

IMPLEMENTATION

## **IMPLEMENTATION**

The community plan establishes goals and objectives to guide the growth and revitalization of Golden Hill. The goals and objectives outlined in this document are, in effect, calls for action. The formulation and adoption of a community plan is only the first step in a two-step process. The second and equally important step is implementation of the community plan. This section first summarizes the recommendations necessary to fulfill the goals of the community plan, and in Table 3 identifies the timing, responsibility and financing mechanisms required to implement the actions.

The actions by category are: plan review and maintenance, citizen participation, a map indicating rezonings proposals to bring zoning into conformance with the plan, and a summary of the major plan recommendations and actions.

### **I. PLAN REVIEW AND MAINTENANCE**

Upon adoption of the Golden Hill Community Plan, implementation of the plan will require continued community involvement and participation. The citizen committee must therefore continue to function with its primary role being implementation of the plan. The work should include:

- Monitoring of actions to implement the plan proposals including rezonings, and updating the Planned District Ordinance.
- Monitoring of development activity in the community including the review of all future public facility improvements, rezonings, subdivisions, Conditional Use Permits, Hillside Review Permits, Planned Residential Developments, application of the Pedestrian Commercial Overlay Zone (PCOZ) and commercial developments for conformance with the community plan goals and objectives.
- Participation in the annual review of the Capital Improvement Program and development of recommendations consistent with the community plan's objectives.
- Participation in a continual monitoring of the plan so that it remains relevant to the community and its needs. This process should involve an annual review and updating of population, household, and economic characteristics. A major review should be completed every five to ten years.
- All discretionary development proposals in multi-family zones (R-600, R-1000, and R-1500) should be submitted to the Greater Golden Hill Community Planning Committee for review and recommendation.
- Based upon the densities recommended in this plan, total buildout is estimated to be 7,600 dwelling units with bonus density provisions allowing for the potential of an additional 2,300 dwelling units, or a total of 9,900 units (see Appendix A for

a summary of the assumptions used in the buildout analysis). If development proposals exceed the densities recommended by the plan, a reevaluation of public facilities will be necessary and shall require an amendment to this plan.

## **II. CITIZEN PARTICIPATION**

Although the city Council has ultimate responsibility for carrying out the plan, the true burden rests with an interested, active citizenry. The following is intended to encourage constant citizen participation in community affairs in accordance with Council Policy 600-24, Operating Procedures and Responsibilities of Recognized Community Planning Committees:

- The planning group should continue to meet on a regular basis after plan adoption. The group should assume the leadership role in assuring that every member of the community should have a voice in neighborhood and community affairs by establishing effective procedures to ensure a broad base of representation reflecting a wide range of community opinions.
- The planning group should provide information to the community of existing community organizations. Announcements in the newspaper or in a prominent public display should list organizations' meeting times and places.
- The planning group should assume the leadership role in assuring that every member of the community should have a voice in neighborhood and community affairs by establishing effective procedures to ensure a broad base of representation reflecting a wide range of community opinions.

## **III. ZONING MODIFICATIONS**

The basic implementation tool to achieve the recommended land use designations of this document are through rezonings. Rezonings will affect those portions of the community where zoning and the recommendations of the plan are inconsistent. The following rezonings are necessary to implement the goals, objectives and recommendations of the plan, and are illustrated on Figure 23.

- Single-family neighborhoods presently zoned for low-medium (R-3000) density should be decreased to low density (R1-5000) to preserve the single-family, low density character.
- Locate higher density residential development along the Broadway corridor and in adjacent neighborhoods currently experiencing density increases. The recommended densities range between 29 and 73 dwelling units per acre. The purpose of the higher density (R-600, R-1000 and R-1500) corridor is to stimulate residential revitalization and to take advantage of access to major transit routes, thus reducing through traffic on local neighborhood streets.

- Rezone the industrial designated area to medium density (R-1500) residential to eliminate land use conflicts. The area is not suitable for continued industrial use because of the steep grade and poor access from C Street. Traffic from the industrial area has a significant adverse impact upon the adjacent residential neighborhoods.
- Rezone the current PDO area to the following zones: GH-1000, GH-1250, GH-1500, GH-3000, GH-CN, and GH-CC similar zones, as illustrated on Figure 24. The recommended rezones would place these properties in the updated Planned District Ordinance and allow for redevelopment to occur consistent with the goals and objectives of this plan.
- Rezone the multi-family and commercially zoned properties outside of the current PDO area to the GH designation illustrated on Figure 24 or to a similar zone. This would incorporate these properties into the revised Planned District Ordinance and allow for redevelopment consistent with the goals and objectives of this plan.

**ZONING NOT REPRESENTED HERE**

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## IV. URBAN DESIGN

### TAILORED ZONING

The quality of new multi-family development and redevelopment is as important an issue as density in Golden Hill. The community is concerned that existing neighborhoods will be adversely affected by new multi-family development and redevelopment that is out-of-scale and out-of-character with older established residential development in the community. There is also concern that the development requirements of the underlying zones for multi-family development will not ensure implementation of the specific objectives and recommendations of this community plan. Under existing zoning standards there are no requirements for facade articulation or architectural offsets to reduce bulk and scale, and to reflect the typical 50-foot lot pattern in Golden Hill. In order to ensure compatibility, and to enhance and preserve the scale, character and lot pattern of the community, discretionary review of multi-family development and redevelopment is necessary. In addition, discretionary permits should be referred to the Greater Golden Hill Community Planning Committee, or its successor, for review and recommendation. Issues to be addressed for a discretionary permit include basic site planning and building massing issues that are fundamental to the way new development or redevelopment relates to its neighborhood context and the community.

#### a. Architectural Character

Preservation and enhancement of the existing scale, character and 50-foot lot pattern of older development in the community should be achieved through careful consideration of scale and proportion, rhythm and spacing, materials and texture, architectural detailing and roof lines. Off-setting planes should be utilized to divide the mass of large buildings into smaller components.

#### b. Parking Requirements

Where adequate on-site parking is not available, underground parking should be used as an alternative. Any lot served by an alley must use that alley as its sole means of parking access, except where an existing driveway may be used to provide access to an additional unit. Designated parking spaces shall be used exclusively for parking. Separate areas for storage and refuse collection should be provided on-site.

## V. COMMERCIAL REVITALIZATION

- Continue the ongoing efforts to revitalize the commercial areas of the community.
- Promote interest and commitment by local businesses and the community-at-large in the revitalization efforts in all commercial areas in the community.

- Implement the 25th Street and 30th/Fern Street Revitalization Plans.
- Evaluate the feasibility of establishing a Business Improvement District to assist in the commercial revitalization efforts.
- Apply the Pedestrian Commercial Overlay Zone (PCOZ) to commercial property zoned CC and CA to augment the underlying zoning. PCOZ will provide additional standards not available under conventional zoning that will maintain the continuity of the street frontage and the strong connection that currently exists between the adjacent residential neighborhoods and commercial development.

## **VI. PRESERVATION**

- The full extent of the historically and architecturally significant structures outside of the historic subarea of the planned district is unknown. A comprehensive historical site survey is recommended to identify structures that are historically and architecturally significant.

## **VII. PARKS AND OPEN SPACE**

- Establish ongoing programs aimed at maximizing the use of existing recreational facilities and obtaining financing to maintain these programs.
- Continue the ongoing open space acquisition program.
- Identify funds to purchase and develop as a turfing play area the area adjacent to the 32nd Street canyon (see Figure 20).
- Rezone privately-owned property that is designated open space and within the Hillside Review Overlay Zone to RI-40000.

## **VIII. INSTITUTIONAL**

- Apply the Institutional Overlay Zone to the areas designated as a school, fire station, and post office where the sites are in public ownership.

## **IX. TRANSPORTATION**

- Incorporate within the Capital Improvements Programs recommended circulation and bikeway improvements.

## **X. PUBLIC IMPROVEMENTS**

- Community facilities are normally provided through the City of San Diego's Capital Improvements Program which sets forth a six-year program of providing public facilities on a citywide basis. It is the responsibility of the community

planning process to identify future public improvements for incorporation into future Public Improvement Programs. The public improvements set forth in the Transportation, Community Facilities, Park and Recreation, and Open Space Elements of this document provide the combined list of public improvements recommended for the Golden Hill community planning area.

## **XI SOCIAL SERVICES**

- Review all applications for Conditional Use Permits (CUP) for residential care facilities to ensure that such facilities have a minimum of 600 feet between each facility to stop the over-concentration of the type and number of these facilities from locating in Golden Hill.

## **XII. SCHOOLS**

- Monitor school capacity to ensure that resources, physical facilities and number of teachers for student group sizes are in keeping with the School Board of Education's standards.

**TABLE 3  
SCHEDULE OF ACTIONS**

<b>Category</b>	<b>Action</b>	<b>Timing</b>	<b>Responsibility</b>	<b>Financing</b>
1. ORGANIZATION Plan Review & Maintenance	City of San Diego with assistance from other public agencies, the community planning committee and other community organizations should:	Continuing	Planning Dept.	City
	1. Initiate actions to implement plan proposals.		Planning Dept.	City
	2. Monitor development activity for conformance to the plan.		Planning Dept. & Planning Committee	City
	3. Ensure that the City's Capital Improvement Program is consistent with the goals and recommendations of this plan.		Planning Dept. & Planning Committee	City
	4. Review and update this plan and make amendments when necessary		Planning Dept. & Planning Committee	City
2. LAND USE Development Regulations	Initiate rezonings consistent with the Residential, Commercial, Urban Design and Open Space Elements.	Immediately	Planning Dept	City
3. COMMERCIAL Revitalization	Continue the commercial revitalization projects.	Continuing	Economic Dev Div. (Property. Dept.) and Planning Dept.	CDBG* City

**TABLE 3  
SCHEDULE OF ACTIONS**

<b>Category</b>	<b>Action</b>	<b>Timing</b>	<b>Responsibility</b>	<b>Financing</b>
	Initiate action to apply the Pedestrian Commercial Overlay Zone (PCOZ) to preserve and enhance commercial areas.	Immediately	Planning Dept.	City
4. PRESERVATION Cultural & Heritage Resources	Undertake a comprehensive historical and architectural site survey of the community outside of the historic subarea of the planned district.	Immediately	Planning Dept. & Historical Organizations	City CDBG, State grant
	Do not allow CUP for office use in low-density residential neighborhoods.	Immediately	Planning Dept. & Planning Committee	City
5. URBAN DESIGN Project Review	The Urban Design Element recommendations shall guide all discretionary projects	Continuing	Planning Dept. & Planning Committee	Applicant
	Initiate tailored zoning to guide all development in the multi-family zones.	Immediately	Planning Dept.	Applicant
6. TRANSPORTATION Circulation	Implement improvements as recommended in the Transportation Element.	Continuing	Engineering & Development	City
7. OPEN SPACE	Continue acquisition of open space.	Continuing	Park & Recreation Dept.	Open Space Bonds
	Rezone City-owned open space to the appropriate open space zone.	Immediately	Planning Dept.	City
	Where feasible, vacate street rights-of-way in open space areas.	Continuing	Planning Dept. Engineering & Development	City

**TABLE 3  
SCHEDULE OF ACTIONS**

<b>Category</b>	<b>Action</b>	<b>Timing</b>	<b>Responsibility</b>	<b>Financing</b>
8. PARKS	Use park fees for the purchase, expansion upgrading of park and recreational facilities and the acquisition of new park acreage.	Continuing	Park & Recreation Dept.	City
9. SOCIAL SERVICES	Review Conditional Use Permits for residential care facilities to ensure that they are no closer than 600 feet to one another.	Continuing	Planning Dept. & Planning Committee	City
10. SCHOOLS	Monitor school capacity to ensure adequate physical facilities, resources and number of teacher to student group sizes.	Continuing	School District & Planning Committee	School District
11. PUBLIC	Adopt a financing plan indicating timing and sources of funding for public improvements which include but are not limited to: new larger fire station, neighborhood identification signs, road and circulation improvements, purchase areas, street landscaping and maintenance, installation of bus routes sidewalk improvements.	Immediately	Engineering & Development Dept.	City

\* Community Development Block Grant

## FINANCING

There are two primary methods of financing public improvements for an urbanized community like Golden Hill. The traditional or standard method of financing public improvements is through the Capital Improvement Program (CIP), which is a six-year program adopted annually by the City Council. Public improvements scheduled for the first year of the Capital Improvement Program are recipients of funds appropriated by the City Council. Public improvements scheduled over the next five years are based upon funds expected to be available.

A more long-term financing program is undertaken upon completion of the community plan. The Public Facility Financing Plan will identify new facilities and rehabilitation requirements at community buildout.

## SOURCES OF FINANCING

A number of financing mechanisms are available to implement the variety of public and private improvements out for this plan. The following are some of the potential funding sources available.

### Issuance of Special Bonds and Assessment District

Local governments have traditionally issued bonds to raise the capital necessary to construct major public improvements — sewage treatment plants, water systems and public buildings.

Revenue bonds are backed by a reliable flow of future revenues from the facility or enterprise they fund, such as the construction of parking facilities and other such public facilities. Because revenue bonds are secured by the proceeds from the enterprise they fund, they carry higher interest rates than general obligation bonds.

Lease revenue bonds are issued by a nonprofit corporation or special authority which constructs a facility and leases it to the City. Lease payments provide the revenue to pay off the bond and, when the bond is retired, the facility is turned over to the City. Some local agencies have used this method to finance administrative centers, schools and parking facilities.

The establishment of assessment districts is becoming a more frequently used method to finance certain improvements in the City. Special assessment bonds are a traditional tool for financing sewer, water, street, sidewalk, street lighting, open space acquisition and similar projects which benefit property owners within a given area. In particular, assessment districts could be considered for use in the maintenance of landscaping and the establishment of special lighting districts in the residential and commercial districts.

### Fees

Another potential mechanism for funding facilities and amenities would be the imposition of special fees on new development within the community.

Unlike taxes which are levied to raise general revenue, fees are levied to finance a special activity, facility or service which confers a direct identifiable benefit to those paying the fee. There are several sources of authority imposing fees. The Subdivision Map Act authorizes a city to impose fees in lieu of dedications of land or improvements as a condition of the subdivision approval.

There are several limitations on the imposition of in lieu fees: 1) there must be an expressed or implied authorization for the item to be funded by the fee; 2) usually, there must be an implementing ordinance; 3) the fee must be reasonably related to the project being approved.

One important class of fees are development impact fees charged to new development at the time the project is approved or a building permit is issued. An impact fee is usually charged at a fixed rate per bedroom or per square foot. In addition to financing interim school facilities, impact fees might be used to finance street improvements, sewer and water systems and public facilities serving new development. The City could impose fees in Golden Hill for all new development.

Standard citywide park fees are currently collected at both the subdivision map and building permit stages with one-half the fees payable at each stage. However, in many urbanized areas of the city these fees are not able to cover all the park improvements costs necessary to upgrade park and recreational facilities. Therefore, in order to provide adequate funding for park improvements, the City Council has selectively adopted a special park fee ordinance for many communities. These fees are assessed, in lieu of the standard citywide park fees, on residential development within the community and can only be utilized within the community they were collected. The special park fees collected within the community are significantly higher than the standard citywide park fees. A special park fee could be used in Golden Hill to provide additional park areas within the community.

Under various statutory provisions, local governments can charge fees for services such as police and fire protection and for maintenance of existing facilities. In addition to specific State authorization, charter cities, such as San Diego, have a broad implied constitutional authority to impose fees for municipal facilities and services. Fees may also be imposed on new development by the School District to fund improvements to existing school sites or the acquisition of new school site.

### Business Improvement Districts

Business Improvement Districts are a mechanism by which businesses may assess themselves, with the City's authorization and administrative assistance, to raise money for promotional and other activities which benefit the business district. A Business Improvement District (BID) is formed under the City's authority, but is done so only by petition of the business owners in the district. Payments are made through a surcharge on the business license fee.

The formation of BID'S are recommended as implementation measures for the 25th Street and the 30th street and the Fern Street Revitalization Plans.

### Community Development Block Grant (CDBG)

This funding source is being used citywide for commercial revitalization efforts and housing rehabilitation. Its use is restricted to projects which primarily benefit low and moderate income household. Block grants have been instrumental in development of the 25th Street and the 30th and Fern Street Revitalization Plans. It is expected that block grant funding will continue to support these projects.

### Open Space Bonds

Extensive open space acquisition is currently being accomplished with open space bonds. Efforts should continue to obtain these funds for the appropriation of designated canyons and hillsides within the community.

GENERAL PLAN  
CONFORMANCE

## **GENERAL PLAN CONFORMANCE**

The Golden Hill Community Plan includes specific recommendations intended to implement the goals of the Progress Guide and General Plan. This section describes how the community plan serves to implement many of the goals of the General Plan and describes amendments to the Progress Guide and General Plan that are needed as a result of the community plan adoption.

### **RESIDENTIAL**

The General Plan designates the majority of the Golden Hill Community for Residential Neighborhoods, which call for communities of primary residential use containing dwelling units of various types and attendant community services. This community plan emphasizes the maintenance and enhancement of existing stable residential neighborhoods, which is consistent with the General Plan objectives for older communities which stress the preservation of established communities, the conservation of the social-environmental characteristics of the community and the rehabilitation of deteriorating neighborhoods.

### **COMMERCIAL**

The recommendations in this plan emphasize the rehabilitation of existing commercial developments. These recommendation are necessary to assure an adequate supply of commercial land and be consistent with the General Plan goal of developing a system of commercial facilities that effectively meets the needs of the residents.

### **INDUSTRIAL**

The Golden Hill Community Plan will amend the General Plan map by eliminating the industrial land use designation. The plan recommends replacement of the industrial land use designation with a land use designation for medium density residential development. The area is not suitable for continued industrial use because of the steep grade, topography, limited access and impact on adjacent residential neighborhoods.

The General Plan map will need to be amended to designate existing industrial designated to residential.

### **URBAN DESIGN**

This plan establishes design guidelines which address scale, character and the need for compatibility between new development and older development in Golden Hill. These guidelines will help implement the goals of the General Plan when used in the review of discretionary actions.

### **PARKS AND OPEN SPACE**

The recommendations for park and open space acquisition and improvements are consistent with the guidelines and standards for park development in the General Plan to the extent feasible. It

will not be possible to provide park site acreages according to General Plan standards due to the developed nature of the community.

Design guidelines for areas within the Hillside Review Overlay Zone are established in the Urban Design Element to guide development of privately-owned hillsides and canyons.

## **PUBLIC FACILITIES**

Because the community is largely developed, most of the basic facilities have been provided.

The plan recognizes the need, however, for additional school facilities and possibly a fire station as the community reaches full buildout to conform to General Plan guidelines for these facilities.

The Progress Guide and General Plan map should be amended to reflect the land use designations recommendation of the Golden Hill Community Plan.

## APPENDIX 1

### Dwelling Unit Capacity Assumptions

#### Land Use Designation

#### Assumption to Determine Dwelling Unit Capacity

#### Residential

Very Low Density (0-1 du/ac)

1 dwelling unit per net  
residential acre

Low Density (1-9 du/ac)

9 du/NRA

Low-Medium Density (10-15 du/ac)

15 du/NRA

Medium Density (15-29 du/ac)

29 du/NRA

Medium-High Density (29-44 du/ac)

44 du/NRA

High Density (44-73 du/ac)

73 du/NRA

#### Open Space

1 du/gross acre