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INTRODUCTION

Midway - Pacific Highway is a centrally located urban community in close proximity to Downtown, the bays and beaches, and the San Diego River. From its historic beginnings as part of the delta of the San Diego River to the rise of the military and aviation industry in the 1920s, the neighborhood has played a role in San Diego growth and transformation. The Midway - Pacific Highway Community Plan and Local Coastal Program (Community Plan) builds on the past to provide a vision for the future, as discussed below. The Community Plan establishes the policy framework that will guide further development in pursuit of this vision, consistent with the General Plan goals and policies.

1.1 HISTORICAL CONTEXT

The Midway - Pacific Highway Community was historically an area of tidal marshes and flats where the San Diego River branched at the mouth of Mission Valley to flow into both San Diego Bay and False Bay (now known as Mission Bay). The Kumeyaay people passed through the area to travel between Point Loma and settlements near Old Town. After the arrival of the Spanish military and missionary party led by Gaspar de Portola in 1796, the La Playa Trail connected the anchorage at La Playa to the Presidio and Mission at Old Town. The La Playa Trail followed the Kumeyaay trail and generally corresponded to present-day Rosecrans Street.

VISION

The development of a strong public realm and unique districts and villages connected through a system of landscaped streets to Mission Bay, the San Diego River, and San Diego Bay, and to traditional and nontraditional parks within the community to enhance community character and livability. To achieve this vision, the following Guiding Principles provide the framework for the more detailed Plan policies:

Distinctive Districts and Villages. Districts and Villages with their own distinct range of uses, character, streetscapes, places, urban form and building design as an integral aspect of Midway - Pacific Highway's identity and character.

A Center of Economic Activity. A sub-regional employment center with employment land for the development of office and research uses that can provide jobs in proximity to residential and commercial uses and transit will support the economic viability and attractiveness of the community.

A Complete Mobility System. A mobility system that provides options for people to walk, ride a bicycle, take transit, or drive will support the economic growth and identity of the community and enhance its livability and character.

A Place Connected to its Context and to the Regional Recreational and Open Space Areas. The reestablishment of connections to the Presidio, San Diego Bay, Mission Bay and the San Diego River, and integration of Midway - Pacific Highway with the surrounding communities.



On February 18, 1850, the California State Legislature formally organized San Diego County with Old Town San Diego as the County seat. Old Town consisted of approximately 65 buildings, many of which were of adobe construction, and included a small portion of the Midway - Pacific Highway area (northeast of present-day Kurtz Street and northwest of present-day Witherby Street). Also in 1850, the first attempt was made to move the City of San Diego from Old Town to New Town (Downtown) further south, and a group of Old Town citizens bought the land to the between the two and established a rival subdivision closer to the bay. The 687-acre subdivision began around present-day Witherby Street and extended south along the shoreline of the bay to about present-day A Street. The portion of the land that was subdivided and laid out into streets, public squares, blocks, and lots was designated Middletown. Portions of the subdivision referred to as the reservations and the tidelands in the present-day Pacific Highway corridor area were left undivided.

Early attempts at development of the Midway - Pacific Highway area floundered because of its swamp-like conditions. The San Diego River would switch back and forth between emptying into Mission Bay and emptying through the Midway area into the San Diego Bay. The silt it carried built sand bars and eventually blocked boating channels. To protect the main harbor from these deposits, the U.S. Army Corps of Engineers decided to make the Mission Bay route of the river permanent. In 1853 George Derby, an army land surveyor, engineered the construction of a dike just south of the present flood channel, extending northeasterly from what is now the junction of Midway Drive and Frontier Street.

Still, development on the sandy flats of Midway - Pacific Highway was sparse after construction of Derby's Dike. Besides shipping landings and small fishing settlements near Point Loma that included Chinese and Hawaiian immigrants, there were only a few isolated residential

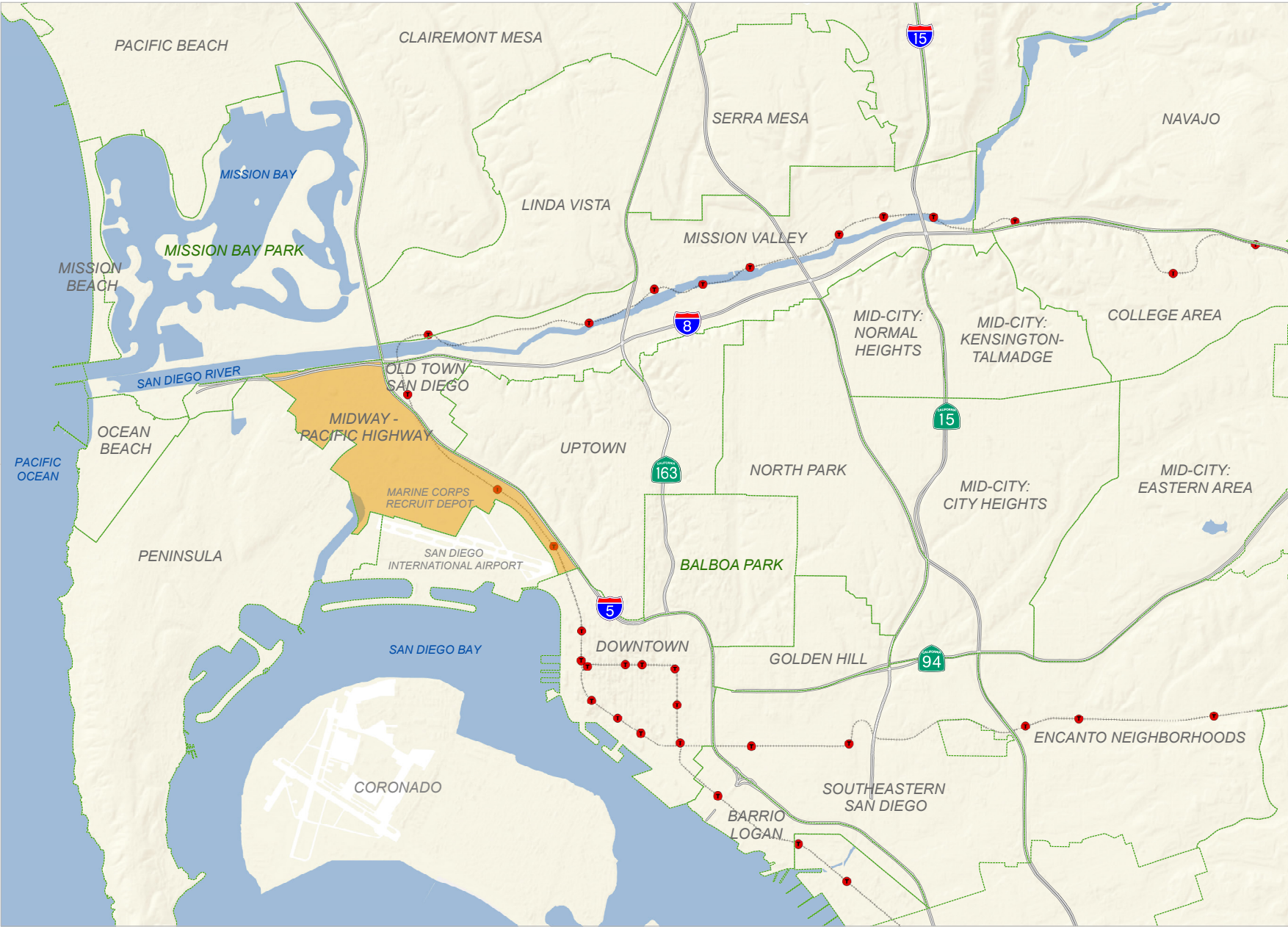
and commercial buildings in the area. In the 1850s, Louis Rose, a Jewish resident of Old Town, acquired land between Old Town and La Playa. In the early 1860s, he deeded five acres on present-day Kenyon Street to Adath Yeshurun, San Diego's first Jewish congregation, for a cemetery. In 1871, the official records of the City of San Diego were moved from Old Town to New Town, shifting the focus of development in the City to the south.

The forces that shaped the development of Midway - Pacific Highway during the late 19th century and early 20th century were transportation, early industries, the military, and aviation. Midway - Pacific Highway became the site of significant transportation improvements in the 1880s. The California Southern Railroad opened its first section in 1882 that connected National City to Oceanside via the Midway-Pacific Highway area. The rail line became part of the Santa Fe Railroad's transcontinental rail line in 1885. A real estate boom in the spring of 1887 brought thousands of people to Southern California, many via the Santa Fe Railroad. During the boom, developers realized the need for



The Consolidated Aircraft factory (foreground), seen here in the early 1940s, was a driving force in the development of the community as well as the City. Photo courtesy of Library of Congress, Prints & Photographs Division, FSA/OWI Collection, LC-USF34-038166-D.

FIGURE 1-1: REGIONAL LOCATION

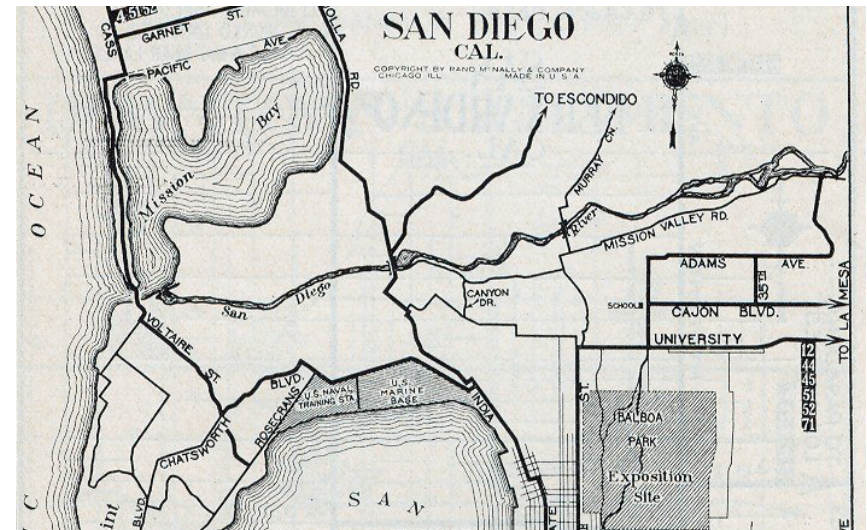


convenient public transportation. In 1887, San Diego's Electric Rapid Transit Company introduced the first electric street railway system in the western U.S. The streetcar line traveled from Old Town via Arctic Street (now Kettner Boulevard) to Downtown.

California state officials began planning for highways in 1896, when the California Bureau of Highways issued a map of recommended highway routes throughout the state. In 1909, the State Legislature established the state highway system and authorized the first highway construction bond. Construction began in 1912 on Route 2, the north-south highway that would traverse the Midway-Pacific Highway on its way from San Francisco to the U.S.-Mexico border and later, in 1925, be designated U.S. Highway 101.

One of the earliest businesses in the Midway - Pacific Highway community was the Mission Brewery. Located in Middletown at 1751 Hancock Street, the brewery from approximately 1912 until 1918, when the Eighteenth Amendment to the Constitution was being ratified that would lead to Prohibition. The property was sold to the American Agar Company in 1923. The Mission Brewery is designated San Diego Historical Resources Board (HRB) Site #232 and listed in the National Register of Historic Places.

The first steps in bringing the military to Midway - Pacific Highway were also taken in the first two decades of the 20th century by William Kettner, a local businessman and recent transplant to San Diego. Recognizing benefits of a military presence in San Diego, Kettner guided politicians and government officials on visits to the 1915 Panama-California Exposition, including Franklin D. Roosevelt, then Assistant Secretary of the Navy. Roosevelt introduced Kettner to Marine Corps leaders Colonel Joseph Pendleton and Major General George Barnett. Kettner convinced Barnett of his idea for the location of a new Marine base in Dutch Flats south of present-day Barnett Avenue and Pacific Highway. Development of the Naval Training Center and the Marine



This 1925 road map shows the early framework of Midway - Pacific Highway.

Corps Recruit Depot occurred in the early 1920s. Construction was accomplished only after a massive dredging and filling operation in the Dutch Flats area. The two facilities had a profound influence over the development of the community.

The rise of the local aviation industry occurred in the Dutch Flats area during the 1920s and 1930s. In 1922, T. Claude Ryan opened up a flying school in the area. Ryan Field was located near the intersection of Midway Drive and Barnett Avenue. The Dutch Flats/Ryan Field site is designated HRB Site #249. The Ryan flight school led to the opening of an aircraft manufacturing plant as well. Ryan Airlines developed some of the most creative designs in aviation history, including a custom M 1 monoplane for Charles Lindbergh. In 1934, Ryan formed the Ryan Aeronautical Company, and the school eventually became a subsidiary. Commercial businesses in Midway - Pacific Highway during this time were largely related to the San Diego airport, highway-related automobile and traveler services, aircraft plants, and military bases. Despite this additional aeronautical industry development, large areas of the community remained undeveloped into the 1930s.



During World War II, the community was the site of significant war-related activity. The Ryan flying school trained thousands of Army pilots and had contracts with the Navy to build aircraft. The Consolidated Aircraft plant on Pacific Highway was another site of aircraft manufacturing activity during the war and continued to be a strong visual presence and economic force in the area post-war. The wartime aircraft industries drew significant numbers of workers to San Diego during the war years, which created a severe housing shortage. The Frontier Housing Project was one of the largest wartime housing projects in Midway - Pacific Highway, which in total developed 3,500 temporary homes for defense workers.

The post-war development of the community mainly consisted of small warehouses and commercial and industrial buildings that sprang up in a rather haphazard fashion. The character of the area that exists today began to take shape during the 1960s. The community's focus on automobiles was strengthened with the construction of Interstates 5 and 8. Streets were also widened, removed, and renamed to facilitate the movement of automobiles. Large parcels in the community were developed with automobile-oriented commercial uses, including the Sports Arena on the former Frontier Housing site in 1966. The Midway area gave way to commercial strip and shopping center development that mainly catered to nearby residential, military, and visitor populations, as well as some multi-family housing development. Modern commercial and industrial buildings were constructed on vacant lots or replaced older commercial and residential buildings. Automobile-related businesses such as service stations and garages were attracted to the Pacific Highway area, as well as commercial and industrial businesses serving the military and San Diego Airport which was then located along Pacific Highway. Development since the 1960s has mainly followed the land use pattern established at that time.

1.2 SETTING

Midway - Pacific Highway is an urbanized community that encompasses approximately 1,324 acres, situated north of Downtown as shown in Figure 1-1. The community is comprised of three areas: the relatively flat Midway area, the linear Pacific Highway corridor, and the Marine Corps Recruit Depot.

The Midway area and Pacific Highway corridor encompass 936 acres and the Marine Corps Recruit Depot covers 388 acres. The community's land use pattern reflects its industrial orientation during rise of the aviation industry. The portion of Midway northeast of Kurtz Street features an older, traditional grid pattern extended from the adjacent Old Town, which was bisected by the construction of I-5. The grid pattern was further divided by Camino Del Rio West, which was built as a connection between Rosecrans Avenue and the former Route 80 and later the I-5/I-8 interchange. The "superblocks" found southwest of Kurtz Street contain larger auto-oriented commercial uses and the San Diego Sports Arena, and impede pedestrian and vehicle travel.

The Pacific Highway corridor also features a grid pattern extended from the adjacent Uptown Community. The small lots along the older gridded areas in the Pacific Highway corridor are occupied by urban industrial and commercial uses, as well as a few residential uses. The area is bisected by a rail line and cut off from Middletown by I-5. This history and the corridor's isolation between I-5 and the Marine Corps Recruit Depot has resulted in a collection of different scales of uses which, coupled with previous relaxed urban design requirements, has negatively affected the Community's identity and character.



1.3 PRIOR COMMUNITY PLANS

The first Midway Community Plan was adopted in 1970. The 1991 update to the Community Plan incorporated the Pacific Highway Corridor into the community planning area and removed the West Point Loma Boulevard area. The dominance of auto-oriented land uses, higher traffic volumes, lack of pedestrian-friendly streets, and lack of parks have been impediments for the development of new residential uses as envisioned by the 1991 Community Plan. While older retail centers have made aesthetic improvements since the 1990s, the predominant auto-oriented urban form has remained. In 1999, to attract new development, the Community Plan was amended to incorporate the Bay-to-Bay Canal concept that included residential, retail, and employment uses and recreational amenities along the proposed canal. While later studies determined that the canal concept was infeasible, this Community Plan has incorporated the concept of a bicycle and pedestrian connection between Mission Bay, the San Diego River the San Diego Bay and Old Town San Diego, as addressed in the Mobility, Recreation, and Urban Design Elements.



Midway - Pacific Highway is located adjacent to the San Diego River and near Mission Bay, San Diego Bay, and beach communities.

1.4 PURPOSE

The Community Plan serves several purposes:

- Establishes a vision with policies to guide the future growth and development within Midway - Pacific Highway, consistent with the General Plan;
- Provides strategies and implementing actions to accomplish the vision;
- Provides guidance to design and evaluate development proposals and improvement projects;
- Provides the basis for plan implementation including zoning, development regulations, and a public facilities financing plan.



The Community Plan envisions that future development in Midway - Pacific Highway will take advantage of the community's transit services that connect to regional destinations.



1.5 LEGISLATIVE FRAMEWORK

RELATIONSHIP TO THE GENERAL PLAN

The General Plan provides a policy framework for how the City of San Diego will grow and develop. The Midway - Pacific Highway Community Plan further expresses General Plan policies in the context of Midway - Pacific Highway with policies that complement the citywide goals and policies and address community needs. All applicable General Plan policies may be cited in conjunction with the Community Plan policies in the course of design or review of development proposals. The Community Plan is consistent with the General Plan, and the two documents work together to establish the framework for growth and development in Midway - Pacific Highway. Periodic comprehensive reviews of the General Plan may result in changes that affect the Midway - Pacific Highway Community Plan and Local Coastal Program policies in order to maintain General Plan consistency.

RELATIONSHIP TO THE MUNICIPAL CODE

The San Diego Municipal Code implements the Community Plan policies through zoning, development regulations, and other controls pertaining to land use density and intensity, building massing, landscape, streetscape, and other development characteristics. Generally, with the exception of projects on property owned by other government agencies, development within Midway - Pacific Highway is subject to the Municipal Code.

RELATIONSHIP TO THE CLIMATE ACTION PLAN

The Climate Action Plan (CAP) is intended to ensure the City of San Diego achieves Greenhouse Gas (GHG) reductions through local action. The CAP identifies five primary strategies implemented by a number of targets and actions, which together will meet GHG reduction target for 2020, as well as an interim target set for 2035 that is on the

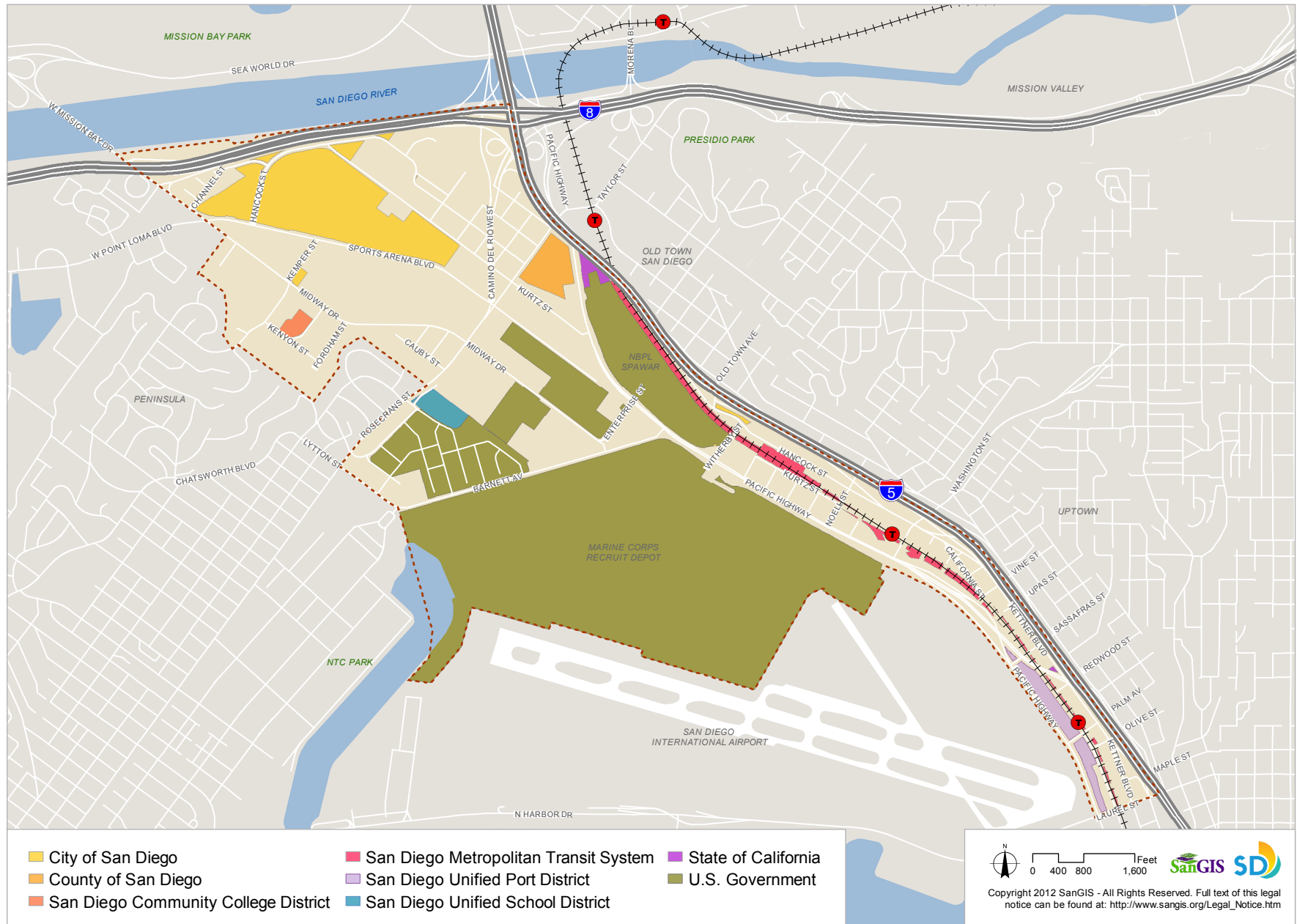
trajectory to the 2050 statewide goal established in former Governor Arnold Schwarzenegger's Executive Order S-3-05. One of the five primary strategies identified in the CAP is to implement bicycling, walking, transit and land use strategies that promote increased capacity for transit-supportive residential and employment densities and provide more walking and biking opportunities in these areas. The Midway-Pacific Highway Community Plan provides capacity for development of residential and employment uses in proximity to transit, and takes a multi-modal approach to improving circulation and access through and within the community. These mobility policies and recommendations in the community plan build from the General Plan's Mobility Element and propose a mobility strategy that improves access to transit through better pedestrian and bicycle infrastructure that complement the increased residential capacity of the community. The Community Plan enhances the community's character and access to its many attractions by improving pedestrian and bicycle connections between the community core, Mission Bay, the San Diego River, San Diego Bay, Old Town, and Downtown. Other recommendations include improvements to streetscapes and the urban forest and identifying opportunities for pocket parks, plazas, and courtyards to create a more friendly and active urban environment. Policies related to CAP strategies can be found in the Land Use, Villages and Districts Element, Mobility Element, Urban Design Element and Conservation Element.

RELATIONSHIP TO OTHER GOVERNMENT AGENCIES

Government-owned property in Midway - Pacific Highway, not including streets and freeways, comprises 669 acres, as shown in Figure 1-2. This includes City of San Diego-owned property, which comprises 88 acres or 31 percent of the land area within the Community Plan area.



FIGURE 1-2: GOVERNMENT-OWNED PROPERTIES





CALIFORNIA COASTAL RESOURCES AND LOCAL COASTAL PROGRAM

Portions of the Pacific Highway Corridor are within the Coastal Zone (see Figure 8-1 in the Conservation Element) and subject to the California Coastal Act. The Coastal Act requires all jurisdictions within the Coastal Zone to prepare a Local Coastal Program (LCP), which includes issue identification, a land use plan and implementation (zoning) ordinances. The Local Coastal Program for the Coastal Zone areas in Midway-Pacific Highway is integrated into this Community Plan. The Land Use Element contains policies to protect and enhance coastal resources and addresses land use, public access and recreation, and view preservation within the Coastal Zone. A portion of the Coastal Zone area is within San Diego Unified Port District, as addressed in the Port Master Plan. The State allows the San Diego Unified Port District to lease Port Tidelands for industrial, commercial, and visitor-related uses. Additional policies in the Mobility, Urban Design, Conservation, and Recreation Elements support the goals of the Coastal Zone and Port Tidelands to meet the intent of the Coastal Act.

ENVIRONMENTAL REVIEW

The Program Environmental Impact Report (PEIR) for the Midway-Pacific Highway Community Plan provides a programmatic assessment of potential impacts that could occur with the implementation of the Community Plan, in accordance with the California Environmental Quality Act (CEQA). Projects consistent with the Community Plan and PEIR may not require further environmental review.

The Federal Government conducts environmental review in accordance with the National Environmental Policy Act (NEPA) for projects on Federal Government-owned property. The State, County, Port District, School District, and Community College District conduct CEQA analysis for projects on their property that are subject to their approval.

PLAN ORGANIZATION

The Community Plan is organized into nine Community Plan Elements and includes introduction and implementation chapters. Each element contains an introduction section that describes its contents and relationship to the Community Plan as a whole. Many of the elements are divided into sections that discuss specific topics. Each element contains one or more goals that express a broad intent. Most of the elements also contain policies that reflect specific direction, practice, guidance, or directives that may need to be developed further and/or carried out through implementing plans by the City or another governmental agency.

HOW TO USE THIS DOCUMENT

The Midway-Pacific Highway Community Plan provides a long-range physical development guide for elected officials, property owners, and citizens. The plan contains specific goals and policies to provide direction on what types of future uses and public improvements should be developed in the Midway-Pacific Highway community. When designing development and/or infrastructure projects or researching what uses are appropriate for a site, this community plan, the applicable zoning regulations found in the City's Land Development Code, and the Midway-Pacific Highway Impact Fee Study should be consulted to ensure that all relevant policies, regulations, and planned infrastructure improvements are taken into consideration.