



## 2 LAND USE

How land is used underlies the experience of living, working, or visiting any urban area, making Land Use a pivotal element of the Community Plan. This chapter of the Community Plan outlines the framework to guide land use decision-making, provides the land use classification system, intensity and height standards, and outlines goals and policies to promote vibrant communities, enhance neighborhoods and open spaces, and support sustainable lifestyles.

WORKING DRAFT

The Southeastern San Diego Community Planning Area consists of residential neighborhoods and commercial corridors, shopping and employment centers, and schools and other community amenities framed by the freeway system. The area is directly adjacent to downtown San Diego; however, in contrast to the rapidly changing downtown, Southeastern has seen development only in selected locations in recent years, and services and amenities are locally, rather than regionally-oriented.

The Land Use Element consists of narrative goals, policies, and programs, as well as a Land Use Map and other figures and maps. It also includes land use designations that describe the uses shown on the Land Use Map. Text, tables, and maps should be considered collectively as zoning and other implementing measures, and project approvals or future amendments are made.

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**Relationship with Other Plan Elements**

Many aspects of the Land Use Element overlap with topics also covered in other Community Plan elements. For example, Southeastern San Diego has a rich history and wealth of historic resources, which are addressed in the Historic Preservation element. Table 2-1 shows some of the issues that may be addressed in more than one Plan chapter.

**GOALS**

1. A mix of uses and development intensity that supports transit use within the designated villages area and promotes transit-oriented-development
2. A diverse mixture of residential opportunities including affordable rental and for sale housing, senior and multi-generational housing, companion units and small lot townhome development
3. A vibrant and connected pedestrian-oriented community with unique, local character that provides higher density residential, commercial, office and civic uses within the village areas and along transportation corridors
4. A compatible mix of land uses that promote a healthy environment
5. Increased job opportunities and stable base sector employment uses and supportive commercial and industrial services
6. Well-designed and aesthetically pleasing neighborhood and community-serving commercial and institutional uses that provide destinations and which meet the daily needs of the residents
7. Special districts and villages that address the unique commercial needs of the community including the Village at Market Creek and along Imperial Avenue
8. Environmental justice addressed through broadened public input, determination of the benefits and burdens of transportation projects, and the equitable distribution of housing, employment, recreation, and community-serving retail
9. Convenient and equitable opportunities to obtain healthy foods and fresh fruits and vegetables in all neighborhood restaurants and markets, located within walking distance of residences

**TABLE 2-1: LAND USE TOPICS ALSO COVERED IN OTHER PLAN ELEMENTS**

LAND USE TOPIC AREAS	MOBILITY	URBAN DESIGN	ECONOMIC PROSPERITY	PUBLIC FACILITIES AND SERVICES	RECREATION	CONSERVATION AND SUSTAINABILITY	HISTORIC PRESERVATION	ARTS AND CULTURE
Transportation and land use relationship	X	X						
Development standards; building form and character		X					X	
Commercial and employment uses			X					
Parks and open space uses				X	X	X		

## 2.1 Land Use Framework

### Existing Land Use Snapshot

The Planning Area is primarily residential, with a mix of single-family and multi-family housing in all neighborhoods. Commercial development is concentrated along commercial corridors west of Highway 15 and at shopping centers to the east. Industrial and employment uses are found on both sides of Highway 15 south of Highway 94 (Gateway West and East) as well as along Commercial Street.

Table 2-2 and Chart 2-1 show the proportion of land area occupied by different uses in the Planning Area as of 2013. Southeastern San Diego encompasses 2,950 acres, not including 121 acres of unincorporated San Diego County land in the eastern portion of the Planning Area. For more detail on existing land use, see Southeastern San Diego: Existing Conditions Report, March 2013.

**TABLE 2-2: EXISTING LAND USES IN THE SOUTHEASTERN SAN DIEGO**

COMMUNITY PLAN LAND USE	ACRES	PERCENT
Single-family Housing	667	36%
Multi-family Housing	454	24%
Community Facilities	178	10%
Parks and Open Space	111	6%
Commercial Uses	136	7%
Industrial Uses and Utilities	133	7%
Mount Hope Cemetery	123	7%
Vacant Land	65	3%
<b>TOTAL</b>	<b>1,867</b>	<b>100%</b>

Notes: Does not include streets and public right-of-way.

Source: Dyett & Bhatia, 2013.



Currently, Southeastern San Diego is primarily a residential area, with a mixture of single-family homes and small-scale multi-family developments (top). There are large-scale employment and retail uses in the community at Imperial Marketplace (middle), and an adjacent portion of Chollas Creek Canyon is preserved as open space (bottom).

A vast majority of the Planning Area is not anticipated to change significantly in land use or development intensity. Some sites, because of the current land use and intensity of development, have a heightened potential for reuse or intensification. These are areas of potential change, and are discussed in the next section; principally these areas are clustered along the principal corridors in the Planning Area. Discussion or mapping of a site as an area of change does not necessarily mean that the site will undergo a use or intensity change, as development would result from private property owner initiative.

### Classification of Uses

The land use framework consists of the land use classifications, the Land Use Map, and Active Frontage Required figure that work together to define activities and capacities. Table 2-3 outlines the land use classification system for Southeastern San Diego. It describes permitted land uses and mixes, and the density and/or intensity (floor area ratio or FAR) for each designation. These descriptions are abbreviated; for fuller description of uses permitted, the City's Municipal Code should be consulted. Density and intensity of land use have implications in terms of community character as well as traffic generated and public facility needs. See Figure 2-1: Community Plan Land Use for the map of the neighborhood.

### Villages and Mixed-Use Designations

The land use classifications present several opportunities for multiple use and mixed-use developments. These include Community and Neighborhood Mixed Use areas mapped along the Commercial/Imperial corridor and at the new core area proposed for Southcrest around 43rd and Alpha Streets. These areas will feature

mixed-use buildings as well as commercial-only buildings, with heights limited to 30 feet along corridors and rising up to 60 feet (typically five stories) near the trolley stations or at the center of the village area. The Community Mixed Use zones generally extend to a 1/4 mile radius around trolley stops. The Neighborhood Mixed Use zones generally extend to about 1/2 mile of trolley stops, and exclude low-density residential areas, industrial areas, parks and schools. Transit priority areas are defined as the area within 1/2 mile radius from an existing or planned major transit stop that are consistent with the definition of a specific plan and may undergo streamlined CEQA review process per Senate Bill 743 (Chapter 386, Statutes of 2013).

### Residential Land Use Designations

Five residential land use designations are established to provide for development of a full range of housing types. These designations range from Very Low Density Residential, where new development would typically be single-family houses on 10,000-square foot or larger lots; to Medium High Density Residential, where new development would occur in the form of 3-to 4-story "stacked flat" apartments. Most neighborhood areas in Southeastern San Diego are in the Residential – Low Medium category, indicating a mix of single-family and small-scale multi-family development. Much of Logan Heights and the Southcrest neighborhood east of 43rd Street are classified as Low-Medium density due to proximity to transit or existing development patterns. Medium-High density development is facilitated close within a few blocks to the north and south of the heart of the Commercial/Imperial corridor. Meanwhile much of the Mt. Hope neighborhood and the eastern half of Mountain View are classified as Low Density.

**TABLE 2-3: LAND USE CLASSIFICATIONS AND PERMITTED DENSITIES/INTENSITIES**

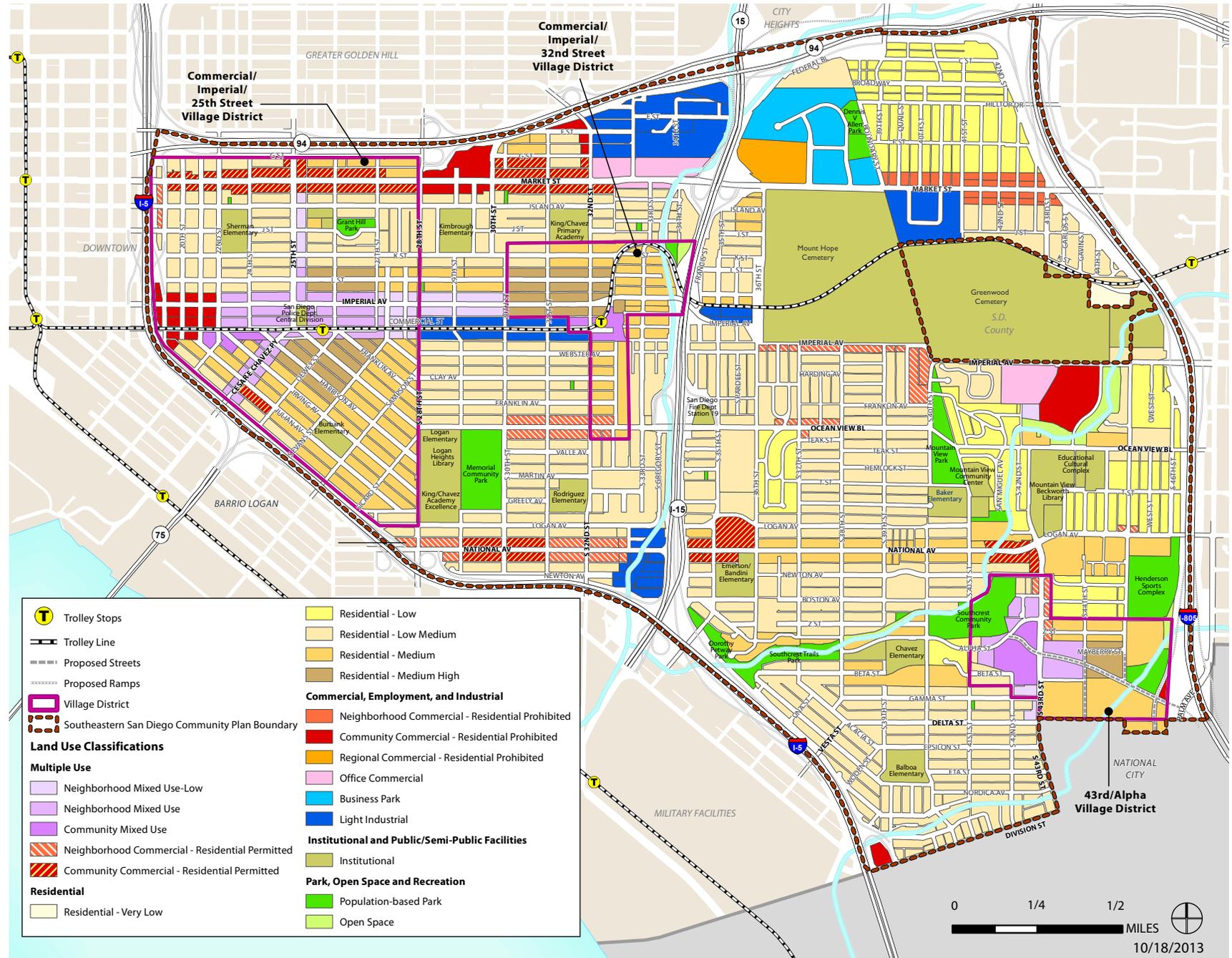
COMMUNITY PLAN LAND USE	DESCRIPTION	RESIDENTIAL DENSITY (DU/AC)	MAXIMUM FLOOR AREA RATIO (FAR; MINIMUM WHERE SPECIFIED) <sup>1</sup>
<i>Multiple Use</i>			
Community Mixed Use	Serves the commercial needs of the community at large and provides housing in a mixed-use, moderately high intensity setting within approximately ¼-mile of a Trolley stop. Integration of commercial and residential use is emphasized, and civic uses are an important component. Ground level commercial uses are required along designated retail streets.	Up to 55 (included in overall FAR calculations)	4.0 (1.0 minimum)
Neighborhood Mixed Use	Provides convenience shopping and services and housing in a mixed-use setting, as well as civic uses, within generally ½-mile of a Trolley stop, as well as focused locations. Ground level commercial uses are required along designated retail streets.		3.0 (0.75 minimum)
Neighborhood Mixed Use — Low	Provides convenience shopping and services and housing in a mixed-use setting, as well as civic uses, within generally ½-mile of a Trolley stop, as well as focused locations, with somewhat lower residential densities than Neighborhood Mixed Use. Ground level commercial uses are required along designated retail streets.	Up to 30 (included in overall FAR calculations)	2.0 (0.5 minimum)
Neighborhood Commercial, Residential Permitted	Provides local convenience shopping, civic uses, and services serving an approximately three-mile radius. Housing may be allowed only within a mixed-use setting.	Up to 29 or 44, as specified (in addition to FAR for non-residential uses, specified on the next column. Density calculated only for portion of site devoted to residential use)	1.75 to 2.2, as specified in zoning
Community Commercial, Residential Permitted	Provides for shopping areas with retail, service, civic, and office uses for the community at large within 3 to 6 miles. Multifamily residential uses may be added to enhance the viability of commercial uses.		1.5 to 4.0, as specified in zoning
<i>Residential</i>			
Residential - Medium High	Provides for multifamily housing within a medium-high density range. Commercial uses are also allowed, but not required.	30 to 44	1.8
Residential - Medium	Provides for both single-family and multifamily housing within a medium density range.	15 to 29	0.9 to 1.8, as specified in Municipal Code
Residential - Low Medium	Provides for single-family within a low-medium density range.	10 to 15	0.75 to 0.8, as specified in Municipal Code
Residential - Low	Provides for single-family within a low-density range.	5 to 9	Varies; see Table 131-04J in Municipal Code
Residential - Very Low	Provides for single-family housing within the lowest density range.	0 to 4	Varies; see Table 131-04J in Municipal Code

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<b>TABLE 2-3: LAND USE CLASSIFICATIONS AND PERMITTED DENSITIES/INTENSITIES</b>			
<b>COMMUNITY PLAN LAND USE</b>	<b>DESCRIPTION</b>	<b>RESIDENTIAL DENSITY (DU/AC)</b>	<b>MAXIMUM FLOOR AREA RATIO (FAR; MINIMUM WHERE SPECIFIED)<sup>1</sup></b>
<i>Commercial, Employment, and Industrial</i>			
Community Commercial, Residential Prohibited	Provides for shopping areas with retail, service, civic, and office uses for the community at large within 3 to 6 miles.	Not Applicable	0.75 to 1.5
Regional Commercial, Residential Prohibited	Serves the region, from five to 25-plus miles, with a wide variety of uses including commercial service, civic, retail, office, and limited industrial uses.	Not Applicable	Up to 1.5
Office Commercial	Provides for office employment uses with limited, complementary retail uses. Residential uses may occur only as part of a mixed-use project.	Not Applicable	Up to 0.75
Business Park	Allows office, research & development, and light manufacturing uses. Recycling uses are prohibited.	Not Applicable	2.0
Light Industrial	Allows a wide variety of industrial uses such as warehousing, storage, wholesale distribution and transportation terminals in addition to uses allowed in Business Park areas. Recycling uses are prohibited.	Not Applicable	2.0
<i>Institutional and Public and Semi-Public Facilities</i>			
Institutional	Provides a designation for uses that are identified as public or semi-public facilities in the Community Plan, including but not limited to schools, libraries, police and fire facilities, and cemeteries.	Not Applicable	Not Applicable
<i>Park, Open Space and Recreation</i>			
Open Space	Applies to land or water areas generally free from development or developed with very low-intensity uses that respect natural environmental characteristics.	Not Applicable	Not Applicable
Population-based Parks	Provides for areas designated for passive and/or active recreational uses, such as community parks and neighborhood parks.	Not Applicable	Not Applicable

- Notes:
- Floor Area Ratio (FAR) represents total allowed FAR, as follows:
    - For Community Mixed Use and Neighborhood Mixed Use: FAR includes both residential and non-residential uses.
    - For Neighborhood Commercial and Community Commercial: FAR includes only non-residential uses.
    - For Residential only uses: Projects would need to comply with both density and FAR standards.
  - New residential development is required to be within the density range (both maximum and minimum) specified in the applicable designation as shown in Table 2-1. Residential density is applied to overall parcel area, excluding land that is not developable because of steep slopes or other natural constraints. Clustering is permitted in all residential designations to encourage open space conservation and preservation of natural topography; this may result in portions of a site developed at a density higher than the applicable density range, which is acceptable as long as the density for the overall development site is not exceeded.

FIGURE 2-1: Community Plan Land Use



<b>TABLE 2-4: ADDITIONAL STANDARDS AND INCENTIVES IN VILLAGES</b>			
	<b>COMMUNITY MIXED USE DESIGNATION</b>	<b>NEIGHBORHOOD MIXED USE DESIGNATION</b>	<b>VILLAGE DISTRICT</b>
Minimum Density and Intensity	Minimum intensity limits established as part of the land use classifications (Table 2-2) need to be adhered to. Exceptions would require zoning amendment.		As per land use designation
Reduction in Minimum Required Parking	Required minimum parking is reduced to half (50%) of parking required in Transit Area Overlay Zone (Section 142.0525 of the Municipal Code). Development can choose to provide greater parking.	Transit Area Overlay Zone parking standards in accordance with Section 142.0525 of the Municipal Code	
Shared Parking	Required visitor parking for new non-residential development shall be available for general use.	Existing provisions for shared parking.	
Retail/Restaurant Location	Figure 2-2 identifies streets where active ground-floor commercial uses are required and where they are permitted.		As per land use designation
Publicly-Accessible Open Space	Appropriately located open space or plaza at ground level for public use (dedicated or with public access easement; minimum 500 square feet in size) is eligible for FAR bonus as follows — for every 100 square feet dedicated, building area can increase by 200 square feet, up to total 1 FAR bonus (for half of the site area dedicated to open space).	–	–
Environmental Analysis	Streamlined review under the California Environmental Quality Act (CEQA), in accordance with SB 743 (Chapter 386, Statutes of 2013)		

Note: Features of the San Diego Municipal Code that facilitate higher-density/intensity development also apply throughout the community, as applicable. These include density bonuses and reduced parking requirements for affordable housing; exceptions to minimum parking requirements for transit demand management; and provisions for tandem parking, shared parking and parking assessment districts.

## Active Frontage

In order to promote vibrant areas in the villages, Figure 2-2: Active Frontage Map shows two designations, with the requirements below:

- **Active Frontage Required.** Along these streets, new development must be pedestrian-oriented, and all sites with where designations require a commercial use (Community Mixed Use, Neighborhood Mixed Use, Community Commercial or Neighborhood Commercial), development should provide retail, restaurants, and other similar active commercial uses at the ground level.
- **Active Frontage Permitted.** Along these streets, retail, restaurants, offices, live/work spaces, galleries, hotel lobbies, or other business establishments are permitted, but not required, at the ground level.

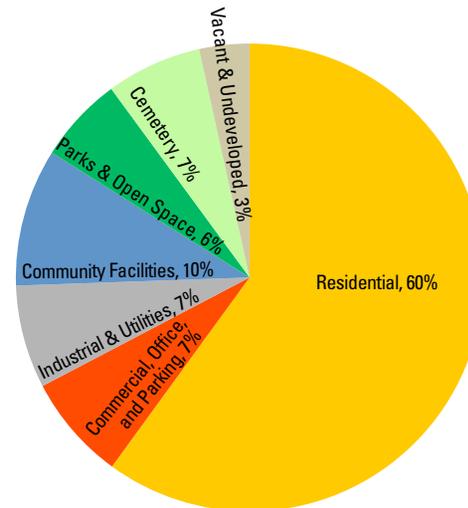
Limitations on retail in other areas would be in accordance with the designated Land Use Classification and zoning.

## 2.2 Future Development

### Land Use Distribution at Plan Buildout

The proportion of land in planned land use designation is shown on Table 2-5 and summarized in Chart 2-2. The predominant land use designation in Southeastern San Diego will remain residential, with Residential – Low Medium (690 acres) mirroring the current prevalence of single-family houses intermixed with duplexes and apartments. Land use categories allowing both commercial and residential would comprise about 10 percent of the Planning Area, spanning the Commercial Street/Imperial Avenue, Market Street, and National Avenue corridors.

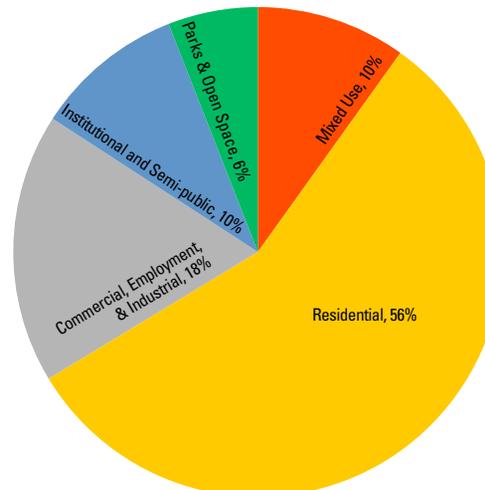
**CHART 2-1: Existing Land Use in the Planning Area, by Percent Share<sup>1</sup>**



1. Does not include roads and other rights-of-way.

Source: City of San Diego, 2008; Dyett & Bhatia, 2013.

**CHART 2-2: Future Land Use in the Planning Area, by Percent Share<sup>1</sup>**



1. Does not include roads and other rights-of-way.

Source: City of San Diego, 2008; Dyett & Bhatia, 2013.

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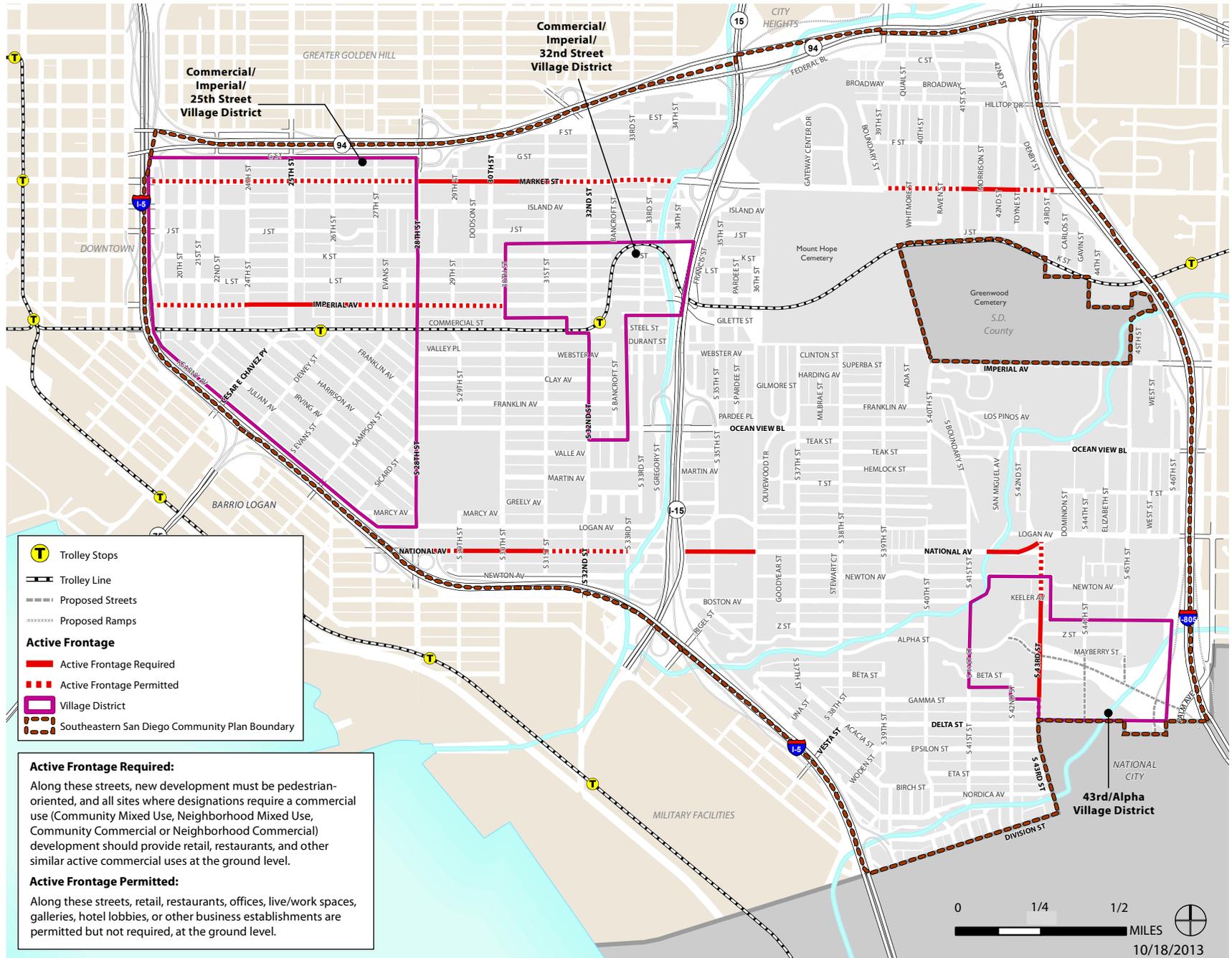


Under the proposed Plan, some areas of Southeastern San Diego may change more than others, such as Village areas with commercial uses (below), in contrast to residential neighborhoods (top).

TABLE 2-5: LAND USE CLASSIFICATIONS IN SOUTHEASTERN SAN DIEGO		
COMMUNITY PLAN LAND USE	ACRES	PERCENT
<i>Mixed-Use</i>		
Neighborhood Mixed Use	72	4%
Community Mixed Use	14	1%
Neighborhood Commercial - Residential Permitted	42	2%
Community Commercial - Residential Permitted	61	3%
<b>MIXED-USE TOTAL</b>	<b>189</b>	<b>10%</b>
<i>Residential</i>		
Residential - Very Low	4	0%
Residential - Low	174	9%
Residential - Low Medium	690	34%
Residential - Medium	241	12%
Residential - Medium High	48	2%
<b>RESIDENTIAL TOTAL</b>	<b>1,157</b>	<b>57%</b>
<i>Commercial, Employment, and Industrial</i>		
Community Commercial - Residential Prohibited	40	2%
Regional Commercial - Residential Prohibited	15	1%
Office Commercial	23	1%
Business Park	35	2%
Light Industrial	86	4%
Commercial, Employment, and Industrial Total	353	18%
<i>Institutional and Public and Semi-Public Facilities</i>		
Institutional	353	18%
<b>INSTITUTIONAL AND PUBLIC AND SEMI-PUBLIC FACILITIES TOTAL</b>	<b>353</b>	<b>18%</b>
<i>Parks and Open Space</i>		
Open Space	17	1%
Population-based Parks	94	5%
Parks and Open Space Total	111	6%
<b>TOTAL</b>	<b>2,009</b>	<b>100%</b>

Source: Dyett & Bhatia, 2013.

FIGURE 2-2: Active Frontage



### Buildout

Potential development under the Community Plan is referred to as buildout. The Plan has a 2035 horizon; however, it does not specify or anticipate when buildout will occur, as long-range demographic and economic trends are difficult to predict. The designation of a site for a certain use also does not necessarily mean that the site will be developed or redeveloped with that use during the planning period, as most development will depend on property owner initiative.

Table 2-6 shows potential development resulting from application of land uses shown on the Land Use Map on vacant and underutilized sites. This includes development already permitted but not yet built. As shown in the tables, the existing inventory of 19,241 housing units (as of 2012) could increase by \_\_\_ (\_\_\_ percent) to a total of \_\_\_\_. Commercial, office, and industrial development is projected to increase by \_\_\_ percent, \_\_\_ percent, and \_\_\_ percent respectively.

### Future Development Policies

- P-LU-1:** Provide a variety of land use types to maintain the existing balance of land uses (refer to General Plan Policy LU-H.7)
- P-LU-2:** Foster development of neighborhood structure around existing elements such as the Educational Cultural Complex, Chollas Creek, 43rd and Logan node, and National Avenue. Neighborhood structure should include a center, but may also have elements such as a spine, a gradation of density, or clearly distinct use areas.
- P-LU-3:** Designate high-density areas where appropriate and integrated with a multi-modal mobility strategy that reduces the reliance on driving.

## 2.3 Village Areas and Key Corridors

Figure 2-3: Areas of Change highlights the parts of Southeastern San Diego where land use or intensity may substantially change as a result of the Community Plan. The figure also shows master plan areas. Market Street, Commercial/Imperial, National Avenue, and Ocean View Boulevard corridors are expected to experience land use change during the planning period. A somewhat broader area around the 25th Street and 32nd Street Trolley stations is also designated for higher-density residential development. Notably, the area around the existing Northgate Market on 43rd Street would become the heart of a new mixed-use Village area, making use of land currently occupied by free-way ramps. In general, the change in land use classification involves moving from a single-use designation to a mixed-use designation, or from a lower-density or -intensity one to a higher one.

**TABLE 2-6: POTENTIAL DEVELOPMENT UNDER THE SOUTHEASTERN SAN DIEGO COMMUNITY PLAN**

DEVELOPMENT TYPE	EXISTING	NET NEW	TOTAL
<i>Residential (dwelling units)</i>			
Single-Family Residential <sup>1</sup>	15,204		
Multifamily Residential	4,037		
<b>SINGLE-FAMILY RESIDENTIAL<sup>1</sup></b>	<b>15,204</b>		
<i>Non-Residential (square feet)</i>			
Commercial	1,754,253		
Office	216,018		
Industrial and Utilities	2,059,668		
Community Facilities	2,117,104		
Other	238,559		
<b>TOTAL NON-RESIDENTIAL</b>	<b>6,147,043</b>		

Notes:  
 1. Includes detached single-family, multiple-unit single-family, and mobile homes.

Sources: SANDAG, 2012; City of San Diego, 2008, 2013; Dyett & Bhatia, 2013.

This section describes the Community Plan’s approach to fostering growth that enhances the community along its key corridors, around trolley stations, and around a new nucleus in the Southcrest neighborhood.

### Density Incentives for Transit Oriented Development

The arrangement of land uses and densities/intensities reflects the Community Plan strong transit-oriented development (TOD) framework. The Community Plan promotes TOD through designation and development of complete neighborhoods, with a diverse array of community’s shopping and service needs, high-density residential and employment-oriented uses, and mixed-use development proximate to trolley stops. Higher density development will be complemented by enhancement of the public realm, and fostering comfortable and safe pedestrian and bicycle movement, especially in neighborhoods adjacent to trolley and bus rapid transit (BRT) stops.

The Village Districts comprise the heart of what are intended to become pedestrian-friendly destinations with higher-intensity development around trolley stations, where opportunity sites are concentrated and station access is best. Densities in the Village District are summarized in Table 2-2, while Table 2-5 outlines additional standards and incentives. The Village Districts are also targeted for streetscape and pocket park improvements, as discussed in the Urban Design and Recreation elements.

### Master Planned Areas

#### Commercial/Imperial Corridor

The Commercial/Imperial Corridor developed before the application of current zoning regulations, resulting in a patchwork of land uses—primarily residential, industrial, and commercial. Thus, the corridor enjoys a rich mix of housing types, small businesses, everyday shopping, and employment opportunities, but also uses that are not always compatible, such as residential uses that abut auto-wrecking and industrial properties.

The Community Plan seeks to achieve the vision expressed by the community to allow a greater mix of uses in the corridor, preserve some industrial jobs, and ensure that development is sensitive in terms of heights and densities to the existing character. Transit-oriented development (TOD) nodes are shown at both of the existing trolley stops, identifying locations where higher intensity development may be appropriate. The Community Plan provides a policy framework and design guidance for new development in the area, building on the Commercial/Imperial Corridor Master Plan.

#### National Avenue

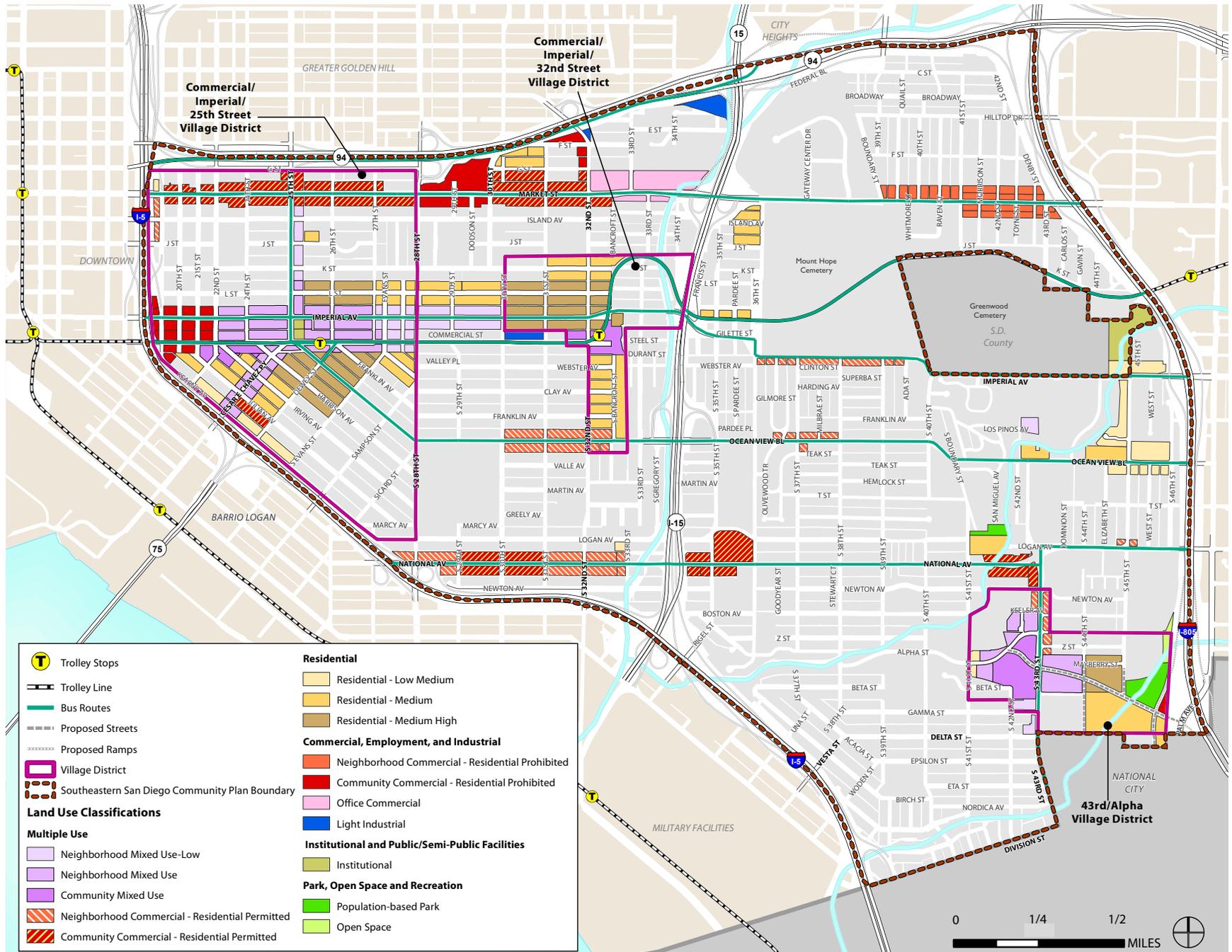
National Avenue is a neighborhood spine connecting across the southern portion of the Planning Area, from Interstate 5 to 43rd Street, where the street shifts and becomes Logan Avenue. National Avenue provides a through connection between neighborhoods and features clusters of businesses, as well as one larger shopping center (Otto Square). The primary character of most segments of the street is residential. With the National Avenue Master Plan, attention has been given to develop strategies to enhance the corridor’s streetscape and build on its potential.

### CITY OF VILLAGES

The “City of Villages” is a central theme of the City of San Diego’s General Plan. The strategy focuses growth into mixed-use activity centers that are pedestrian-friendly districts linked to an improved regional transportation system. Each “village center” has a highly integrated mixture of uses, accessible and attractive streets, and public spaces. Development in these areas will provide housing options suitable for young families, aging families looking to “downsize” but stay in the neighborhood, and others, and be local centers of activity, including entertainment.

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FIGURE 2-3: Areas of Change, Master Plan Areas, and Village Boundaries



## Key Corridors

### Southcrest Core Area (Alpha and 43rd Street)

The Plan identifies a Village area centered at 43rd and Alpha streets. The area features a popular shopping center anchored by Northgate Market, and a small amount of small-scale commercial development along 43rd Street. Southcrest Park and adjacent housing to the west have been developed in recent decades, on land made available by the cancellation of the previously planned 252 freeway. East of 43rd Street, the final reclamation of land from the 252 project should occur with realignment of the exit and entrance ramps between 43rd Street and I-805. These ramps will be rebuilt with a compact alignment connecting to 47th Street and Palm Avenue. A new, local street or boulevard (Alpha Street) will generally follow the paths of the existing ramps, and will be the spine of a new mixed-use neighborhood integrated with surrounding residential areas. The Northgate site itself is planned to become a higher-intensity center for this area in the future.



### Market Street

Market Street spans the northern tier of Southeastern San Diego, connecting the community with Downtown to the west and the Encanto Neighborhoods to the east. The street is broad, and segments east of 32nd Street carry more traffic than Imperial or National Avenues do. It passes through a variety of settings, including the Sherman Heights historic district; an area with some larger-scale commercial and light industrial buildings; alongside the Gateway West and Gateway East industrial parks, and through the Mt. Hope residential neighborhood. The Land Use Plan recognizes these distinct characteristics, while providing more opportunities for a mixture of uses to develop in complementary ways. For example, residential development will be facilitated in mixed use buildings, helping to support local convenience shopping. An office designation along the Market Street frontage should help to revitalize the Gateway West industrial park while capitalizing on exposure to Market Street and I-805.



Visual simulations demonstrate proposed streetscape and development under the Commercial/Imperial Corridor Master Plan.

### Ocean View Boulevard

Ocean View Boulevard is the community’s fourth major east-west corridor, crossing Highway 15 and linking directly to the heart of the Imperial corridor at 25th Street. Ocean View connects large parks and community hubs at Memorial Park and Mountain View Park, and features two small commercial districts which, under the Community Plan, should grow into small higher-density mixed use areas.

### Village Area and Key Corridor Policies

#### Community and Neighborhood Mixed Use Policies

- P-LU-4:** Create a strong urban form along Market and Commercial streets and Imperial and National Avenues, create a strong urban form, with neighborhood-serving retail, restaurants, and cafés, and places for gathering. Additionally, improvements to the streetscape can help to strengthen the identities of the respective corridors through consistent street trees, improved lighting, and public art.
- P-LU-5:** Foster higher-density transit-oriented development around Southeastern San Diego’s two intermodal transit stops, as designated for consideration by the General Plan Village Propensity Land Use Element Exhibit and by SANDAG on the Smart Growth Opportunity TOD Map.
- P-LU-6:** Facilitate the creation of a Community Mixed Use around the Southcrest shopping center, and including land currently occupied by the freeway access from 43rd Street to I-805. The Village District will serve as the vital commercial hub of the eastern portion of the neighborhood, complementing Southcrest Park to the west and Moun-

tain View Park and the Educational Cultural Complex to the north. The community should be designed to provide a positive gateway into the community from I-805.

- P-LU-7:** Provide public spaces within identified Village Districts to implement the General Plan Urban Design Element requirements for Mixed-Use villages (Refer to General Plan Policies UD-C.1, UD-C.5 and UD-E.1).
- P-LU-8:** Provide needed infrastructure and mobility improvements to increase transportation options within Village Districts and along transit corridors.
- P-LU-9:** Promote walkability within Village Districts and between adjacent neighborhoods by addressing sidewalk and other infrastructure maintenance deficits.

#### 25th Street Community Mixed Use Area Policies

- P-LU-10:** Promote Cesar E. Chavez Parkway and 25th Street as the Village’s primary ceremonial street as described in the Mobility Element.
- P-LU-11:** Orient street frontages onto Imperial Avenue and 25th Street, and provide for outdoor seating and space for retailers to display their wares.
- P-LU-12:** Provide sidewalks that are 15 feet wide along Cesar E. Chavez Parkway as well as 25th Street and Imperial and Commercial Avenues to allow for enhanced pedestrian and commercial activity.

#### 43rd Street Community Mixed Use Policies

- P-LU-13:** Work with Caltrans to eliminate the freeway structure in order to redevelop the parcels for a variety of community serving uses.

**P-LU-14:** Promote 43rd Street as a higher density mixed-use spine through the village with 15-foot minimum sidewalks, corner popouts, shade producing street trees and pedestrian-oriented lighting.

#### Commercial/Imperial Corridor Master Plan Policies

**P-LU-15:** Focus the highest intensity development (residential and non-residential) on both Commercial Street and Imperial Avenue around the trolley stops to capitalize on access to transit, help boost transit ridership, and reduce reliance on driving.

**P-LU-16:** Permit mixed-use development through mixed-use land use designations and by redeveloping vacant sites, blighted properties, and properties in disrepair with uses that contribute a diversity of land uses and vitality to the corridor. Allow single-use developments (i.e., 100% non-residential or 100% residential) in the Neighborhood Mixed Use designations.

**P-LU-17:** Require ground-floor commercial uses, such as retail spaces and small businesses, in the Neighborhood Mixed Use designation near the 25th Street trolley stop, as shown by the symbol “Commercial Frontage Required” on the Land Use Diagram.

**P-LU-18:** Provide a mix of housing densities and types through a range of mixed-use and residential land use designations to accommodate a range of household types and incomes. Residential projects should be developed at or above the minimum density of the range specified in the land use classifications to facilitate affordable housing and enable efficient use of sites in this transit-accessible corridor.

**P-LU-19:** Focus industrial and auto repair uses in one portion of the corridor—between 28th and 32nd streets—to minimize potential conflicts with residential and other sensitive uses, and concentrate industrial activities, including freight and truck loading/unloading.

**P-LU-20:** Establish an overall height consistent with the designated land uses with typical new buildings reaching three- to four-stories and slightly taller buildings—up to five stories—around trolley stops.

## 2.4 Residential Land Use

### Residential Uses

Existing land uses show a lower proportion of both detached single-family units and multi-family units, but a substantially higher proportion of attached housing than San Diego overall. Housing in Southeastern San Diego is older than in the city as a whole, with 37 percent of housing units built before 1950, compared to only 12 percent citywide. Close to 70 percent of housing units in the Planning Area are renter-occupied, compared to 50 percent citywide. Households in Southeastern are larger than the citywide average (3.94 persons compared to 2.59), leading to a higher prevalence of overcrowding. Households in Southeastern also spend a greater proportion of their income on rent or housing costs: 49 percent of homeowners and 61 percent of renters pay above the 35 percent “cost burden,” compared to 34 and 45 percent citywide for owners and renters, respectively.

### Neighborhood Structure

Neighborhood structure is relatively strong in some areas, such as in Logan Heights, Sherman Heights, and Mount Hope with a strong community nucleus around community centers, schools, parks and libraries. Some neighborhoods in Southeastern are among San Diego's oldest, and reveal interesting aspects of the city's urban development. Conservation of character and historic preservation are key objectives in the neighborhoods west of SR-15. Elsewhere where neighborhood structure is less strong, as in Mountain View and Southcrest, the Community Plan seeks to enhance these.

### Residential Policies

- P-LU-21:** Achieve a diverse mix of housing types and forms, consistent with allowable densities and urban design policies.
- P-LU-22:** Rehabilitate quality older residential development and balance it with new development.
- P-LU-23:** Promote construction of larger housing units suitable for families with children by utilizing density bonus incentives.
- P-LU-24:** Provide development of housing that incorporates universal design standards for persons with disabilities.
- P-LU-25:** Enable rental and ownership opportunities in all types of housing including the alternate housing units such as companion units, live/work studios and shopkeeper units as well as small-lot housing typologies with reduced and for-sale townhomes.
- P-LU-26:** Encourage preservation and renovation of culturally and historically significant residential units and provide incentives to retrofit or remodel units in a sustainable manner.
- P-LU-27:** Preserve existing single family homes which provide affordable housing and contribute to Southeastern San Diego's unique character in particular in the Sherman Heights and Grant Hill Historic Districts
- P-LU-28:** Rehabilitate existing residential units that contribute to the historic district's character and fabric. Encourage adaptive reuse of historically or architecturally interesting buildings in cases where the new use would be compatible with the structure itself and the surrounding area.
- P-LU-29:** Support development of companion units in lower density areas in order to provide additional residential units and opportunities for co-generational habitation as well as a financial tool for low-income homeowners to meet their mortgage obligations.
- P-LU-30:** Conduct site remediation work in order to reduce issues associated with potential ground contamination on parcels that have operated with industrial uses on site and that have been re-designated for residential and mixed-use development. Require soil remediation to occur as part of development when proposing a change in use from Industrial or Heavy Commercial to residential and or mixed residential development.
- P-LU-31:** Discourage parcel consolidation over 14,000 square feet in the lower density and Historic District areas to maintain the historic building pattern of smaller buildings.

## 2.5 Commercial and Industrial Land Use

Industrial uses and utilities account for just over 133 acres, mainly along Commercial Street and in the Gateway West industrial park, the industrial park south of Market Street in Mt. Hope, and the industrial/heavy commercial area along National Avenue at Highway 15.

Commercial land uses make up about 136 acres. Most of the Planning Area's commercial development is in two basic categories:

- In the first category are small businesses along the main commercial corridors of Market Street, Imperial Avenue, and National Avenue, mainly west of Highway 15. These corridors are long, but they do not build up a critical mass at any point and provide a limited range of services.
- The second category consists of four large commercial centers, all east of State Route 15, including Imperial Marketplace, Gateway Center, Northgate Market and Otto Square.

### Employment Land Uses

The Community Plan provides three land use designations for industrial or employment-focused uses:

- The Light Industrial designation is given to land along Commercial Street at the industrial parks, and along National at Highway 15 (though this area along National Avenue is also proposed for park land, as discussed in the Recreation Element).

- The Business Park designation is applied to much of the Gateway Center development, where there may be room for employment intensification.
- The Office Commercial designation is given to the Market Street frontage at the Gateway West industrial park, to encourage higher-value use and economic diversification along this high-visibility corridor.

### Commercial and Mixed-Use

The Neighborhood Mixed Use and Community Mixed Use designations are provided where the integration of housing and commercial uses in a thoroughly mixed-use setting is the emphasis. The Community Commercial designation is meant for shopping and office uses that serve the whole community, while the Neighborhood Commercial designation is meant for local convenience retail; in several of these areas, residential uses are permitted.

In specific locations where new housing would not be desirable because of the scale of existing commercial activity and adjacent to freeways, the Community Commercial designation is applied with the "Residential Prohibited" use distinction. Elsewhere, mixed-use development including housing is allowed in these commercial areas. Community Commercial areas are located along Market Street and at three nodes along National Avenue, in areas that are accessible by the whole community and to freeways and transit. Neighborhood Commercial areas are located along segments of Ocean View Boulevard, Cesar Chavez Parkway, Imperial Avenue, and 43rd Street, where convenience shopping uses would be within walking distance of surrounding neighborhoods.



*A wide variety of industrial and commercial uses occupy nearly 270 acres of land in Southeastern San Diego*

The Community Mixed Use designation is mapped at Commercial and 22nd Streets and Alpha and 43rd Streets, at the heart of these future “village” areas. The Neighborhood Mixed Use designation is applied to much of the Commercial/Imperial corridor, as well as around the Southcrest Village, including land currently occupied by Caltrans ramps, and along Market Street in Mt. Hope.

### Commercial and Industrial Policies

- P-LU-32:** Encourage new industrial buildings be designed to better integrate with the surrounding neighborhood.
- P-LU-33:** Use active uses such as lobbies, offices, and retail areas to provide transparency on the street.
- P-LU-34:** Encourage the addition of plazas, courtyards and outdoor places for employees to gather and recreate.
- P-LU-35:** The integration of transit within employment areas and the creation of safe and direct bicycle and pedestrian connections are encouraged to provide multi-modal access (refer to General Plan Policies UD-D.1 through D.3).
- P-LU-36:** For parcels along Commercial Avenue, treat building facades facing the rail road right-of-way as primary façades. These facades should use quality materials, and screen the service and loading areas from the right-of-way.
- P-LU-37:** Ensure that truck and auto ingress and egress are taken from alleyways rather than the front of in order to minimize impacts. If no alley exists, make curb cuts as minimal as possible.
- P-LU-38:** Allow industrial land uses that minimize conflict with incompatible uses through building design and truck restrictions and provide a balance between the needs of the industry and the community
- P-LU-39:** Accommodate employment opportunities through the land use framework that would allow for the types of jobs that may be appropriate for current and future residents. (This topic is explored further in the Market Demand Report.)
- P-LU-40:** Create neighborhood centers and corridors lined with neighborhood-serving retail, restaurants, and cafés, and places for gathering.
- P-LU-41:** Retain and enhance existing neighborhood-serving commercial uses.
- P-LU-42:** Encourage the development of shopkeeper units and live/work units that allow residents to own and operate office, professional and retail uses.

## 2.6 Institutional Uses and Open Space

### Institutional Uses

Community facilities, including schools and churches, represent the largest share of non-residential space in Southeastern San Diego, with over 178 acres slightly more than either industrial or commercial space. These facilities are spread throughout the community, and provide meeting rooms, education and recreation classes, and cultural events. Mount Hope Cemetery, owned and operated by the City of San Diego occupies 123 acres in the Planning area’s eastern section while Greenwood Cemetery, owned and operated by the County of San Diego, 121 acres.

## Parks and Open Space

Parks and open space play an important role in sustaining and improving neighborhood quality of life and providing opportunities for social interaction, physical activity, environmental benefits, and visual relief in the urban environment. In total, there are about 111 acres of park land and open space in Southeastern San Diego spread throughout the community. Parks and open space are covered in depth in the Recreation Element.

## Airport Land Use Compatibility

The community is within the Airport Influence Area for Naval Air Station North Island and Lindbergh Field/San Diego International Airport subject to the Airport Land Use Compatibility Plan (ALUCP). The Airport Influence Area is composed of the noise contours, safety zones, airspace protection surfaces, and over-flight areas for the two airports and serves as the planning boundaries for the Airport Land Use Compatibility Plans.

The Airport Land Use Commission for San Diego County adopted the Airport Land Use Compatibility Plans for Lindbergh Field to establish land use compatibility policies and development criteria for new development within the Airport Influence Area. The policies and criteria protect the airport from incompatible land uses and provide the City with development criteria that will allow for the orderly growth of the area surrounding the airports. The policies and criteria contained in the ALUCP are also addressed in the General Plan (Land Use and Community Planning and Noise Elements) and implemented by the supplemental development regulations in the Airport Land Use Compatibility Overlay Zone of the San Diego Municipal Code.

## Institutional Policies

The Imperial Avenue crossing over I-805 has the potential to become a fusing link between Southeastern and Encanto, aided by many planned and proposed improvements: the planned regional Orange Line/BRT in-line transfer station replacement of the Imperial Avenue overpass, a potential connection of the Chollas Creek trail across Interstate 805. These improvements could tie in with the Jackie Robinson YMCA, proposed for redevelopment.

- P-LU-43:** Coordinate with the San Diego Unified School District to develop joint-use park facilities on school campuses throughout the community
- P-LU-44:** Provide support to community social service institutions
- P-LU-45:** Evaluate remnant cemetery properties for opportunities for additional open space and parks
- P-LU-46:** Work with community institutions such as the Sherman Heights Community Center, the Boys and Girls Club and the YMCA to maximize availability and programming of the respective facilities to the community
- P-LU-47:** Review development applications within the Airport Influence Area for consistency with the adopted ALUCP.



*Nearly all of the residents in Southeastern San Diego live within a mile of a neighborhood park or community park.*

## 2.7 Environmental Justice

“Environmental justice” is defined in the California Government Code as “the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies.” (Gov. Code, § 65040.12, subd. (e).) The Report defines “fairness” in this context to mean that “the benefits of a healthy environment should be available to everyone, and the burdens of pollution should not be focused on sensitive populations or on communities that already are experiencing its adverse effects.”

The design and use of the built environment play a critical role in public health and environmental justice. Factors that affect individuals’ health are influenced by the aspects of the Community Plan. For example, the Community Plan can affect how often people walk, ride a bike, drive a car, or take public transportation; their access to healthy food; and the quality of their air and water. The section aims to identify public health risks and environmental justice concerns to improve the living conditions and foster better physical health and well being in Southeastern San Diego residents.

Southeastern San Diego is a relatively lower-income community with a racially and ethnically diverse population. In some areas, communities with these attributes also feature a concentration of contaminated sites or industrial uses that pose health risks to residents. In Southeastern San Diego, this condition is most notable along the Commercial Street corridor, where recycling facilities and industrial uses are located in close proximity to homes. Industrial and auto uses can have nega-

tive impacts on workers, residents, children, and other sensitive receptors due to loud noises from machinery, unappealing facades and open industrial yards, and potential hazardous emissions.

### Health and the Built Environment

The Community Plan addresses compatibility between industrial and residential uses in the short-term through measures such as noise mitigation (i.e. controlling noise at the source), screening operations with shrubs or well-designed walls, as well as enforcement of the City’s existing codes (e.g. containing operations within structures). State and federal agencies are also responsible for protecting community health through enforcing air quality rules identified by the Environmental Protection Agency, the California Air Resources Board, and the San Diego Air Quality Management District; as well as enforcing rules concerning use, handling, storage and transportation of hazardous materials identified in the California Hazardous Materials Regulations and the California Fire and Building Code, and laws and regulations of the California Department of Toxic Substances Control and the County Department of Environmental Health.

Some businesses have already made an effort to soften and screen the sidewalk edge through the introduction of vines and planting, or by painting large walls with murals. Vines can be introduced on fences and walls where wide planting areas are not feasible. The addition of vegetated cover to these blank surfaces can provide immediate impact to increased pedestrian comfort on the street, while screening the industrial uses.

### Access to Healthy Food

The availability of healthy food options at stores and farmers' markets may correlate with a higher consumption of fruits and vegetables, which in turn can promote better health in individuals. Research has shown that a high density of fast food restaurants in a neighborhood has been associated with weight gain, unhealthy lifestyles, and increased risk of obesity in residents who visit the establishments.<sup>1</sup> There are many factors that impede healthy eating, such as a lack of grocery stores in an area, lack of transportation to get to stores that sell affordable and healthy food, and the relatively higher cost of healthy food compared to cheaper unhealthy foods.

As of 2013, there are no grocery stores in the community west of Highway 15. Even with the opening of the WalMart grocery on Commercial Street, the community is under-served by grocery stores as well as other commercial categories. The Community Plan promotes development of spaces that can be occupied by fresh food retailers and policies that promote community gardens, urban gardening, and farmers' markets.

### Access to Parks and Green Space

The General Plan provides specific service area standards for neighborhood parks (1 mile), mini-parks (1/2 mile), and pocket parks and plazas (1/4 mile). Community parks are generally intended to serve an entire community planning area, or 25,000 residents. Nearly all of the Planning Area falls within one mile of either

a neighborhood park or a community park. The area's scattered mini-parks provide more immediate access in some neighborhoods.

A more precise analysis of the "walksheds" of neighborhood and community parks uses actual streets to map the walking distance from an accessible park entrance. Walksheds are also shown from two open space parks that receive regular daytime use by local residents. The Encanto Community Plan designates several new park and recreation areas, including proximate to neighborhoods that currently lack these facilities. In addition, the Plan promotes development of urban plazas and complete streets, to foster development of community gathering places and active living. Chapter 7: Recreation in the Community Plan provides further detail parks and open space.

### Access to Health Care and Social Services

Access to health care and social services can play a critical role in the preservation and maintenance of good public health. The former Doctor and Surgeons hospital across from 26th Street from Grant Hill Park is proposed for subdivision, leaving two buildings on adjacent lots. The Jackie Robinson YMCA at the eastern end of the Imperial corridor in Southeastern is in the process of modernizing and rebuilding. While providing health care itself is beyond the scope of the Community Plan, the Community Plan promote development of health and social services in a manner that enhances their community use and access by enabling their location in villages—proximate to transit, and integrated with higher density mixed-use developments, with a greater number of people within easy walking and biking distances.



*Community facilities and parks, such as the school, senior service center, and park pictured above, provide important health and social services for residents of Southeastern San Diego.*

<sup>1</sup> Fuzhong Li, PhD; Peter Harmer, PhD, MPH; Bradley J. Cardinal, PhD; Mark Bosworth, MS; Deb Johnson-Shelton, PhD (2009). Obesity and the Built Environment: Does the Density of Neighborhood Fast-Food Outlets Matter? *American Journal of Health Promotion*. Vol. 23, No. 3.

## Balanced Communities and Equitable Development

Southeastern San Diego comprises long-established urban neighborhoods, but they have a scattering of vacant or underutilized land, especially along key corridors. This provides the opportunity for well-located, mixed-use infill development. One of the goals of the Community Plan is to help bring about a diverse mixture of residential opportunities, including affordable rental and for sale housing, senior and multi-generational housing and small lot townhome development.

### Environmental Justice Policies

#### Collocation of Uses

- P-LU-48:** Protect public health by evaluating the effects of noise and air pollution from freeway traffic on community land uses and reduce, or eliminate where feasible, impacts on sensitive land uses (including housing, schools and outdoor athletic areas) through appropriate buffers, barriers and best-practice construction measures.
- P-LU-49:** Avoid siting of new sensitive receptors—schools, homes, and other community facilities—adjacent to freeways, truck distribution centers, dry cleaners, and gas stations.
- P-LU-50:** Where industrial uses are located, mitigate potential negative effects through zoning performance measures (such as glare and noise standards), landscaping and/or screening to reduce noise, dust, toxins, and unattractive presence along streets and sidewalks.

- P-LU-51:** Within an industrial development site, locate smaller buildings and less intensive uses, rather than larger or more intensive uses, closer to adjacent residential uses.
- P-LU-52:** Use natural landscape materials (trees, shrubs, and hedges) to buffer differing land uses, and provide a transition between adjacent properties.
- P-LU-53:** Require screening walls on the interior lot lines of industrial uses abutting residential uses. Screen the view of any parking or storage area, refuse collection, utility enclosures, or other service area visible from major streets, alley, or pedestrian area.
- P-LU-54:** Use screens of attractive high-quality materials and/or landscaped screening such as vines, mesh, and livings walls (e.g. concrete wall with green creepers) of consistent height and design.
- P-LU-55:** Educate and encourage property owners to apply for Encroachment Maintenance and Removal Agreement with support from City staff to approve planting and irrigation within the public right of way to plant vines on industrial fences to screen the industrial site from adjacent sidewalks and properties.

#### Affordable Housing Policies

- P-LU-56:** Ensure that housing policy results in a diversity of product types, especially larger sized (three bedrooms) affordable units; housing with high-quality private open space; and residential units that are adaptable to multi-generational living.
- P-LU-57:** Enable in-law units for existing single-family homes to accommodate growing families and providing an opportunity for rental income may be desirable. New

housing may also include higher density rowhouses (single-family attached housing), with private open space, direct access from the street, and “layering” of transitions from public to the private domain (i.e., with a front yard or patio).

- P-LU-58:** Promote the production of very-low and low income affordable housing in all residential and multi-use neighborhood designations.
- P-LU-59:** Create affordable home ownership opportunities for moderate income buyers.
- P-LU-60:** Encourage the development of moderately priced, market-rate (unsubsidized) housing affordable to middle income households earning up to 150% of area median income.
- P-LU-61:** Promote homebuyer assistance programs for moderate-income buyers.
- P-LU-62:** Utilize land-use, regulatory and financial tools to facilitate the development of housing affordable to all income levels.

### Community Health

- P-LU-63:** Increase availability of fresh healthy foods by actively engaging such businesses, and undertake measures to decrease the density of liquor stores in the corridor.
- P-LU-64:** Control noise impacts at the source by dampening, buffering, or active cancelling, particularly on sites that abut residential development or other sensitive receptors.
- P-LU-65:** Reduce potential noise impacts, particularly from the trolley, by orienting windows and openings away from noise sources or developing mitigations for noise and vibrations. 2.2.24 Minimize noise impacts on

sensitive receptors by discouraging multi-family housing development within the 65 db CNEL noise contour (generally west of 22nd Street and east of 33rd Street as shown on Figure 3-2: Existing Noise Contours in the Existing Conditions Report).

WORKING DRAFT

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