



THE CITY OF SAN DIEGO

Report to the Planning Commission

DATE ISSUED: June 13, 2019 REPORT NO. PC-19-050
HEARING DATE: June 20, 2019
SUBJECT: Mission Valley Community Plan. Process Five Decision

SUMMARY

Issue: Should the Planning Commission recommend to the City Council approval of the update to the 1985 Mission Valley Community Plan?

Staff Recommendations:

1. RECOMMEND to the City Council **CERTIFICATION** of Program Environmental Impact Report No. 518009/Sch. No. 2017071066.
2. RECOMMEND to the City Council **APPROVAL** of a resolution amending the Mission Valley Community Plan and amending the General Plan.
3. RECOMMEND to the City Council **APPROVAL** of an ordinance amending Land Development Code Chapter 13, Article 2, Division 14 (Community Plan Implementation Overlay Zone), repealing Chapter 15, Article 14 (Mission Valley Planned District), and amending the City's certified Local Coastal Program (LCP).
4. RECOMMEND to the City Council **APPROVAL** of an ordinance rezoning land within the Mission Valley Community Planning area to Citywide zones.

Community Planning Group Recommendation: The Mission Valley Community Planning Group will provide their final recommendation on June 5, 2019, which will be presented by staff at the Planning Commission Hearing. The Mission Valley Community Planning Group voted on September 6, 2017 to support the proposed land use plan for environmental analysis (See Attachment 2).

Park and Recreation Board: On May 16, 2019, the Park and Recreation Board voted 8-0-0 to recommend approval of the Mission Valley Community Plan Parks and Open Space section.

Historical Resources Board: On April 25, 2019 the City's Historical Resources Board voted 8-0-0 to recommend adoption of the Mission Valley Community Plan Area Historic Context Statement, the Historic Preservation Section of the Mission Valley Community Plan, and the Historical, Cultural and Tribal Cultural Resources section of the Program Environmental Impact Report; and voted 5-3-0 to recommend adoption of the Mission Valley Cultural Resources Constraints Analysis with the added recommendation that the City Council consider an expanded area of high archaeological sensitivity between the Mission San Diego de Alcalá and the San Diego River requested by the Save Our Heritage Organisation (SOHO) if a map

with specific boundaries is provided to the Council (Attachment 3). A map with expanded sensitivity consistent with the SOHO request is included in the Final PEIR.

Environmental Review: Program Environmental Impact Report No. 518009/SCH No. 2017071066 (Attachment 4) has been prepared pursuant to the California Environmental Quality Act (CEQA) for the above referenced project. A Notice of Preparation (NOP) soliciting input on the scope of the PEIR was issued on July 28, 2017. The Draft PEIR was made available for public review beginning February 6, 2019. The Final PEIR has been distributed with this report. Responses to public comments pertaining to the proposed Mission Valley Community Plan document and policies are addressed in the Final PEIR document.

Housing Impact Statement: There are approximately 11,240 existing residential dwelling units within the Mission Valley Community Planning area. The proposed Community Plan has an estimated total buildout of 39,160 residential dwelling units. The updated plan would provide for approximately 27,910 additional residential dwelling units to be built, which is a 248 percent increase in housing capacity over the current number of housing units in the Mission Valley Community Planning Area.

BACKGROUND

A. Community Overview:

The Mission Valley Community Planning Area is over 3,200 acres in size and is located near the geographic center of the City of San Diego. It is bounded to the west by Interstate 5, to the east by the San Diego River and Fairmount Avenue, and by the valley walls north of Friars Road and south of Camino del Rio South (Attachment 5).

The Mission Valley Community Plan (Community Plan) was adopted by the San Diego City Council on June 25, 1985. The document has been amended over twenty times, with the most recent amendments for the inclusion of Quarry Falls (2008), Hazard Center redevelopment (2010), the San Diego River Park Master Plan (2013), and modifications to the Atlas Specific Plan (2017 and 2018). In the summer of 2015, the Planning Department began a comprehensive process to update the 1985 Community Plan to align the goals and policies with those in the current General Plan and the Climate Action Plan.

Development in Mission Valley is regulated by the Mission Valley Planned District Ordinance (PDO). The PDO implements the 1985 Community Plan through the use of Mission Valley-specific commercial, industrial, multiple use, and residential zones that provide development standards; overlay districts that regulate development intensity across Mission Valley; overlay districts that regulate the permitted form and type of development in the hillsides and adjacent to the river to ensure these areas will be respected and preserved; and special regulations that address needs unique to Mission Valley, such as parking and circulation, design requirements, and landscaping.

B. Community Participation and Outreach Effort:

Planning Department staff conducted an extensive public outreach process focused around community and stakeholder engagement. A subcommittee of the Mission Valley Planning Group formed in August 2015 and met over 28 times throughout the plan development. Public workshops were also held in the Mission Valley community in June 2015, October 2015, and August 2017. Stakeholder interviews were conducted in October 2015. In addition, a feedback workshop targeting professionals in the planning, design, and architecture industry was held in February 2016. Community and stakeholder group presentations were given throughout the years 2015 to 2019 to several local professional and community interest groups. Staff also coordinated with representatives of the California Department of Transportation, Metropolitan Transit System, San Diego Association of Governments, and San Diego Unified School District throughout the plan development.

DISCUSSION

A. Why is an update to the current Mission Valley Community Plan needed?

While the 1985 Community Plan was regarded as a progressive Smart Growth document for its time, many of the key provisions of the 1985 plan need an update to bring it into conformance with not only the General Plan (2008), but also the City's Climate Action Plan (2015). Central to the 1985 plan was a development intensity district model, which identified automobile trip generation as the primary method for identifying a project's consistency with the 1985 Community Plan. This was implemented through the PDO, which requires any project—even when in conformance with the approved zoning regulations—to undergo a discretionary review process that limits development to established trip generation thresholds.

Furthermore, the conditions present in 1985 were dramatically different than what is present today, which necessitates a regulatory environment designed to deal with today's challenges. In 1985, the trolley had yet to be extended through Mission Valley, a significant portion of land was still undeveloped due to sand and gravel extraction activities, and a comprehensive strategy for managing development along the San Diego River had yet to be established. Since that time, the Green Line trolley has been built, which has created Transit Priority Areas (TPAs) that include some opportunity sites for future growth. The former mining areas have ceased operations and existing entitlements in those areas exhaust the 15,195 residential units originally envisioned in the 1985 Community Plan (prior to any approved plan amendments). Finally, the San Diego River Park Master Plan was adopted in 2013, which established a vision and development regulations that have been successful in helping deliver changes in Mission Valley to better conserve and enhance the natural resource.

Looking into the future, Mission Valley's transit-rich environment provides many opportunities to help tackle San Diego's housing crisis. The updated strategies and policies in the proposed Community Plan will promote more transit-oriented development in walking distance of transit stations, which is a key strategy in meeting the Climate Action Plan goals.

B. What will the updated Community Plan accomplish?

The Community Plan identifies land use and multi-modal mobility strategies to cohesively guide growth and development consistent with the General Plan and Climate Action Plan. It fosters walkable and transit-oriented development by directing the majority of new residential growth into TPAs. The multimodal mobility system includes the addition of one new trolley station, dedicated bus lanes, protected bicycle facilities, multimodal bridges, a more complete grid system, and new connections between areas of employment and housing. The updated strategies in the proposed Community Plan also identified the opportunity for over 186 acres of future active park lands, a complete off-street San Diego River Trail, and other recreational amenities. These strategies will work in harmony to help reduce vehicle trips and miles traveled, making bicycling and walking viable transportation choices.

C. What are some of the more significant changes being proposed in the updated Community Plan?

1. Vision

Mission Valley is identified as a sub-regional employment center in the General Plan, which is a major employment and/or commercial district within the region containing corporate or multiple-use office, industrial, and retail uses with some adjacent multifamily residential uses. Through the update process, the land use plan was updated to provide additional opportunities for residential development while maintaining a variety of retail, office, and visitor-serving commercial uses. The land use plan also allows residential uses to be integrated with complementary uses to support vibrant activity nodes, transit use, and multi-modal mobility.

The Community Plan is designed to create a better balance between employment and shopping opportunities and housing. Much of Mission Valley is within a half-mile of high frequency transit service, and opportunity sites were identified within TPAs. The land use plan was designed to reinvest in the community and create opportunities to add housing on those sites that had previously been developed for commercial uses. Attachment 6 provides a conceptual description of changes resulting from the Community Plan.

Much of the land in Mission Valley is proposed to be designated for mixed-use development. This development will occur either through total redevelopment of existing sites, or the creation of new uses coupled with existing buildings of differing uses. It will be important that new housing provides a high quality of life through context-sensitive design, including thoughtful site planning, integrated green and open spaces, ample opportunities for non-motorized travel, and connectivity to adjacent properties. Through the policies in the proposed Community Plan, the future Mission Valley will be more sustainable, produce less per capita greenhouse gas (GHG) emissions, and be a vibrant and thriving community. The proposed land use designation map is provided as Attachment 7.

a. Western Mission Valley

Under the Community Plan, western Mission Valley will have a residential and park focus with complementing office and retail uses. Habitat along the San Diego River will be designated open space with a focus on conservation and restoration. Beyond the open space, a park of community significance to serve the Mission Valley Community Planning area will be provided with features like trails, sports fields, abundant tree canopy, and playgrounds, as well as educational and interactive features. The recreation facilities including the YMCA, Sefton Field, and Presidio Park will continue to be assets in the community and will be further featured via wayfinding signage and connections, including a pedestrian bridge, to and from the San Diego River Pathway.

b. Central Mission Valley

The focus of Central Mission Valley will be as an urban hub that not only serves as the central business district with vibrant jobs, but also a location for restaurants, nightlife, shopping, entertainment, and residential development. Development will be oriented along the river, transit stations, and along new main streets in the form of campus-style, infill, and lifestyle developments. Workers, residents, and tourists will be able to access these commercial and residential areas via a bicycle- and pedestrian-friendly environment with the completion of the sidewalk network and integration of various types of bicycle infrastructure. Periodic parks along the river will provide readily accessible respite from the center of Mission Valley's new urban focus, while green streets will reconnect pedestrians, bicyclists, and drivers with the urban hub.

c. Eastern Mission Valley

East of I-805 will include higher density development with an emphasis on connectivity and comfort for pedestrians, cyclists, and other modes of transportation. The introduction of trees along corridors and a balance between open and recreational areas, cultural sites, and mixed-use development will create a welcoming space with a civic focus. The eastern area will be the home of a new aquatic complex and recreation center to meet the active recreational needs of the community.

d. South of Interstate 8

South of I-8 will have a continued emphasis on office, automobile, and hotel uses. In recognition of the limited connectivity these parcels have with neighborhood-serving uses and transit, this area is envisioned to have regional-serving uses or be self-contained. Due to the relative isolation of the sites, future development will be designed to function with a lack of direct connections to transit and amenities. This area will also be enhanced through higher quality building materials, greater connectivity, enhanced bicycle- and pedestrian-friendliness, green spaces and plazas, new trail connections, and restoration of the landscape.

Public art will be encouraged as a tool to support a greater sense of place, and trails, bike lanes, and potentially an aerial tram would be encouraged to connect to neighborhoods on the mesa.

2. Mobility

The Community Plan calls for the development of a balanced, multi-modal transportation network that improves pedestrian, bicycle, and transit mobility. The Community Plan seeks to provide new pedestrian and bicycle connections on the new streets through “complete streets” design and create a more walkable street network for the community. This will happen in tandem with addressing vehicular traffic capacity, improved access to freeways, and improved connections over/under freeways to adjacent communities. A major component of the Community Plan is to enhance pedestrian and bicycle mobility through the creation of a system of multi-use paths that will accommodate both modes of travel and provide connections through the community. This includes access to the existing and future transit stations, local bus stops, and adjacent communities. The backbone of this active mobility system is the San Diego River Pathway, which will provide a continuous east-west path that transverses the entire community. Another major component of the mobility strategy is the recommendation of two new multi-use bridges, which will reduce out-of-direction travel, while also providing additional routes that can be used by first responders in the event of an emergency.

3. Parks and Open Space

The Community Plan provides a summary of the recreational and park needs in the community and identifies opportunities for parks and recreation. It establishes goals and policies for population-based parks, park equivalencies, non-traditional parks, recreation and aquatic facilities, as well as goals to promote access to recreation facilities. The Mission Valley Community Planning Area currently has two parks totaling 24.45 acres and no recreation facilities. The Community Plan identifies two new recreation centers, one aquatics center, and 186.28 acres of planned traditional and non-traditional parks.

4. Historic Preservation

The Community Plan addresses historic preservation with policies to preserve historical and cultural resources in Mission Valley, and to create commemorative, interpretive, and educational opportunities for important sites and events in the community's history.

5. Public Facilities, Services and Safety

The Community Plan outlines the community facilities needed to ensure appropriate levels of public services are maintained, as well as strategies to help manage safety issues. The Community Plan identifies opportunities, actions, and technologies that the City can utilize to mitigate risks and the exposure to hazards to support and

improve quality of life in Mission Valley, as well as minimize nuisances and provide improved delivery of services.

6. Urban Design

The Community Plan addresses urban design through guidelines and recommendations for achieving high-quality design of the built environment. It is intended to assist project applicants during the project design phase, as well as City staff in the project review and approval process, with the purpose of ensuring that new development contributes to the community vision. The Urban Design section aims to be prescriptive enough to address design in Mission Valley's many physical contexts, but flexible enough to allow for creativity and innovation in design and planning.

The Urban Design section is organized into three parts:

- Public Realm, which addresses the urban design of Mission Valley's rights-of-way, streetscapes, signage, public open spaces, and views. This subsection applies to the design of all publicly-owned areas of the community as well as the interface between public and privately-owned properties.
- General Design, which applies to design on private property, as well as the relationship of private development to neighboring properties and the public realm. Guidelines are intended to aid project designers in creating high-quality buildings and site plans.
- Area-Specific Design, which describes the unique character of, and presents guidance for, development within specific areas of the community. These include Trolley Station Design Districts (areas within a focused quarter-mile radius of a trolley station); Community Nodes/Main Streets; River-Adjacent Areas; Hillsides and Steep Grades (areas with a slope of 15 percent or greater); Freeway-Adjacent Areas; and South of I-8.

7. Policies and Regulations

Future development will be a major catalyst for implementing the concepts presented in the Community Plan. The document contains a section with Policies and Regulations, which was created to serve as an easy-to-use guide and evaluation tool for new development to identify if a proposed project is consistent with the Community Plan's Vision and Design Guidelines. Regulations, including Community Plan Implementation Overlay Zones (CPIOZs), are also located in this section of the document. The intention is to provide a predictable process for developers and community members to help streamline development review while also providing direction on how to create a development project that is consistent with community expectations.

D. How does the Community Plan address the Stadium Site?

On November 6, 2018, 54 percent of San Diego voters approved Measure G, which is an initiative that authorizes the City to sell 132 of the 166 acres at the SDCCU Stadium site to San Diego State University. The Community Plan anticipates the redevelopment of the SDCCU Stadium site will be accomplished through a Specific Plan or Campus Master Plan, which will include detailed information on the land uses, mobility system, and recreation facilities. It is anticipated that the forthcoming Specific Plan or Campus Master Plan would be consistent with the land uses, mobility system, and policies of the Community Plan.

The Community Plan Final PEIR assumed a development program modeled after the best available information of development contemplated for the site, which is described in Table 1 and disclosed to the public during the scoping period. In January 2019, the Board of Trustees of the California State University (Trustees) released a Notice of Preparation (NOP) for the San Diego State University Mission Valley Campus Master Plan Project, which included more detailed land use assumptions than were provided in Measure G (Attachment 8). A summary of the assumptions for the Campus Master Plan is provided in Table 2. The land use assumptions in the Final PEIR contemplate a development program that is comparable to the development assumptions in the Trustees' NOP. A forthcoming EIR prepared by the Trustees will provide more information on the development program and environmental impact from the buildout of the Specific Plan or Campus Master Plan, which should include an analysis of the Specific Plan or Campus Master Plan's conformance with the Community Plan.

Dwelling Units	4,800
Hotel Rooms (Resort)	450
Hotel (Resort) Square Feet in thousands (ksf)	337.5
Hotel Employees	614
Office ksf	2,000
Office Employees	6,667
Retail ksf	300
Retail Employees	429
Stadium Acres	--
Stadium Employees	79
Active Park Acres	38.1
Undevelopable Natural Area Acres	4.9

Proposed Campus Land Uses	Footprint (acres)	# of Buildings	Stories	Units	
				Homes	Hotel Rooms
Parks, Recreation and Open Space ¹	83.6 ²	— ³	—		—
Mixed-use Campus (Including Stadium)	28.6	17	3-5		—
Campus Residential	24.6	16	3-24	4,600	
Campus Hospitality ⁴	5.2	2	3-22		400
Circulation	27.4	—	—		—
Total⁵	169.4	34	—	4,600	400

Source: Carrier Johnson 2017

Notes:

¹ Includes trails.

² Excludes 1.3-acre MTD fee-title for San Diego Trolley Line; no development proposed within that area.

³ A dash (—) signifies that the information does not apply for a given category.

⁴ Hotel H1 includes both hotel and residential uses.

⁵ All values are approximate and subject to change in the Draft EIR.

E. How does the Community Plan address flooding and sea level rise?

The Mission Valley Community Planning Area is affected by occasional flooding during weather events. Additionally, portions of the community have a low potential for flooding due to sea level rise by the year 2050 and greater potential by 2100. The Public Facilities, Services and Safety section of the Community Plan includes policies addressing the design of future facilities and infrastructure to address sea level rise flooding and the rising water table. The Mobility section includes the provision for two new multi-use bridges, which will each provide a high water crossing on both the eastern and western areas of the community. These bridges will enhance emergency service and evacuation capabilities during flood events. In addition, the Urban Design section of the plan provides policies and recommendations for storm water infrastructure and green street improvements to assist with storm water management.

F. How does the Community Plan implement the Climate Action Plan?

The Climate Action Plan is intended to ensure the City achieves GHG reductions through local action. The Climate Action Plan identifies five primary strategies implemented by a number of programs and actions, which together will meet state GHG reduction targets. Community plan updates play a major role in implementing Strategy 3: Bicycling, Walking, Transit & Land Use. Key community plan-related measures under Strategy 3 include:

- Action 3.1: Implement the General Plan’s Mobility Element and the City of Villages Strategy in Transit Priority Areas to increase the use of transit;
- Action 3.2: Implement pedestrian improvements in Transit Priority Areas to increase commuter walking opportunities;
- Action 3.3: Implement the City of San Diego’s Bicycle Master Plan to increase commuter bicycling opportunities; and
- Action 3.6: Implement transit-oriented development within Transit Priority Areas.

The Community Plan complies with the Climate Action Plan by doing the following: (1) directing growth into TPAs; (2) applying land use designations, residential densities, and implementing zoning to support transit-oriented development; (3) providing policies and planned improvements to support transit operations and access; (4) and designing a planned multimodal mobility network that includes robust pedestrian and bicycle facilities that connect people to transit. Attachment 9 provides additional information on how the plan complies with the requirements of the Climate Action Plan.

G. How will the Community Plan be implemented?

The Community Plan contains community-specific land use designations and policies. It also contains supplemental development regulations implemented through CPIOZ regulations. The Community Plan will guide city staff, property owners, and citizens engaged in community development. Key actions to implement the Community Plan include private investment through development consistent with the zoning program; public facilities included in the City's Capital Improvement Program (CIP) that are prioritized and funded in part through development impact fees; and other sources of public, private, and non-profit initiatives such as regional transportation improvements. Key tools to implement the plan include:

1. Zoning Program and Land Development Code Amendments

The Community Plan includes application of Citywide zones (Attachment 10) to implement the land use map. Included within the proposed zoning map is the inclusion of the Mixed-Use Base Zones, which were developed in tandem with this plan to provide regulatory guidance for the development of transit-oriented mixed-use projects. An amendment to the Land Development Code is required to repeal the Mission Valley PDO that currently governs the development standards in Mission Valley. Attachment 11 identifies the proposed changes to the Land Development Code.

The proposed application of three new CPIOZs is designed to carry forward the essential functions of the PDO that need to remain with the transition to Citywide zones. This includes the provisions for development within the San Diego River Subdistrict consistent with the San Diego River Park Master Plan; the Hillside Conservation, Design, and Height Limitation Subdistrict, which provides additional protection for the limited remaining natural hillsides; and the Specific Plan Subdistrict, which identifies areas under an adopted specific plan or where one will be required for new development to occur.

2. Impact Fee Study (IFS)

An IFS with an associated Development Impact Fee (DIF) for the Mission Valley Community Planning Area is being prepared as a companion item to the Community Plan. The IFS and associated DIF will be presented to the City Council for consideration and approval. The DIF, when adopted, will be a partial funding source for the public facilities envisioned for the community and contained within the IFS. Portions of facilities costs not funded by the DIF will need to be identified by future City Council

actions in conjunction with the adoption of CIP budgets, as well as identified for potential regional funding opportunities.

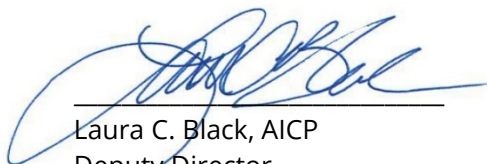
3. Streamlining for Infill Projects

PEIR No. 518009/SCH No. 2017071066 has been prepared for this project pursuant to CEQA. CEQA Guidelines Sections 15162, 15183, and 15183.3 allow the City to streamline environmental review for individual infill projects. Under Section 15183.3, future development projects can rely on the analyses in the PEIR if the project meets applicable criteria for an infill project and would need to address project-specific impacts not addressed in the PEIR.

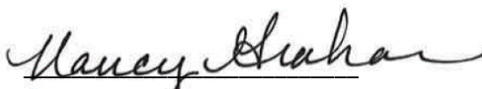
CONCLUSION

The Community Plan considers current conditions and supports the desired future vision of the Mission Valley community while establishing a framework for improved mobility, public space, and urban design. The Community Plan provides the vision, implementing actions, policies, and regulations to guide future development in this community, consistent with the General Plan, Regional Plan, and Climate Action Plan. Long-term realization of the community plan vision will require public, private and non-profit investment, as well as the active participation of city departments, other public agencies, and the community at large. The result will be a strong and vibrant Mission Valley community.

Respectfully submitted,



Laura C. Black, AICP
Deputy Director
Planning Department



Nancy Graham, AICP
Development Project Manager
Planning Department

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Attachments:

1. Proposed Mission Valley Community Plan (May 2019) (Under Separate Cover)
Draft Resolution – Amending the Mission Valley Community Plan and General Plan
2. Mission Valley Planning Group Recommendation (September 2017)
3. Historic Resources Board Meeting Minutes (April 2019)
4. Mission Valley Community Plan Final PEIR (Under Separate Cover)
Draft Resolution – Certifying the Final PEIR
5. Mission Valley Community Plan Area Map
6. Mission Valley Urban Village Areas Map
7. Mission Valley Land Use Map

8. SDSU West Campus Master Plan NOP
9. Climate Action Plan (CAP) Conformance Evaluation
10. Draft Ordinances Rezoning Mission Valley Community Planning Area (inside and outside of Coastal Zone)
Mission Valley Proposed Zoning Maps (C-999 and B4343)
Proposed Lists of Assessor's Parcel Numbers for Rezone
11. Draft Ordinances Amending the Land Development Code
Draft Land Development Code Amendments (Chapter 13 and Chapter 15)
Mission Valley Proposed Community Plan Implementation Overlay Zone Map (C998)