GOLDEN HILL
COMMUNITY PLAN UPDATE

DISCUSSION DRAFT
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PLANNING, NEIGHBORHOODS & ECONOMIC DEVELOPMENT DEPARTMENT

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1.0 INTRODUCTION

The Golden Hill Planning Area

Golden Hill is a community with a long-standing history located adjacent to Balboa Park and in close proximity to Downtown, North Park, Southeastern San Diego and Mid-City. The community has various neighborhood affiliations based upon geographic and historic subdivision patterns as well as resident and business involvement. Of these, Golden Hill and South Park are the most prominent with 'A' Street the boundary between the two neighborhoods in the broadest sense (see Figure 1).

The community's gently rolling topography is geographically a series of marine terraces. There is a gradual increase in elevation from approximately 60 feet above sea level on the southwest to approximately 280 feet in elevation on the northeast. This gentle topography is broken by four steeply sloping canyon areas. Because of these topographical characteristics, spectacular views of the surrounding region can be found.

The community today contains a breadth of building types and architectural styles from development waves occurring between the latter part of the 19th century to the earliest part of the 21st.

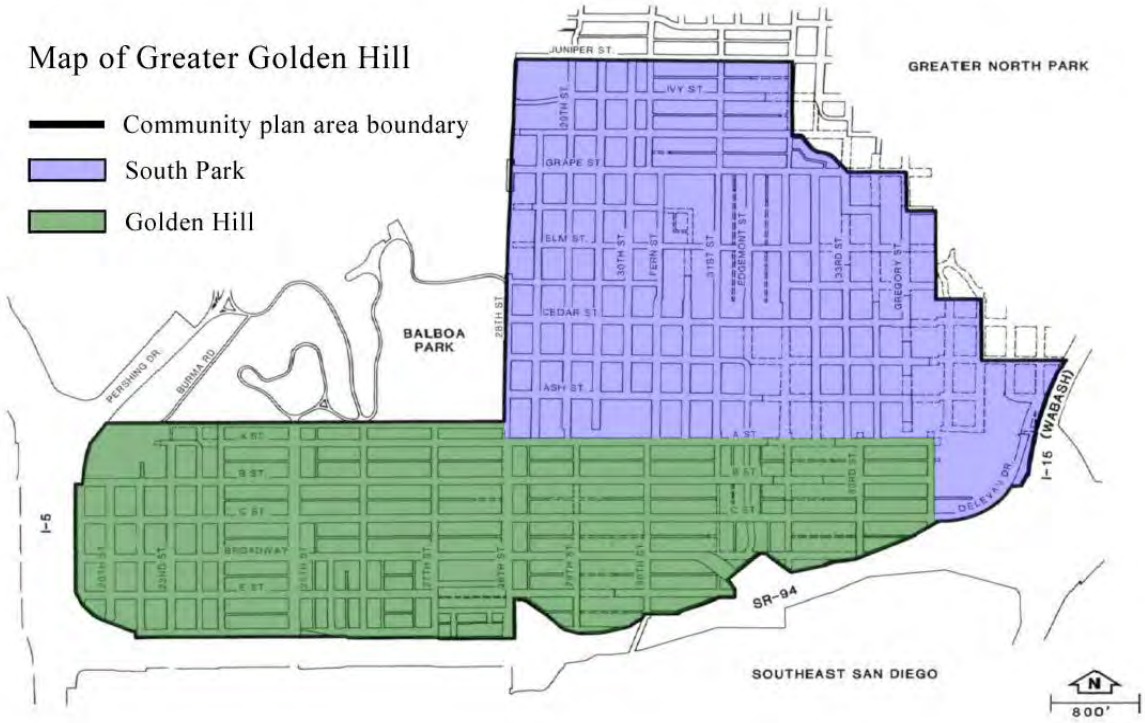


Figure 1: Greater Golden Hill

Shared Planning Process and Vision

The Golden Hill Community Plan provides a long range guide for the future physical development of the community and is being updated concurrently with the community plans for North Park and Uptown. A goal of the concurrent updates is to address key issues and propose solutions as they relate to attributes shared by each of the three communities. The updates started in 2009 with an intensive public outreach effort centered around individual community meetings that included stakeholder committees, neighborhood associations, workshops on key topics, a multi-day charrette and meetings of the Greater Golden Hill Planning Committee, the City's recognized community planning group.

Various attributes are common to each of the three communities at both larger and smaller scales leading to the development of shared planning solutions with refinements appropriate to individual community and neighborhood contexts. Each community is situated within a landform that is part of a broad mesa interspersed with many natural or semi-developed canyons allowing a distinctive combination of outward views and interaction with open space along most community edge points. These characteristics also provide a sense of seclusion from the surrounding city not uncommon for San Diego's neighborhoods, and importantly, support the interconnectedness between the three communities. Adjacent freeways reinforce this relationship as they have usually followed canyons and other low points in San Diego.

The three communities surround regionally significant and historic Balboa Park. As development radiated out from Downtown San Diego along streetcar lines, later forming commercial districts along arterial streets and major crossings, a legacy remains of traditional storefronts uniquely suited to small and sole-proprietor businesses. A grid pattern of streets enhances connectivity and promotes walkability yet traffic congestion occurs at many 'pinch points' where street widths narrow or access is 'funneled' due to canyon and freeway interfaces.

The three communities have also been part of one of the longest historical development periods in the region due to their central location and accommodative zoning which has left a breadth of building forms and architectural styles as well as historic resources in need of preservation. This has sometimes resulted in awkward scale transitions and juxtaposition of building styles as the rate of development has oftentimes been modest or uneven. The relatively intense concentrations of retail and employment uses nearby in Downtown and Mission Valley draw certain retail formats and employment away from these communities. As these communities developed prior to current citywide public facilities standards, locating and

financing new facilities is difficult due to lack of available land as well as a limited rate of new development. Aging infrastructure often needs to be upgraded and/or replaced.

The San Diego General Plan

The General Plan sets out a long-range vision and policy framework to guide future development, provide public services, and maintain the qualities that define San Diego and contains a set of overall guiding principles (see inset). The recent update to the General Plan shifts focus from how to develop vacant land to how to design infill development and reinvest in existing communities. A key component guiding these efforts is the City of Villages Strategy which proposes growth be directed into pedestrian-friendly mixed-use activity centers linked to an improved regional transit system.

Regional and local investments that promote transit and bicycle use support this strategy. By increasing transportation choices, a reduction in overall vehicle miles travelled can be achieved which is a key contributor to broader sustainable development initiatives. Better mobility options are also needed for those who cannot drive, do not own a motor vehicle, or prefer to reduce their dependence on the automobile. Benefits to individual as well as public health can be achieved with any reduction in air pollutants as well as a shift in favor of walking.

These villages or activity centers are to be formally identified through the community plan update process. The mixed-use commercial districts and higher density neighborhoods along transit lines are candidate village locations within each of the three communities. The policies of each plan can be used to focus needed investments in infrastructure, transit and other mobility improvements.

General Plan Guiding Principles

1. *An open space network formed by parks, canyons, river valleys, habitats, beaches and ocean;*
2. *Diverse residential communities formed by the open space network;*
3. *Compact and walkable mixed-use villages of different scales within communities;*
4. *Employment centers for a strong economy;*
5. *An integrated regional transportation network of walkways, bikeways, transit, roadways, and freeways that efficiently link communities and villages to each other and to employment centers;*
6. *High quality, affordable, and well-maintained public facilities to serve the City's population, workers, and visitors;*
7. *Historic districts and sites that respect our heritage;*
8. *Balanced communities that offer opportunities for all San Diegans and share citywide responsibilities;*
9. *A clean and sustainable environment; and*
10. *A high aesthetic standard.*

1.1 Community Profile

Community Setting

Golden Hill is an urbanized community consisting of approximately 441 acres (excluding public rights-of-way), located east of downtown San Diego. More specifically, the area is bounded by Juniper Street to the north, 34th Street canyon to the east, State Route 94 on the south and Interstate 5 to the west (see Figure 2). The community wraps around Balboa Park with interfaces to the north and west. The community has excellent regional access by means of freeway access to Interstates 5 and 15 and State Highways 94 and 163.

Population Characteristics

Add charts and tables when available

Community History

The Golden Hill community has a long and colorful history which is visible today in the eclectic mix of architectural styles, many of which are today comparatively rare in San Diego. The community was settled in the late 19th century, and is largely significant with regard to its residential history. Initially marketed by real estate speculators as one of San Diego's finest districts, many of the city's most well-known citizens constructed their mansions atop the crest of Golden Hill near the turn of the 20th century.

The first land to be subdivided was in 1869, in the western section of the community. Golden Hill was then at the fringe of development in San Diego and offered large lots with views. During the early 1870s subdivisions to the east were added, but most construction continued on the extreme western slopes of the planning area. In 1887, the community received its name when Daniel Schuyler petitioned the City to name the area Golden Hill. Schuyler wrote the following poem which was published in the March, 1887 edition of Golden Era Magazine:

> *As the sun rolls down and is lost in sight, tinting the scene with its golden light, the islands dim and the fading shores, the ebbing tide through our harbor door. The drooping sails of an anchored fleet, the shadowy city at our feet. With the mountains' proud peaks so lofty and still, 'Tis a picture worth seeing from Golden Hill.*

In the early 1900s E. Bartlett Webster formed the Bartlett Estate Company and began subdividing lots along the eastern side of City Park (now Balboa Park). Bartlett's goal was to create a "high-class residential district" which he subsequently called South Park. As an

incentive to buy lots, Bartlett established the South Park and East Side Railway to service the transit needs of the community. Construction of this electric street railway began in 1906. The line started at the end of Broadway, continued through downtown and Golden Hill on to Dartmouth (now Beech) and ended at Amhurst Street (now Cedar Street) and 30th Street.

Residential development accelerated, but shifted to the northeastern portion of the planning area adjacent to Balboa Park, in the years preceding the highly anticipated Panama-California Expedition of 1915. By the early 1920s, the area of Golden Hill adjacent to Balboa Park was almost completely developed. During the depression era growth slowed and little development occurred. Replete with single-family homes designed in an eclectic mix of architectural styles, the majority of Golden Hill was built to capacity by 1930.

In the years following the Great Depression, the community experienced a period of decline and marked physical change. Responding to a chronic housing shortage which arose in San Diego at the height of World War II, city officials rezoned much of the planning area to accommodate high-density residential development. Due to these zoning codes, many of the neighborhood's large mansions were replaced with apartment complexes, while others were subdivided into multiple units. This resulted in the loss of many older and historically significant homes to new multi-family development, which was sometimes out-of-scale and out-of-character with the existing neighborhoods.

Today, Golden Hill is best characterized in terms of its diversity. In addition to housing a wide variety of income levels and ethnic groups, the community boasts a built environment that is equally as eclectic. The built environment reflects the history of the community as many of San Diego's oldest and most dignified mansions are located here alongside modest bungalows, apartment homes and contemporary commercial enterprises. In general, the southern and western ends of the planning area are characterized by a diverse built environment, while the northeastern section – which encompasses South Park – has retained a cohesive collection of the community's early housing.

1.2 Community Planning Framework

The community's location, excellent regional access, view opportunities, and historical characteristics are resources that will encourage development and redevelopment within the community. The purpose of this plan is to ensure that this development will reflect the community's past and be sensitive to the older established character, scale, design and topographical features. This will be accomplished by providing an updated set of proposals and

recommendations which will guide development to assist the community in achieving its full potential as a viable place to live and work.

Planning History

Prior to the 1960s, development in the Golden Hill community was guided only by the City's Zoning Ordinance and the policies of the General Plan for San Diego. In the 1960s Golden Hill was contained within two distinct community planning areas. Planning for the area south of A Street began in 1965, as part of the Southeast San Diego Planning Program, and north of A Street in 1966 as part of the Park North-East Planning Program. As the impetus for downtown redevelopment increased, so did the concerns of the citizens of Golden Hill. They felt that they needed a special planning focus because of their proximity to downtown, views, freeway access and nearby recreational amenities. The City Council agreed and directed the Planning Department to prepare a separate precise plan for the planning area. The Golden Hill Precise Plan was adopted by the City Council in 1979.

In February 1980, the City Council rezoned certain properties in the planning area to implement the recommendations of the Precise Plan. However, in some areas the zones did not conform to the residential densities or open space recommendations proposed by the Precise Plan. An update to the Precise Plan was initiated in 1985. This resulted in approval of the 1988 Golden Hill Community Plan which addressed key issues including preservation of single-family and low-density neighborhoods through appropriate land uses densities; the appropriate scale and character of new development; achieving conformance between zoning and community plan land use designations; elimination of land use conflicts; revitalization of commercial areas; and preservation of open space.

Community Plan Update

The City develops its community plans with an expected 20-30 year period of relevance. An update to the 1988 community plan was therefore initiated in 2009. The community plan update process evaluated issues identified with the previous community plan and generally concluded that although visible progress was made since the past update to address the issues, many of the issues were still relevant, particularly as progress was uneven throughout the entire community. As previously discussed, the City’s General Plan now shifts focus from how to develop vacant land to how to design infill development and reinvest in existing communities.

Overall Community Goals

The Golden Hill Community Plan update is informed by the following overall goals. Additional goals as well as more specific policies and recommendations are found within individual plan elements or sections.

- Vibrant, successful and distinct neighborhoods that fit within the context of the community as a whole.
- Quality housing opportunities for all income levels adapted to the distinctive architectural character and scale of the area.
- The community's long-standing heritage retained by preserving historically and architecturally significant resources individually and within Historic Districts.
- Thriving commercial areas as community focal points and neighborhood centers.
- Walkable neighborhoods and complete streets that accommodate bicyclists and pedestrians safely, and reduce vehicular travel speeds.
- Re-establishing transit as an attractive and viable transportation alternative to the automobile.
- A clean, safe and healthy environment for all income and social groups.
- Remaining natural areas preserved as open space.
- Public facilities and services provided to meet community needs.
- Urban design standards and tailored zoning developed where needed for compatible housing design, streetscape improvements and commercial revitalization.

Scope & Purpose of the Plan

The community plan informs land use decisions within the planning area, including the neighborhoods and Golden Hill and South Park. This plan should not be considered a static document. In order to respond to unanticipated changes in environmental, social or economic conditions, the plan must be continually monitored and reviewed on a regular basis. While piecemeal amendments should be avoided, a comprehensive review may be necessary and any needed amendments proposed for the plan to remain relevant to community and City needs in the future.

Once adopted, two additional steps will follow: implementation and review. Implementation is the process of putting plan policies and recommendations into effect. A zoning implementation program is to be adopted concurrently with the community plan update and is a major step in plan implementation with additional implementation as needed and part of a broader efforts. Guidelines for implementation are provided in the plan. Review refers to the process of monitoring the community and recommending changes to the plan as conditions in the community change. The actual work requires a cooperative effort of private citizens, City officials and other agencies. As the City's officially recognized community planning group, the Greater Golden Hill Community Planning Committee is tasked with providing the continuity and oversight needed for a sustained, effective implementation program. Upon adoption, the Golden Hill Community Plan contained herein will supersede the previous Golden Hill Community Plan adopted on April 5, 1988 by Resolution No. 270679.

The Community Plan is organized into nine elements, an implementation section and appendices as outlined in the table of contents. Each element contains goals, policies and recommendations that will guide future development and improvement of the community. The beginning of each element also contains a section of related content in the General Plan and other elements of the community plan. These cross references are identified for ease of use in identifying key interrelated content found elsewhere in the document. They are not intended to substitute for a more thorough review of the individual elements when a complete understanding of the plan and its complexity is required.

Relationships to other Plans and Codes

GENERAL PLAN*:* The Golden Hill Community Plan is a component of the City of San Diego's General Plan. It is intended to further express the General Plan policies in Golden Hill through the provision of more site-specific recommendations that implement goals and policies, and guide zoning and the Capital Improvement Plan. While the two documents are under separate cover, they work together to establish the framework for growth and development in Golden Hill. Some specific General Plan policies are referenced within the Community Plan to emphasize their significance in Golden Hill, but all applicable General Plan policies may be cited in conjunction with the Golden Hill plan, whether or not they are specifically referenced. Both the General Plan and the Golden Hill Community Plan should be consulted for land use planning matters in Golden Hill. While the community plan addresses specific community needs, its policies and recommendations remain in harmony with the General Plan, city-wide policies, and other community plans.

LAND DEVELOPMENT CODE: The City of San Diego Land Development Code (LDC) is part of the municipal code and contains regulations and controls pertaining to land use, density and intensity, building massing, architectural design, landscaping, storm water management, street frontages, lighting, and other development characteristics. The LDC implements the policies and recommendations of the Community Plan and all development within in Golden Hill must comply with regulations set forth in the LDC.

AIRPORT LAND USE COMPATIBILITY PLAN: As of 2011, the San Diego Regional Airport Authority was in the process of updating the Airport Land Use Compatibility Plan (ALUCP) for the San Diego International Airport (SDIA). The Community of Uptown is subject to the Airport Land Use Compatibility Overlay Zone and the overflight of aircraft arriving to and departing from SDIA. The community is located in Airport Influence Review Area 2 which requires residential property owners to disclose that the property is near an airport and may be affected by the overflight of aircraft when selling property. In addition, proposals for some structures may be required to provide notification to the Federal Aviation Administration.

MULTIPLE SPECIES CONSERVATION PROGRAM: The Multiple Species Conservation Program (MSCP) is a comprehensive, long-term habitat conservation planning program that is designed to preserve native habitat for multiple species. This is accomplished by identifying areas for directed development and areas to be conserved in perpetuity, referred to as the Multi-Habitat Planning Area (MHPA), to achieve a workable balance between smart growth and species conservation. A small portion of the open space lands within Golden Hill adjacent to North Park are within the MHPA. Open space lands within the MHPA are addressed in the Conservation and Recreation Elements of the Golden Hill Community Plan and are implemented by the City's MSCP Subarea Plan.

ENVIRONMENTAL REVIEW: Pursuant to the California Environmental Quality Act (CEQA), the Golden Hill Community Plan Environmental Impact Report (EIR) provides a programmatic assessment of potential impacts occurring with the realization and implementation of Community Plan policies and recommendations. Potential impacts were anticipated during preparation of the Community Plan, and many of the policies were designed to reduce or avoid such impacts.

2.0 Land Use Element

INTRODUCTION

The main purpose of the Land Use Element is to guide the future growth and development of the community through the appropriate distribution of land uses. As an integral part of the City's General Plan Land Use and Community Planning Element, this plan applies a range of land use designations within the context of the Golden Hill community.

Golden Hill is a community with an established land use pattern that is expected to remain, and with some refinements as a result of this plan, continue to evolve incrementally. Golden Hill's established geographic relationship due to its proximity with Balboa Park, Downtown San Diego, and other older neighborhoods with similar long-standing history will continue to provide surrounding context, and, where feasible, these relationships will be enhanced through land use refinements, mobility improvements and better urban design practices. Residential neighborhoods are expected to remain stable, thus maximizing opportunities to re-use the existing housing stock as vacant and underutilized sites for new development are limited. Working with the advantages of these neighborhoods will provide an anchor for community betterment. The community's commercial areas have more capacity to accommodate new developments as well as continued re-use and new adaptations of existing buildings. Commercial business improvement is expected to result in a visible manifestation of community vitality.

Related Content in the General Plan and Other Elements

- *Add General Plan Policies*
- *Add Mobility*
- *Add Economic Prosperity*
- *Add Urban Design*

GOALS

- Opportunities for incremental development and re-use of existing buildings within the existing land use framework
- A balanced mix of land uses suitable for a diverse population.
- A variety of housing types for all age, income, and social groups
- Historic character and scale retained within single-family and low density neighborhoods

- Multi-family development that does not detract from its surrounding neighborhood
- Active commercial districts with a unique, local ambiance that serve as community activity areas
- Undeveloped canyons preserved as open space
- Improved mobility options and accessibility (*for ME*)
- Environmental protection conducive to a safe and healthy community for all age, income and social groups

2.1 PHYSICAL ENVIRONMENT

Physical Context

Similar to other developed communities, Golden Hill's overall physical structure reflects its geography, historic development patterns and social evolvement. The community is built upon a series of marine terraces and canyon landforms similar to other communities that border downtown. This pattern provides a series of panoramic views as well as more intimate, revealed views from locations throughout the community. Flatter areas provide a meaningful contrast offering more of a secluded feel as well as locations conducive to accessible commercial districts. The historic street and subdivision pattern provides subtle variations to the development pattern that contribute to the distinctiveness of the community. Balboa Park provides a literal green interface with the neighborhoods and places for recreation, social interaction and connection with open space.

The negative effects on existing urban neighborhoods from the mid-twentieth century federal and state freeway construction era are well documented and have factored as well into the land use and social evolvement of the Golden Hill community. The community is bounded by three freeways leaving only access to the north unimpeded. While these effects have been reduced by more recent community investment, the freeways will continue to function as fixed barriers with limited permeability. The freeways are also a primary source of concentrated adverse health effects resulting from air and noise pollution. These associations are diminished with distance from the pollution source. Portions of the community are also adversely affected by aircraft noise from the Lindbergh Field flight path.

Existing Land Use

Golden Hill is predominantly a residential community with commercial and institutional uses providing a support function, although more recently commercial

businesses attract from a broader area. This pattern will continue under this plan. The community has very little vacant land so new development opportunities will involve redevelopment or reuse of existing sites. Existing land uses are shown in Figure 2.1.

Add existing land use map w/ percentages

Land Use Distribution

The distribution of land uses generally follows that of the 1988 Community Plan with several revisions. These generally fall into two categories: land use changes to reduce density, and land use changes to reflect existing uses (or zones) where necessary. The proposed land uses are illustrated on the Golden Hill Planned Land Use Map (Figure 2.2). The map provides a general guide to land use distribution and diagrammatic illustration of land use policies. The map is also intended to guide development at the project level. Designation of a site for a certain use and intensity does not necessarily mean that the site will be built out within the horizon of this plan.

Add Planned Land Use Map

Land Use Intensity

Land use intensity is related to the specific type of use as well as the manifestation of a particular use (or multiple uses) within a developed (or built) form. A generalized description of land use categories is provided in Figure 2.3 and reflects the conversion of the land use descriptions from the 1988 Community Plan to those of the General Plan. Each land use designation also contains quantifiable standards of building intensity. Zone designations are used where specific use and development standards correlate to the applied zoning program.

Add land use categories table

Population Density

Population density is expressed as the relationship between the number of dwellings per acre and the number of residents per dwelling. Because the number of residents per dwelling can change due to various social and economic factors, the population listed in the tables is based upon current household estimates provided by Sandag. Based upon application of planned land uses and development intensity, the community is estimated to have a population of XX.

Develop table of dwelling units and household sizes to determine population. Consider including population factors for non-residential uses.

POLICIES AND RECOMMENDATIONS

2.1.1 Provide a variety of land use types suitable for a predominantly residential community (refer to General Plan Policy LU-H.7)

2.1.1 Decisions involving land use planning, public facilities, transportation and environmental protection should be inclusive of social equity and environmental justice considerations.

2.1.1 Protect public health by evaluating the effects of noise and air pollution from airport operations and 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.

2.2 LAND USE FRAMEWORK

1988 Golden Hill Community Plan

The previous community plan provided key land use recommendations that are carried forward with this plan with added refinement or emphasis. These include preservation of single-family and low density areas, clustering higher residential densities along the Broadway corridor (with the addition of a proposed density reduction), preservation of open space, revitalization of commercial districts and updating zoning regulations.

Residential

Residential land use forms the basis of most communities including Golden Hill and is inherent in the desire of many people to live uninterrupted by adverse environmental quality considerations such as noise, air pollution and visual blight that are often more prevalent with other land uses.

The age, type and tenure of the community's housing stock allows for a wide range of income and lifestyle choices. There is a wide variety of housing types largely due to the relatively long pre-World War II building period as well as a sustained period of apartment construction during the latter half of the 20th century reflecting various trends in building densities, unit configurations and provision of amenities. Pre-war housing often features a higher level of craftsmanship and includes single-family homes with a broad range of sizes, and duplexes and apartments at an appropriate scale for their neighborhood or where they can feature prominently on corner lots. Post-war housing is largely multi-family and reflects modernist principles of efficient use of space, minimal ornamentation and greater accommodation of the automobile. Versions that did not involve lot assembly give an illusory sense of single-family scale although this is often overshadowed by the loss of landscaping

and sidewalk comfort due to wide driveways and parking previously allowed within front yards.

In general, the southern and western ends of the Planning Area are characterized by a more diverse built environment, while the northeastern section – which encompasses South Park – has retained a cohesive collection of the community's early housing.

The concentration within the community of group housing for medical treatment and rehabilitation was addressed in the 1988 Community Plan through recommendations aimed at preventing the duplication and provision of social services within the community. While these facilities may have attributes similar to institutional and/or commercial service uses, they also function primarily as residential uses. As a type of housing, federal law prohibits placing different use, occupancy and development restrictions on group housing from other housing tenures within the same zone. The Municipal Code therefore addresses group housing on a citywide level. It is still desirable, however, for the providers of group housing to voluntarily manage the outward appearance and effect of their facilities to the standards of the surrounding neighborhood.

POLICIES AND RECOMMENDATIONS

2.2-1 Provide a diverse mix of housing types and forms consistent with allowable densities (also refer to General Plan Policy LU-H.3).

2.2-2 Enable rental and ownership opportunities in all types of housing including alternative housing units such as companion units, live/work studios and shopkeeper units.

2.2-3 Support the continued use of existing small scale housing units such as duplexes and companion units if visually cohesive within single-family neighborhoods. Support new companion units that meet Municipal Code Requirements.

2.2-4 Preserve existing single-family homes and neighborhoods as a distinct housing choice as well as for their contribution to the historic character of the community.

2.2-5 Provide design guidelines and tailored zoning to single-family neighborhoods similar to protections afforded by the Golden Hill Planned District.

Commercial & Employment

Commercial land uses typically serve to support residential and other land uses by providing needed or desired goods and services, or function independently as employment generators. Golden Hill is predominantly a residential community in which the commercial districts provide a support function with adjunct employment. Beyond these fundamental characteristics, commercial land uses provide a focused area for community activity and identity. However, some commercial uses can have unwanted spillover effects on adjacent residential neighborhoods, particularly those that sell alcohol if not properly located and managed.

The community's existing commercial development pattern is in large part due to the development of the streetcar in the early twentieth century. Commercial development is concentrated along former streetcar routes. There are four main commercial districts: 25th Street, 28th & 'B', Beech & 30th, and Fern Street between Grape and Juniper. There are also single commercial uses interspersed within residential neighborhoods, many of which are also currently zoned residential. These uses are often within commercial buildings that are not readily converted to residential use and the associated businesses can be an established part of the surrounding neighborhood. This overall fine-grained pattern typifies development prior to widespread use of the automobile and is advantageous to residents who cannot or prefer not to drive. Provision of walkable neighborhood serving retail establishments provides a convenient and more socially equitable alternative to conventional auto-oriented retail formats.

The extent of the commercially designated area within the Beech & 30th commercial district is being reduced to be more in keeping with the proposed historic district for South Park which has identified many of the existing single-family and duplex homes as either historically significant or contributing properties within the proposed historic district. The Community Commercial designation is therefore applied only to existing non-residential properties while the residential properties are designated Low-Medium Density Residential.

Two areas for additional commercial use were identified and evaluated as part of the community plan update process. The block of Broadway between 19th and 20th Streets is proposed for redesignation from Medium Density Residential to Neighborhood Commercial. The Neighborhood Commercial designation reflects the mix of residential and commercial uses within the block. Additional commercial use

can also provide a focal point as this block serves as an important community gateway.

Three blocks along 30th Street between Broadway and A Street were also evaluated for additional commercial use as this portion of 30th Street could benefit from revitalization, serves the highest density land uses, and includes several existing stand-alone businesses within the corridor. However, few underutilized parcels are available for new development and concerns with additional traffic congestion limited any proposal for additional Neighborhood Commercial use to an existing business at Broadway and 30th Street. Individual commercial/residential mixed-use development proposals could be desirable along this segment of 30th street subject to review and approval of a community plan amendment and rezone.

Delevan Drive is developed with industrial and commercial properties, although its isolation due to the freeway creates undesirable commercial traffic along C Street affecting the surrounding residential neighborhood and school. The 1988 Community Plan designated this area for residential use yet this area has not redeveloped residentially. This may also not be the best location for additional housing due to adverse environmental effects from the adjacent freeway. Traffic calming measures and better pedestrian facilities may be the most realistic solution to the commercial traffic as this area may again fail to develop residentially. The businesses in this area are also desirable economically for their local manufacturing and distribution employment opportunities.

POLICIES AND RECOMMENDATIONS

2.2-6 Preserve and expand the existing business base with an emphasis on local community ownership of businesses and/or the buildings they operate in.

2.2-7 Promote new development that serves the retail, service and employment needs of local community residents.

2.2-8 Support the development of shopkeeper units and live/work units that allow residents to also own and operate commercial uses.

2.2-9 Invigorate commercial districts by improving the appearance of existing storefront facades as well as adjacent streetscapes.

2.2-10 Ensure sidewalk maintenance as well as needed mobility and nighttime safety improvements occurs within commercial districts as well as along associated neighborhood access routes.

2.2-11 Bicycle access to commercial districts should be improved by providing visible, convenient and secure bicycle parking facilities.

2.2-12 *Non-conforming commercial use policy (discuss with planning committee)*

2.2-13 Attenuate noise from non-residential uses to minimize spillover effects on adjacent residences (reference General Plan policies NE-E.1-5).

2.2-14 Promote the installation of commercial signs that are pedestrian-oriented in size and shape. Lettering and symbols should be simple and bold.

2.2-15 Retrofit C Street east of 30th with traffic calming measures and improved pedestrian facilities (Refer to Mobility Element policy XX)

Institutional

Institutional uses provide either public or private facilities that serve a public benefit. These uses may serve the community or a broader area. Typically, the larger or more significant public uses such as schools and fire stations are identified on the land use map. However, the policies in this element apply to institutional uses as a category, including religious facilities, charter schools and social service providers. Institutional uses often require a Conditional Use Permit or other type of discretionary permit per the San Diego Municipal Code. Suitable development intensity should be evaluated within the context of the surrounding neighborhood and consider all relevant factors including traffic impacts, parking demand, and neighborhood character impacts.

POLICIES AND RECOMMENDATIONS

2.2-16 Evaluate use permits and other discretionary actions for appropriate development intensity and effects on visual quality and neighborhood character. Additional impacts, such as those related to mobility, noise and parking demand should also be evaluated as needed.

Parks and Open Space

Parks and open space fulfill a variety of important purposes in the community including active and passive recreation, conservation of resources, protection of views and visual relief from urbanization. Open space within the Golden Hill community consists of natural areas concentrated in undeveloped canyons within the eastern portion of the community. Open space is to be generally free from development or may be developed with limited, low-intensity uses in a manner that respects the natural environment and conserves sensitive environmental resources. The planned land use map identifies the more significant park opportunities and the open space system recommended for conservation (*Note: add key parks to map when available*). The description of the purpose and attributes for preservation as Open Space is shown on Table 2.XX.

Protection of resources within lands designated as Open Space affects multiple property owners (including the City of San Diego) and is accomplished primarily through application of various development regulations of the Municipal Code, particularly the Environmentally Sensitive Lands Regulations. Most parcels within Open Space were zoned RS-1-1 with the 1988 Community Plan. This zone requires a larger lot size and greater setbacks than the conventional-lot subdivisions in surrounding areas. The City has also pursued acquisition of private parcels or acquisition of easements as a means of conserving open space resources and protecting property from development.

The policies and recommendations listed below pertain to parks and open space as land uses. Policies for the protection and conservation of environmentally sensitive resources within open space lands are also contained within the Conservation Element; policies related to views and hillside development are contained in the Urban Design Element; and population-based parks are more specifically discussed in the Recreation Element.

POLICIES AND RECOMMENDATIONS

2.2-17 Preserve the remaining undeveloped canyons and hillsides as important features of visual open space, community definition and environmental quality.

2.2-18 Protect designated open space from development and secure public use where desirable by obtaining necessary property rights through public acquisition of parcels or easements.

2.2-19 For parcels within designated Open Space allow development of limited, low intensity uses in a manner that respects the natural environment and conserves environmentally sensitive lands and resources.

2.2-20 For private property within designated Open Space, obtain conservation or no-build easements for protection of environmentally sensitive resources through review and approval of discretionary development permits.

2.2-21 Utilize publicly-controlled open space for passive recreation where desirable and where feasible.

Neighborhood Centers

The General Plan City of Villages strategy is to focus growth into mixed-use activity centers that are pedestrian-friendly, centers of community life and linked to the regional transit system. Portions of the community exhibit village characteristics

and have a higher propensity to develop as village areas as indicated by the General Plan Village Propensity Map. The community's existing commercial districts provide the needed mixed-use environment within the primarily residential community as well as the proximity to transit lines. Of these, the areas including and surrounding the 25th Street commercial district in Golden Hill and the Fern Street commercial district in South Park are prominent enough to be identified as Neighborhood Centers and fulfill the objectives of the City of Villages Strategy. Another potential Neighborhood Center is located within the area surrounding 30th Street and Broadway. This area contains the community's highest residential densities and contains scattered stand-alone commercial uses yet is lacking a commercial district and true mixed-use focus. Additional mixed-use commercial development along 30th Street is desirable to strengthen village characteristics and provide a Neighborhood Center. Typical of commercial corridor development of previous eras, all three neighborhood centers lack true public space components in the size and configurations recommended by the General Plan. Ensuring viable public space is also a particular challenge in a developed community.

The implementation of the City of Villages strategy is dependent on the close coordination of land use and transportation planning. Additional transit and other mobility infrastructure investments are needed in the community. Greater Golden Hill along with several of San Diego's older, developed urban communities is expected to see an improved level of walkability, bicycling, and transit use through the implementation of transportation-related projects and improvements that are focused within the Neighborhood Centers and along the associated transit corridors in the community. It is within these areas, where transportation and land use planning complement each other and have the potential of being highly effective in bringing residents closer to local and regional destinations in a manner that is safe, efficient, and healthy for residents and beneficial to the environment.

POLICIES AND RECOMMENDATIONS

2.2-22 Provide public spaces within each Neighborhood Center 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).

2.2-23 Provide needed infrastructure and mobility improvements to increase transportation options within Neighborhood Centers and along transit corridors.

2.2-24 Promote walkability within Neighborhood Centers and between adjacent neighborhoods by addressing sidewalk and other infrastructure maintenance deficits.

2.2-25 *Reference design element policies*.

Airport Land Use Compatibility

The community is within the Airport Influence Area for Lindberg Field/San Diego International Airport subject to the Airport Land Use Compatibility Plan (ALUCP). The ALUCP is divided into two review areas. Review Area 1 is comprised of the noise contours, safety zones, airspace protection surfaces, and over flight areas. Review Area 2 is broader and comprised of the airspace protection surfaces and over flight areas. The community is within both review areas.

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. Planning efforts need to address airport land use compatibility issues consistent with airport land use compatibility policies and regulations mentioned above. The Noise Element contains policies related to noise from airport operations.

POLICIES AND RECOMMENDATIONS

2.2-26 Review development applications within the Airport Influence Area for consistency with the adopted ALUCP.

2.2-27 Restrict building intensities underneath the approach path to Lindbergh Field consistent with the Airport Land Use Compatibility Plan (ALUCP)

Figure 2.3. Community Plan Land Use Designations

General Plan Land Use	Community Plan Designation	Specific Use Considerations	Description	Intensity	
				Residential Density (dwelling units/acre)	Development Form
Park, Open Space, and Recreation	Open Space	None	Provides for the preservation of land that has distinctive scenic, natural or cultural features; that contributes to community character and form; or that contains environmentally sensitive resources. Applies to land or water areas that are undeveloped, generally free from development, or developed with very low-intensity uses that respect natural environmental characteristics and are compatible with the open space use. Open Space may have utility for: primarily passive park and recreation use; conservation of land, water, or other natural resources; historic or scenic purposes; visual relief; or landform preservation.	0-1	Limited[1] OR-1-1
	Population-based Parks	None	Provides for areas designated for passive and/or active recreational uses, such as community parks and neighborhood parks. It will allow for facilities and services to meet the recreational needs of the community as defined by the community plan.		Limited, OP-1-1 OP-1-2
Residential	Residential - Low	None	Provides for single-family housing and limited accessory uses.	0 - 9	TBD
	Residential - Low Medium	None	Provides for both single-family and multifamily housing.	10 - 14	TBD
	Residential - Medium	None	Provides for both single-family and multifamily housing.	15 - 29	TBD
	Residential - Medium High	None	Provides for multifamily housing within a medium-high-density range.	30 - 44	TBD
Com merc ial Empl	Neighborhood Commercial	Residential Permitted	Provides local convenience shopping, civic uses, and services serving an approximate three mile radius. Housing may be allowed only within a mixed-use setting.	0-29	TBD

[1] Refer to LUE Policies XX, CE Policies XX General Plan Conservation Element Policies CE-B.1.2

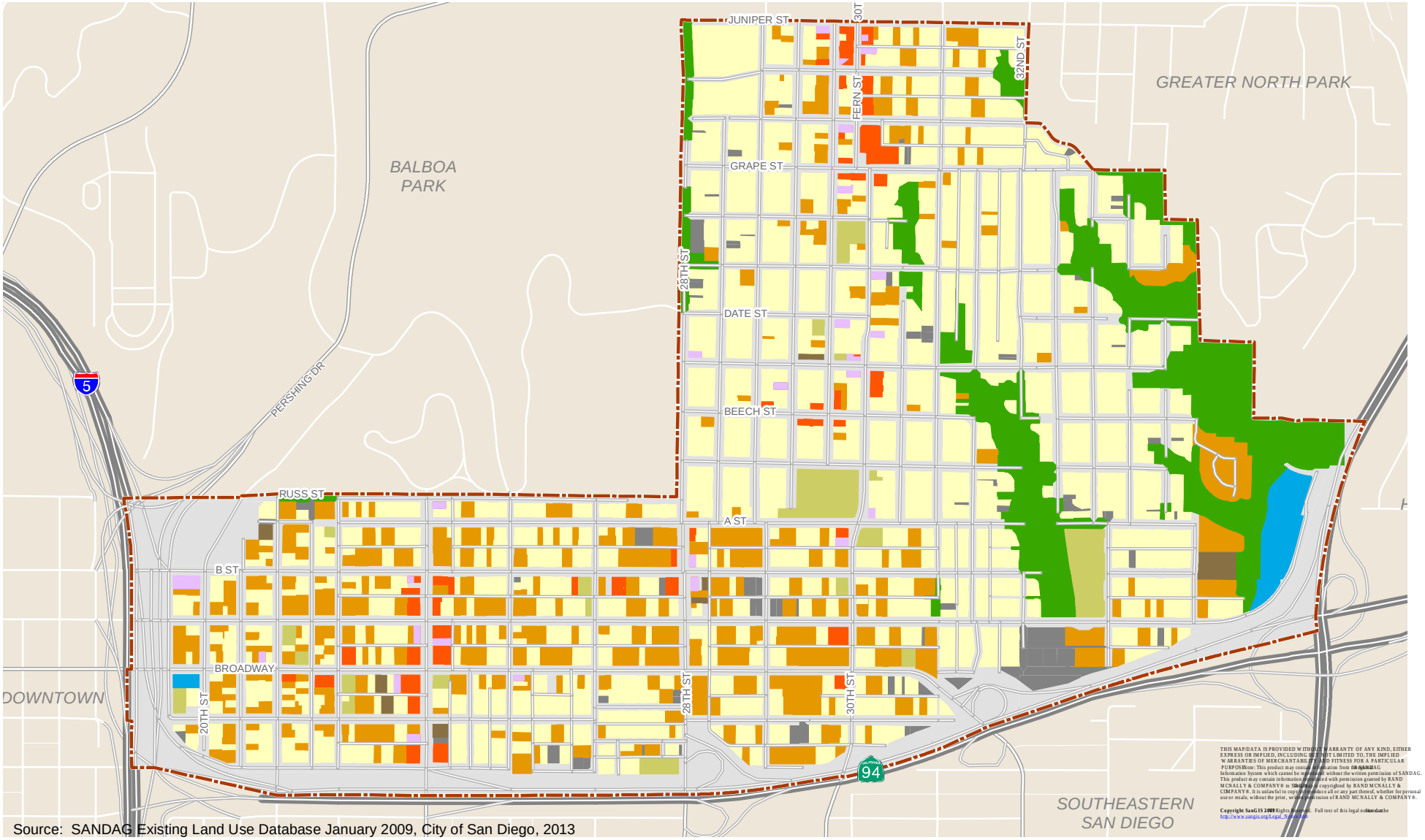
Figure 2.3. Community Plan Land Use Designations

General Plan Land Use	Community Plan Designation	Specific Use Considerations	Description	Intensity	
				Residential Density (dwelling units/acre)	Development Form
	Community Commercial	Residential Permitted	Provides for shopping areas with retail, service, civic, and office uses for the community at-large within three to six miles.	0-29	TBD
Institutional, Public and Semi-Public Facilities	Institutional	None	Provides a designation for uses that are identified as public or semi-public facilities in the community plan and which offer public and semi-public services to the community. Uses may include but are not limited to: military facilities, community colleges, communication and utilities, transit centers, schools, libraries, police and fire facilities, post offices, hospitals, park-and-ride lots, government offices and civic centers.	N/A	varies[2]

[2] Refer to Land Use Element Policy XX and Municipal Code Use Permit Regulations

GREATER GOLDEN HILL

August 2013



Source: SANDAG Existing Land Use Database January 2009, City of San Diego, 2013

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LEGEND

General Land Use

	Acreage	% of Total
Single Family Residential	251	33%
Multi-Family Residential	95	13%
Commercial Employment, Retail, & Services	11	2%
Group Quarters	3	0.5%
Mixed Use	3	0.5%
Industrial Employment	6	1%
Institutional & Public and Semi-Public Facilities	15	2%
Park, Open Space, & Recreation	64	9%
Undeveloped	14	2%
Roads / Freeways / Transportation	287	37%

Existing Land Use Map

N

0 400 800 1,600 Feet

Uptown-North Park-Greater Golden Hill Cluster - Urban Form Vision

Uptown

Conceptual Urban Form Framework

LEGEND

- Nodes
- Parks
- Canyons
- Landmark - Bridge
- Landmark - Gateway
- Landmark - Building

Land Use

- Mixed Use Employment Focus
- Mixed Use
- Mixed Use Retail Focus

Mobility

- Complete Streets
- Green Streets
- Existing Class I (Separated)
- Existing Class II (Bike Lane)
- Existing Class III (Bike Route)
- Proposed Class II (Bike Lane)
- Proposed Class I (Bike Route)
- Proposed Bike Boulevard
- Off-street Trails

DRAFT
URBAN FORM CONCEPTUAL FRAMEWORK
GREATER NORTH PARK COMMUNITY PLAN UPDATE

CONNECTIONS

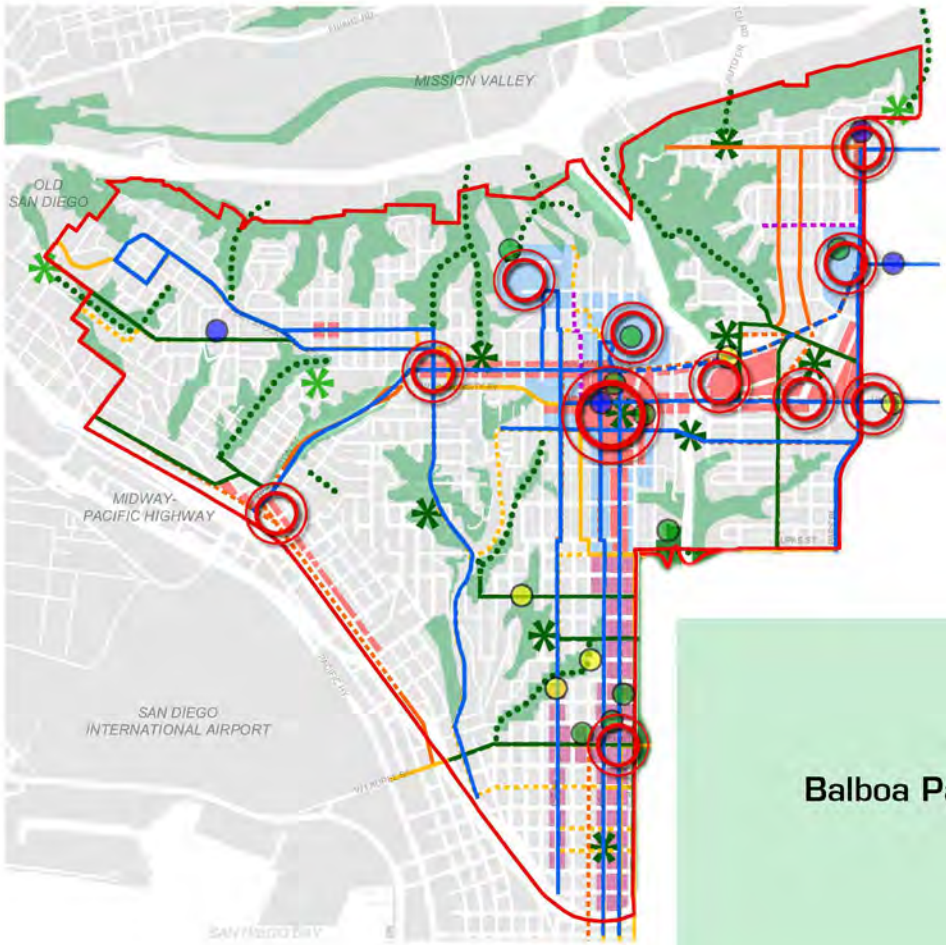
- Green Street (permeable pavement, major street trees for urban heat island reduction, shade comfort, storm water reuse, pedestrian focus, active walking street for physical activity and dog walking)
- Grey Green Streets (open space & park connections, focus on pedestrian walks with native vegetation, rock and mulch in parkways, slopes & medians)
- Bikeway Boulevard (limited through traffic for vehicles, traffic diversions, low speeds with limited stop signs in the direction of bike travel)
- Vehicular diversion (right turn only) with bike and pedestrian traffic allowed through (may require pedestrian and bike actuated traffic signal)
- Reclaimed Street Edges (pedestrian bulb-outs, improved crosswalks, wider sidewalks that promote outdoor retail and eating use, and accent street trees)
- Road Diet (widened walkways, planters, meandering travel lane, well marked crossings, angled parking all help to lower traffic speeds)
- Extended Non-vehicular Street (utilize paper street and add ADA ramp for bikes and for walkers, includes small public plaza with views and plantings)
- Major Open Space Trails

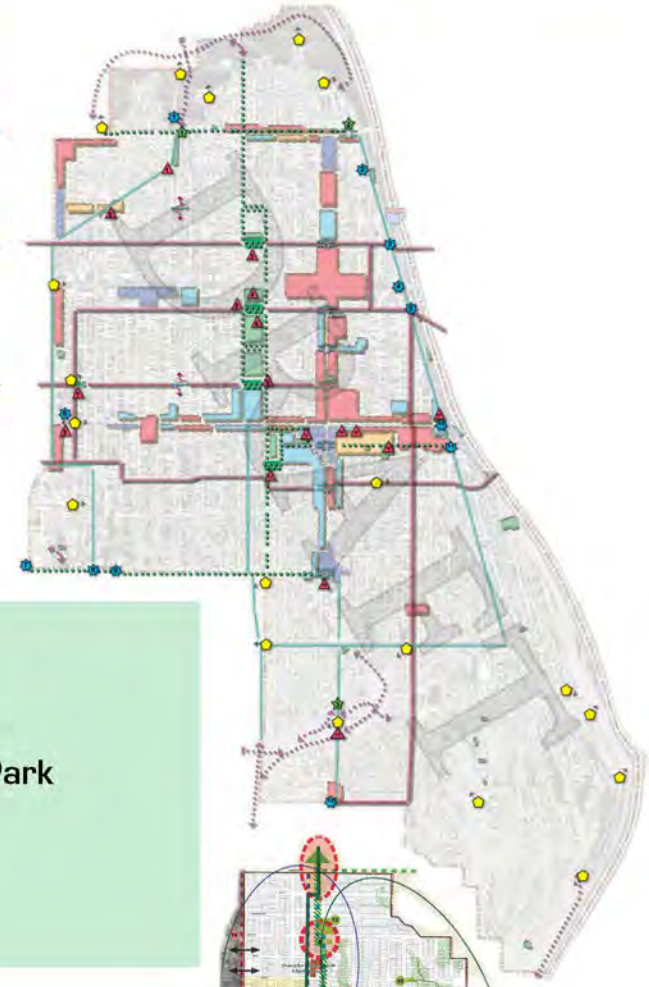
FOCUS OF MIXED USE DISTRICTS

- Employment Focus District (some residential adaptive reuse)
- Arts Focus District (artist lofts / studios / retail arts & crafts)
- Main Street Walking Retail / Services District
- Restaurants / Clubs / Entertainment District (mixed with retail)
- Public Urban Parks / Plazas / Community Services / Schools

FEATURES

- Publicly Accessible Viewing Locations for Broad Community or City Views
- Public Art / Plaza / Landmark Focal Point
- Neighborhood Entry Monuments
- Community Entry Monuments





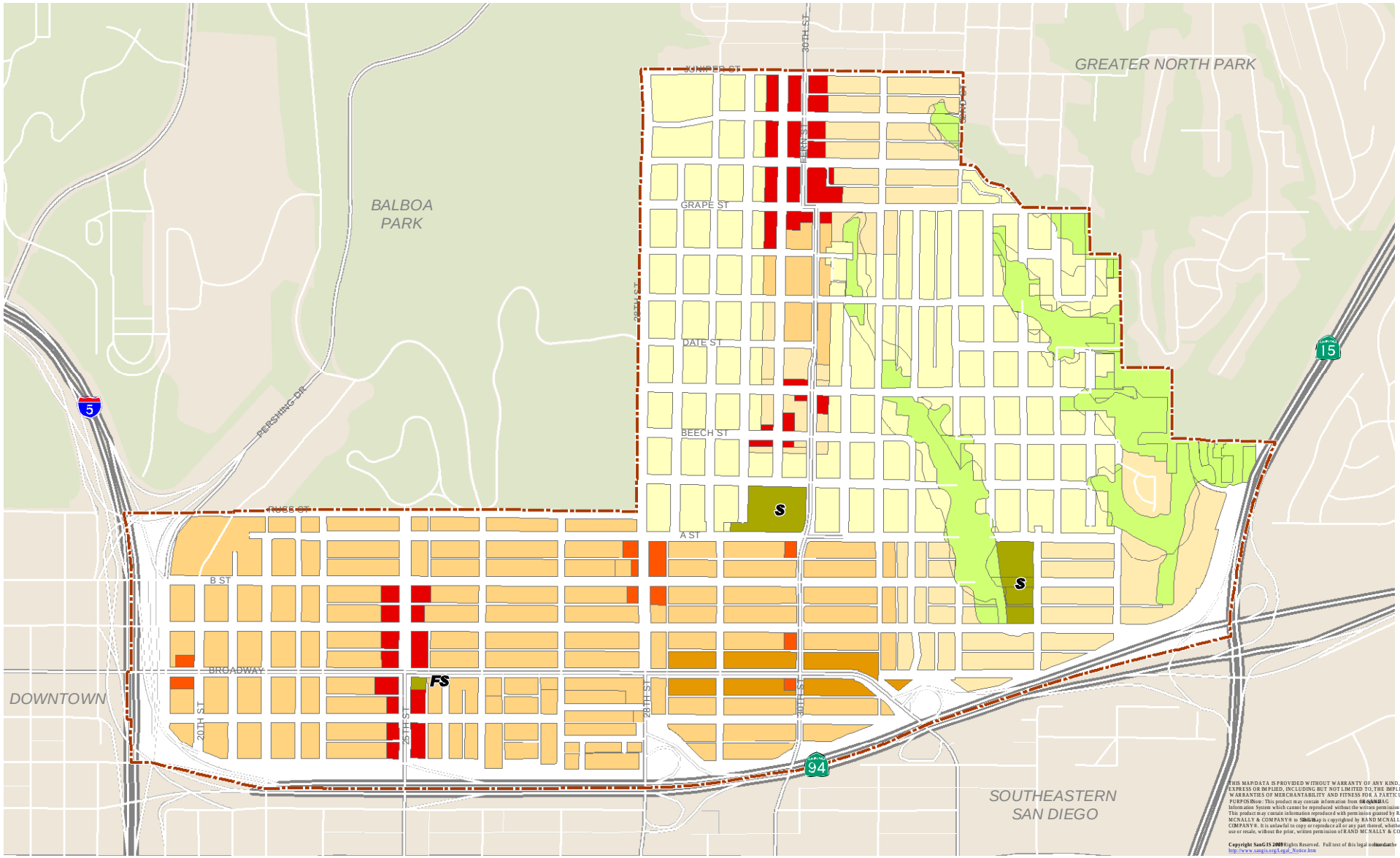
Greater Golden Hill

Legend

- Community Plan Boundary
- Existing Open Space
- Existing Schools
- Community - Proposed Park ideas
- Community - Proposed Green Corridor
- Existing Trails
- Parcels
- Community - Proposed Trail/Open Space Ideas
- Community - Proposed "Ring of Green" Opportunity
- Current Community - Identified Recreational Areas
- Existing Historic District
- Potential Historic District
- Potential Conservation Area
- Character Area
- Green Street
- Potentiary Bike Connection
- Kick Out Plaza
- Gateway
- Special Parcel Commercial Node
- Spine Corridor
- Existing Transit
- Potential Rapid Transit
- Potential Streetcar
- Proposed Class I Bike Path
- Proposed Class II Bike Lane
- Proposed Class III Bike Route

DRAFT **URBAN DESIGN CONCEPT MAP**

GREATER GOLDEN HILL COMMUNITY PLAN UPDATE



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LEGEND

- Residential - Low (5-9 du/ac)
- Residential - Low Medium (10-14du/ac)
- Residential - Medium (15-29 du/ac)
- Residential - Medium High (30-44 du/ac)
- Neighborhood Commercial
- Community Commercial
- Institutional S- School FS- Fire Station
- Open Space
- Community Plan Boundary

Proposed Planned Land Use Map

N

0 400 800 1,600 Feet

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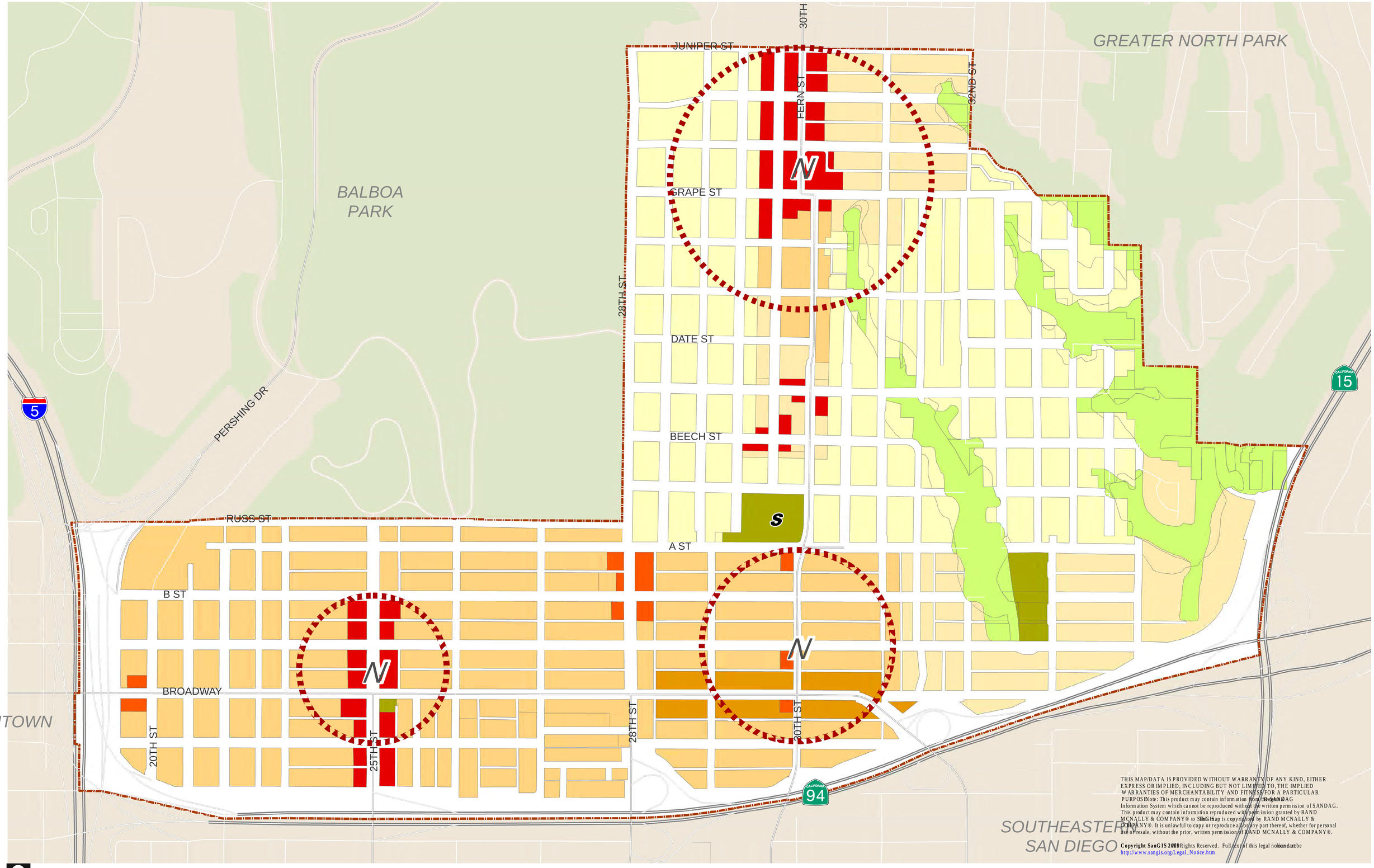

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- Residential - Medium High (30-44 du/ac)
- Neighborhood Commercial
- Community Commercial
- Institutional S- School
- Open Space
- Community Plan Boundary
- Neighborhood Villages

Proposed Planned Land Use Map

N

Feet

3.0 Mobility Element (Draft Outline)

Introduction

GOALS

- Safe and efficient movement of people and goods throughout the community.
- A fully integrated system of vehicular, transit, bicycle and pedestrian facilities to meet current and future needs as well as streets that accommodate multiple users.
- Transit as an attractive mode of choice within the community.
- A higher level of transit use through improvements to transit service and infrastructure.
- A higher level of bicycle use through improvements to bicycle infrastructure.
- A safe bicycle network that connects community destinations and links to surrounding communities and the regional bicycle network.
- Improved pedestrian access and infrastructure (see discussion below).
- Reasonable access to the community's commercial areas and business districts without unreasonable impacts to local neighborhoods.

3.1 Street System
3.2 Pedestrian Movement (see discussion below)
3.3 Bicycle Movement
3.4 Public Transit
3.5 Automobile Movement
3.6 Parking
3.7 Goods Movement

Policies for Pedestrian-friendly Paths and Sidewalks

DISCUSSION DRAFT

Issue: How to effectively allocate and prioritize portions of the public right-of-way (R.O.W.) and adjacent areas to maximize pedestrian activities?

Considerations

- Existing conditions often do not favor pedestrian access and travel;
- Some portions of right-of-way allocate an excess amount of space for vehicles, while limiting space for pedestrians;
- Sidewalks often lack width for multiple activities;
- Ad hoc prioritization of activities - multiple regulations administered by different city departments;
- Utilities often encroach into pedestrian space, creating trip hazards, accessibility issues, and visual impacts;
- Some communities have a streamlined permitting process for encroachments (e.g. sidewalk cafes, free-standing signs) administered by a local BID;
- Deferred maintenance of sidewalks.

Walkable Sidewalk Corridor Design

Accessibility. Create accessible (ADA/Title 24) corridors for users of all abilities.

Adequate Travel Width. In areas of high pedestrian use, provide adequate width for two people to pass a third person comfortably.

Safety. Create a safe, non-threatening, predictable experience.

Continuity. Provide obvious walking routes within the pedestrian zone to places people want to go.

Landscaping. Provide a visually appealing and comfortable walking environment through use of street trees and other landscaping. Street trees provide shade over paving and create microclimates, and provide traffic calming as well as a physical barrier.

Social Space. Provide places for people to interact, stand, visit, and sit.

Quality of Space. Contribute to and strengthen neighborhood and business district identity.

Sustainability. Design to provide or support storm water initiatives and drainage, reduce the heat island effect, green streets, drought resistant vegetation, etc. Adjacent to natural areas, incorporate native plant species and materials.

City of San Diego General Plan

Mobility Element Policies – Safety & Accessibility, Connectivity & Walkability sections contain policies that support pedestrian travel and comfort.

Economic Prosperity Element Policies – Commercial Land Use section contains policies to strengthen community identity and contribute to overall neighborhood revitalization.

Urban Design Element Policies – Address aesthetic concerns and pedestrian comfort within the ROW.

City of San Diego Street Design Manual

Pedestrian Design & Traffic Calming sections contain design standards for pedestrian access and travel.

Candidate Community Plan Policy Language

Pedestrian Movement

Background

The community's grid pattern of streets is a particular mobility asset by providing multiple access points to destinations throughout the community. This pattern provides better connectivity and disperses traffic to create comparatively more walkable commercial and residential neighborhoods. The community is also served by relatively convenient transit access. These characteristics are conducive to walkability and also provide mobility options for those who cannot drive, do not own a motor vehicle, or prefer to reduce their dependence on the automobile. By reducing automobile trips, the community can also achieve a reduction in air pollutants, including greenhouse gas emissions. Walking also allows a more intimate view of one's surroundings and also confers individual and public health benefits.

There are, however, various hindrances to pedestrian mobility in the community that need to be addressed if pedestrian access and comfort is to be a priority. Pedestrian infrastructure is aging and often in poor condition. Sidewalks often lack adequate width for their level of use and may contain gaps, and crossings are not always clearly marked. In some areas, various encroachments and poorly placed above-ground infrastructure and utilities also reduce sidewalk widths and detract from a clearly defined path of travel. Accordingly, encroachments and above-ground infrastructure need to be properly located and managed, especially within areas of higher pedestrian traffic such as along commercial corridors, major streets and transit lines. Opportunities also exist to reconfigure streets to allocate excess vehicle right-of-way to pedestrians.

Sidewalks & Pedestrian Paths

Sidewalks and pedestrian paths are a fundamental component of the community's mobility infrastructure. Sidewalks are located adjacent to streets and are preferably separated from auto traffic by a curb or other barrier. The sidewalk area typically occupies the ground level between the street curb (or other barrier) and the abutting property line. Pedestrian paths may follow routes independent of auto routes such as paths through parks and plazas, or between buildings, and can be a method to increase pedestrian access in confined spaces.

Sidewalk mobility is of primary importance, and includes pedestrians and those using mobility devices such as wheelchairs and motorized scooters. It is therefore important to provide adequate travel width dependant on use characteristics. In areas of high pedestrian activity, a desirable objective is sidewalk widths sufficient for two people to pass a third person comfortably, although availability of adequate right-of-way poses a constraint in many areas.

Because the area allocated to sidewalks also serves as a transition between the auto travel way and abutting uses outside the public right-of-way, it is useful to characterize this area into separate functional zones (*Figure XX*).

- *Frontage Zone* – Transition area and buffer between pedestrian zone and the roadway. Consider placement of elements that compliment the street such as lighting, signs, trees, driveway aprons, parking meters, trash receptacles and news racks.
- *Throughway/Pedestrian Zone* – Main travel way intended for mobility access. Maintain a continuous, clearly defined, unobstructed route clear of obstacles and accessible to users of all abilities.
- *Furnishings Zone* – Transition area between the pedestrian zone and abutting property. Consider outdoor amenities associated with the building frontage such as awnings, overhangs, café railings, planters, doorways, security grills and business signs.

POLICIES AND RECOMMENDATIONS

- Enhance existing pedestrian travel routes based upon infrastructure conditions and level of use. Provide formal sidewalks or more informal pedestrian paths or trails to enhance pedestrian safety and use throughout the community.
- Prioritize activities within the sidewalk and make mobility functions such as pedestrian access, bicycle parking and transit stops the main priority (Reference General Plan Policy ME-A-6). Other uses should be prioritized based upon their public necessity and ability to find alternative locations outside the sidewalk zone.

- Maintain pedestrian safety and comfort within the sidewalk zone (Reference General Plan Policies ME-A.1-5 &7).
- Maintain a clear path of pedestrian travel of suitable width based upon the level of pedestrian use. Maintain minimum widths according to American's with Disabilities Act requirements. For wider sidewalks, preferably, at least one-half of total sidewalk width maintains a continuous, unobstructed pedestrian route.
- Promote the use of separate pedestrian paths to provide greater mobility, particularly where space is restricted.
- Clearly demarcate pedestrian crossings for routes with higher levels of pedestrian use.
- Public utilities should be located outside of the pedestrian zone and designed so as not to obstruct a clear path of travel. Public utilities should be screened from public view, and placed underground where feasible.
- Require new development permits to provide street improvements to prevailing City standards, including curbs, gutters, sidewalks and street trees.