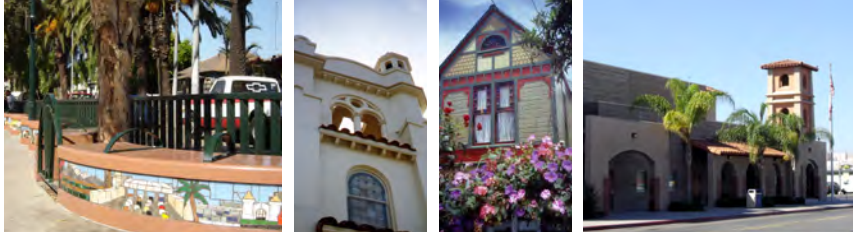


Southeastern San Diego



Community Plan Update

EXISTING CONDITIONS REPORT

MARCH 2013

Prepared for

City of San Diego

Prepared by

DYETT & BHATIA
Urban and Regional Planners

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TABLE OF CONTENTS

1	INTRODUCTION.....	1-1
1.1	Community Plan Purpose and Process.....	1-2
1.2	Regional Location and Planning Boundaries.....	1-3
1.3	Southeastern San Diego Demographic Overview.....	1-6
1.4	Existing Plans and Efforts Underway.....	1-7
1.5	Report Organization.....	1-16
2	LAND USE.....	2-1
2.1	Existing Land Use.....	2-2
2.2	Density and Intensity.....	2-7
2.3	Development Projects.....	2-10
2.4	Potential Opportunity Sites.....	2-11
3	MOBILITY.....	3-1
3.1	Context.....	3-2
3.2	Pedestrian Network.....	3-4
3.3	Public Transit Network.....	3-11
3.4	Bicycle Network.....	3-18
3.5	Streets and Freeways.....	3-25
3.6	Parking.....	3-33
3.7	Airport and Goods Movement.....	3-33
4	URBAN DESIGN.....	4-1
4.1	Edges and Neighborhoods.....	4-2
4.2	Streets.....	4-4
4.3	Blocks and Lots.....	4-10

4.4	Buildings	4-13
4.5	Land Form and Natural Features	4-18
4.6	Community Character and Identity.....	4-18
4.7	Urban Forestry.....	4-19
5	HISTORIC CONTEXT	5-1
5.1	Historic Setting.....	5-2
5.2	Historic Sites and Districts	5-11
6	PUBLIC FACILITIES, SERVICES, AND SAFETY	6-1
6.1	Educational Facilities.....	6-2
6.2	Public Safety	6-4
6.3	Water and Wastewater Infrastructure and Services.....	6-6
6.4	Parks and Recreation	6-8
7	CONSERVATION, NOISE, AND HAZARDS	7-1
7.1	Physical Setting.....	7-2
7.2	Environmental Constraints	7-3
7.3	Air Quality.....	7-7
7.4	Greenhouse Gas Emissions.....	7-9
7.5	Noise.....	7-12
7.6	Hazardous Materials.....	7-15
7.7	Water Quality.....	7-16
8	PLANNING ISSUES AND IMPLICATIONS.....	8-1
8.1	Land Use Diversity and Compatibility.....	8-2
8.2	Community Design and Open Space.....	8-3
8.3	Community Health.....	8-5
8.4	Mobility.....	8-6

LIST OF FIGURES

Figure 1-1: Regional Location	1-4
Figure 1-2: Planning Area Boundary	1-5
Figure 1-3: Community Plan Land Use	1-9
Figure 1-4: Existing Plans and Studies	1-11
Figure 1-5: Zoning Designations.....	1-15
Figure 2-1: Existing Land Use	2-3
Figure 2-2: Access to Commercial Services (1/2-Mile Radius to Grocery Stores).....	2-6
Figure 2-3: Population Density, by Census Block Group	2-8
Figure 2-4: Non-Residential Intensity.....	2-9
Figure 2-5: Development Projects and Opportunity Sites	2-13
Figure 3-1: Missing Pedestrian Facilities.....	3-5
Figure 3-2: Percent of Walking Commuters by Census Tract	3-7
Figure 3-3A: Pedestrian Volumes (AM and PM Hours).....	3-8
Figure 3-3B: Percent of Walking Commuters by Census Tract	3-9
Figure 3-4: Pedestrian Collisions (July 2007-September 2012).....	3-10
Figure 3-5: Existing Transit Routes and Stops	3-12
Figure 3-6: Transit Ridership (Average Daily Boardings and Alightings)	3-13
Figure 3-7: Percent of Transit Commuters by Census Tract	3-15
Figure 3-8: Existing and Planned Bicycle Network.....	3-19
Figure 3-9: Percent of Bicycle Commuters by Census Tract.....	3-20
Figure 3-10A: AM Peak Hour Counts.....	3-22
Figure 3-10B: PM Peak Hour Bicycle Counts.....	3-23
Figure 3-11: Bicycle Collisions (July 2007-September 2012).....	3-24
Figure 3-12: Roadway Network.....	3-26
Figure 3-13: Existing Roadway Traffic Volumes and Levels of Service	3-28
Figure 3-14: Vehicle Collisions (July 2007 to September 2012)	3-30
Figure 3-15: Observed Noon Peak On-Street Parking Occupancy	3-34

Figure 4-1:	Neighborhood Structure.....	4-3
Figure 4-2:	Neighborhood Structure.....	4-5
Figure 4-3:	Block Pattern Details.....	4-10
Figure 4-4:	Block Patterns.....	4-11
Figure 4-5:	Community Anchors and Gateways.....	4-17
Figure 4-6:	Street Tree Matrix.....	4-20
Figure 4-7:	Tree Canopy Coverage.....	4-25
Figure 4-8:	Community Tree Character.....	4-26
Figure 4-9:	Corridor Tree Frequency.....	4-27
Figure 4-10:	Sample Neighborhood Tree Spacing.....	4-29
Figure 5-1:	Residential: Cottages and Bungalows.....	5-5
Figure 5-2:	Commercial.....	5-7
Figure 5-3:	Residential: Apartments and Bungalow Courts.....	5-7
Figure 5-4:	Historic Resources and Historic Districts.....	5-13
Figure 6-1:	Public Facilities (Schools, Libraries, Police, Fire).....	6-5
Figure 6-2:	Parks and Recreation Facilities.....	6-9
Figure 6-3:	Parks and Recreation Access (1/4 and 1/2 Mile Radius).....	6-13
Figure 6-4:	Chollas Creek Enhancement Program Improvements.....	6-15
Figure 7-1:	Regional Faults.....	7-4
Figure 7-2:	Environmental Constraints (Fault Lines, Liquefaction, Geological Hazards, Slopes >15%, Creeks, Flood Zones).....	7-5
Figure 7-3:	Existing Noise Contours.....	7-13
Figure 7-4:	Potential Hazardous Materials.....	7-17
Figure 8-1:	Pedestrian Needs.....	8-7
Figure 8-2:	Transit Needs.....	8-9
Figure 8-3:	Street and Freeway Needs.....	8-10
Figure 8-4:	Bicycle Needs.....	8-11

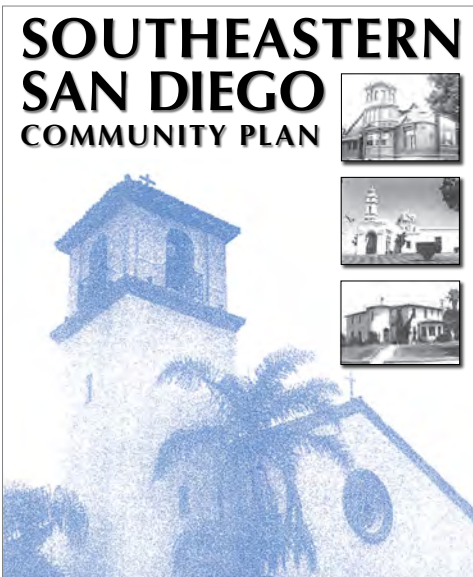
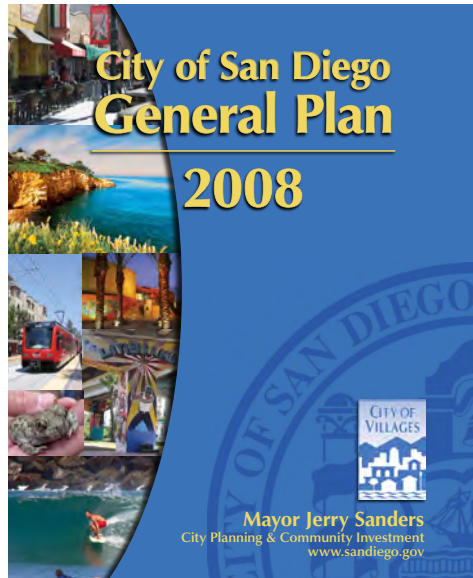
LIST OF TABLES AND CHARTS

Table 1-1:	Household Demographic Characteristics (2012).....	1-6
Chart 1-1:	Race and Ethnicity in Southeastern and San Diego (2012)	1-6
Table 1-2:	Existing Southeastern San Diego Community Plan Land Uses	1-7
Table 1-3:	Existing Zoning Designations.....	1-14
Chart 2-1:	Existing Land Use in the Planning Area, by Acres and Percent Share	2-2
Table 2-1:	Housing Characteristics for the Southeastern Community Plan Area and the City of San Diego.....	2-4
Table 2-2:	Non-Residential Building Area.....	2-5
Table 2-3:	Development Projects.....	2-10
Chart 3-1:	Journey to Work, Southeastern San Diego and Citywide	3-3
Table 3-1:	Level of Service Variables, by Mode.....	3-4
Table 3-2:	Pedestrian Level of Service.....	3-6
Table 3-3:	Transit-Auto Cost Comparison	3-16
Table 3-4:	Roadway Comparisons.....	3-32
Table 4-1:	Representative Streets	4-7
Table 4-2:	Representative Building Types	4-14
Table 5-1:	Historic Places, Landmarks, and Districts	5-12
Table 6-1:	School Characteristics in the Planning Area (2010 -2011).....	6-2
Table 6-2:	Reported Crimes in the Planning Area, by Type (Jan. -Dec. 2011)	6-4
Table 6-3:	Parks and Recreation Facilities in the Planning Area.....	6-11
Table 6-4:	Open Space in the Planning Area.....	6-12
Chart 7-1:	California GHG Emissions, by Sector (2008)	7-10
Chart 7-2:	San Diego County GHG Emissions, by Sector (2006).....	7-11
Table 7-1:	Noise Measurements (November 2012).....	7-14



1 INTRODUCTION

This report provides a baseline of existing conditions, opportunities, and challenges in the Southeastern San Diego Community Planning Area. It explores a range of issues that affect quality of life, including land use, transportation, urban design, public facilities, and the natural environment. The final chapter synthesizes these findings to identify a set of key issues that will be addressed during the planning process. This report represents a first step in the process of updating the Southeastern San Diego Community Plan and will provide input into development of concepts, choices, and ultimately preparation of the Plan update.



The General Plan provides a framework for development citywide. The current Southeastern San Diego Community Plan identifies more detailed land use designations and policies to address community concerns.

1.1 Community Plan Purpose and Process

General Plan Context

The City of San Diego General Plan provides the broad citywide vision and development framework. Detailed land use designations and policies specific to different city districts are provided within the community plans.

The San Diego General Plan, adopted in 2008, is a comprehensive “blueprint” for San Diego’s growth over the next 20 years. Central to the plan is the “City of Villages” strategy, which focuses growth into pedestrian-friendly, mixed-use activity centers linked to an improved regional transit system. Infill development is promoted to conserve regional open space, promote transit, and revitalize existing communities. The General Plan identifies over 50 community planning areas in the city—including Southeastern San Diego—for which community plans are to be developed or updated to provide more localized policies.

Purpose

The current Southeastern San Diego Community Plan provides a framework to guide development in the Southeastern community. Originally adopted in 1969, it was comprehensively updated in 1987 and has undergone several amendments in the intervening years. The Community Plan update seeks to bring the plan up-to-date by:

- Taking stock in what has been constructed and implemented;
- Analyzing changes in demographics that may affect land use needs;
- Understanding demand for housing and commercial development;

- Working with community members and stakeholders to determine key issues of concern, desires, and preferences to establish a vision and objectives for the plan update; and
- Ensuring that policies and recommendations remain in harmony with the General Plan and citywide policies.

This update process will result in a new Community Plan; in instances where existing policies continue to reflect existing community needs, these will be retained.

Process

The Community Plan update process will unfold in five phases:

- **Phase 1** includes evaluation of existing conditions and trends (this report).
- **Phase 2** will include community visioning and issue identification, which will be undertaken collaboratively with community members and stakeholders, and will complement the Phase 1 work.
- **Phase 3** will include land use and transportation alternatives that will explore various ways in which the vision could be achieved.
- **Phase 4** will provide community members the opportunity to compare and contrast alternatives and identify a preferred option. This preferred plan will provide the bridge to development of detailed policies and proposals in the Community Plan.
- **Phase 5** will include preparation of the draft Community Plan, which will be refined with community input before it is presented to the Planning Commission and then City Council for adoption.

Community Outreach for Plan Preparation

At the crux of the Community Plan update is public involvement. During each phase of the process, community members are being asked for ideas and input through a variety of activities and forums, including:

- Southeastern San Diego Community Planning Group meetings
- Community-wide workshops
- Community “audits” (e.g. interactive walking tours)
- Community survey
- Stakeholder interviews
- Project website: <http://www.sandiego.gov/planning/community/profiles/southeasternsd/>
- Decision-maker workshops/hearings

Meetings and events will allow opportunities for community members to share their ideas, concerns, and preferences. Educational activities will be designed to provide learning opportunities to improve mobility, housing, recreation, access and quality of life issues for residents, businesses and visitors. To ensure that outreach activities reach the broad spectrum of the population, outreach materials will be available in English and Spanish, and bilingual translation will be available at community workshops.

Summaries of each meeting or event that synthesize major themes will be prepared, and provided online to report back to the community and keep a record of community input and policy direction for development of the Community Plan.

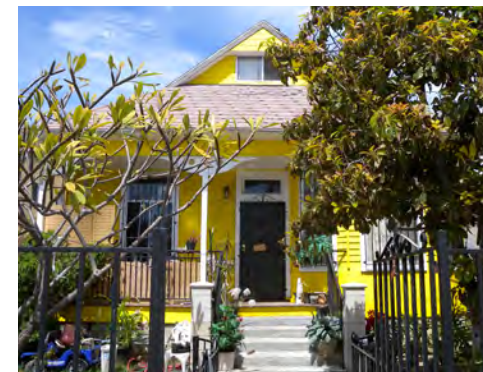
1.2 Regional Location and Planning Boundaries

Regional Location

Located just east of Downtown San Diego, the Southeastern San Diego community is located proximate to major employment and commercial centers in the South Bay and Downtown, as shown in Figure 1-1, and linked to them by trolleys and buses. It is surrounded by several other community planning areas: Golden Hill and City Heights to the north, and Encanto Neighborhoods to the east. It also lies near major recreation facilities in Balboa Park and San Diego Bay. Although the community is divided by its freeways, the access that they provide is a key resource for the community.

Planning Boundaries

The Southeastern San Diego community lies south of State Route 94 (SR-94), between Interstate 5 (I-5) and Interstate 805 (I-805), and north of the city limits of National City, as shown in Figure 1-2. The planning area encompasses 2,950 acres, not including 121 acres of unincorporated San Diego County land in the eastern portion of the planning area. Whereas the current Southeastern San Diego Community Plan is composed of both the Southeastern San Diego and Encanto Neighborhoods planning areas, the update will only address the Southeastern boundaries identified here.

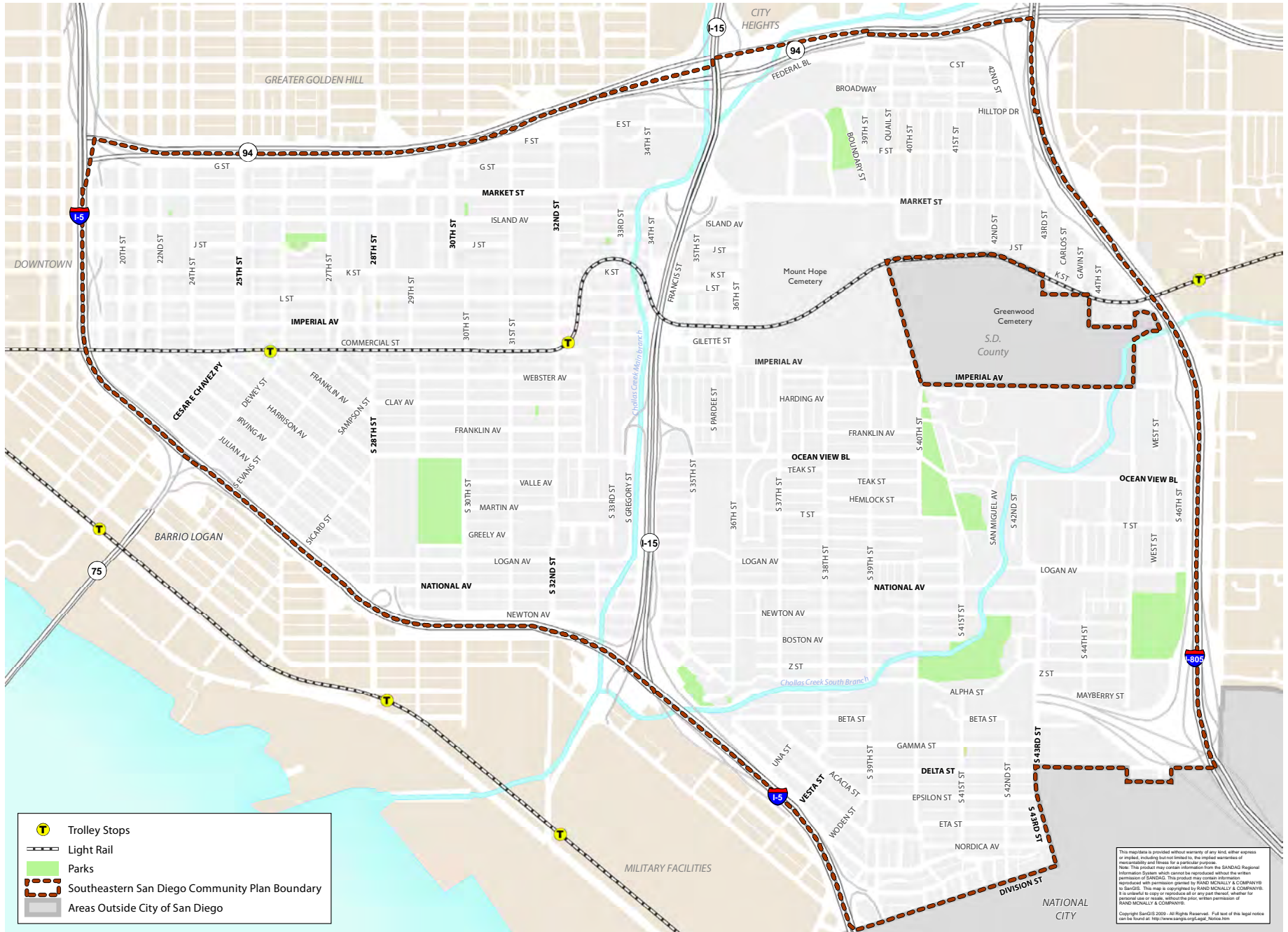


The updated Community Plan will address a range of topics, including housing (top), community facilities (middle), and transportation (bottom).

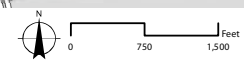
FIGURE 1-1: Regional Location



FIGURE 1-2: Planning Area Boundary



- Trolley Stops
- Light Rail
- Parks
- Southeastern San Diego Community Plan Boundary
- Areas Outside City of San Diego



Data Source:
 City of San Diego, 2012; SanGIS Regional
 Data Warehouse, 2012;
 Dyett & Bhatia, 2012

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TABLE 1-1: HOUSEHOLD DEMOGRAPHIC CHARACTERISTICS (2012)		
CHARACTERISTIC	SOUTHEASTERN SAN DIEGO PLANNING AREA	CITY OF SAN DIEGO
Population	57,041	1,321,315
Households	14,477	510,160
Median Age	27	34
Median Household Income (2010)	\$33,057	\$66,652

Source: SANDAG Regional Warehouse Data, 2012.

1.3 Southeastern San Diego Demographic Overview

Table 1-1 provides a snapshot of demographic characteristics in the Planning Area, as well as the city as a whole for comparison purposes. The Southeastern San Diego Community Planning Area is home to over 57,000 residents. Compared to the city overall, Southeastern San Diego has a somewhat younger population, with a median age of 27 years. In fact, 33 percent of Southeastern’s population is under 18 years old. Households in Southeastern also have substantially lower incomes—at \$33,000—just half of the citywide median. According to the 2011 American Community Survey (Five-Year Estimates), only 46 percent of the adult population (25 and over) has completed high school.

Chart 1-1 illustrates the breakdown in race and ethnicity. Over 84 percent of residents in Southeastern are Hispanic compared with 29 citywide. Eight percent of residents in Southeastern are Black and four percent are White. According to the 2011 American Community Survey (Five-Year Estimates), 78 percent of the population speaks a language other than English at home (primarily Spanish), including 47 percent who speak English “less than well.”

CHART 1-1: RACE AND ETHNICITY IN SOUTHEASTERN AND SAN DIEGO (2012)



1.4 Existing Plans and Efforts Underway

Southeastern San Diego Community Plan

The current Southeastern San Diego Community Plan provides a framework to guide development in the Southeastern community. Originally adopted by City Council in 1969 and updated in 1987, the Plan identifies key issues, goals, and implementation actions for the Southeastern San Diego and Encanto Neighborhoods.

The Plan addresses the following “key issues” in the community through its policies and regulations: need for employment opportunities and commercial shopping; concerns about density; community design and appearance; lack of connectivity on the street system; adequate public facilities including for recreation and education; and the disproportionate number of assisted housing projects and social services in the community.

Community Plan land use designations, illustrated in Figure 1-3 and described in Table 1-2, address these issues and seek to promote a balance of land uses. As shown in the figure, the majority of the Planning Area is designated as Single-Family or Multi-Family Residential. Imperial Avenue and 25th Street are designated as Multiple Use, and the western portion of Market Street as General Commercial or Multiple Use. Commercial Street and eastern portions of Market Street (e.g. Gateway Center) are designated as Industrial. Institutional and Schools/Public Facilities are used somewhat interchangeably to designate public/quasi-public facilities.

TABLE 1-2: EXISTING SOUTHEASTERN SAN DIEGO COMMUNITY PLAN LAND USES	
LAND USE DESIGNATION	DESCRIPTION
<i>Residential</i>	
Single Family (5-10 du/ac)	Intended for residential uses only. Residential designations distinguish between housing type—single-family versus multi-family—and density (measured as dwelling units per acre).
Single Family (10-15 du/ac)	
Multi-Family (15-17 du/ac)	
Multi-Family (15-30 du/ac)	
<i>Non-Residential</i>	
Business Park / Office	Allows office, research and development, and light manufacturing uses.
Community/ General Commercial	Provides for community shopping facilities (e.g. Otto Square)
Neighborhood Commercial	Accommodates local convenience shopping. Housing is only allowed within a mixed-use setting.
Industrial	Intended for industrial uses and office parks.
Specialized Commercial	Accommodates specific commercial uses related to an adjacent use (e.g. cemetery-related services)
<i>Multiple Use</i>	Accommodates commercial or residential uses. Intended to provide a buffer between residential and commercial districts.
<i>Public/Quasi-Public</i>	
Cemetery	Designates the major cemeteries.
Institutional	Designates public or semi-public facilities.
Park	Includes community parks, neighborhood parks, mini-parks, plazas, etc.
Open Space	Provides for preservation of land that has distinctive scenic, natural or cultural features.
Schools/Public Facilities	Designates schools and other education facilities.

Source: City of San Diego General Plan, 2008; and Southeastern San Diego Community Plan. Adopted 1987. Amended 2009.



Most of the Planning Area is designated as Single-Family Residential. However, homes are designed with a range of sizes and styles, as shown in these examples (left to right) in Sherman Heights, along National Avenue, and in Logan Heights.

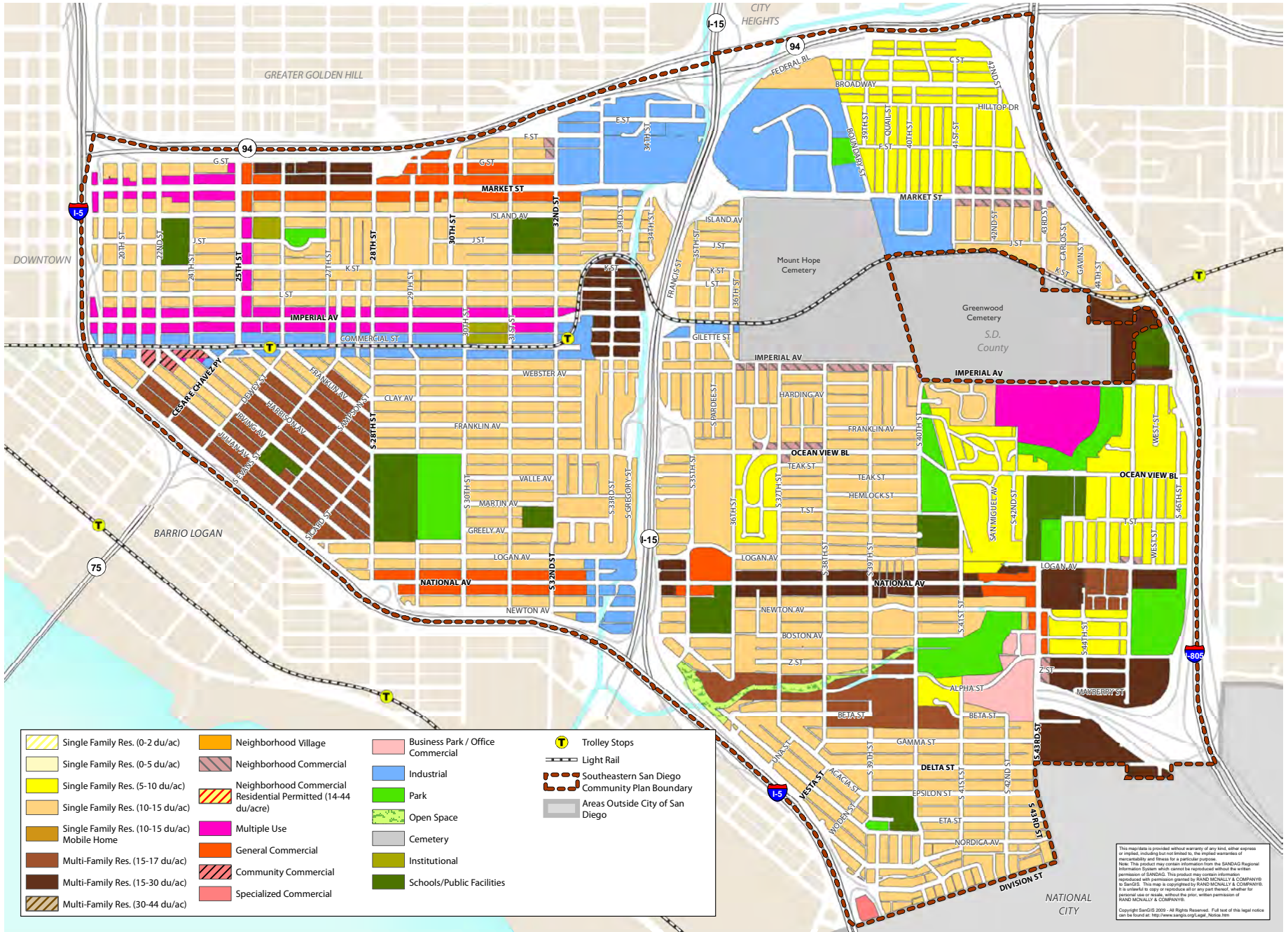


Commercial uses are primarily found in Mixed Use and General Commercial areas. These are typically concentrated along corridors—Imperial Avenue (left) and National Avenue (middle)—and in centers, such as Imperial Marketplace (right).

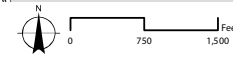


Open spaces and parks, such as Mountain View Park, are also designated land uses in the existing Community Plan.

FIGURE 1-3: Community Plan Land Use

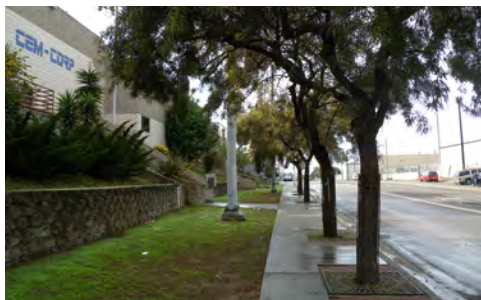


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The Commercial/Imperial Corridor Master Plan supports a mix of uses along Imperial Avenue, with pedestrian and bicycle safety and comfort improvement (top, middle). On Commercial Street sidewalks should be installed and landscaping added where feasible (bottom), to improve the pedestrian realm, particularly surrounding the 32nd Street trolley station.

Area Plans and Studies

In addition to the current Southeastern San Diego Community Plan, there are several other studies and adopted plans that provide more detail on specific topics (e.g. historic resources) or subdistricts (e.g. Bronze Triangle). These plans are summarized below; boundaries for City plans that have been adopted or are underway are illustrated in Figure 1-4.

Commercial/Imperial Corridor Master Plan (Underway)

Following an extensive community outreach process, a vision for the Commercial/Imperial Corridor emerged 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. The public review draft will be released in February 2013 and will be incorporated into the Southeastern Community Plan Update.

Imperial Avenue is envisioned to remain as a mix of residential and commercial uses, but new and revitalized development around the trolley stops will enhance pedestrian safety and comfort. New housing, stores, and restaurants will enhance the vibrancy of the corridor, and focused streetscape and pedestrian improvements—such as wider sidewalks, bulbouts, traffic calming, landscaping, and street furniture—will foster pedestrian comfort.

East of 28th Street, Commercial Street will be retained as industrial and for employment uses. However, west of 28th Street a mix of commercial and residential uses is recommended to capitalize on trolley access. The Master Plan addresses compatibility between industrial

and residential uses. Streetscape, sidewalk, and screening/buffering improvements are recommended to improve safety and mobility along Commercial Street and at the trolley stops.

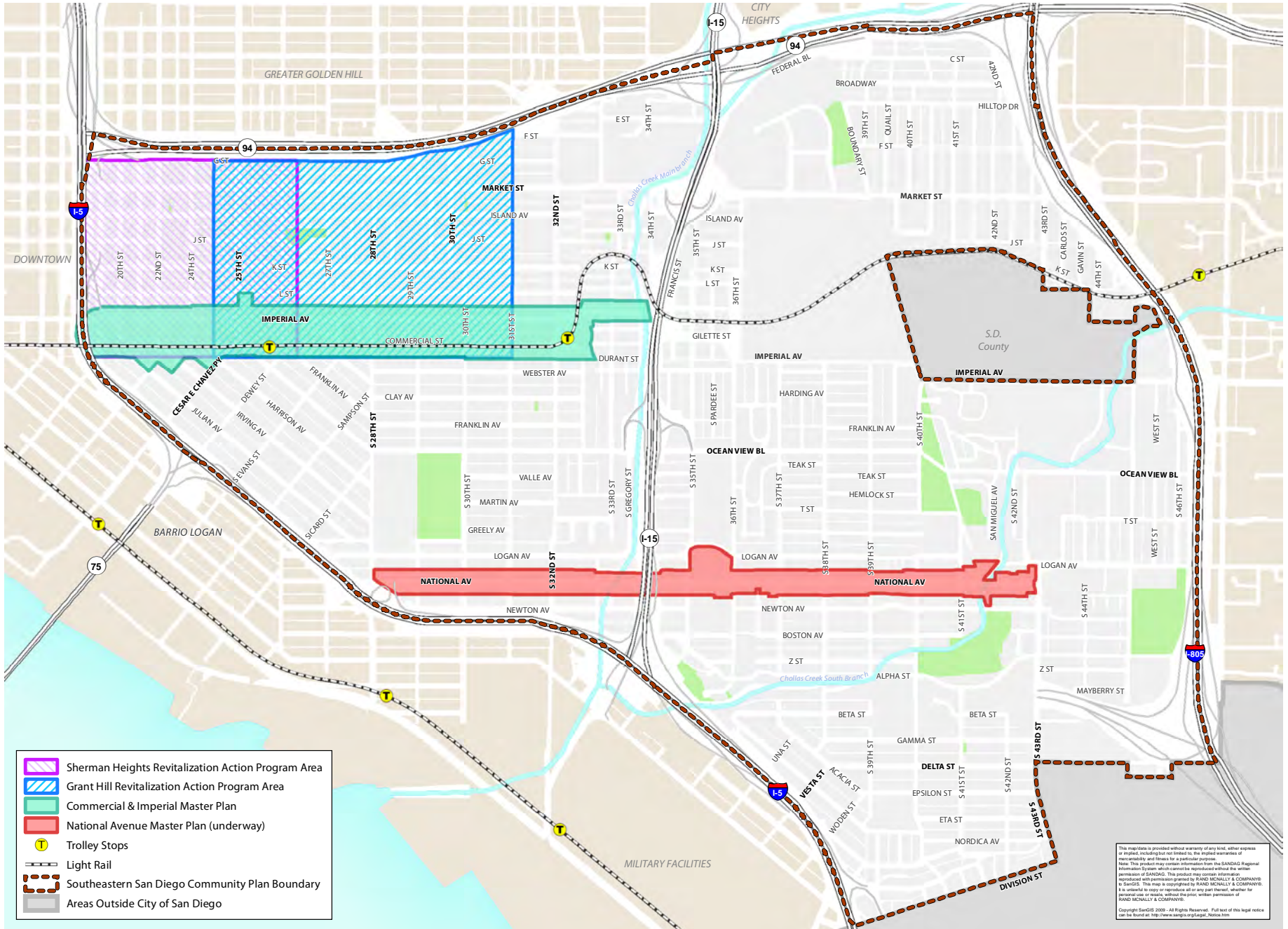
National Avenue Master Plan (Underway)

The National Avenue Master Plan has recently been initiated for the segment of National Avenue extending eastward approximately 1.8 miles from Interstate 5 to 43rd Street in the South-eastern San Diego Community Planning Area. 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. National Avenue should evolve to become a multi-modal environment that attracts infill development, facilitates walking, biking and transit, and otherwise advances the City’s goals and policies to revitalize this urbanized area in an innovative and sustainable manner. This planning effort is being coordinated with the ongoing Southeastern San Diego Community Plan update, with a more detailed focus on the National Avenue Corridor and its relationship with the surrounding neighborhoods of Logan Heights, Mountain View, and Southcrest.

Chollas Creek Enhancement Program

Adopted in 2002, the Chollas Creek Enhancement Program expresses the community’s vision for Chollas Creek and detailed policies, funding strategies, and a phasing plan to guide the plan’s implementation. Chollas Creek is the natural drainage system that traverses

FIGURE 1-4: Existing Plans and Studies



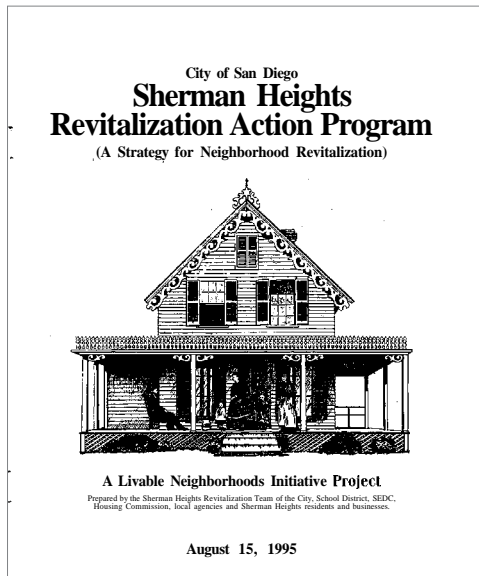
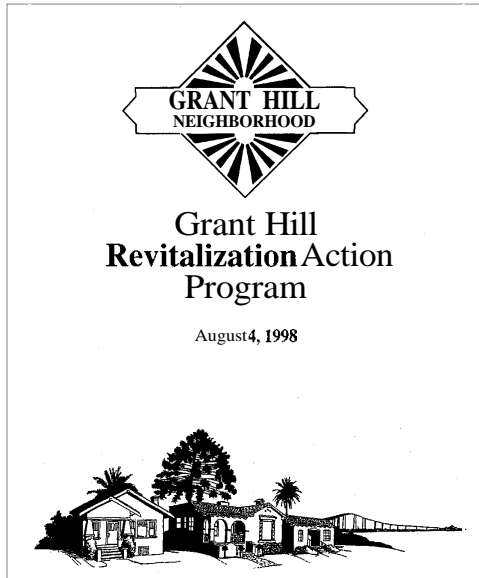
- Sherman Heights Revitalization Action Program Area
- Grant Hill Revitalization Action Program Area
- Commercial & Imperial Master Plan
- National Avenue Master Plan (underway)
- Trolley Stops
- Light Rail
- Southeastern San Diego Community Plan Boundary
- Areas Outside City of San Diego

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Data Source:
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 Dyett & Bhatia, 2012





Adopted plans, including the revitalization plans for Grant Hill and Sherman Heights, will be incorporated and implemented through the Community Plan. Ideas emanating from other recent planning efforts will be folded into the planning process through discussions with community members.

the Planning Area. The main branch runs south parallel to and west of Highway 15, while the South Branch runs from northeast to southwest across the Mountain View and Southcrest neighborhoods, as shown in Figure 1-3.

In most sections, Chollas Creek today is an urban creek with little native vegetation and is armored or channelized with concrete or culverts. However, many creek segments, particularly along the South Branch, run within an earthen channel. During heavy winter storms, areas adjacent to the Creek may be subject to flooding as discussed in Chapter 7.

Restoring the creek's natural condition and enhancing its corridors with linear parks and trails has been City policy since the late 1970s. The Enhancement Program envisions a linear park encompassing the system's multiple branches, bicycle and pedestrian linkages, a return to the natural state of the creek where feasible, and development that is integrated with the creek and accessible open space to create attractive sustainable spaces. Market Creek Plaza provides an example of a development project that is designed to protect, highlight, and celebrate Chollas Creek.

Grant Hill Revitalization Action Program (1998)

Adopted by City Council in 1998, the Grant Hill Revitalization Action Program describes implementation actions to revitalize the historic Grant Hill neighborhood. Specific strategies include traffic calming on heavy-use streets and streetscape improvements on Imperial Avenue, and 25th, 28th and 30th streets. In addition, the program recommends increasing densities and allowing mixed-use development around the trolley stops.

Sherman Heights Revitalization Action Program

Adopted by City Council in 1995, the Sherman Heights Revitalization Action Program identifies strategies and projects to revitalize the historic community of Sherman Heights. Key recommendations include development of an urban plaza around the intersection of Commercial and 25th streets, streetscape improvements, such as lighting and landscaping, façade improvements, traffic calming, community services, housing rehabilitation, and neighborhood policing/defensible space strategies.

Bronze Triangle Master Plan

Encompassing portions of Logan Heights, Grant Hill, and Stockton, the Bronze Triangle Master Plan provides recommendations to address concerns identified by the community: gentrification, the abundance of liquor stores and vacant lots, crime, cleanliness, rental prices, lack of programs for families and children/teens, and perceived/actual bank lending challenges.

Recommendations include increased affordable housing, improved landscaping and parks, development of community partnerships and effective public services (e.g. to improve relations with police and eliminate gang violence), business and job development, and ways to reach out to Spanish speakers and youth. The plan also supports development of community and resource centers, signature architecture, elimination of non-conforming uses, emphasis on the arts, and neighborhood improvement events (such as clean up days).

The plan was prepared in March 2003, but is not an adopted City policy.

Greater Logan Heights: Our Next Chapter

The plan envisions greater Logan Heights (defined as Logan Heights, Memorial, Sherman Heights, Grant Hill and Stockton) as a place to stay and grow healthy families and specifies six strategies to achieve this vision. Some example actions are also identified for each strategy.

1. Provide a balance of housing opportunities that offer affordable, diverse, and healthy housing options for renters and homeowners.
 - Encouraging newcomers and development in appropriate locations (such as Commercial Street, Market Street, and Julian Street)
2. Ensure that all residents, young and old, have opportunities to receive a quality education that prepares us for success in life.
 - Adult education and family literacy through partnerships with existing providers
3. Improve the safety and cleanliness of our community.
 - Adding street lights, holding neighborhood clean-ups, improving relationships with the Police Department, reducing homelessness
4. Ensure that our community has access to strong community resources that provide the network of services needed by our residents
 - Improve access to healthy and affordable food, build capacity of Town Council, and strengthen network of neighborhood groups

5. Preserve history and foster strong cultural pride.
 - Establish a neighborhood history museum and incorporate art into public and private spaces
6. Increase the economic stability of our community by providing residents with opportunities to earn good wages and increase savings.
 - Partner with providers to expand workforce and youth training and “green” jobs; support local businesses

The plan was prepared in 2009, but is not an adopted City policy.

Municipal Code/Zoning

Land Development Code

The City’s Land Development Code documents the procedures and regulations for development within the city. This includes regulations for base zones, design, landscaping, and signs, among other development standards.

Planned District Ordinances

The Southeastern San Diego Community Plan land uses are implemented by regulations and development criteria in the city’s base zoning districts and the Southeastern and Mount Hope planned district ordinances (Chapter 15, Article 15 and 19 of the City of San Diego Municipal Code). There are 22 zoning designations for the Southeastern area, as shown in Figure 1-5 and Table 1-3.

While most uses are designated through the Southeastern Planned District Ordinance, some sites are identified with base zones (Chapter 13) or in the case of the Market Street corridor the Mount Hope Planned Dis-

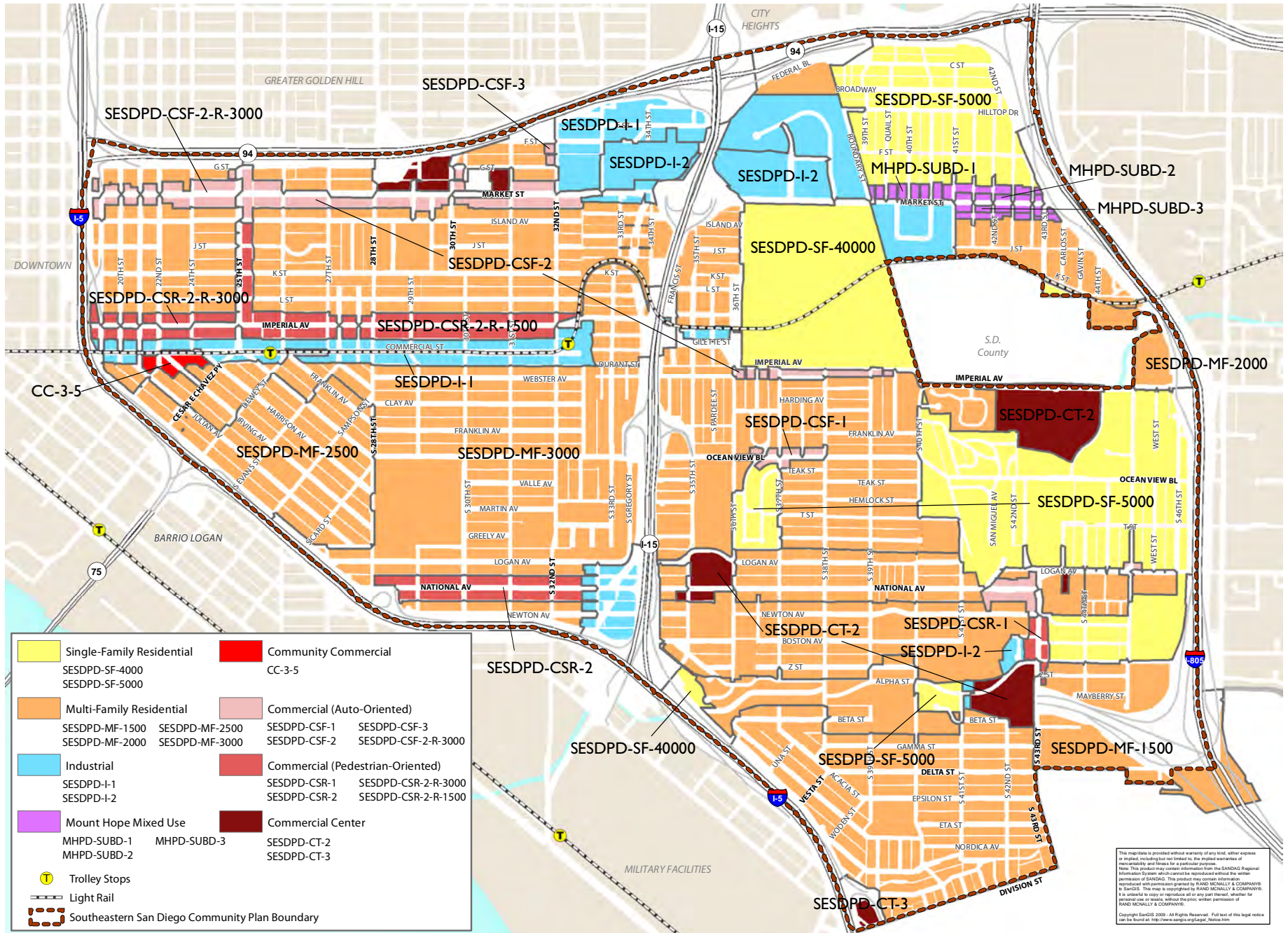


Zoning regulations control the type of use, bulk, height, landscaping, parking, and signage, that can be found on a site. Regulations can help create streets with consistent heights and setbacks (top). They can also separate uses that may not be compatible, as found on National Avenue and the Commercial/Imperial corridor (middle, bottom).

TABLE 1-3: EXISTING ZONING DESIGNATIONS				
ZONING DESIGNATION	MAX. DENSITY (DU/AC)	MAX. INTENSITY (FAR)	MAX. BUILDING HEIGHT (FT.)	DESCRIPTION
CC-3-5	29	2.0	100	Community commercial development with high-intensity, pedestrian orientation
MHPD-SUBD-1	29	1.2	40	Primarily residential, but intended to allow mixed use development on Market Street
MHPD-SUBD-2	none	2.0	none	Primarily commercial, but intended to allow mixed use development (including residential) on Market Street
MHPD-SUBD-3	none	2.0	none	Intended for commercial and manufacturing of goods which are sold on premises. Residential permitted on large sites.
SESDPD-CSF-1	n/a	0.5	30	Neighborhood strip commercial auto-oriented development to accommodate convenience goods and professional services and office.
SESDPD-CSF-2	n/a	0.5	none	Community strip commercial auto-oriented development to accommodate shopping and business, including retail and wholesale.
SESDPD-CSF-2-R-3000	15	0.5	none	In addition to CSF-2, “-R” signifies that residential is permitted. Mixed uses not permitted.
SESDPD-CSF-3	n/a	0.5	none	Recreational strip commercial auto-oriented development, such as hotel, dining, and entertainment.
SESDPD-CSR-1	n/a	0.75	none	Neighborhood commercial development in a pedestrian-oriented environment.
SESDPD-CSR-2	n/a	0.75	none	Community commercial development in a pedestrian-oriented environment.
SESDPD-CSR-2-R-1500	29	0.75	none	In addition to CSR-2, “-R” signifies that residential is permitted. Mixed uses not permitted.
SESDPD-CSR-2-R-3000	15	0.75	none	
SESDPD-CT-2	n/a	1.0	none	Community commercial centers, with several commercial facilities.
SESDPD-CT-3	n/a	1.0	none	Recreational commercial centers, with several commercial facilities.
SESDPD-I-1	n/a	1.5	none	Light industrial, including manufacturing and heavy commercial uses (e.g. lumber yards)
SESDPD-I-2	n/a	2.0	none	Light industrial uses, typically on larger sites (40,000 sq. ft.+)
SESDPD-MF-1500	29	1.0	30	Multi-family dwellings (including single-family, duplexes and apartments) with minimum land areas per dwelling unit specified (e.g. 3000).
SESDPD-MF-2000	22	1.0	30	
SESDPD-MF-2500	17	1.0	30	
SESDPD-MF-3000	15	1.0	30	
SESDPD-SF-5000	9	0.5	30	Single-family dwellings, with minimum lot sizes specified (e.g. 5000).
SESDPD-SF-40000	1	0.5	30	

Source: San Diego Municipal Code: Chapter 15, Article 19, Division 3 (Southeastern); Chapter 15, Article 15, Division 3 (Mount Hope) and Chapter 13, Article 1, Division 5 (Base Zones).

FIGURE 1-5: Zoning Designations



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trict with its own planned district regulations. Over 63 percent of the total land area is designated for multi-family residential uses.

Additionally, the Transit Overlay Zone which encompasses the Planning Area west of 28th Street, allows for reduced parking requirements in areas receiving a high level of transit service (i.e., near the 25th Street trolley station).

1.5 Report Organization

This report represents one of the first steps toward the development of the Southeastern San Diego Community Plan. It provides a summary of existing conditions, opportunities, and challenges related to land use, urban design, transportation, the environment, public facilities and infrastructure; and identifies key issues that will be addressed during the planning process. (An analysis of market demand and economic factors will be distributed separately.)

This report is organized as follows:

- **Chapter 1: Introduction** includes an overview of the project, planning area, and discussion of the existing planning context (adopted and ongoing planning efforts and policies).
- **Chapter 2: Land Use** analyzes land use, current development projects, potential opportunity sites, and development potential.
- **Chapter 3: Mobility** describes existing conditions related to streets, vehicles, and parking, as well as bicycles, pedestrians, and public transit.
- **Chapter 4: Urban Design** describes community character and identity and explores urban form, including building types, massing, and street trees.
- **Chapter 5: Historic Context** documents historic districts and structures and the evolution of the community's people, and built environment
- **Chapter 6: Public Facilities, Services and Safety** describes educational facilities, public safety services, infrastructure systems, and park and recreation facilities in order to understand existing capacity.
- **Chapter 7: Conservation, Noise, and Hazards** analyzes existing conditions of key environmental topics including: air quality, emissions, noise, and hazardous materials.
- **Chapter 8: Planning Issues and Implications** identifies key issues that emerged from this analysis that will need to be addressed by the planning team, the Community Planning Group, and other community members through this planning process.



2 LAND USE

The Southeastern San Diego Community Planning Area is composed of a series of older residential neighborhoods and commercial corridors, shopping and employment centers, schools and 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. This chapter analyzes the physical character, land use patterns, and planned and potential development sites in the Planning Area to provide a foundation for preparation of the Southeastern Community Plan land use framework and policies.



The Planning Area is primarily residential, with a mixture of single-family and small-scale multi-family development (top). Imperial Marketplace features large-scale employment and retail uses (middle), and an adjacent portion of Chollas Creek Canyon is preserved open space (bottom).

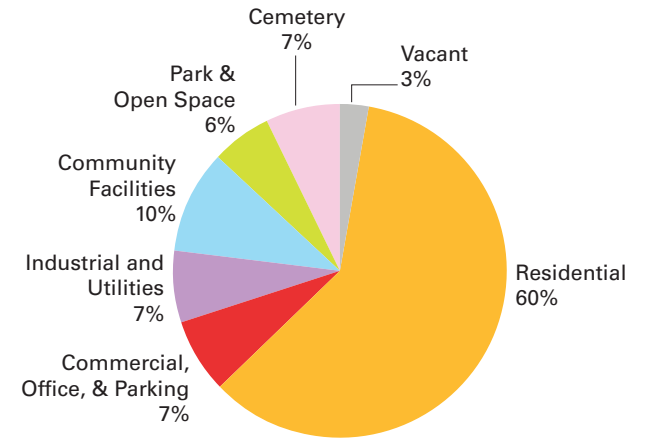
2.1 Existing Land Use

Land Use Pattern

The Planning Area is primarily residential, with a mixture of single-family and multi-family housing in all neighborhoods, as shown in Figure 2-1. Commercial development is concentrated along commercial corridors west of Highway 15 and at shopping centers to the east. Industrial uses are found on both sides of Highway 15 south of Highway 94 (Gateway West and East) as well as along Commercial Street.

Chart 2-1 shows the proportion of land area occupied by different uses in the Planning Area. Southeastern San Diego encompasses 2,950 acres, not including 121 acres of unincorporated San Diego County land in the eastern portion of the Planning Area. Of the 1,867 acres not including streets and public right-of-way, 60 percent, or 1,120 acres, is residential, including 667 acres of single-family and 454 acres of multi-family residential. Community facilities, including schools, churches, community centers, fire and police stations, account for 178 acres, or ten percent. Commercial uses, including offices and parking, comprise 136 acres and industrial uses (including utilities) account for 133 acres, translating to seven percent in each category. Mount Hope Cemetery occupies another seven percent (123 acres) in the Planning Area's eastern section, while parks and other open space account for six percent (111 acres). There are 65 acres of vacant land, accounting for three percent of the total. The City will process a LAFCO action to annex Greenwood Cemetery (the 121-acre County island) with the Southeastern San Diego Community Plan Update.

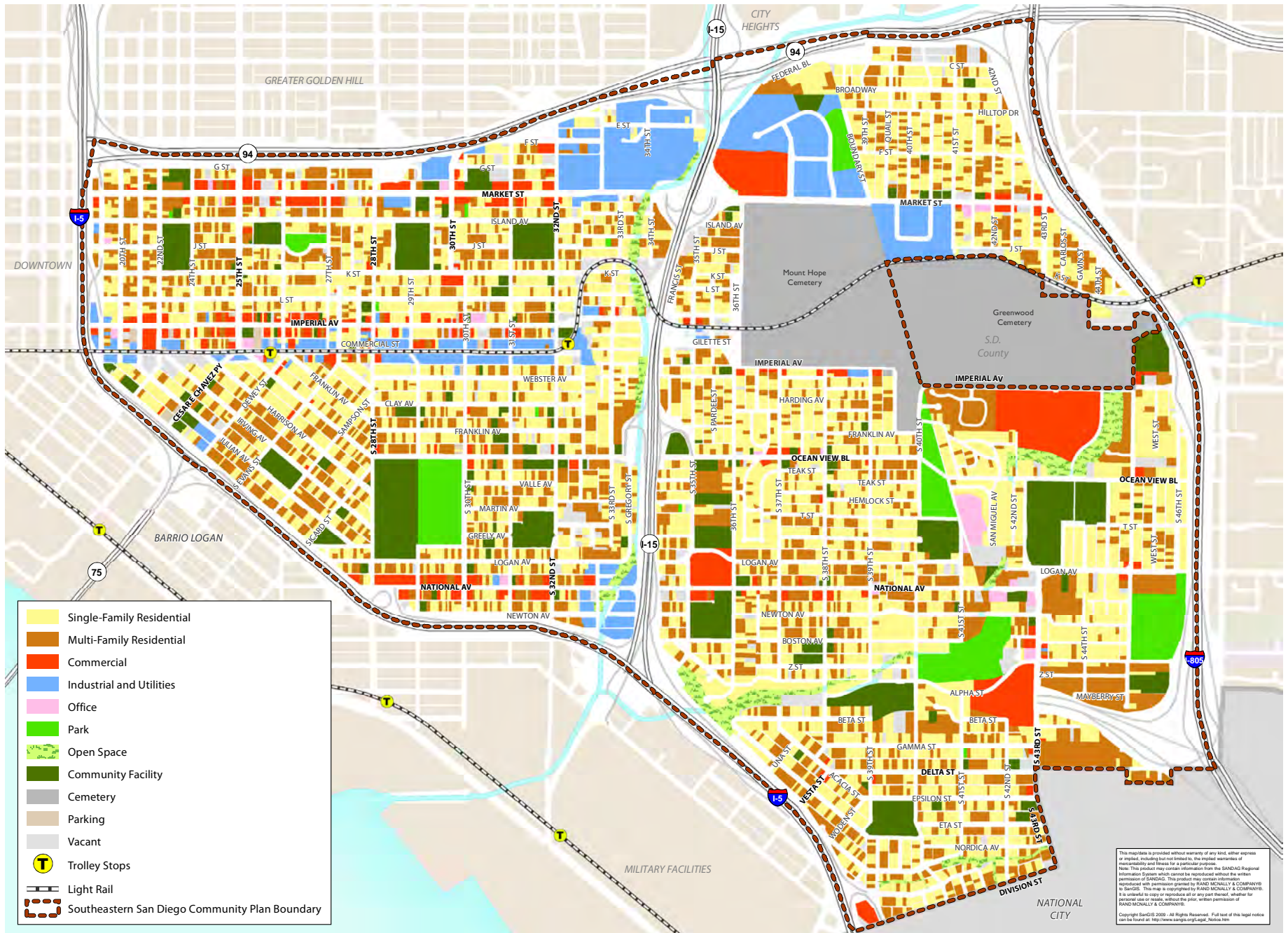
CHART 2-1: EXISTING LAND USE IN THE PLANNING AREA, BY ACRES AND PERCENT SHARE



Note: Cemetery acreage does not include the 121-acre Greenwood Cemetery, which is currently outside City limits.

Source: City of San Diego, 2008; Dyett & Bhatia, 2012.

FIGURE 2-1: Existing Land Use



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Data Source:
City of San Diego, 2012; SanGIS Regional Data Warehouse, 2012; Dyett & Bhatta, 2012





Housing units in Southcrest and Mountain View illustrate the range of housing types found in the Planning Area, including single-family homes, and small- and medium-sized apartment complexes.

Residential

San Diego Association of Governments (SANDAG), the metropolitan planning organization (MPO) for the San Diego region, finds that as of 2012 there were a total of 15,204 housing units in Southeastern San Diego, of which 5,109 were single-family detached (34 percent); 6,058 were single-family, multiple-unit (40 percent); and 4,037 were multi-family (27 percent). The number of households living in the Planning Area (14,477) is slightly smaller than the number of units, due to vacancy. As shown in Table 2-1, the Planning Area has a lower proportion of both detached single-family units and multi-family units than San Diego overall. However, the Planning Area has a substantially higher proportion of single-family, multiple-unit housing. Most multi-family housing in Southeastern is in attached

single-family structures or on single-family lots, rather than in larger buildings or complexes. The City’s land use data classify housing in only two categories, single-family and multi-family, and show a 37 percent/62 percent split. These data correspond to Figure 2-1.

Housing in Southeastern San Diego is older than in the city as a whole. As Table 2-1 shows, 37 percent of housing units in the Southeastern area were built before 1950, compared to only 12 percent citywide. Close to 70 percent of housing units in the Planning Area are renter-occupied, compared to 50 percent citywide. Households in Southeastern have more persons on average than in San Diego as a whole (3.94 compared to 2.59), and housing units in Southeastern are more crowded (28 percent have more than one occupant per room, compared to six percent in the city as a whole).

TABLE 2-1: HOUSING CHARACTERISTICS FOR THE SOUTHEASTERN COMMUNITY PLAN AREA AND THE CITY OF SAN DIEGO

HOUSING CHARACTERISTICS	SOUTHEASTERN ¹	CITY OF SAN DIEGO
Single-Family Detached	34%	41%
Single-Family Multiple Unit	40%	13%
Multi-Family	26%	45%
Other	0%	1%
Persons per Household	3.94	2.59
Vacancy Rate	5.2%	5.5%
Built Before 1950	37%	12%
Owner occupied	32%	50%
Renter occupied	68%	50%
More than 1 Occupant per Room	28%	6%
Monthly Owner Costs 35% or More of Household Income	49%	34%
Gross Rent 35% or More of Household Income	61%	45%

¹ Southeastern Planning Area includes all of Census Tracts 33.01, 33.03, 34.03, 35.01, 35.02, 36.02, 36.03, 39.01, 40, 47, 48, and 49, and parts of 36.01, 39.02, and 41. All but Census Tract 41 are included in this analysis.

Source: SANDAG, 2012 for housing type, persons per household, and vacancy rate. US Census Bureau, American Community Survey 2006-2010 for other data.

Households in Southeastern also spend a greater proportion of their income on rent or housing costs: 49 percent of homeowners and 61 percent of renters pay above the 35 percent “cost burden”, compared to 34 and 45 percent citywide for owners and renters, respectively.

Non-Residential

There was approximately 6.4 million square feet of business and institutional space in the Planning Area as of 2008, as shown in Table 2-2. Community facilities, including schools and churches, represented the largest share of non-residential space, with over 2.1 million square feet, or one-third of the total. Industrial uses and utilities accounted for slightly less than 2.1 million square feet or 32 percent, mainly in the Gateway East and Gateway West industrial parks. Commercial land uses made up over 1.7 million square feet or 27 percent of the total.

Most of the Planning Area’s commercial development is in two basic categories. In the first category are small businesses along the main commercial corridors of Market Street, Imperial Avenue, and National Avenue, with a scattering of businesses on other streets. All of these corridors are long—with commercial uses extending on

stretches ranging from 3/4 to 1-1/2 miles in length, but they do not build up a critical mass at any point, and provide a limited range of services. The second category consists of four large commercial centers, all east of State Route 15, including the recently developed Imperial Marketplace that has a combination of larger stores, as well as smaller chain restaurants and cafés.

As Figure 2-2 shows, there are no supermarkets or large grocery stores in the half of the Planning Area west of Highway 15, and only three to the east, leaving large areas more than a half mile from the nearest medium- or large-format grocery store. The Walmart grocery store planned for the Farmers’ Market site on Imperial Avenue will add greatly to food access in the western section of the Planning Area, although it would be located almost at the western edge of the Planning Area. In addition, the mixed industrial character of Commercial Street is a poor fit with the Trolley line running on that street, which could support more transit-oriented development.

A more detailed discussion of jobs and employment area is provided in the accompanying Market Demand Study, produced by Keyser Marston Associates.

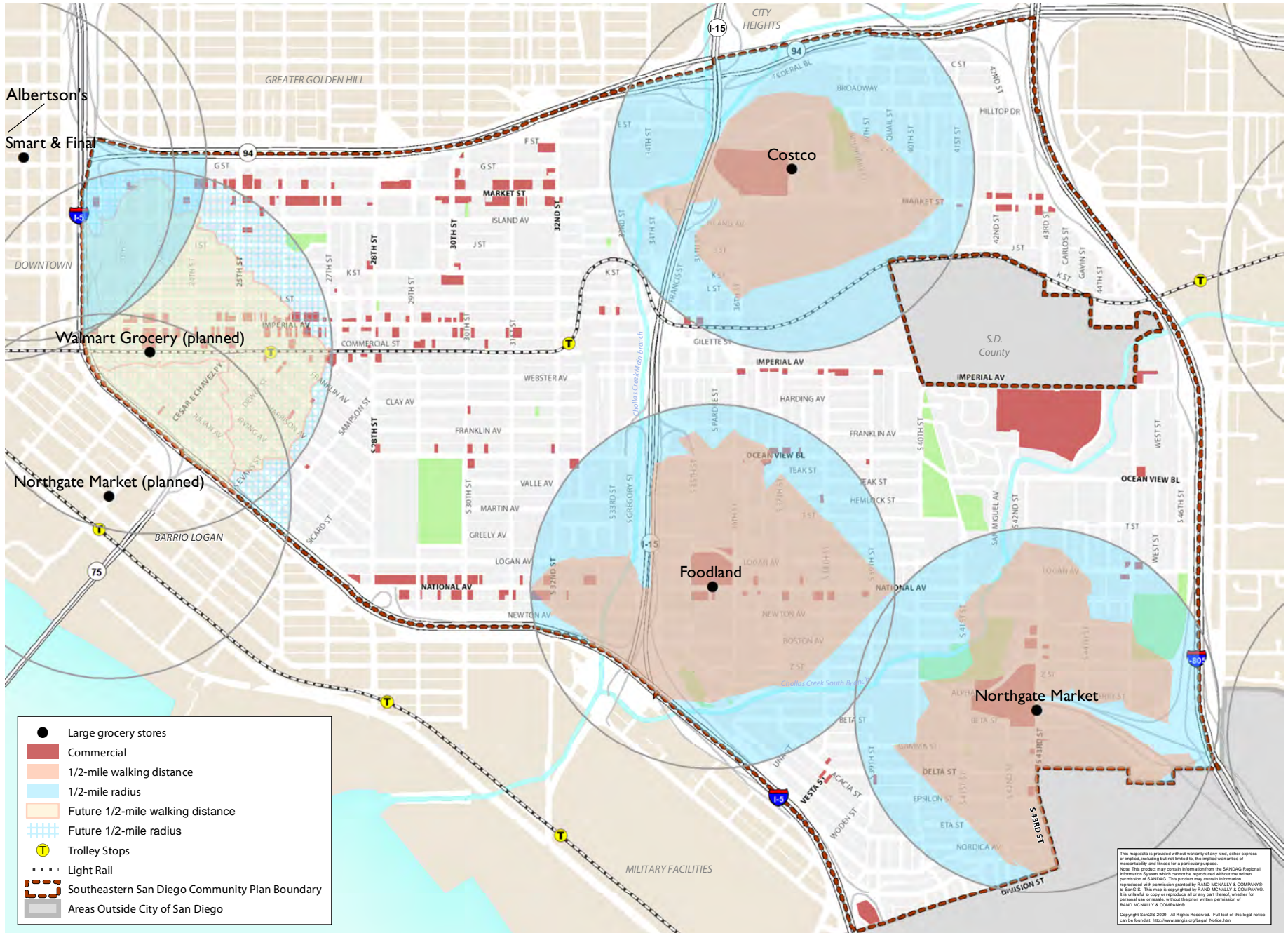


Community facilities, such as the Education Cultural Complex (top) and industrial and utilities uses, (middle, bottom, along Market Street), represent the largest land areas in terms of overall square footage

TABLE 2-2: NON-RESIDENTIAL BUILDING AREA		
LAND USE	BUILDING SQUARE FEET	PERCENT OF TOTAL NON-RESIDENTIAL SPACE
Commercial	1,754,253	27%
Office	216,018	3%
Industrial and Utilities	2,059,668	32%
Community Facilities	2,117,104	33%
Other	238,559	4%
TOTAL	6,385,602	100%

Source: City of San Diego, 2008; Dyett & Bhatia, 2012.

FIGURE 2-2: Access to Commercial Services (1/2-Mile Radius to Grocery Stores)



2.2 Density and Intensity

Residential and Population Density

Housing in the Planning Area has an overall density of over 13 units per acre on residential land. Single-family housing averages 8.4 units per acre, reflecting traditional urban lot sizes of approximately 5,000 square feet. Multi-family housing averages slightly over 20 units per acre.

The Planning Area is more densely developed than the city as a whole, and its households are larger, resulting in a population density of about 12,500 persons per square mile, compared to approximately 4,000 persons per square mile citywide. (San Diego also has large expanses of open spaces and mesas, which bring down the citywide population density.) Within the Planning Area, population density varies from 5 to 10 people per acre in parts of the Mount Hope and Mountain View neighborhoods with a mix of housing and commercial or industrial uses, to over 30 people per acre in highly residential areas, with greater density in general in the western neighborhoods, as shown in Figure 2-3. As indicated by the housing characteristics data described above, population density in Southeastern San Diego corresponds with a relatively high level of crowding and cost-burdened households. At the same time, the population does not have ready access to pedestrian-scaled commercial areas or adequate public parks and open space, as discussed in more detail in Chapter 6.

Non-Residential Intensity

Intensity of non-residential development (office, commercial, and industrial) is measured by Floor Area Ratio (FAR). The FAR measurement describes the ratio of building floor area to lot size. Thus, a two-story building covering 100 percent of a parcel will result in an FAR of 2.0, as will a four-story building covering 50 percent of a parcel. Overall, non-residential buildings in the Planning Area have an average FAR of 0.32, with the highest average intensity (0.39 FAR) in the office category and the lowest intensity (0.27) in community facilities, especially schools. Non-residential development intensity is shown in Figure 2-4.

Building Heights

The majority of buildings in the Planning Area are one or two stories. Two-story buildings include single-family houses in neighborhoods like Sherman Heights dating to the early 1900s, and multi-family development built in the last 20 years. The Planning Area contains a very small number of structures that exceed two stories, most notably the Farmers' Market and adjacent industrial buildings.



Housing in the Planning Area has an overall density of over 13 units per acre, higher than the citywide average (top). Non-residential development has an average FAR of 0.32, typical of recent, compact commercial centers (bottom).

FIGURE 2-3: Population Density, by Census Block Group

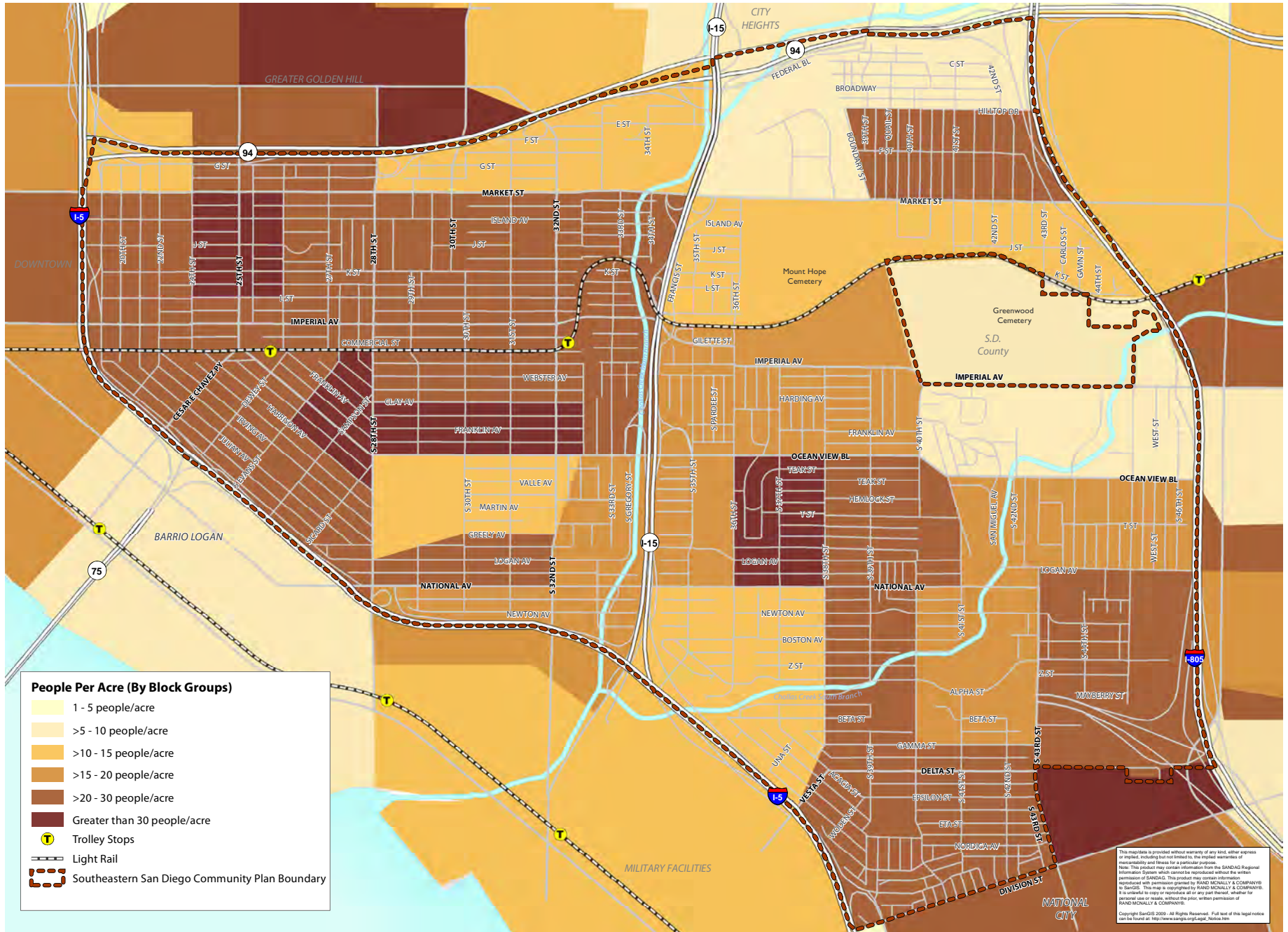
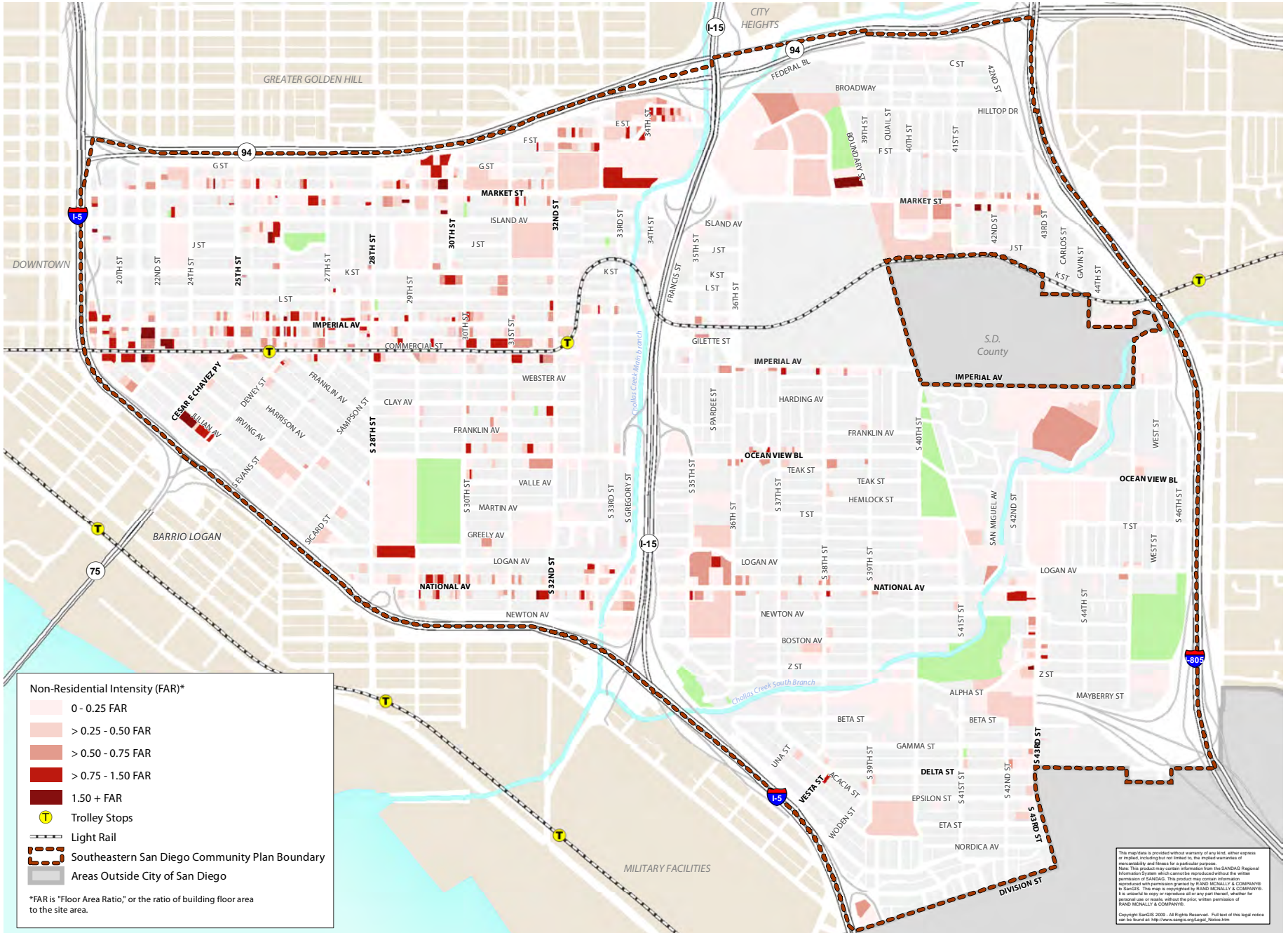


FIGURE 2-4: Non-Residential Intensity



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Data Source:
City of San Diego, 2012; SanGIS Regional Data Warehouse, 2012; Dyett & Bhatia, 2012





At the western end of the Commercial Street corridor, Comm22 will include 250 housing units as well as community, retail, and office space (image courtesy Civic San Diego and MVE & Partners).

2.3 Development Projects

Nine development projects are currently in the planning stages in Southeastern San Diego, including three residential projects, two commercial projects, two community facilities, one mixed-use development, and one light industrial project. The proposed projects would result in a total of 282 new housing units and approximately 175,000 square feet of new or remodeled commercial and community facility space, as shown in Table 2-3. This amount of development is small in the context of the entire community. Current projects are shown in Figure 2-5 and summarized below.

Mixed Use

The largest current development, known as Comm22, will cover portions of three blocks along the south side of Commercial Street between 21st Street and Harrison Avenue. The proposed project includes four phases, which at completion will include 252 housing units (senior and family affordable rentals, supportive housing, market-rate condos, studios, and live/work lofts), an approximately 5,500-square foot child care facility, 27,800 square feet of commercial retail and office space, and a 355-space underground parking garage. The development would have an overall density of 55 units per acre.

TABLE 2-3: DEVELOPMENT PROJECTS				
PROJECT/ADDRESS	TYPE	HOUSING UNITS	NON-RESIDENTIAL (SQ. FT.)	STATUS
Comm22 – 2101 Commercial Street	Mixed-use	252	33,250	Under construction
Heather Ridge – 3980 C Street	Single-family residential	18		In review
40th & Alpha	Affordable residential	6		In review
Market Street Row Homes – 2748 Market St.	Condominiums	6		In review
Walmart Grocery – 2121 Imperial	Commercial retail		46,000	Under construction
99 Cent Store – 2611 Market Street	Commercial retail		14,000	Completed
33rd & E Street	Industrial		7,000	Proposed
Jackie Robinson YMCA – 151 YMCA Way	Community facility		16,000	Proposed
Albert Einstein Academy – 446 & 458 26th Street	School		58,600	In review
TOTAL		282	174,850	

Source: City of San Diego, 2012.

Residential

An application has been submitted to construct six row-houses on Market Street between 27th and 28th streets, while six small-lot single-family houses are proposed for the vicinity of 40th and Alpha streets in the Southcrest neighborhood. An 18-lot subdivision, Heather Ridge, is proposed at 3980 C Street in the Mount Hope area. These three projects would have densities of 21, 12, and 5 units per acre, respectively.

Commercial and Industrial

Directly across Commercial Street from Comm22, the Farmers’ Market building will be rehabilitated as a new, 46,000-square foot Walmart Neighborhood Market. Meanwhile a 14,000-square foot 99 Cent Store has been recently completed on Market Street at 26th Street, and a 7,000-square foot light industrial building will be developed at 33rd and E streets in the Gateway Center West area. These developments have an average intensity of 0.54 FAR.

Community Facilities

The former Doctor and Surgeons hospital across 26th Street from Grant Hill Park is proposed for subdivision leaving the two buildings on adjacent lots. The smaller building to the north is proposed for renovation of reuses as Albert Einstein Academy, charter middle school. The Jackie Robinson YMCA at the eastern end of the Imperial corridor in Southeastern is expected to be completely rebuilt and modernized. These two sites have an average FAR of 0.26.

2.4 Potential Opportunity Sites

Vacant and underutilized sites can provide strategic opportunities to create new uses, meet community needs, and capitalize on high-quality transit and freeway access and a large local population base. This section describes opportunity sites in the following categories, shown on Figure 2-5:

- Vacant sites;
- Underutilized sites currently occupied by surface parking lots or low-intensity commercial uses; single-family residential uses in commercial areas; or very low-density single-family housing in multi-family districts;
- “Change areas” that include a concentration of potential development sites and may be seen as the areas to focus on in terms of desired future land use character.

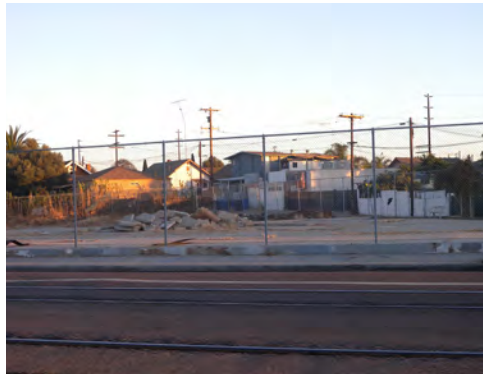
As the Southeastern Community Plan proceeds, these general categories and land considered to have development potential will be refined to match the City of San Diego’s criteria for environmental review in order to estimate overall development capacity in the Planning Area.

Vacant Land

Vacant parcels are scattered throughout the Planning Area, with clusters in the Mount Hope neighborhood (proposed for development as Heather Ridge); on G Street and Market Street in the Stockton and Grant Hill neighborhoods; in the vicinity of 32nd Street in Logan Heights; and in the vicinity of the South Branch of Chollas Creek in the Mountain View and Southcrest



The Farmers Market building will become a new Walmart Neighborhood Market.



Vacant and underutilized land along the Commercial/Imperial and National Avenue corridors (top and center) could be redeveloped following the guidance of specific plans. Other opportunities, such as intensification of parking areas (bottom) were identified by the former Redevelopment Agency.

neighborhoods. Vacant land tends to be in edge locations (along creek corridors and freeway frontages) and in small parcels scattered throughout neighborhoods.

There are approximately 65 acres of scattered vacant land in the Planning Area. At typical current development densities and intensities, this land could accommodate an estimated 530 housing units and 266,000 square feet of non-residential development. Much of the development would be expected to be new single-family or small multi-family residential projects. A seven-acre piece of vacant land also exists at the northwest corner of Mount Hope Cemetery, and this could potentially be developed, likely with commercial uses. Development capacity based on future land use will be analyzed in more detail as the community plan moves forward.

Underutilized Land

Underutilized land is concentrated along the Planning Area’s main commercial corridors: Commercial Street and Imperial Avenue, National Avenue, Market Street, and 43rd Street. It is also located in industrial parks (Gateway Center West and East) and commercial developments (Imperial Marketplace, Otto Square).

Underutilized land is estimated to account for 141 acres (gross) in the Planning Area. If this land were to be redeveloped at the prevailing intensity of current development, the sites could accommodate an estimated 565 units and 1,668,000 square feet of non-residential development. Given the location of underutilized commercial land along transit-accessible commercial corridors and locations that could function as complete neighborhood centers, higher-intensity and mixed-use development may be anticipated in the future, and sup-

ported by the community plan. The 252 Corridor presents a special case of under-utilized land. Approximately 42 acres now used for entrance and exit ramps for the I-805 freeway could be reclaimed for housing, park land and commercial development.

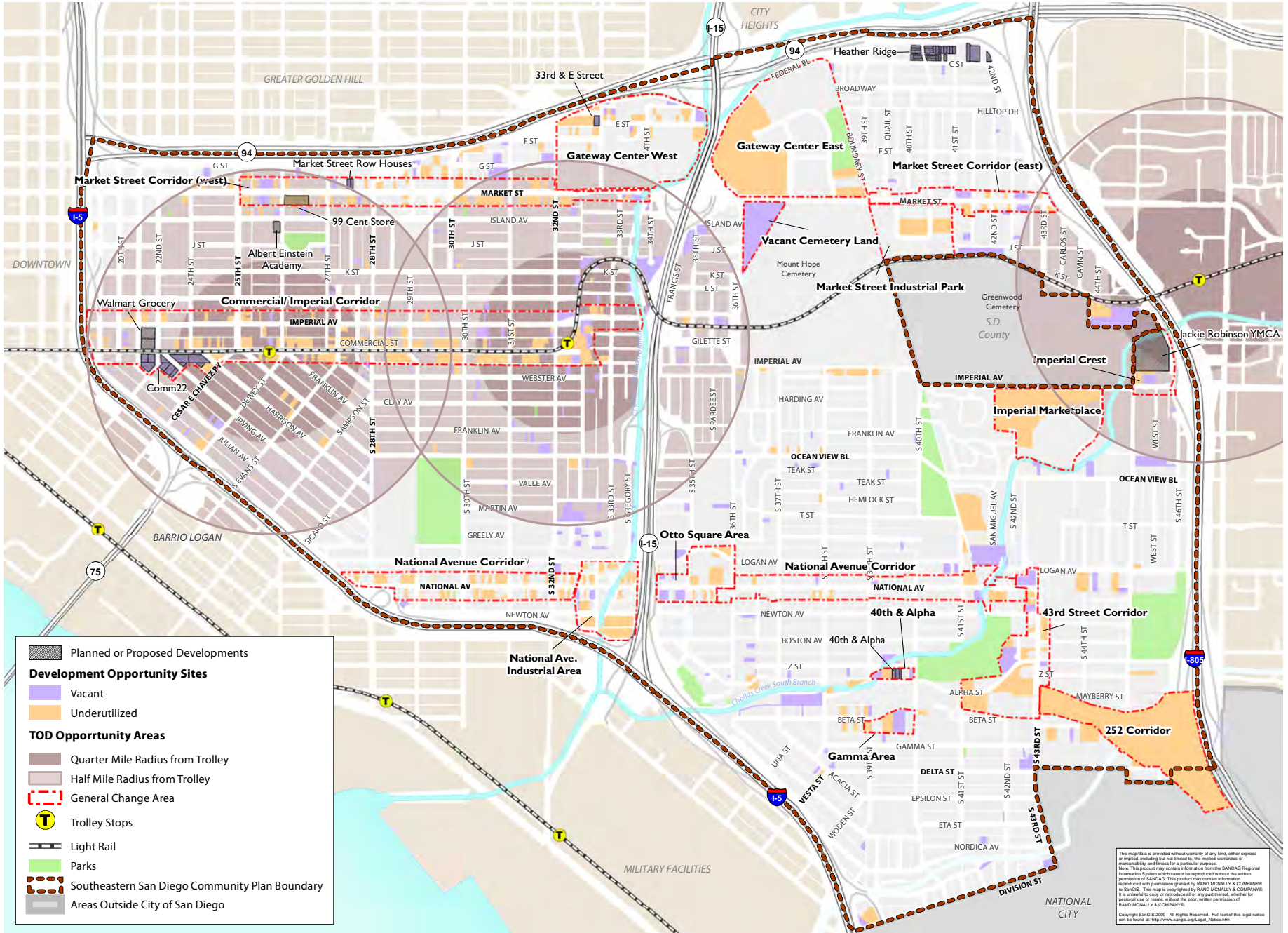
The 252 Corridor presents a special case of under-utilized land. As part of the Interstate 805 Managed Lanes South Project, Caltrans is considering design variations for the I-805/43rd Street interchange. One of these alternatives would remove existing on-ramps and flyovers and replace them with a reconfigured 47th Street/Palm Avenue intersection. It would also improve local circulation by connecting 43rd Street to Palm Avenue and the reconfigured freeway on- and off-ramps. Such a variation would allow some of the approximately 42 acres now used for entrance and exit ramps for the I-805 freeway to be reclaimed for housing, park land and commercial development.

Change Areas

Much of the vacant and underutilized land discussed above is clustered in certain parts of the community. These areas may be expected to change the most during the planning period, and land use change may be expected to occur more broadly, and not only on sites identified as vacant or underutilized. The community planning process can help to shape the character of growth in these areas.

The Commercial/Imperial Corridor and National Avenue are currently the subjects of specific planning studies, and are viewed as having the potential for mixed-use infill development and corresponding public realm improvements. This corridor has the potential to grow

FIGURE 2-5: Development Projects and Opportunity Sites



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with transit-oriented development along the Trolley line. These areas are evaluated in more detail in documents supporting those plans.

When the Southeastern Economic Development Corporation (SEDC) proposed merging the four redevelopment areas in Southeastern San Diego into one project area, in 2010, it identified “change areas” and their potential buildout characteristics. Since then, SEDC has been merged into the City’s redevelopment successor agency, Civic San Diego, to carry out priority projects. The Agency’s development ideas may help to guide possible development opportunities. These include:

- Gateway Center West: Infrastructure and further development of job-producing uses in underutilized industrial park.
- Market Street Corridor: Redevelopment with 2- and 3-story mixed use buildings.
- Cemetery Site: Potential development of excess public cemetery land for job-producing uses.
- Imperial Crest: This area includes the planned regional Orange Line/BRT transfer station and the replacement of the Imperial Avenue overpass, and could also include connection of the Chollas Creek trail across Interstate 805.
- Imperial Marketplace Center: this 40-acre suburban commercial site has parking areas that could be intensified.
- 252 Corridor: this freeway access will be abandoned by Caltrans, freeing land for potential development.

- 43rd Street Corridor: Includes several vacant or underutilized properties, including potential intensification of Southcrest Park Plaza shopping center.
- 40th & Alpha: City-owned property with potential for multi-family residential development.
- “Gamma Area”: this vacant area south of Cesar Chavez Elementary School has residential infill potential.

While some of these areas, such as Gateway Center West (industrial) and Imperial Marketplace Center (commercial) appear to have straightforward future development potential, other areas require new planning guidance. In particular, a vision for the Market Street corridor; the potential for development on the Cemetery site; the future design of the Imperial Crest area; and the future character of the 252 corridor, should be considered.

Though all of these areas may not experience development in the coming years, the planning process will help to identify locations for intensification of existing uses, rehabilitation, preservation, and new development. Some potential opportunity sites may have constraints (e.g. hazardous material presence or potential historic designation) that would preclude their redevelopment. Potential environmental constraints are described in Chapter 7. An analysis of market demand—the other side of the development equation—is provided in the accompanying Real Estate/Market Demand Analysis Report.