



THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: July 29, 2005 REPORT NO. PC-05-222

ATTENTION: Planning Commission
Agenda of August 4, 2005

SUBJECT: Workshop on the Otay Mesa Community Plan update

REFERENCE: Planning Commission Workshop Report No. P-02-130 dated July 18, 2002

SUMMARY

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

BACKGROUND

The community of Otay Mesa occupies approximately 9,300 acres located at the southeastern limit of the City of San Diego. The first community plan for Otay Mesa was adopted by the San Diego City Council on April 27, 1981. The plan called for residential and supporting commercial development in western Otay Mesa with industrial development and limited commercial uses in the central and east portions of the community surrounding Brown Field. In all, the original plan designated 3,500 acres for industrial development and 360 acres for commercial use with an anticipated a build-out of 18,200 residential dwelling units (see Attachment 1).

The Otay Mesa Community Plan has been amended several times since 1981 in response to private development proposals and other major initiatives. One of these amendments was a 1997 City-initiated proposal to reflect the Multiple Species Conservation Program (MSCP). This amendment redesignated MSCP lands to open space primarily in the western portion of the community. The amendment resulted in revised residential land use designations and reduced the anticipated residential build-out of Otay Mesa by approximately 6,000 dwelling units. The currently adopted Otay Mesa Community Plan land use plan, including amendments, is shown on Attachment 2.

The central and eastern industrial and commercial areas of Otay Mesa are within the Otay Mesa Development District, a planned development ordinance which provides tailored zoning for the area. The western residential neighborhoods are regulated by citywide zoning. The Otay Mesa Community Plan identifies the need to prepare precise plans for residential neighborhoods within

Otay Mesa to provide more detailed planning and design guidance for the area. To date, precise plans have been prepared for seven areas in the western portion of the community including California Terraces, Dennery Ranch, Hidden Trails, Remington Hills, Riviera Del Sol, Robinhood Ridge and Santee Investments.

Major transportation infrastructure anticipated by the plan will be constructed over the next several years and will help alleviate vehicular and truck congestion. Interstate 905 (I-905) is a planned east-west highway linking Interstate 805 (I-805) and State Route 125 (SR-125). Due primarily to escalating land costs, total funding for I-905 is not available and the construction timeline is not known. State Route 125, a planned north-south toll road, is expected to be operational by the fall of 2006 and will connect I-905 to the existing terminus of SR-125 in Spring Valley. State Route 11 (SR-11) is a highway planned to link SR-125 with a future third border crossing to the east in the county of San Diego.

Brown Field, a City of San Diego general aviation airport, occupies 850 acres in the central portion of the mesa. The airport was the subject of a controversial cargo proposal which was discontinued by the City Council in 2001. Although various alternatives for the airport have been discussed, the Airport's Division of the General Services Department currently has no plans to change the use of Brown Field. Brown Field currently has a Comprehensive Land Use Plan which regulates development near the airport. The San Diego Regional Airport Authority also recently published a draft Airport Land Use Comprehensive Plan for Brown Field and other airports in the county. This plan is currently under review by the City of San Diego and other jurisdictions and is anticipated to be considered by the San Diego Regional Airport Authority later this year.

Otay Mesa is partially built out (see Attachment 3). An estimated 45 percent of designated industrial lands are developed, with a significant amount consisting of temporary uses. Of the 470 acres of planned commercial, 230 acres are developed. Approximately 3,653 residential units have been constructed or permitted, representing 28 percent of the total 12,900 anticipated by the adopted community plan.

COMMUNITY PLAN UPDATE

The Planning Department identified the need to update the Otay Mesa Community Plan in the late 1990s. Work on the update began in 2001 with an existing conditions analysis. A Planning Commission workshop was conducted in July 2002 which identified issues to be addressed through the update. Major themes that emerged included the need to create a jobs/housing balance, analyze the industrial base and improve the image of the mesa. Extensive public outreach was conducted throughout 2002 including work with the Otay Mesa Planning Committee. A Discussion Draft Concept Plan was generated through these efforts as depicted on Attachment 4.

After 2002, work on the Otay Mesa Community Plan update diminished due to staff and budget cuts. In the spring of 2004, a coalition of developers approached the Planning Department in order to accelerate work on the update. The 'Otay Mesa Planning Coalition' was interested in pursuing several land use changes which would not be otherwise considered while an update was

in process. After a series of negotiations, the Planning Department agreed to accept outside technical support from the coalition in exchange for committing to an expedited timeline. For a listing of the coalition development interests see Attachment 5.

With additional technical support, work on the Otay Mesa land use plan and technical studies was renewed. An intensive stakeholders outreach effort was conducted in August 2004 wherein over 80 people discussed their vision for the future of Otay Mesa. A summary of the stakeholders meetings is included under separate cover to the Planning Commission. Work on the community plan update and technical studies has also progressed including detailed planning, biology, transportation, geology and drainage studies. Work on a Master Environmental Impact Report (EIR) has also begun and will address the overall community plan update in addition to several individual development proposals.

Land Use

Based upon public input and work performed to date, a Discussion Draft Concept Plan has been prepared (see Attachment 6). The Discussion Draft Concept Plan attempts to create a sense of place within Otay Mesa while creating additional housing opportunities and preserving extensive areas for industrial development. The Discussion Draft Concept Plan does not represent a recommended land use plan. Rather, it is a concept that responds to issues identified to date and is intended to facilitate public discussion of how development of the mesa could occur. The Planning Department intends to refine the Concept Plan over the next several months in response to public input and discussion.

Land Use	Adopted Plan	Discussion Draft Concept Plan	Difference
Residential Dwelling Units	12,900	25,300	+12,400
Residential Acres	1,270	1,710	+440
Commercial Acres	470	610	+140
Industrial Acres	2,900	2,000	-900

A major issue inherent in the plan update is whether and how much industrial land should be converted to other uses. The Discussion Draft Concept Plan provides for 2,000 acres of industrial development in the central and eastern areas of the community which represents a reduction of 900 acres from the adopted community plan. A core base of industrial land would be provided south of Airway Road including light and heavy industrial areas. Heavy industrial areas would be located along the border and could accommodate such uses as auto dismantling areas and batching plants. Limited business park areas are suggested for areas surrounding Brown Field with a potential scientific research area suggested on City-owned property north of Brown Field.

In order to address the industrial to residential conversion issue, a real estate market analysis was commissioned to analyze industrial demand forecasts to the year 2030. Economics Research Associates estimates that, based on aggressive development patterns, there may be a need for 880

additional acres of industrial land. Both the adopted community plan and the preliminary Discussion Draft Concept Plan include adequate industrially designated land to meet this demand. A separately commissioned study by SourcePoint has slightly different but similar demand estimates. However, additional analysis conducted by the City's Community and Economic Development department indicates a much greater need for industrial land through the year 2030. A complete analysis of the various demand estimates was not available at the time this report was prepared. A more detailed summary of these issues will be provided during the Planning Commission workshop and Planning Commission input on this critical issue is desired in the context of other identified issues and opportunities. In addition, adjacency issues related to the proximity of industrial development and other uses will be further explored as work on the Otay Mesa Community Plan update progresses.

The Discussion Draft Concept Plan anticipates an increase in mixed-use and employment commercial acreage to support industrial and residential development. The number of planned residential dwelling units would approximately double, according to the Discussion Draft Concept Plan, in order to provide needed additional housing opportunities, a jobs/housing balance, support transit and create mixed-use villages. Planned residential neighborhoods in the southwest quadrant of the mesa would be preserved and reconfigured to reflect an updated land use and transportation plan. New residential neighborhoods would be added southeast of Cactus and Airway Roads and northwest of Brown Field.

Along the east-west spine of the community, between Otay Mesa Road and Airway Road, mixed-use village centers are included to link the western and eastern areas of the community and create an intensified corridor with higher density employment, residential and other uses which could accommodate a variety of development types including business, office, commercial uses as well as medium- to high-density residential development. The concept is to create a critical mass of activity that creates a true sense of place. The residential component of these areas would be set back from major roads but integrated within the development. Detailed design guidelines will be incorporated into the community plan to address how to approach the design of these areas. Included in the guidelines will be the type and intensity of uses, building scale and the relationship between land uses, and the provision of civic spaces and pedestrian elements.

Strategic Framework Element/Draft General Plan

The preliminary concept plan reflects many of the concepts and policies outlined in the Strategic Framework Element. The Strategic Framework Element calls for the provision of a sufficient range of housing and an improvement of housing affordability throughout the City. The plan calls for urban and neighborhood village centers comprising mixed-use areas with public spaces. The plan also calls for the preservation and intensification of employment land and identifies Otay Mesa as an emerging subregional district where major employment and/or commercial uses could be developed with corporate or multiple-use office, industrial and retail space with some adjacent multifamily residential uses.

Work on the Otay Mesa Community Plan update is also being coordinated with the Draft General Plan update as work on these two important policy documents progresses. The Draft

General Plan update includes policies that identify the need for increased housing opportunities to accommodate future population growth. The development of villages is promoted and land use categories recommended by the Draft General Plan are being incorporated in the Otay Mesa Community Plan update. The Economic Prosperity Element (Element) also identifies Otay Mesa as a Subregional Employment District and states that its geographic separation from most of the City and proximity to Mexico create a unique opportunity for industrial development. The Element calls for maximizing industrial productivity, preserving heavy industrial uses, preventing encroachment by nonindustrial uses and providing adequate separation between residential and heavy industrial uses. Further analysis of the compatibility with the Discussion Draft Concept Plan and Draft General Plan update will be conducted in the coming months.

Brown Field

As identified previously, Brown Field is anticipated to remain a general aviation airport for the foreseeable future. However, numerous stakeholders involved in the process have identified the need to look at options for Brown Field. Options mentioned have included transforming Brown Field into a corporate executive/general aviation airport with a reduced runway and a complete conversion of Brown Field to other uses. Although the community plan update will not recommend alternative land uses for Brown Field, the airport site will be identified as a future study area and options for future study will be addressed in the text of the community plan.

Habitat

A goal of the Otay Mesa Community Plan update is to protect and preserve environmental resources including MSCP areas and other known resources. The Discussion Draft Concept Plan builds upon the existing community plan by including areas within the MSCP as open space. Adjustments to the MSCP boundary may be proposed to reflect more detailed survey information and will maintain or increase the areas contained within the MSCP. Through the Master EIR process, a review of all known biological resources is being conducted. The Discussion Draft Concept Plan will be revised based on this information to sensitively address resources.

Public Facilities/Transportation/Phasing

The need for public facilities is being analyzed in conjunction with the Otay Mesa Community Plan update. The number, size and location of schools and parks have not yet been determined and are not fully reflected on the Discussion Draft Concept Plan. A review of facility needs is being conducted with the City Park and Recreation department, the San Ysidro Unified School District and the Sweetwater Unified School District and adequate facilities will be added to the Discussion Draft Concept Plan in conformance with existing policies. Nonetheless, a loop park/green space is reflected in the south central portion of the community. This is suggested as a possible natural element to separate potentially incompatible uses and provide a visual and physical amenity for the community.

Planning for a new fire station and library is already underway; these facilities are planned for the northwest quadrant of the community. Water and sewer studies are being prepared to ensure

that facilities are planned adequately to serve the community. A unique facility anticipated to be needed in the eastern portion of the mesa is a drainage detention facility. Existing and anticipated future runoff in this area will produce flooding if not adequately addressed. At present, individual land owners have developed private detention basins to combat the problem. An area-wide drainage collection system is needed to more effectively address this problem. Drainage studies are currently being prepared to design a natural, open drainage detention facility in this area.

Significant transportation improvements will be needed in conjunction with the development of Otay Mesa. The future of I-905, SR-125, and SR-11 has already been addressed and is a critical component of the plan, although the ability to fund the completion of these improvements remains a concern. Numerous other circulation element roads will be needed and are currently being evaluated with the plan. A significant issue will be an access to the mesa from the west, which will be needed for access to planned development in the southwest portion of the community and throughout Otay Mesa. The existing plan anticipated the extension of Siempre Viva Road to the southwest to provide this access. However, this alignment is infeasible due to extensive landslides present in the area. Instead, the extension of Beyer Boulevard into the mesa is proposed. Based on preliminary geotechnical studies, this alignment appears to be feasible although additional analysis is needed.

Traffic modeling is progressing for the Discussion Draft Concept Plan and alternatives and will be incorporated into the Master EIR. In addition, an analysis of existing and proposed truck routes will be conducted. The potential for improved transit service will also be explored.

In conjunction with the community plan update, a comprehensive phasing plan will be developed. Phasing is needed to address the anticipated timing of public facilities and develop a plan for when various areas of Otay Mesa can develop in concert with facilities. This information will be incorporated into a revised Otay Mesa Facilities Financing Plan following plan adoption.

Relationship to Surrounding Areas

Planning staff acknowledges that planning for Otay Mesa needs to be coordinated with surrounding areas. Staff has met with representatives from the city of Chula Vista, the county of San Diego and the city of Tijuana to coordinate planning efforts. Staff will be evaluating the relationship of proposed and adjacent land uses within and outside the City.

Alternatives

Work on the plan update will evaluate both the adopted community plan and Discussion Draft Concept Plan. In addition, additional alternatives will be considered in response to anticipated environmental impacts and public outreach. It is anticipated that a reduced project alternative that preserves additional industrial land and adds only those dwelling units lost as a result of the MSCP amendment (6,000 units) will be considered. One or more additional alternatives will be identified and evaluated as well.

Process/Schedule

The community plan update timeline is contained in Attachment 7. Following the August 4, 2005 Planning Commission Workshop, a public workshop is planned in mid-August to review the Discussion Draft Concept Plan, discuss areas of opportunity and concern, and discuss alternatives. These efforts, together with ongoing input from the Otay Mesa Planning Committee, will refine the land use plan and alternatives to be addressed in the Master EIR. Work on a zoning implementation program will also commence during this period. It is anticipated that the draft community plan, zoning implementation plan and EIR will be available for public review in the winter of 2005. Thereafter, continued public input is envisioned leading to Planning Commission and City Council public hearings in the summer of 2006.

SUMMARY

In addition to the General Plan update, the Otay Mesa Community Plan update represents one of the most significant planning efforts underway within the City of San Diego. Planning Commission input is sought to help create a vision for Otay Mesa that will be realized through its development over the next 25 years.

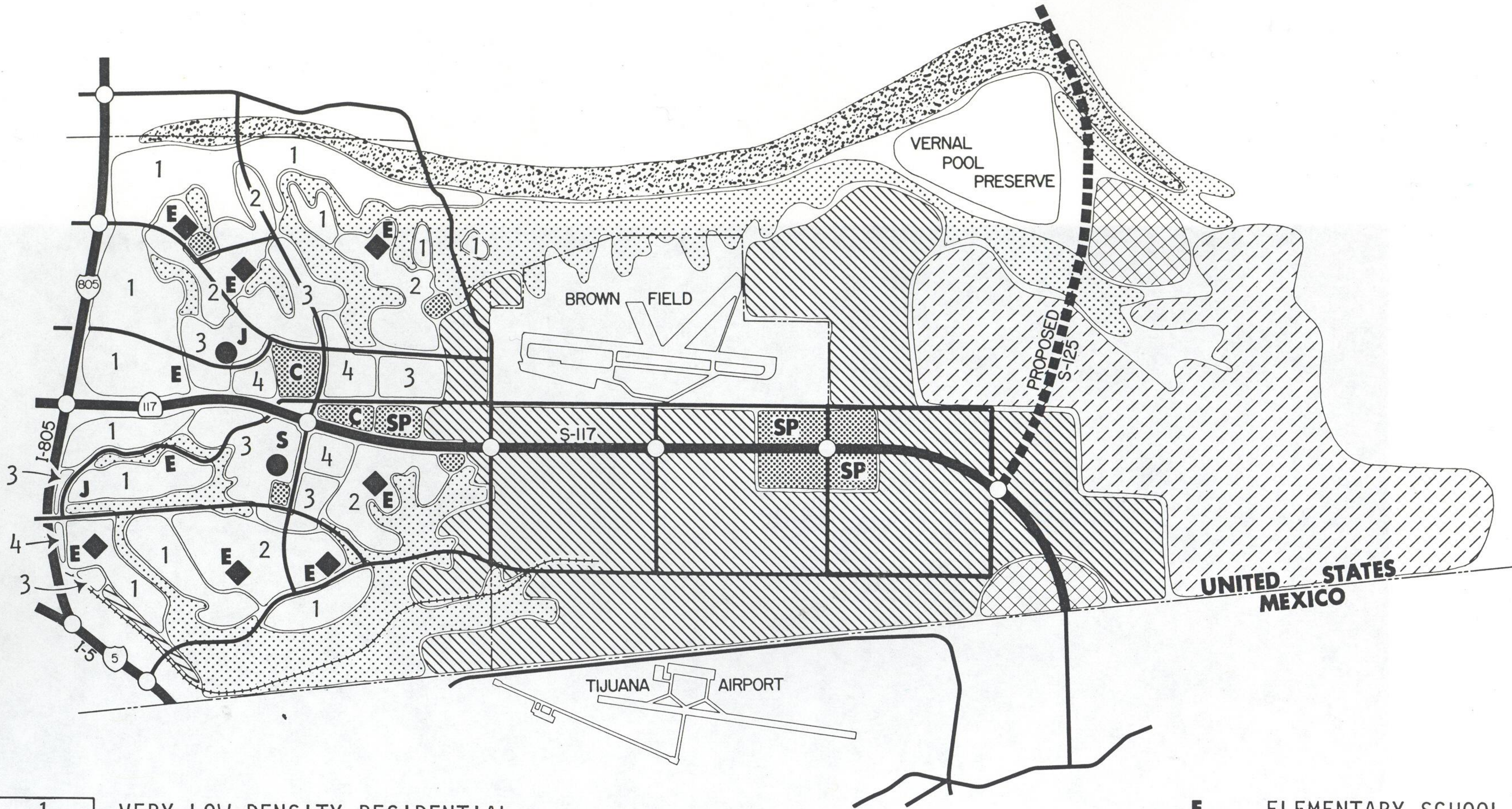
Respectfully Submitted,

Mary P. Wright, AICP
Program Manager
Planning Department

WRIGHT/ah

Attachments:

1. 1981 Otay Mesa Community Plan Land Use Map
 2. Adopted (Current) Otay Mesa Community Plan Land Use
 3. Aerial Map of Otay Mesa
 4. 2002 Otay Mesa Vision Map
 5. Otay Mesa Planning Coalition Members
 6. July 2005 Otay Mesa Discussion Draft Concept Map
 7. Otay Mesa Community Plan Update Timeline
 8. Otay Mesa Stakeholder Workshop Summary [Limited distribution]
- Note: Attachment 8 is not available in electronic format. A copy for review is available in the Planning Department.



- 1 VERY LOW DENSITY RESIDENTIAL
- 2 LOW DENSITY RESIDENTIAL
- 3 LOW MEDIUM RESIDENTIAL
- 4 MEDIUM DENSITY RESIDENTIAL
- C COMMERCIAL CENTER
- SP SPECIALIZED COMMERCIAL
- NEIGHBORHOOD COMMERCIAL

- INDUSTRIAL
- INSTITUTIONAL
- ◆ NEIGHBORHOOD PARK
- COMMUNITY PARK

- E ELEMENTARY SCHOOL
- J JUNIOR HIGH SCHOOL
- S SENIOR HIGH SCHOOL
- OPEN SPACE
- AGRICULTURE
- FUTURE GROWTH

3. BALANCED LAND USE

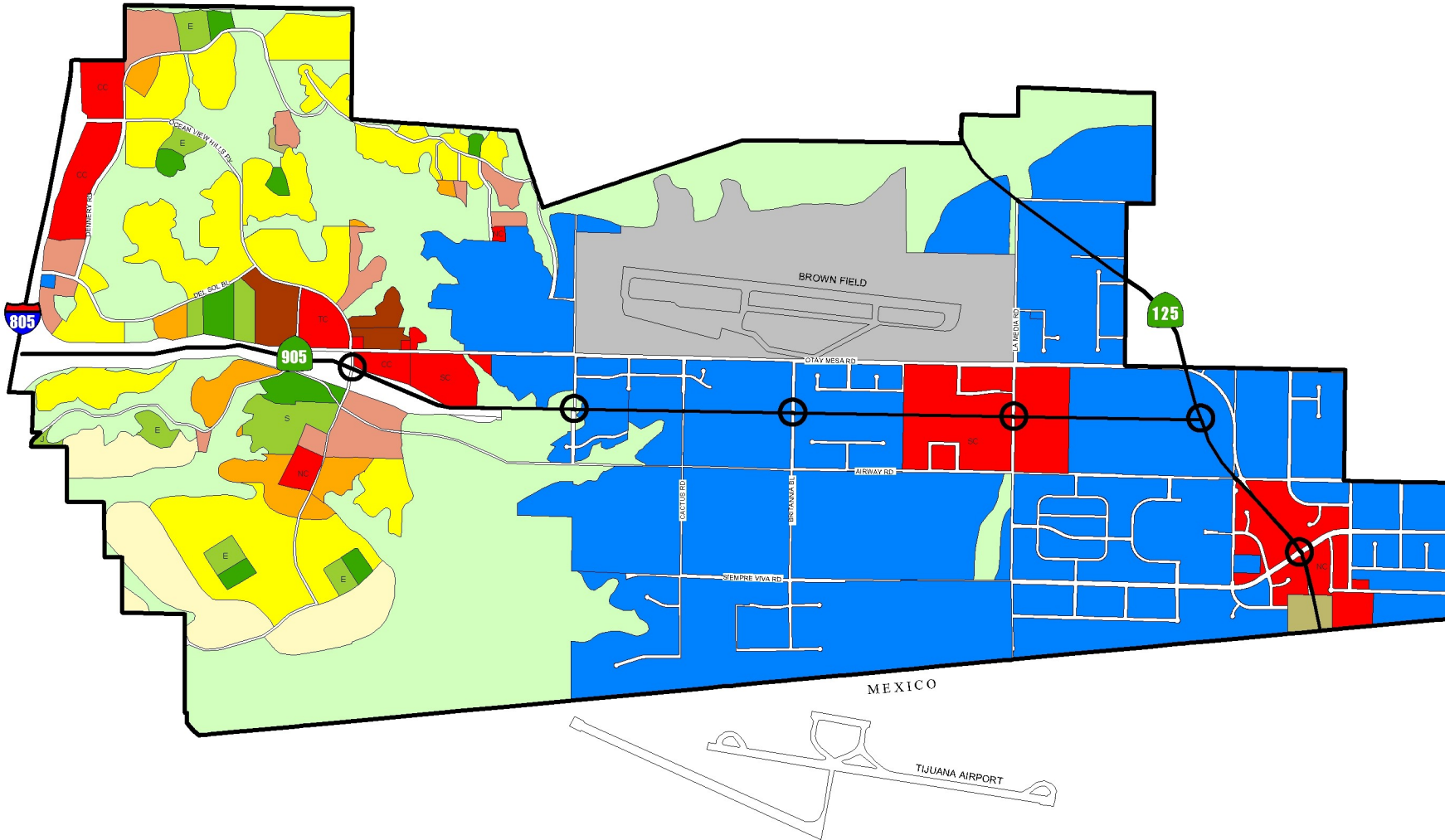


Otay Mesa Community Plan

PLANNING DEPARTMENT ■ CITY OF SAN DIEGO



OTAY MESA COMMUNITY PLAN LAND USE*



CITY OF SAN DIEGO
PLANNING DEPARTMENT

LEGEND

Residential

- Very Low (0-5 DU/AC)
- Low (5-10 DU/AC)
- Low Medium (10-15 DU/AC)
- Medium (15-30 DU/AC)
- Medium High (30-45 DU/AC)

Commercial

- TC Town Center
- CC Commercial Center
- NC Neighborhood Commercial
- SC Specialized Commercial

- Institutional
- Industrial Parks

Schools

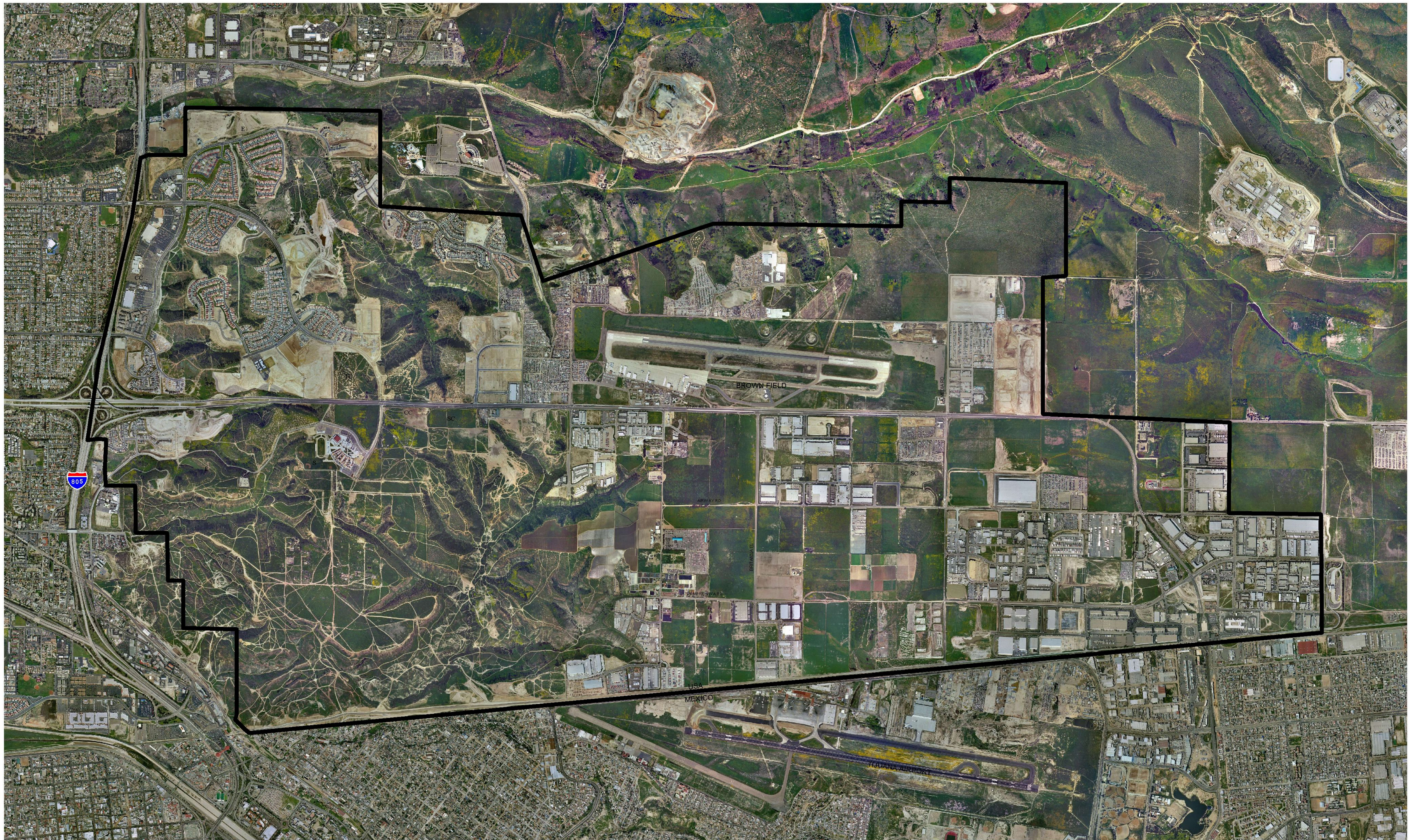
- S Senior High
- J Junior High
- E Elementary
- Parks
- Open Space
- General Aviation



* ADOPTED: April 1981
Includes all Amendments
Through February 6, 2001
Corrected May, 2004

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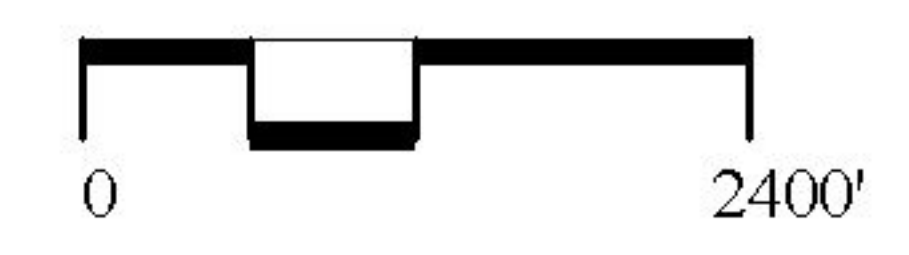
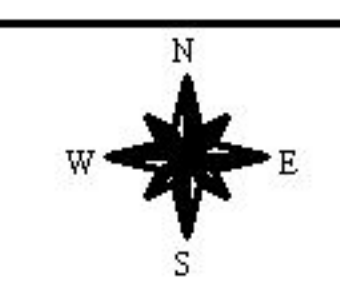
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Otay Mesa Community Plan Land Use

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Date:6/10/04

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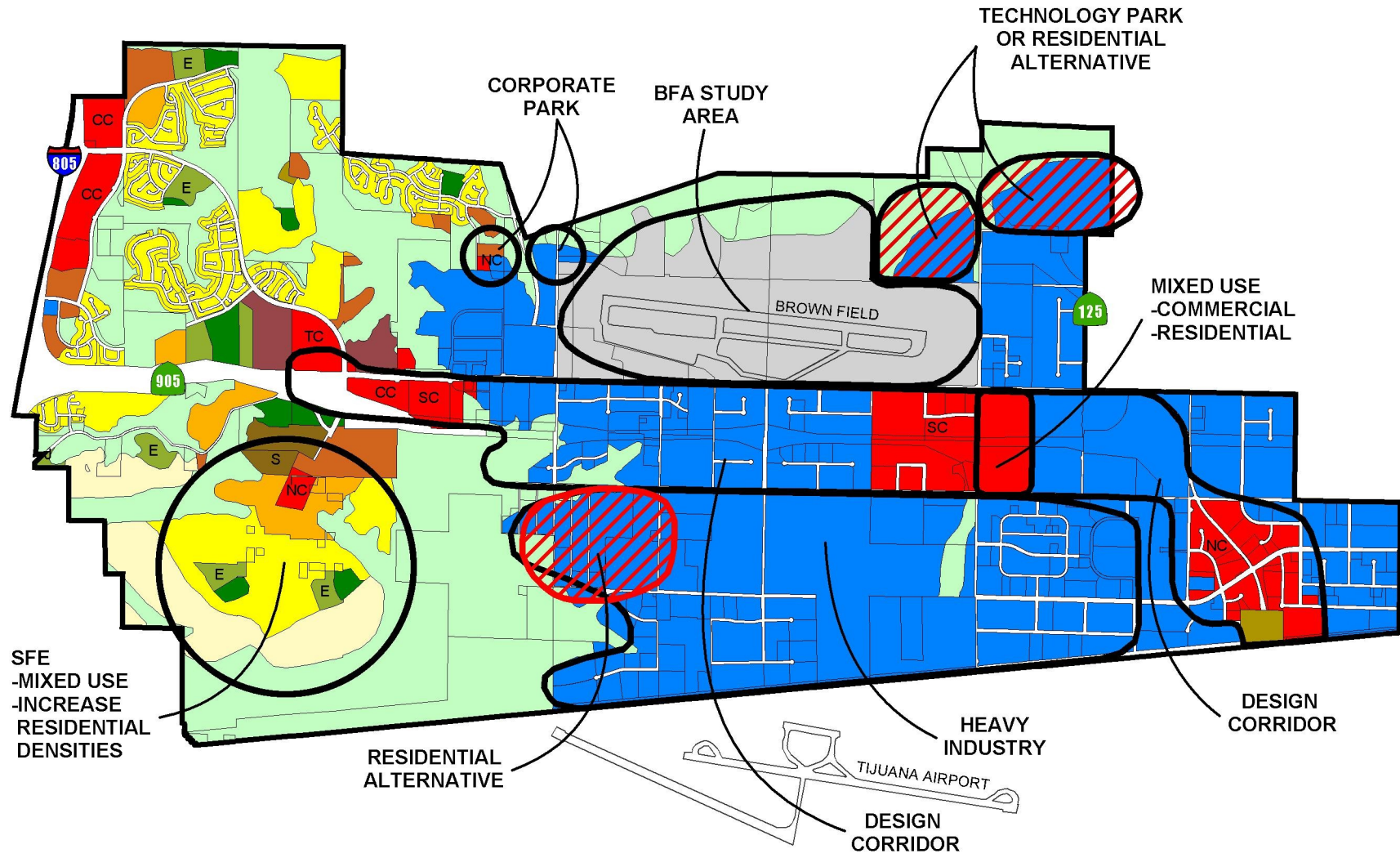


OTAY MESA COMMUNITY PLAN LAND USE - DRAFT LAND USE CONCEPT

10-18-02



CITY OF SAN DIEGO
PLANNING DEPARTMENT



Legend

Residential

- Very Low (0-5 DU/AC)
- Low (5-10 DU/AC)
- Low Medium (10-15 DU/AC)
- Medium (15-30 DU/AC)
- Medium High (30-45 DU/AC)

Commercial

- Commercial
- NC Neighborhood Commercial
- TC Town Center
- CC Community Center
- SC Specialized Commercial

Schools

- Elementary
- Junior High
- Senior High

- Open Space
- Parks
- Industrial Parks
- Institutional
- Brown Field



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**Otay Mesa Planning Coalition Members
(7/05)**

Centex Homes

Integral Partners

McMillin Land Development

Murphy Development

Pardee Homes

Sunroad Enterprises

Western Pacific Housing

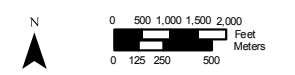
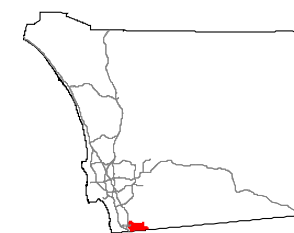
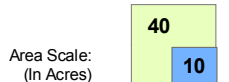
Otay Mesa Community Plan Update: Concept Plan Alternative #1 (Discussion Draft) August 4, 2005

General Land Use Categories

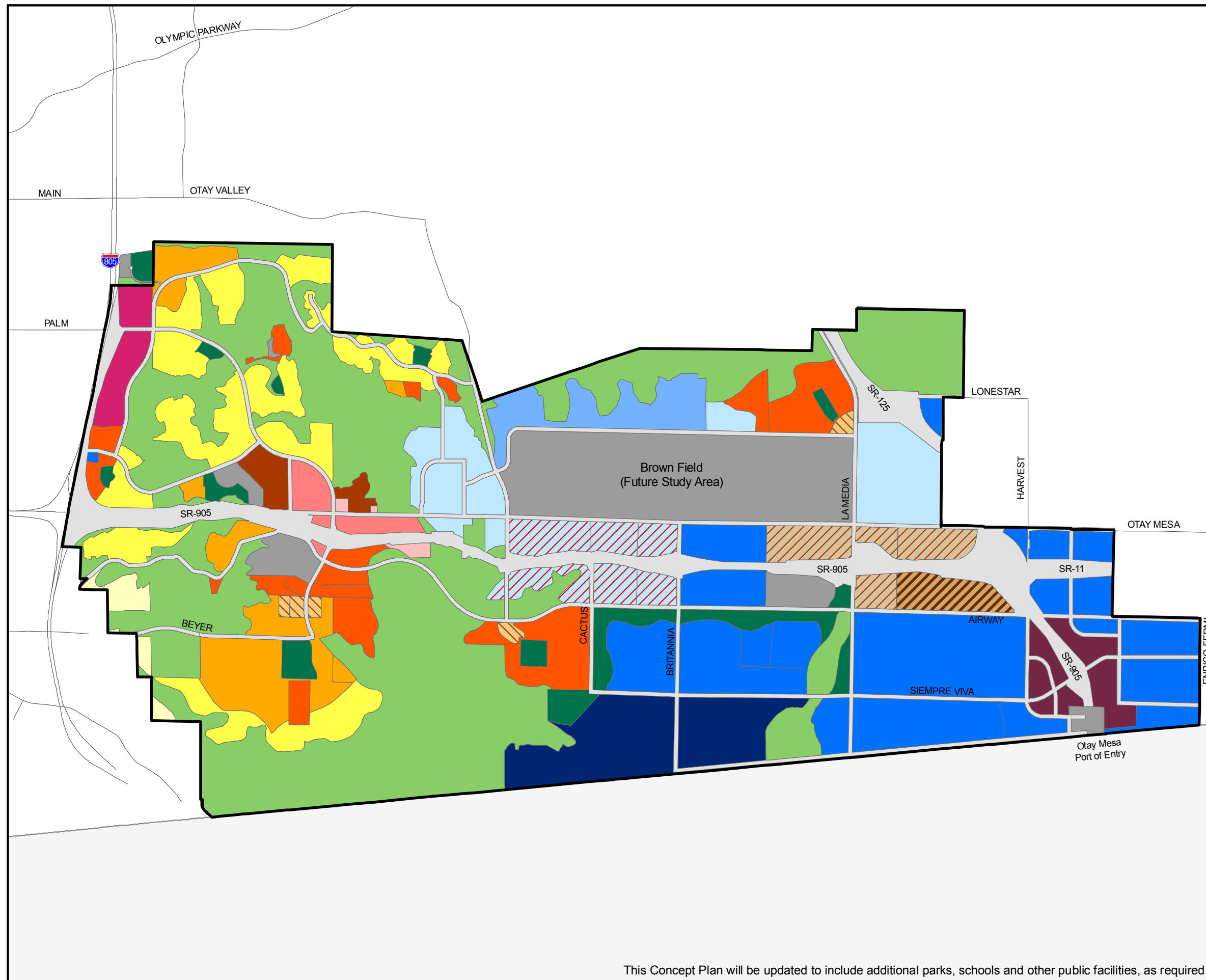
- Parks, Open Space, and Institutional
- Open Space
 - Parks
 - Institutional
- Residential
- Residential - Very Low 0-4 du/ac
 - Residential - Low 5-9 du/ac
 - Residential - Low Medium 10-14 du/ac
 - Residential - Medium 15-29 du/ac
 - Residential - Medium High 30-44 du/acre
- Village Centers
- Neighborhood Village 0.25 - 2.0 FAR 15 - 29 du/ac
 - Community Village 0.25 - 2.0 FAR 30 - 74 du/ac
 - Urban Village 0.25 - 3.0 FAR 75 - 110 du/ac
- Commercial
- Neighborhood Commercial - Residential Prohibited 0.25 - 2.0 FAR
 - Community Commercial - Residential Prohibited 0.25 - 2.0 FAR
 - Regional Commercial - Residential Prohibited 0.25 - 2.0 FAR
 - Heavy Commercial 0.25 - 1.0 FAR
- Industrial
- Business Park - Residential Permitted 0.25 - 3.0 FAR 15-44 du/ac
 - Business Park - Office Permitted 0.25 - 3.0 FAR
 - Scientific Research 0.25 - 3.0 FAR
 - Light Industrial 0.25 - 3.0 FAR
 - Heavy Industrial 0.25 - 3.0 FAR

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This Concept Plan will be updated to include additional parks, schools and other public facilities, as required.

Project Phases		Months																		
		M '05	A	M	J	J	A	S	O	N	D	J '06	F	M	A	M	J	J	A	S
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
A.	Re-launch the Community Plan Project	■	■	■																
B.	Prepare Land Use Plan Alternatives and an Administrative Review Draft of the Otay Mesa Community Plan (prepare DEIR)				■	■	■	■	■	■	■									
C.	Present a Public Review Draft of the Otay Mesa Community Plan and the Preferred Land Use Plan Alternative											■	■	■	■					
D.	Public Hearings and Adoption of the Otay Mesa Community Plan (certify EIR)															■	■	■	■	■
Informing the Update: Public Workshops, Meetings & Hearings																				
Community Workshops						●					●			●						
Otay Mesa Planning Group					●	●	●	●	●	●	●	●	●	●	●	●	●			
Planning Commission						●									●				●	
City Council																				●

13 JULY 2005

OTAY MESA COMMUNITY PLAN UPDATE: WORK SCHEDULE OVERVIEW