in the urban environment. In total, there are about 111 acres of park land and open space in Southeastern San Diego spread throughout the community. Parks and open space are covered in depth in the Recreation Element.

Airport Land Use Compatibility

The Airport Influence Area for San Diego International Airport affects the Southeastern San Diego Community Plan. The Airport Influence Area serves as the planning boundaries for the Airport Land Use Compatibility Plan and is divided into two review areas. Review Area 1 is composed of the noise contours, safety zones, air-space protection surfaces, and overflight areas. Review Area 2 is composed of the airspace protection surfaces and overflight areas. The Airport Land Use Commission for San Diego County adopted the Airport Land Use Compatibility Plan to establish land use compatibility policies and development criteria for new development within the Airport Influence Area to protect the airport from incompatible land uses and provide the City with development criteria that will allow for the orderly growth of the area surrounding the airport. The policies and criteria contained in the Airport Land Use Compatibility Plan are addressed in the General Plan (Land Use and Community Planning and Noise Elements) and implemented by the supplemental development regulations in the Airport Land Use Compatibility Overlay Zone of the San Diego Municipal Code. Planning efforts need to address airport land use compatibility issues consistent with airport land use compatibility policies and regulations mentioned above.

Policies

- P-LU-43:** The Imperial Avenue crossing over I-805 has the potential to become a fusing link between Southeastern and Encanto, aided by many planned and proposed improvements: the planned regional Orange Line/BRT in-line transfer station replacement of the Imperial Avenue overpass, a potential connection of the Chollas Creek trail across Interstate 805. These improvements could tie in with the Jackie Robinson YMCA, proposed for redevelopment.
- P-LU-44:** Coordinate with the San Diego Unified School District to develop joint-use park facilities on school campuses throughout the community
- P-LU-45:** Provide support to community social service institutions
- P-LU-46:** Evaluate remnant cemetery properties for opportunities for additional open space and parks
- P-LU-47:** Work with community institutions such as the Sherman Heights Community Center, the Boys and Girls Club and the YMCA to maximize availability and programming of the respective facilities to the community
- P-LU-48:** Review development applications within the Airport Influence Area for consistency with the adopted ALUCP.

2.7 Environmental Justice

Environmental justice is defined in the California Government Code as “the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies.” (Gov. Code, §65040.12, subd. (e).) Environmental justice is achieved when everyone, regardless of race, culture, gender, disabilities, or income, enjoys the same degree of protection from environmental and health hazards. Furthermore, it is also achieved when everyone has equal access to, and meaningful participation in, the decision-making process to have a healthy environment in which to live, learn, and work. Environmental justice is more than an important goal in land use and transportation planning; it is a prerequisite in obtaining federal transportation funds and other grant monies. Additionally, the State of California has an expectation that local governments will adopt policies to ensure the provision of the equitable distribution of new public facilities and services, and to expand opportunities for transit-oriented development, among other considerations.

The design and use of the built environment play a critical role in public health and environmental justice. Factors that affect individuals’ health are influenced by the aspects of the Plan. For example, the Plan can affect how often people walk, ride a bike, drive a car, or take public transportation; their access to healthy food; and the quality of their air and water. The section aims to identify public health risks and environmental justice concerns to improve the living conditions and foster better physical health and well being in Southeastern San Diego residents.

Compared to the City as a whole, Southeastern San Diego is a relatively lower-income community with a racially and ethnically diverse population. In some areas, communities with these attributes also feature a concentration of contaminated sites or industrial uses that pose health risks to residents. In Southeastern San Diego, this condition is most notable along the Commercial Street corridor, where recycling facilities and industrial uses are located in close proximity to homes. Industrial and auto uses can have negative impacts on workers, residents, children, and other sensitive receptors due to loud noises from machinery, unappealing facades and open industrial yards, and potential hazardous emissions.

Health and the Built Environment

When the land uses and operations of light industrial and commercial activities are adjacent to residential land uses, there is the potential for negative impacts for the community (collocation). The Plan addresses compatibility between industrial and residential uses through a number of policies and measures, including noise mitigation (i.e. controlling noise at the source), screening operations with shrubs or well-designed walls, as well as enforcement of the City’s existing codes (e.g. containing operations within structures). State and federal agencies are also responsible for protecting community health through enforcing air quality rules identified by the Environmental Protection Agency, the California Air Resources Board, and the San Diego Air Quality Management District; as well as enforcing rules concerning use, handling, storage and transportation of hazardous materials identified in the California Hazardous Materials Regulations and the California

Fire and Building Code, and laws and regulations of the California Department of Toxic Substances Control and the County Department of Environmental Health.

Some businesses have already made an effort to soften and screen the sidewalk edge through the introduction of vines and planting, or by painting large walls with murals. Vines can be introduced on fences and walls where wide planting areas are not feasible. The addition of vegetated cover to these blank surfaces can provide immediate impact to increased pedestrian comfort on the street, while screening the industrial uses.

Access to Healthy Food

The availability of healthy food options at stores and farmers markets may correlate with a higher consumption of fruits and vegetables, which in turn can promote better health in individuals. The community does contain a high amount of less desirable unhealthy land uses such as liquor stores and fast food, and a lower prevalence of desirable healthy retail such as grocery stores. Liquor stores and fast food outlets are more likely to carry unhealthy and high-calorie food items while grocery stores are more likely to carry nutritious items such as fruits, vegetables and grains. The abundance of unhealthy food retail and relative absence of healthy food options can be a contributing factor in disproportionate increases in health outcomes within communities such as overweight and obesity, as well as to rates of chronic disease, morbidity and early mortality. Active transportation and physical activity is another important factor of community health outcomes, and is addressed in the Mobility and Recreation elements.

As Figure 2-5 shows, there are no grocery stores in the community west of Highway 15 as of 2013. Even with the opening of the WalMart grocery on Commercial Street, the community is under-served by grocery stores as well as other commercial categories. The Community Plan promotes development of spaces that can be occupied by fresh food retailers and policies that promote community gardens, urban gardening, and farmers' markets.

Access to Parks and Green Space

The General Plan provides specific service area standards for neighborhood parks (1 mile), mini-parks (1/2 mile), and pocket parks and plazas (1/4 mile). Community parks are generally intended to serve an entire community planning area, or 25,000 residents. Nearly all of the Planning Area falls within one mile of either a neighborhood park or a community park. The area's scattered mini-parks provide more immediate access in some neighborhoods.

The Plan designates many new park and recreation areas, including proximate to neighborhoods that currently lack these facilities in Southeastern San Diego. In addition, the Plan promotes development of urban plazas and complete streets, to foster development of community gathering places and active living. The Recreation element of this Plan provides further detail about parks and open space.

Access to Health Care and Social Services

Access to health care and social services can play a critical role in the preservation and maintenance of good public health. There are two community centers in Southeastern San Diego; Sherman Heights Commu-

nity Center serves the western side of the community, while Mountain View Community Center serves the eastern side of the community. In addition to private health care providers located throughout the community, Sherman Heights Family Health Center provides important health services in the community. The Jackie Robinson YMCA at the eastern end of the Imperial corridor is in the process of modernizing and rebuilding; it provides a technology center and child care, in addition to fitness and wellness services. Additionally, the Boys and Girls Club in Logan Heights serves the youth of the community.

While providing health care itself is beyond the scope of the Plan, the Plan promotes development of health and social services in a manner that enhances their community use and access by enabling their location in the Village Districts—proximate to transit, and integrated with higher density mixed-use developments, with a greater number of people within easy walking and biking distances.



Balanced Communities and Equitable Development

Southeastern San Diego comprises long-established urban neighborhoods, but they have a scattering of vacant or underutilized land, especially along key corridors near transit. This provides the opportunity for well-located, mixed-use infill development. One of the goals of the Plan is to help bring about a diverse mixture of residential opportunities, including affordable rental and for sale housing, senior and multi-generational housing and small lot townhome development.

Policies

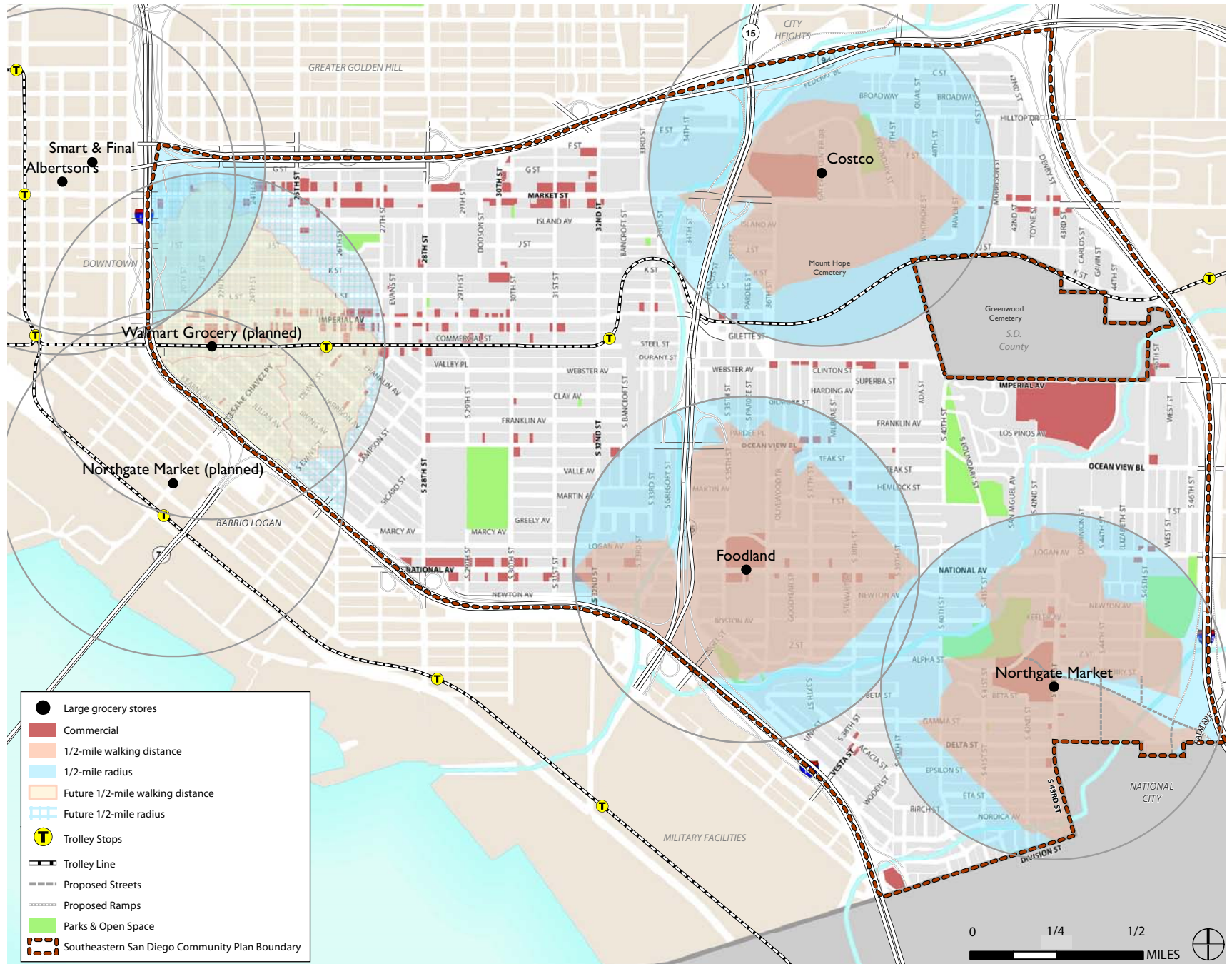
Collocation of Uses

P-LU-49: Protect public health by evaluating the effects of noise and air pollution from freeway traffic on community land uses and reduce, or eliminate where feasible, impacts on sensitive land uses (including housing, schools and outdoor athletic areas) through appropriate buffers, barriers and best-practice construction measures.



Access to healthy food, green space, health care and social services are components of environmental justice.

FIGURE 2-5: Access to Grocery Stores



- P-LU-50:** Avoid siting of new sensitive receptors—schools, homes, and other community facilities—adjacent to freeways, truck distribution centers, dry cleaners, and gas stations.
- P-LU-51:** Where industrial uses are located, mitigate potential negative effects through zoning performance measures (such as glare and noise standards), landscaping and/or screening to reduce noise, dust, toxins, and unattractive presence along streets and sidewalks.
- P-LU-52:** Within an industrial development site, locate smaller buildings and less intensive uses, rather than larger or more intensive uses, closer to adjacent residential uses.
- P-LU-53:** Use natural landscape materials (trees, shrubs, and hedges) to buffer differing land uses, and provide a transition between adjacent properties.
- P-LU-54:** Require screening walls on the interior lot lines of industrial uses abutting residential uses. Screen the view of any parking or storage area, refuse collection, utility enclosures, or other service area visible from major streets, alley, or pedestrian area.
- P-LU-55:** Use screens of attractive high-quality materials and/or landscaped screening such as vines, mesh, and living walls (e.g. concrete wall with green creepers) of consistent height and design.
- P-LU-56:** Educate and encourage property owners to apply for Encroachment Maintenance and Removal Agreement with support from City staff to approve planting and irrigation within the public right of way to plant vines on industrial fences to screen the industrial site from adjacent sidewalks and properties.

Affordable Housing Policies

- P-LU-57:** Ensure that housing policy results in a diversity of product types, especially larger sized (three bedrooms) affordable units; housing with high-quality private open space; and residential units that are adaptable to multi-generational living.
- P-LU-58:** Enable in-law units for existing single-family homes to accommodate growing families and providing an opportunity for rental income may be desirable. New housing may also include higher density rowhouses (single-family attached housing), with private open space, direct access from the street, and “layering” of transitions from public to the private domain (i.e., with a front yard or patio).
- P-LU-59:** Promote the production of very-low and low income affordable housing in all residential and multi-use neighborhood designations.
- P-LU-60:** Create affordable home ownership opportunities for moderate income buyers.
- P-LU-61:** Encourage the development of moderately priced, market-rate (unsubsidized) housing affordable to middle income households earning up to 150% of area median income.
- P-LU-62:** Promote homebuyer assistance programs for moderate-income buyers.
- P-LU-63:** Utilize land-use, regulatory and financial tools to facilitate the development of housing affordable to all income levels.

Community Health

- P-LU-64:** Increase availability of fresh healthy foods by actively engaging such businesses, and undertake measures to decrease the density of liquor stores in the corridor.
- P-LU-65:** Control noise impacts at the source by dampening, buffering, or active cancelling, particularly on sites that abut residential development or other sensitive receptors.
- P-LU-66:** Reduce potential noise impacts, particularly from the trolley, by orienting windows and openings away from noise sources or developing mitigations for noise and vibrations. 2.2.24 Minimize noise impacts on sensitive receptors by discouraging multi-family housing development within the 65 db CNEL noise contour (generally west of 22nd Street and east of 33rd Street as shown on Figure 3-2: Existing Noise Contours in the Existing Conditions Report).

2.8 Noise

Noises are undesirable sounds that vary widely in their scope, source, and volume. They range from individual occurrences, such as leaf blower or holiday firecrackers, to regular through intermittent disturbance by aircraft flying overhead and the trolley passing, to the fairly constant noise generated by traffic on freeways and roads. Noise is primarily a concern to sensitive land uses, such as residences and schools. Southeastern San Diego has a variety of land uses in proximity to major transportation facilities. The main sources of unwanted sound in the community are related to airport and freeway operations. Heavily travelled streets as well as certain activities associated with commercial and industrial land uses have

the potential to generate unwanted noise. Figure 2-6 identifies the existing noise contours in the community.

Federal noise standards cover transportation-related noise sources related to interstate commerce (i.e., aircraft, trains, and trucks) for which there are not more stringent state standards. State noise standards are set for automobiles, light trucks, and motorcycles. The General Plan Noise Element specifies compatibility standards (maximum noise levels) for different categories of land use. The Noise Ordinance specifies maximum one-hour average sound level limits at the boundary of a property. Additional Plan policies are provided in this section.

Noise Sources

Noise sources are typically categorized as mobile or stationary. The majority of mobile sources are transportation related from vehicles operating on roadways, aircraft and airport operations, and railroad activities. Stationary noise sources typically include machinery; fabrication; construction; heating, ventilation, and air conditioning systems; compressors and generators; and landscape maintenance equipment. Another category of stationary sources include various activities such as concerts, outdoor dining, amplified music, public address systems.

Motor Vehicle Traffic

The dominant noise source in the Planning Area is traffic on roadways. Vehicle traffic noise is directly related to the traffic volume, speed, and mix of vehicles. Because commercial trucks generate more noise than cars and light trucks, they can have a proportionately greater noise impact. Potential sources of truck traffic

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are the commercial and industrial areas in the community. The roads generating the greatest noise level in the area are I-5, I-805, SR-15, SR-94, Market Street, National Avenue, Ocean View Boulevard, and 43rd Street. The noise contours shown in Figure 6-2 represent the projected future noise level based on roadway volumes, the percent of trucks, speed and other factors, with full development under the community plan. They do not reflect the attenuating effects of noise barriers, structures, topography, or dense vegetation and should not be considered site-specific.

Future noise levels are expected to often exceed 65 CNEL, which is a generally acceptable level of noise when outdoors. (CNEL, the community noise equivalent level, adjusts for the annoyance of noise in the evening and nighttime hours.) Noise levels exceed this threshold in Southeastern San Diego today; increases may be expected along major roadways where traffic levels will increase.



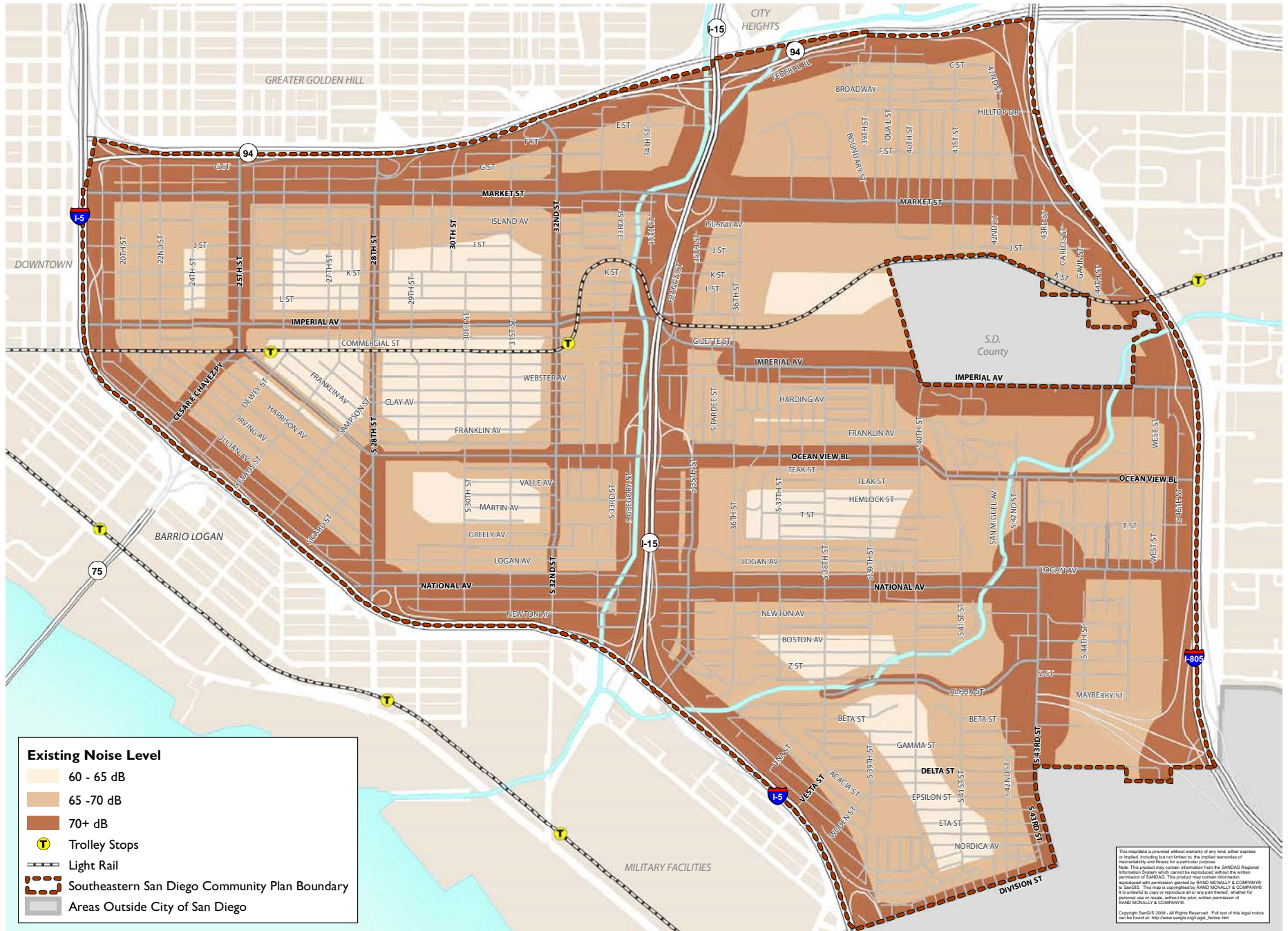
The dominant noise source in the Planning Area is traffic on roadways.

Rail Activity

Rail noise is a source of noise in the community. Freight trains and light rail transit (trolley) can generate high, relatively brief, intermittent noise events within the vicinity of at grade rail crossings where horns and crossing bells are sounded. Federal regulations require trains to sound their horns at all roadway-rail grade crossings. Horns, whistles and bells on the moving trolley vehicles, and horns from freight trains, combined with stationary bells at grade crossings can generate excessive noise levels that can affect noise sensitive land uses. To minimize excess train horn noise, the federal government allows the establishment of train horn “quiet zones.” This requires the implementation of safety measures to compensate for the loss of the train horn usage. The General Plan has policy direction for trolley and train noise found in policies NE.C.1 through NE-C.4. Noise from the Trolley is not expected to exceed 65 CNEL only within 50 feet of the Trolley, even when the horn is used.



FIGURE 2-6: Existing Noise Contours



Existing Noise Level

- 60 - 65 dB
- 65 - 70 dB
- 70+ dB
- Trolley Stops
- Light Rail
- Southeastern San Diego Community Plan Boundary
- Areas Outside City of San Diego

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Airport Activity

Aircraft noise can affect people living and working in the community to varying degrees, depending on a person's level of noise sensitivity. The Planning Area is located entirely outside of the present and future 65 CNEL noise contour for San Diego International Airport. However, the community is within the Airport Influence Area, which is the boundary for the Airport Land Use Compatibility Plan (ALUCP) for SDIA. Aircraft noise is one of the factors that the state-required ALUCP addresses with established policies for land use compatibility.

Commercial and Industrial Activity

The primary issue with stationary noise sources from light industrial and commercial activities is when these land uses and operations are adjacent to residential land uses (colocation). The colocation of these land uses is a long-standing concern in the community. Noise impacts generated by construction activities, as well as commercial businesses can periodically generate high levels of noise in the community. The Community Plan's land use diagram seeks to minimize the areas where sensitive land uses and potentially noise-producing land uses adjoin. In many areas, residential areas are separated from industrial districts by commercial areas, major roads, or natural features. Where residential and other sensitive receptor uses are present or proposed, the potential for noise impacts from commercial activities are important to evaluate, such as deliveries during late night and early morning hours that generate noise that can affect the nearby residential uses. The Plan provides or reinforces land use siting and buffering standards to ensure sound-reducing features and site design.

Policies

- P-LU-67:** Locate noise-sensitive uses, such as schools and homes, away from noise sources.
- P-LU-68:** Utilize the Community Plan and the Airport Land Use Compatibility Plan noise contours when making land use planning decisions.
- P-LU-69:** Reduce the effect of noise by utilizing the following techniques:
- Use building setbacks to increase distance between the noise source and receiver;
 - Provide sound barriers (earth berms or masonry walls) between habitable space and the noise source;
 - Orient buildings to shield outdoor spaces from noise sources;
 - Locate parking lots, and other non-habitable uses between the noise source and receptor;
 - Incorporate forced-air ventilation systems to allow windows and doors to be closed;
 - Use double-paned or sound rated windows;
 - Incorporate sound insulating exterior walls and roofs;
 - Use attic vents to minimize sound intrusion into structures.

Note: berms and sound walls are ineffective--they merely reflect sound and push it further away. The only reason to use these would be if noise-sensitive uses are already located next to a roadway and need protection.

- P-LU-70:** Ensure that future residential use above the 60 dBA CNEL aircraft noise contour include noise attenuation measures to ensure an interior noise level of 45 dBA CNEL and provide an avigation easement to the airport operator for SDIA.
- P-LU-71:** Reducing the effect from commercial activity noise involves site planning and integrating noise attenuation measures in new buildings that will reduce interior sound levels. Refer to General Plan Policies NE-E-1 through NE-E6.

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