THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: April 9, 2009 REPORT NO. 09-009

ATTENTION: Planning Commission Agenda of April 16, 2009

SUBJECT: Workshop on the Barrio Logan Community Plan Update

SUMMARY:

THIS IS A WORKSHOP TO UPDATE THE PLANNING COMMISSION ON THE BARRIO LOGAN COMMUNITY PLAN UPDATE (BLCPU), AND DISCUSS THE DRAFT LAND USE SCENARIOS AND OTHER PERTINENT ISSUES RELATED TO THE BLCPU. NO ACTION IS REQUIRED ON THE PART OF THE PLANNING COMMISSION AT THIS TIME.

BACKGROUND

The community of Barrio Logan includes approximately 550 acres located between downtown San Diego, the Interstate 5 freeway, the National City border, the Port of San Diego and the San Diego Bay. The predominately Hispanic community includes approximately 4,045 residents and has a diversified land use character with a mixture of residential, commercial, light and heavy industrial uses, governmental agencies as well as major maritime industries (Attachment 1). A portion of the community is located within the Barrio Logan Redevelopment Project Area.

Barrio Logan has a long history as a working-class Mexican American waterfront community. The massive investment of shipbuilding and Naval operations due to World War II caused a shift in the characteristics of the community. In addition, a significant rezoning effort of the neighborhood to include heavy industrial and commercial uses during the 1950's changed the environment as well. Regional accessibility of this area improved through subsequent freeway construction in the 1960's but also permanently divided Barrio Logan and Logan Heights. It was assumed that following these actions the area would eventually be totally redeveloped privately with industrial enterprises, but the residents have remained anchored to the Barrio. Stemming from these actions, a multitude of incompatible land uses exist throughout the community as

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permitted by the Barrio Logan/Harbor 101 Community Plan (Community Plan) and Local Coastal Program (LCP) which was last updated in 1978 as well as the Planned District Ordinance zoning regulations (PDO) which were adopted in 1983 and amended in 1992.

In order to solicit community input, in 2007 the City formed the Barrio Logan Plan Update Stakeholder Committee (BLSC) whose 25 voting members consist of resident tenants and property owners as well as business/industry representatives, community organizations and non-residential property owners as well as eight ex-officio non-voting members (Attachment 2). Currently, Barrio Logan does not have an officially-recognized community planning group. Rather, in order to include as much community participation in the process, the City formed this 33-member BLSC to provide a public participatory forum for the community.

To address the Barrio's planning and environmental justice issues, the City of San Diego commenced an update to the Community Plan and LCP in April 2008. The process is anticipated to be completed over a 28-month timeframe. The primary objective is to engage the community of Barrio Logan in the update of the community plan and zoning program that creates a plan for future development, provides adequate buffers between incompatible land uses, reduces traffic conflicts, enhances local and regional-serving employment opportunities, provides for pedestrian-oriented design principals, encourages affordable and market rate housing and incorporates adequate public facilities. The BLSC, broader community, City staff and consultants have met on a regular basis to begin creating preferences and land use scenarios that will be used to develop the community plan, zoning regulations and environmental impact report. The following is a discussion that includes stakeholder committee and community input, existing and proposed development, proposed land use scenarios, issues affecting the development of a preferred scenario and the technical analysis that has been completed to date.

Consultant Team Selection

The City Planning & Community Investment Department (CPCI) hired three primary consulting firms to assist in the preparation of the land use plan, zoning program, economic analysis, and environmental document. This multi-disciplinary consulting team includes Moore, Iacofano and Goltsman (MIG) and Estrada Land Planning (ELP) who are tasked to facilitate the BLSC meetings as well as prepare the community plan document and assist with developing the new zoning regulations. In addition, MIG's scope includes the preparation of a buffer/collocation study, park and recreation strategy, as well as a visual preference survey and community character survey. A number of sub-consultants are preparing the technical documents, including the mobility planning and traffic/parking studies, noise, air quality and hazardous materials reports, as well as a historical reconnaissance survey and archeological study. Economics Research Associates (ERA) has been hired to work closely with MIG on preparing the Economic and Market Analysis for the land use scenarios. Finally, Recon Environmental has been hired to prepare the environmental document for the plan update.

Stakeholder Committee and Community Input

Over the past 12 months, an extensive amount of BLSC member and community input has been provided to guide the plan update process. The BLSC has generally met monthly to review pertinent information, discuss issues and provide input. Based on the General Plan elements (Attachment 3), a number of important community principles were developed (Attachment 4) to assist in guiding the process. To also assist in guiding the effort, staff created the Past Planning Efforts and Recommendations matrix that takes into account planning and community work that has been done over the past 30 years (Attachment 5).

In July 2008, a community workshop was held with over 125 people in attendance. The "Open House" style workshop was held in order to learn more about the community's priorities, assets, issues and opportunities. The format for the community workshop included opportunities for the public to interact with staff and consultants in a variety of exhibits focused on elements of the Community Plan update.

In January of 2009, a multi-day workshop or "charrette" was held with over 110 people in attendance. The purpose of the charrette was to engage the community in a visual and land use preference survey that would serve as the basis for the development of the land use scenarios. As part of the charrette, the City and consultant team held an open house to demonstrate the results from the visual and land use preference survey. Furthermore, during the charrette process, the BLSC overwhelmingly adopted a set of guiding principles (Attachment 6). These results and the adopted guiding principles provided the direction for the land use development exercise that was held on the final day of the charrette. Participants broke into small groups to review a series of potential land use and development options that were based on community preferences. The groups mixed, matched and added on to the land use options to create their own vision of the placement and intensity of various land uses throughout the Barrio. The ten maps are included as Attachment 7.

Current Community Plan

Due to their age and conditions in effect at the time, the Community Plan and PDO permit multiple land uses to co-locate throughout the community which has contributed to incompatible land uses being located in close proximity to each other (i.e. single-family residences located adjacent to heavy industrial development). In addition, development pressure, in part promulgated by the development of Downtown's East Village neighborhood as well as the convention center expansion, further point to the need to refine land uses in the area.

Before the current community plan was adopted by the San Diego City Council on November 30, 1978, it was assumed that the area would eventually be totally redeveloped privately with industrial enterprises. After a significant outcry from Barrio's residents at the time, the City

Council adopted the current Community Plan with the inclusion of policy language to expand and protect the residential uses with the necessary supportive commercial and public facilities. As such, the Community Plan calls for conserving and reinforcing the existing living and working community through residential/industrial coexistence and rehabilitation. Additionally, the Plan recommends the community be revitalized by encouraging infill development within the existing community to strengthen its housing, commercial and industrial assets as well as recreational, transportation and open space opportunities. These recommendations have been difficult to implement due to the zoning regulations allowing industrial, residential and commercial uses in the same areas in much of the plan area.

General Plan

As discussed in the General Plan, the City of Villages strategy focuses growth into mixed-use activity centers that are pedestrian-friendly centers of the community, and linked to the regional transit system. As such, the community and character of Barrio Logan exhibits characteristics of the strategy in many ways. The Barrio's excellent access to transit, its proximity to major employment centers and its rich heritage that is defined by its important cultural institutions, businesses, residents and artwork are what the General Plan had envisioned as it created the villages strategy. The Economic Prosperity Element designates a portion of the community as prime industrial including the area west of Harbor Drive as well as a portion along Main Street, south of 32nd Street. Furthermore, this area is a major employment center that serves the San Diego region due to the close proximity to the San Diego Unified Port District industries and the United States Navy.

The General Plan's Land Use Element indicates that Barrio Logan has a high propensity as a village location (LU-1). The Community and Neighborhood Village Centers category which calls for local commercial, office, and multi-family-residential uses, including some structures with office or residential space above commercial space, is suitable for a number of areas within the Barrio. However, collocation of industrial uses in close proximity to sensitive receptors, such as residential and community institutions, is a significant issue that will need to be resolved as part of this update. It should be noted that the area is well served by three bus routes (11, 901 and 929) making Barrio Logan a prime location for transit-oriented development.

In response to the policies and guidelines of the General Plan, the plan update will evaluate designating a large portion of the community as a village area with the intent of maintaining community character and recognizing the fine grained pattern of existing development within the community. This area will include parcels generally bounded to the north by 16th Street, on the south by 28th Street and Interstate-5 to the East and Harbor Drive to the West. However, uses in neighboring communities, such as the Our Lady of Guadalupe church on the east side of Interstate-5 as well as the MTS Station at 15th Street and Imperial Avenue play important roles in the village area.

Unified Port District Transition Zone Policy

Due to issues associated with existing incompatible uses between the Unified Port District Industrial lands and the Barrio Logan community, the Port District adopted a Transition Zone policy to provide the City with recommendations to address the transition zone area which is generally west of Main Street and encompasses the residential area along Boston Avenue, south of 28th Street (Attachment 8). The purpose of the transition zone policy is to protect maritime industrial lands and provide a transition to adjoining residential areas by establishing general guidelines to encourage the creation of transition zones between industrial lands and residential neighborhoods.

A number of key principles are outlined in the policy and include ensuring that the transition zones provide a mandated separation between industrial and residential land uses as well as safeguarding the environmental health of the regional neighborhoods and residents and protecting and enhancing the existing and prospective operations of the businesses governed by City plans, community group plans, and the Port Master Plan. These uses include visitor serving, commercial, retail, industrial, working-waterfront, and maritime-related, job-producing industries. Transition zones should only permit uses that do not pose a health risk to sensitive receptor land uses adjacent to or in the near proximity. According to the Port District's Policy, transition zone development in San Diego should be limited to the following uses: parking, office buildings and greenbelt areas; however, consistent with the aforementioned principles, transition zones should make the highest and best use of land.

Other Planning/Infrastructure Efforts

Caltrans/Port Truck Route Project

The Port of San Diego is working with the San Diego Association of Governments (SANDAG), the California Department of Transportation (CalTrans) and the cities of San Diego and National City on the Port Freeway Access Program. One of the main goals of the program is to provide direct truck access to Interstates 5 and 15, rather than having them travel through the neighborhood. There are four separate freeway access projects. The two projects that are located within the City of San Diego jurisdiction include the Tenth Avenue Marine Terminal at Cesar Chavez Parkway and Harbor Drive at 32nd Street. Caltrans and the Port District staff are currently evaluating a number of different scenarios that will ultimately deter trucks from going through the Barrio Logan community, eliminate delays caused by the railroad crossing, as well as reduce the potential of rail-related accidents.

Bayshore Bikeway

The Bayshore Bikeway Plan proposes a Class 1 bike path on the east side of Harbor Drive through Barrio Logan. It is part of a larger project that will eventually extend the existing Bayshore Bikeway path all the way around San Diego Bay. The purpose of the project is to provide improved non-motorized access from the Centre City through Barrio Logan to the employment sites along Harbor Drive. It also will provide a better environment for recreational and fitness activity along the corridor.

Pedestrian and Bicycle Master Plan Updates

Alta Consulting has been hired by the City to conduct updates to the San Diego Bicycle Master Plan (BMP) as well as the City's Pedestrian Master Plan (PMP). In relation to Barrio Logan and the BMP, Alta staff is developing methods to identify bicycle network deficiencies in the City of San Diego which will also cover Barrio Logan. In terms of the PMP, Alta staff are analyzing and identifying high priority corridors and intersections for the focus of their project recommendations.

Existing and Planned Projects

A comprehensive existing conditions report was developed as part of the initial phase of the plan update in order to document and understand the underlying conditions within Barrio Logan (Attachment 9). Specifically, the report covers the physical planning components of Barrio Logan as well as a discussion of the community's existing character including community amenities and the social fabric of Barrio Logan. The report also describes how people use Barrio Logan and the character of recent development.

A significant amount of new development and rehabilitation of existing structures has occurred over the past several years in Barrio Logan. These projects include the construction of approximately 215 new affordable housing units, 13 new market rate residential units, relocation of an architectural school to the Barrio, new commercial, office and retail space in rehabilitated structures as well as development of a new health center for the community.

Planned projects to be completed over the next five years include the Mercado Retail Project and the Community College District's (CCD) continuing educational complex. The Mercado Retail project site, located along Cesar Chavez Parkway between National Avenue and Main Street, is proposed for a mixed-use project including a 35,000 square foot Hispanic grocer, 77 units of affordable housing as well as a number of community-serving retail and commercial stores. The CCD has acquired the southwest corner of Main Street and Cesar Chavez Parkway and is planning to develop a 45,000 square foot, three to four story continuing educational complex which is directly adjacent to the Barrio Logan trolley station.

There are a number of new projects currently being planned in neighboring communities that will likely impact Barrio Logan. These include the 475,000 square-foot Metro Project, located between 16th and Commercial Streets and National and Newton Avenues, which will encompass one full city block. Another project, Comm 22, located in the Southeastern San Diego Community Plan Area and located at 22nd Street and Commercial Avenue, is in the process of securing financing and will construct a 254-unit mixed-use project. The project will include intergenerational housing, live/work units as well as retail and commercial space and the rehabilitation of the School District's historic book depository building that could be used as a future civic or cultural space.

DISCUSSION

The following discussion includes information that will provide additional guidance for developing the land use scenarios. As such, a number of technical reports have been prepared or are in the process of being prepared and are described below. Furthermore, the discussion on the development of the draft land use scenarios is contained within this section as well as the preliminary economic and transportation impacts analysis.

Transportation/Mobility

The purpose of the Mobility Element that will be included in the community plan will be to establish goals and policies that that will guide development of the future street network and classifications, including accommodations for pedestrians, transit service, automobiles, cyclists, goods movement, and parking, and to identify facility improvements to support future access and transportation needs within the Barrio Logan Community. The concept of "complete streets" is being applied to this plan update. Complete streets serve vehicular traffic, while being friendly to pedestrians, bicyclist and transit riders. The plan update process uses newly developed procedures for evaluating pedestrian, bicycle and transit mobility. By evaluating all modes of travel, the benefits of providing complete streets can be quantified.

To date, Kimley Horn and Associates has conducted the mobility and transportation existing conditions study (Attachment 10). Included in this study are the impacts from regional facilities such as the Interstate-5 (I-5) and I-15 freeways and Harbor Drive, including an analysis of truck traffic which has been identified by the community as a major issue affecting residents quality of life. However, many of these trucks do serve local businesses and are necessary to deliver needed shipments to and from area businesses. Certain areas in the Barrio Logan community experience higher than average truck traffic volumes due to the industrial land uses in the community and in the adjacent port district. Significant efforts have been undertaken by the City and the San Diego Port District to reduce truck traffic on Cesar Chavez Parkway. Truck

restrictions have been implemented on various roadways in the community and trucks to/from the Tenth Avenue Marine Terminal over five tons are required to use 28th Street to access I-5.

While there has been a decline in truck traffic along Cesar Chavez Parkway, the volume is still a concern to the community. Within the community, truck trips to certain industrial uses and deliveries to retail uses are legitimate reasons why community streets are still being used by truck. Further study would be needed to discern how much of this truck traffic is due to local industrial uses that require truck deliveries and how much is non-local truck traffic not adhering to the truck restrictions. The plan update is closely coordinating with a Port/Caltrans study of improvements to enhance goods movement to Port facilities which may help address the issue of port truck traffic in the community.

In addition to truck traffic, pedestrian, bicycle, parking, transit and traffic all are important factors that will affect the development of the community plan. Attachment 11 provides an in-depth analysis of existing mobility and transportation conditions within Barrio Logan.

Park and Recreation Strategy

The Park and Recreation Strategy (Strategy) provides a baseline of information about existing park and recreation resources and facilities within the Barrio Logan Community Planning Area (Attachment 12). The Strategy also assesses the future needs for park and recreation facilities within Barrio Logan. The Strategy is organized into two major sections: Existing Park & Recreation Resources and Park & Recreation Needs.

According to the Strategy, not all residents of Barrio Logan have adequate access to existing parks within the community. The two (2) existing parks, the City of San Diego's Chicano Neighborhood Park and the Port of San Diego's Cesar Chavez Park, have access and visibility limitations due to their locations within the community and the segmenting of the parks by streets and rights-of-way. Furthermore, these parks do not offer a full range of recreational facilities and resources due to their limited size.

Some private and non-profit recreational facilities exist in the community. The Gateway Family Apartments on Logan Avenue provides for a play area that the community can utilize. Also, the Barrio Station provides for a swimming pool, gymnasium and recreation room that adds to existing recreational amenities within the community.

Currently, the two existing parks within the Barrio Logan community provide approximately 3.73 acres of parkland per 1,000 residents. As the analysis indicates, Chicano Park and Cesar Chavez Park currently provide enough useable park acreage to meet the minimum General Plan standard of 2.8 acres of population-based parkland per 1,000 residents. However, with a

projected future population of 5,738 under the existing community plan build-out scenario, the two existing parks will provide only 2.13 acres per 1,000 residents by 2030 (creating a population-based parkland deficit of 3.85 acres).

The City has identified 2.66 acres of future park expansion within the Barrio Logan community. These potential future acres have been identified within the existing Public Facilities Financing Plan (PFFP): 2.00 additional acres adjacent to the existing Chicano Park and 0.66 acres at Perkins Elementary School, if the site is developed as a joint use facility. Adding these 2.66 future acres would leave a deficit of 1.19 acres of population-based park acreage by 2030 (under the current land use scenario). If densities are increased as part of the new community plan update, then additional population-based park acreage will need to be identified to assist in meeting the minimum General Plan standards.

The Strategy recommends that additional recreation facilities and open space areas be considered during the community plan update. These recreation facilities and open space areas include, but are not limited to: improving access to the Chollas Creek open space area; closing un-needed public rights-of-way; enhancing walking and bike paths; creating green streets and public plazas, developing additional playgrounds; and developing a public recreation center. The development of a public swimming pool that serves Barrio Logan as well as the surrounding communities is also included as a recommendation. The Strategy identifies a need for athletic fields; however, the greatest constraint is the lack of land to accommodate various multi-purpose sports activities, which typically require a minimum of 2 useable acres.

In addition, as part of the development of the land use scenarios for the community plan update, community and staff have identified a number of future park opportunity areas. These areas include the Caltrans-owned right of way along Boston Avenue from 28th to 32nd Street, which is being considered as a passive area park similar to Tweet Street Park on Cortez Hill. This would add approximately four (4) acres of passive population-based parkland to the community plan area. The community has identified the one-block parcel directly west of Perkins Elementary School along Main Street as a future potential future joint use park. Further analysis needs to be conducted in order to determine if a recreational use at this site is a viable option.

Historic Survey and Statement

As part of the plan update process, a reconnaissance survey of the entire Barrio Logan Community Plan Area is being conducted. The survey identifies all buildings and structures built before 1965, creates a photograph log, assigns architectural styles and building types, and ties particular buildings or groups of buildings to the themes identified in the historic context. The historic context includes descriptions of the general trends, groups, and events in Barrio

Logan's history and their known or likely effects on the community's development and identifies major historical themes and associated property types.

The context statement as well as the reconnaissance survey results will provide the basis for a final report which will identify potential historic districts and individual properties as well as recommendations for further study. Ultimately, the historic study will lay the groundwork for future evaluation, and registration of historic properties in Barrio Logan. It will be a tool that will aid in the preservation of the neighborhood's important historic buildings and districts.

Preliminary findings made by the consultant team have found that there are more than 475 buildings built before 1965, with some being constructed as early as 1885. Approximately 50% are single-family homes; 25% are commercial buildings; and the remaining 25% are industrial, multiple-family homes, and mixed use (commercial and residential). The survey also found a wide variety of architectural styles.

Economic Analysis

The market report that was prepared by ERA (Attachment 13) analyzed the real estate market demand for office, industrial, housing and retail uses in Barrio Logan. According to the market analysis, over the next twenty years, market forces will push to transform the northerly portion of the Barrio Logan Community Plan area into a central city neighborhood that is trendy, edgy and creative. Housing and office space developed in this neighborhood will offer lower per square foot costs as compared to the downtown and East Village. The strongest market pressure is for housing development; however, there is significant demand for office, hotel and support retail as well. The following is a summary of findings:

Market Rate Housing

The greatest demand pressure for Barrio Logan real estate is from housing. SANDAG projects that the number of households in the City of San Diego will increase by over 50,000 from 2011 to 2020, and nearly 40,000 from 2021 to 2030. Based on Barrio Logan Market Analysis, ERA estimates that the Centre City and Barrio Logan will capture approximately 17 to 21 percent of citywide housing demand from 2011 to 2020. In the period from 2021 to 2030, the Centre City and Barrio Logan are estimated to capture between 24 and 28 percent of citywide housing demand. Buyers and renters seeking a location near downtown, close to the waterfront, and an urban setting will find new housing in Barrio Logan to be of good value compared to other Central San Diego neighborhoods. Barrio Logan could capture approximately six percent of the housing demand in the Centre City and Barrio Logan areas. ERA's 20-year (2011 to 2030) forecast for market rate housing demand in Barrio Logan ranges from a low of 1,400 units to a high of over 1,700 units (Table VI-2). The demand likely breaks down to 15 to 20 percent

industrial style loft units, 40 to 45 percent townhouses or condominiums, and 40 percent rental apartments. The lofts and apartments will lead the owner housing into this area.

Office

Barrio Logan has 62,000 square feet of Class C office space, and that space has been fully occupied for the last eight years. Recently, property owners have started converting warehouse and industrial buildings into office and service commercial space in the East Village and in the portion of Barrio Logan north of the Coronado Bridge. Property owners note that rental rates for new office space in Barrio Logan are typically $0.10 to $0.25 per square foot per month less than comparable space in the East Village. Current challenges for office development in Barrio Logan include a limited supply of buildings suitable for adaptive reuse and high cost of new construction given the rents achievable.

Retail

The amount of retail space in Barrio Logan has remained at 321,000 square feet over the past eight years with the occupancy rate fluctuating between 94 and 99 percent. Much of this retail space is small fast food eating establishments or local serving strip centers or grocery stores.

Industrial & Flex Space

The amount of industrial square footage in Barrio Logan has been shrinking over the last eight years. This may be due to the demolition and conversion of existing industrial buildings. Between 1999 and 2007, the occupied industrial inventory in Barrio Logan dropped from 1.8 million square feet to 1.6 million square feet. Most of the industrial tenants in Barrio Logan are either associated maritime trade operations at the Port of San Diego, services that supply downtown restaurants and retail users, or grandfathered uses that cannot easily be located to other parts of the city (i.e. transmission or auto/body welders). Industrial brokers note that most of the demand is for buildings in the 5,000 to 10,000 square foot range. Rental rates for industrial space ranges from $0.60 NNN per square foot per month (for enclosed warehouse space) to $0.90 NNN per square foot per month (for buildings with outside yard). Moreover, most note that while demand remains high for industrial space in Barrio Logan, the rising land values and rental rates have made it increasingly difficult for existing tenants to expand their operations.

Hotel

With expansion of its convention center, development of the waterfront and maturation of the Gaslamp District, the City of San Diego has been highly successful in growing the tourism

component of its economy. Over the past ten years, hotel room revenues in the city, as estimated by transient occupancy tax collections, have nearly doubled. Given its proximity to downtown and Petco Park, Barrio Logan is likely to become attractive to hotel developers in the future.

Additional Technical Studies

Additional technical studies that are currently being developed include a comprehensive existing and future noise source analysis which will assist in determining compatibility of existing and future uses with the General Plan Noise Element policies. Further, the hazardous materials analysis and air quality study will provide information for the development of the environmental document as well as for the collocation and buffer strategy. This strategy will be based on the General Plan Economic Prosperity Element collocation policies and will assess and provide guidance for the environmental document as well as for the development of a final land use scenario. Finally, the City will conduct a water supply assessment in order to determine if there is sufficient capacity for future development within Barrio Logan.

Development of Land Use Scenarios

The multi-day Charrette that was held in January 2009, brought the community together to begin developing the draft land use scenarios. At the February and March Stakeholder Committee meetings, the community convened to begin evaluating the draft land use scenarios developed by City staff and the consultant team based on the input provided at the multi-day Charrette as well as from prior meetings. The Committee was provided a summary matrix that included a high-level analysis of economic viability and transportation impacts (Attachment 14).

Included in the effort to develop the Barrio Logan Land use scenarios is a Common Elements map that illustrates areas where past planning efforts and community feedback indicate general agreement regarding the land uses. Based on the Common Elements map, three alternative maps, listed as A, B, and C were developed (Attachment 15). Alternative A portrayed lower-scale three-story housing to emphasize Barrio Logan's community character over the creation of housing, and also encouraged office development. Alternative B emphasized higher four to five story residential development in targeted areas, a wider mixture of employment opportunities, and a greater mixed-use development. Alternative C included opportunities for affordable housing by proving a incentive-based density bonus to allow for a development project to be developed from a three-story by right structure to up to five stories if a certain portion of the units were set aside for low income residents. Alternative C also emphasized the creation of a clear, distinct transition zone with business and industrial opportunities. A new General Plan land use designation called the International, Business and Trade designation (IBT), which combines the uses permitted in both the Business Park and Light Industrial designations, was also introduced for the primarily industrial areas.

All land use scenarios reflect a "green street" concept running along National Avenue from 28th Street connecting to Downtown San Diego. The designated green street will serve as a connection from the future Boston Avenue passive park to activity centers within the community and beyond to Downtown San Diego. The street will be defined with wider sidewalks and richer drought-tolerant landscaping that will extend the open space presence through the community. The street will also consider slow speed, shared lanes that can be used by motor vehicles, bicyclist and buses. The transportation consultant has prepared examples that are included as Attachment 16 to illustrate the overall Green streets concept.

City staff and the consultants took the feedback provided during the February and March BLSC meetings and are now conducting the technical analysis to determine if there are serious flaws in relation the economic viability, transportation levels of service, air quality and noise impacts as well as existing hazardous substances and materials in relation to sensitive receptors. Once the analysis is completed, the team will return to the community with their findings and request that the community provide further input in relation to the refined scenarios. In addition, in order to begin the environmental process, City staff and the consultants will provide the environmental consultants with the highest intensity of uses based on the community's different preferences in order to determine the amount of impacts from these uses. This does not constitute the preferred land use analysis. Rather, as stated above, once the technical studies provide the data and analysis to make further determinations, the land use maps will be further refined and a preferred land use scenario will be selected. This is anticipated to occur in Fall 2009.

Preliminary Economic Analysis of Land Use Alternatives

The economics consultant conducted a preliminary evaluation of the three land use alternates. The following is a summary of each of the findings made by ERA:

1) There is an over-concentration of parcels designated as office in all the alternatives, although some over designation to facilitate land competition is appropriate. The office designation should be concentrated at the north end north of the Coronado Bridge.
2) Additional hotel and commercial designations should be considered north of the bridge.
3) The residential acreage is relatively accurate when taking into account the existing built areas and the need for affordable housing.

Preliminary Transportation Impacts

The transportation consultant, Kimley Horn and Associates (KHA), also provided a high level analysis of the three land use alternatives. For Alternative A, KHA determined that based on the

proposed uses, this scenario would have the lowest truck impacts but would have the highest auto traffic and parking demand within Barrio Logan. Conversely, Alternative B would have the lowest traffic impact with increased truck traffic but lower parking impacts. Alternative C would have the lowest parking demand but would have moderately higher traffic volumes and have the highest truck trip generation due to the wider level of employment uses. Further in depth analysis will be conducted by KHA to determine transportation-related impacts on the community by the proposed land uses.

International Business and Trade Land Use Designation

In determining a land use designation that conforms with the Port District's transition zone policy along with the community's concerns for providing a buffer between the Port and the residential areas, City staff suggested that as part of the transition area, the General Plan's new International Business and Trade (IBT) land use designation be explored.

As cited in the General Plan, the IBT combines the uses permitted in both the Business Park and Light Industrial designations and allows for single- and multi-tenant office, research and development, light manufacturing, and storage and distribution uses. According to the General Plan, it is appropriate to apply in portions of communities adjacent to the border, other ports of entry, or areas in transition to higher intensity industries. The IBT designation is intended to allow for greater flexibility in order to generate new light industrial and office development.

City staff and the consultant team introduced the concept of the IBT designation at the February 2009 Stakeholder Committee meeting to replace the Light Industrial and Office designations that were originally presented as the uses that would be considered as part of the transition zone. City staff has been developing the zoning regulations to provide greater insight into what is allowed within the IBT designation and zone. Attachment 17 provides a comparison between the existing PDO, Subdistrict D regulations, the Light Industrial zones, the proposed IBT zone as well as the Community Commercial zones.

ISSUE AREAS

Collocation of Uses

The General Plan Economic Prosperity Element Collocation policies require that a study be conducted to determine if there are any sources of toxic or hazardous air contaminant/substances within a quarter mile of the property between proposed residential or other sensitive receptor land uses and proposed properties where such contaminants or substances are located. As part of the process, a collocation and buffer strategy is under development to determine where these incompatibilities are occurring within the community. A mitigation strategy will be included to

address the potential public safety and economic impacts, if any, associated with existing and possibly future sources of toxic or hazardous air contaminants/substances and the development of new "sensitive-receptor" or residential uses. The strategy will consider existing conditions that could potentially buffer these industrial uses from future residential and other sensitive receptors and provide recommendations for alternate land uses if a determination is made that the impacts cannot be mitigated. As stated in the General Plan, uses which are not considered sensitive-receptors including the following should be considered as buffers: most commercial and business offices, retail uses, parking, open space and public rights-of-way can located between properties within the separation area

Questions:

1. To what extent shall the community plan preclude residential development from occurring adjacent to Interstate-5 as well as to the existing industrial and heavy commercial uses?
2. Should a land use scenario consider heavy commercial and/or light industrial designations south of 26th Street within the predominately residential Boston Avenue area and multiple use area along Main Street?
3. Should the City use the Air Resources Board recommended 350-foot buffer to assist in protecting future residents from air pollution generated by the freeway? Does this set a precedent for the rest of the City's plan updates that are adjacent to freeways?
4. Based on the Port's transition zone policy language, are the proposed uses that are included in the IBT comparison matrix appropriate for the transition area?
5. Should an amortization schedule be considered in order to remove potential incompatible land use conflicts within the Redevelopment Area?

Noise

According to the General Plan Noise Element, consideration should be given to existing and future noise levels when making land use planning decisions to minimize people's exposure to excessive noise. A noise study has been commissioned to determine existing and future decibel (db) levels within the community. To date, the noise consultant has completed the existing conditions exterior noise source levels and will complete future projected noise levels once the land uses have been determined for the area. In general, noise in Barrio Logan is associated with the Interstate 5 and Interstate 75 (Coronado Bridge) freeways as well as the automobile and truck traffic along Harbor Drive. Areas adjacent to these noise sources have the highest levels up to 75 decibels (Attachment 18). According to the General Plan, incompatible uses in areas with exterior noise exposure above 70 decibels includes residential, open space, parks and recreation as well as institutional uses (Table NE-3).

Questions:

1. Should residential, parks and open space and institutional uses be considered in areas above 70 db if appropriate mitigation measures can be applied? This would include the area along Boston Avenue as well as Logan Avenue that is adjacent to the Interstate-5 freeway.

Residential Development – Market rate versus Affordable Housing

The BLSC has expressed a strong desire to encourage all new future development in Barrio Logan be affordable to the existing residents of the area. The current median income for Barrio residents is $36,058 according to SANDAG's estimates. Based on this, housing would need to be designated for very-low income and would most likely require significant parcel accumulation and a substantial public subsidy in order to be developed. In addition, if projects are located within the Redevelopment project area and are developed by a non-profit entity, which most are, then these projects would not generate additional tax increment and would reduce the overall revenues that could have been generated by a for-profit development project.

A number of goals included in the General Plan Balanced Communities and Equitable Development Section states that plans should ensure diverse and balanced neighborhoods and communities with housing available for households of all income levels. Community and neighborhood-specific strategies and implementation measures should be included to achieve equitable development. Furthermore, the General Plan policies indicate affordable housing should be placed throughout the City so that no single area experiences a disproportionate concentration (LU-H.2).

Questions:

1. Should the City create policies to set aside a certain percentage of very low income housing units specifically for Barrio residents?
2. Should the city consider incentive based development programs such as density bonuses and transfer of development rights in order to provide additional affordable housing?
3. Does the community's expressed goal to provide for affordable-only projects in Barrio Logan implement the City's Balanced Communities policies?
4. Should the plan's policies promote the rehabilitation of existing residential structures in order to provide affordable housing opportunities to the community?
5. In order to accomplish #4, should the area south of the Coronado bridge, where there is a concentration of older homes include a provision that precludes land accumulation from occurring?

Chollas Creek Enhancement Program

Chollas Creek is a natural drainage system that traverses urbanized neighborhoods within the Greater Mid-City and Encanto neighborhoods, Southeastern San Diego, and Barrio Logan communities, from its headwaters in La Mesa and Lemon Grove to San Diego Bay. In May 2002, the City Council adopted the Chollas Creek Enhancement Plan (CCEP), in order to provide policies for the restoration of Chollas Creek. As such the CCEP provides recommendations for the portion of the creek that is within Barrio Logan. This portion of the creek is called the "Bayside". Recommendations for the Bayside branch include creating a trail system that is connected via a tunnel under Interstate-5 that would provide access to the eastern portions of the creek. Furthermore, the CCEP recommends that the Plan include restoration and channel reconstruction of the creek, the inclusion of trails and landscaping as well as incorporate artwork and an interpretive program.

Questions:

1. Due to the close proximity to the Interstate-5 and Interstate-15 freeways and the associated noise levels as well as existing industrial areas, should this area be considered as a future site for an interpretive area including artwork, trails and a potential park area?
2. A number of community members have expressed concern that creating a tunnel to connect the east and west sides of Chollas Creek will create a potential haven for illicit and illegal activities. Should the plan consider a tunnel under Interstate-5?

CONCLUSION

In order to assist staff in the development of a comprehensive plan for Barrio Logan, Planning Commission input is requested on the draft land use scenarios, and what other aspects should be consider as CPCI enters into the policy formulation phase of the update process.

Respectfully submitted,

Mary P. Wright, AICP
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MPW/LG

Attachments:

1. Community Plan Land Use Map
2. Barrio Logan Stakeholder Committee Roster
3. General Plan Guiding Principles- July 2008
4. Community Guiding Principles Matrix
5. Past Planning Efforts and Recommendations Matrix
6. Adopted Framework Planning Principles – January 2009
7. Charrette Land Use Scenarios- January 2009
8. Unified Port District Transition Zone Policy and Maps
9. Existing Conditions Report
10. Barrio Logan Mobility Element Existing Conditions Report – July 2008
11. Existing Conditions Mobility and Transportation Analysis
12. Park System Strategy: Background and Assessment – January 2009
13. Barrio Logan Market Analysis, August 2008
14. Land Use Scenario Matrix
15. Refined Land Use Alternatives and Common Elements Maps – March 2009
16. Green Streets Examples
17. International Business Zone Description of Proposed Allowable Uses
18. Existing Conditions Noise Contour Map