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## **BACKGROUND**

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### **COMMUNITY HISTORY**

The planning area's recorded history begins with Father Junipero Serra's visit in 1769. In 1775, the entire South San Diego Bay region was claimed by the Spanish crown as pasture land for the presidio of San Diego. These public lands included what is now National City, Chula Vista, Skyline-Paradise Hills and lands further inland. They were given the name Rancho del Ray or King's Ranch, later changed to Rancho de la Nacion. These public lands were transferred to private ownership in 1845 and used for lemon orchards and olive groves, pasturing of cattle and cultivation of field crops.

In 1916, the Encanto area, including the Skyline portion of the community, was annexed to the City, becoming the first territory added to the City's original Pueblo lands. Paradise Hills, consisting of 1,180 acres, was annexed in 1929. Annexations continued through the 1950s and 1960s ending with the total acreage that comprises North and South Bay Terraces.

A large portion of the community's single-family, detached housing development occurred within the Skyline, Paradise Hills, Lomita and Jamacha neighborhoods prior to World War II and during the 1950s and early 1960s. Since 1969, new construction has been concentrated in the North and South Bay Terraces neighborhoods. This development has been primarily single-family homes with pockets of medium-density, multifamily housing.

### **PLANNING HISTORY**

There have been two adopted planning programs carried out in the Skyline-Paradise Hills community planning area. Both were limited in scope, covering only the North and South Bay Terraces neighborhoods.

In January of 1969, the City of San Diego adopted the South Bay Terraces Development Plan prepared by Peñasquitos, Inc. This plan covered approximately 860 acres of the South Bay Terraces area and proposed a concept of higher-density development designed around interior block recreational areas. This plan projected a housing mix of 1,420 detached single-family homes and 6,750 multi-family units.

During 1976 and 1977, Peñasquitos, Inc. submitted a number of revisions to the 1969 Plan, including adjustments to the housing mix, open space and circulation. The planning area was increased, covering approximately 2,187 acres. These changes resulted in the development of a comprehensive community plan for the North and South Bay Terraces neighborhoods. In December of 1978, the City Council adopted this plan as the revised South Bay Terraces Community Plan.

The Skyline-Paradise Hills Community Planning Committee was recognized by the City Council in June of 1978. Since that time, the Planning Committee has worked with the Planning Department in reporting the planning needs of the community and in contributing to the community planning process for the Skyline-Paradise Hills community.

The Skyline-Paradise Hills Community Plan is the first community plan that addresses the areas to the north and southwest of the South Bay Terraces planning area (i.e., the neighborhoods of Skyline, Jamacha, Lomita and Paradise Hills). Development in these areas had been guided by the City's Zoning Ordinance and the General Plan prior to the adoption of this Plan.

### **Project First Class**

Project First Class is a comprehensive program of community development which was approved by the City Council in May of 1984. The program was established to develop an urban design program, to form a concentrated code enforcement program and to facilitate other public and private improvements for Skyline-Paradise Hills, Southeast San Diego and parts of Golden Hill. The intent of the program is to work toward a better environment through economic development, attention to urban design, street and alleyway improvements, building code enforcement, residential and commercial rehabilitation and the establishment of quality housing. This Plan can be considered a step toward implementing the intent of Project First Class.

### **Phased Development Areas**




The General Plan recognizes two categories of phased development within the community: urbanized and planned urbanizing. The urbanized area in the City includes most of the older sections as well as the central portion of San Diego. The neighborhoods of Skyline, Jamacha, Lomita and Paradise Hills are identified as urbanized areas in the General Plan. The planned urbanizing area consists of the newly developing communities. The North and South Bay Terraces neighborhoods are identified as planned urbanizing areas. These areas are shown in Figure 3.

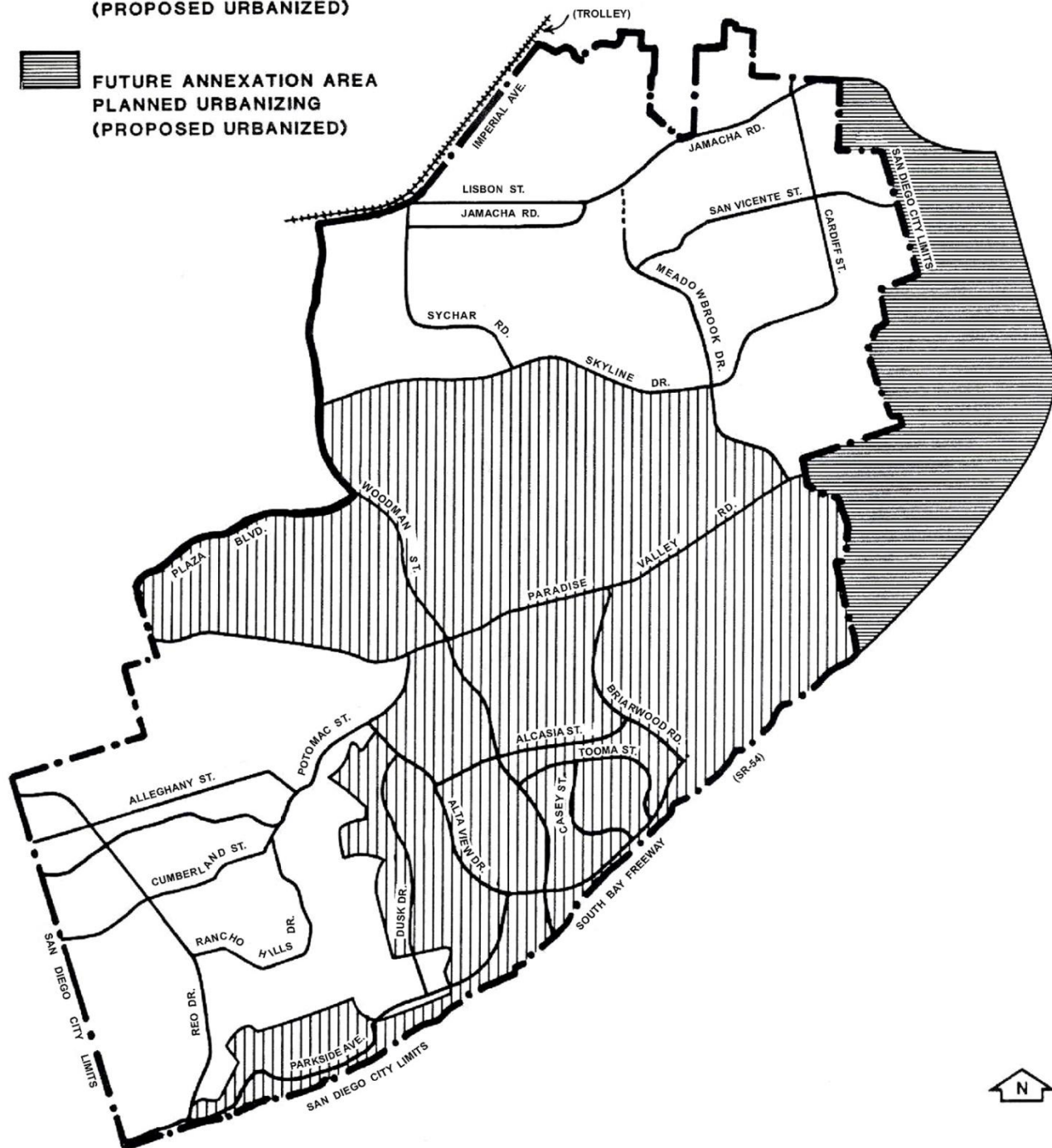
In general, urbanized areas require public and private reinvestment with an emphasis on capital improvement programs and grant funding to provide needed community facilities, in contrast to the reliance on developer financing and assessment districts in planned urbanizing areas.

The majority of the North and South Bay Terraces neighborhoods has been developed, with the exception of small parcels of land near Paradise Valley Road and Woodman Street. For this reason, the Plan recommends that the planned urbanizing portion of the community be redesignated as urbanized. It is anticipated that public facilities for the community can be provided through the City's Capital Improvement Program, grant funding, and private investment.

### **Prospective Annexation Area**

The General Plan identifies an area that borders the northeastern corner of the Skyline-Paradise Hills community as a prospective annexation area and designates the area as planned urbanizing. This Plan proposes that the area be redesignated as urbanized since most of the area has been developed and the need to use developer fee financing and assessment districts to fund public facilities is not expected. The Skyline-Paradise Hills Community Plan

-  URBANIZED
-  PLANNED URBANIZING  
(PROPOSED URBANIZED)
-  FUTURE ANNEXATION AREA  
PLANNED URBANIZING  
(PROPOSED URBANIZED)



**Phased Development Areas**  
Skyline-Paradise Hills Community Plan

**3**  
FIGURE

will be amended to include this area if it is annexed to the City. Appropriate land use designations will be determined at that time. The prospective annexation area is shown on Figure 3.

## **General Plan**

The General Plan identifies the City of Villages strategy to focus growth into mixed-use activity centers that are pedestrian-friendly districts linked to an improved transit system. The strategy is designed to sustain the long-term economic, environmental, and social health of the City and its many communities. Several blocks fronting on Imperial Avenue between Woodman Street and 69<sup>th</sup> Street are part of a larger Village vision for the Imperial Avenue corridor.

## **ALTERNATIVE LAND USE PLANS**

The following plan alternatives were considered in the preparation of the Plan. Because the community is predominantly residential, the variations between alternatives largely pertain to differences in residential densities and therefore, population. The impact of the nonresidential alternatives is minimal, except to the extent that they vary the number of residential dwelling units.

### **Residential Alternatives**

#### Existing Plan Alternative

This alternative would continue the pattern of the existing South Bay Terraces Community Plan (adopted in 1978) for the central sector of the community. This plan recommended that the majority of the community be developed at 0-5 dwelling units per acre, with higher residential densities up to 29 units per acre near major streets, proposed community shopping centers and educational and recreational facilities. Current zoning allows higher densities than those recommended in the plan, therefore, a rezoning program would be necessary to achieve consistency between the zones and the 1978 plan designations.

There is no adopted community plan for the areas north and southwest of the South Bay Terraces planning area. The General Plan designates the majority of these areas for residential neighborhoods.

#### Existing Zoning Alternative

This approach would permit the most intense development of all the alternatives. Existing R-3000 and R-1500 zoning would permit higher-density redevelopment in recently developed single-family neighborhoods and in older stable single-family neighborhoods. Approximately 67 acres north of Alsacia, between Alta View Drive and Briarwood Road have been recently developed with single-family residences; however, the area is zoned R-3000 which would allow up to 29 units per acre. Approximately 40 acres south of Alsacia Street, between

Woodman Street and Briarwood Road are zoned R-1500, which would allow up to 29 units per acre. Recent development is attached single-family at an average density of 12 units per acre.

### Transit Corridor Alternative

This alternative would identify the Imperial Avenue Trolley Corridor as a major public transit corridor and establish gradients in permitted density determined by the distance from the corridor. Highest-density development would be concentrated along Imperial Avenue, while density would decrease as distance from Imperial Avenue increases. Factors other than the distance from the transit corridor would also be considered in determining permitted densities, such as the capability of the street system to accommodate traffic generated by higher-density development and existing neighborhood development patterns. This approach would require rezoning the primarily single-family area south of Imperial Avenue (currently zoned R1-5000) to permit higher-density development. It also might preclude needed commercial development in the commercially zoned properties along Imperial Avenue.

### Density Bonus Alternative (Incentive Zoning)

For each of the residential alternatives examined, the concept of density bonuses could be introduced in order to allow higher density in return for special project amenities that would implement overall Plan goals. For example, such incentives could be awarded for extra recreation facilities, day care centers or other amenities. However, in order for density incentives to be successful and not overburden the community's public services and facilities, the bonus system should be applied only in those areas capable of accommodating the development. Due to the low-scale type of development prevalent in the community, additional controls would be necessary to ensure that existing stable neighborhoods that are worthy of preservation are not detrimentally impacted.

## **Commercial Alternatives**

### Existing Plan Alternative

The 1978 South Bay Terraces Plan designated three sites at the corner of Woodman Street and Alta View Drive for commercial development that were subsequently developed with multifamily housing. This alternative would leave those areas designated for commercial development. However, since the developments are relatively recent, redevelopment to commercial use is unlikely to occur.

The General Plan identifies only one community commercial site (at Cardiff Street and Jamacha Road) for the areas north and southeast of the South Bay Terraces planning area. The Imperial Avenue commercial area is designated for residential neighborhoods. This alternative would allow additional residential development in the commercial zones on Imperial Avenue.

### Existing Zoning Alternative

The existing zoning, like the existing Plan alternative, designates areas for commercial development that have been developed with multifamily housing and are unlikely to redevelop. In addition, the existing zoning alternative would allow continued residential development in the remaining commercially zoned areas. Of the 134 acres of commercially zoned land, just 66 acres remain available for commercial use. The existing commercial zones, which allow residential development up to 29 units per acre, will not preserve an adequate amount of commercial acreage to provide the necessary commercial services for the community.

### Consolidated Commercial Area Alternative

This alternative would attempt to consolidate commercial activity into larger commercial centers by designating existing small, scattered or marginal commercial sites for another use - most likely residential. Commercial uses could be concentrated at Imperial Avenue and Lisbon/69th Street, Cardiff Street and Jamacha Road, Reo Drive, and Alta View and Woodman. However, this alternative has the potential to further reduce the availability of commercial services by encouraging redevelopment to residential use.

## **Open Space Alternatives**

### Existing Plan Alternative

The adopted South Bay Terraces Plan identifies Paradise Canyon as the only open space system within the community. The General Plan identifies the Jamacha open space, along the abandoned Encanto Expressway right-of-way, in addition to Paradise Canyon as designated open space. Neither plan contains adequate implementation strategies to protect these designated open space areas.

### Existing Zoning Alternative

Existing zoning provides only minimal opportunities to preserve open space areas; the only area zoned R1-40,000 is the western section of Paradise Canyon. This alternative would permit potential development of the slopes along Paradise Valley Road (adjacent to Paradise Hills Park and Recreation Center), the area surrounding the former Sweetwater land fill site, and those portions of the Jamacha open space system and Paradise Canyon that have not yet been acquired by the City.