

COMMERCIAL LAND USE

BACKGROUND

Approximately 190 acres of Pacific Beach are developed with commercial uses (constituting eight percent of the community's land area). The community contains six areas of commercial development, all of which are at least partially located within the coastal zone (see Figure 11).

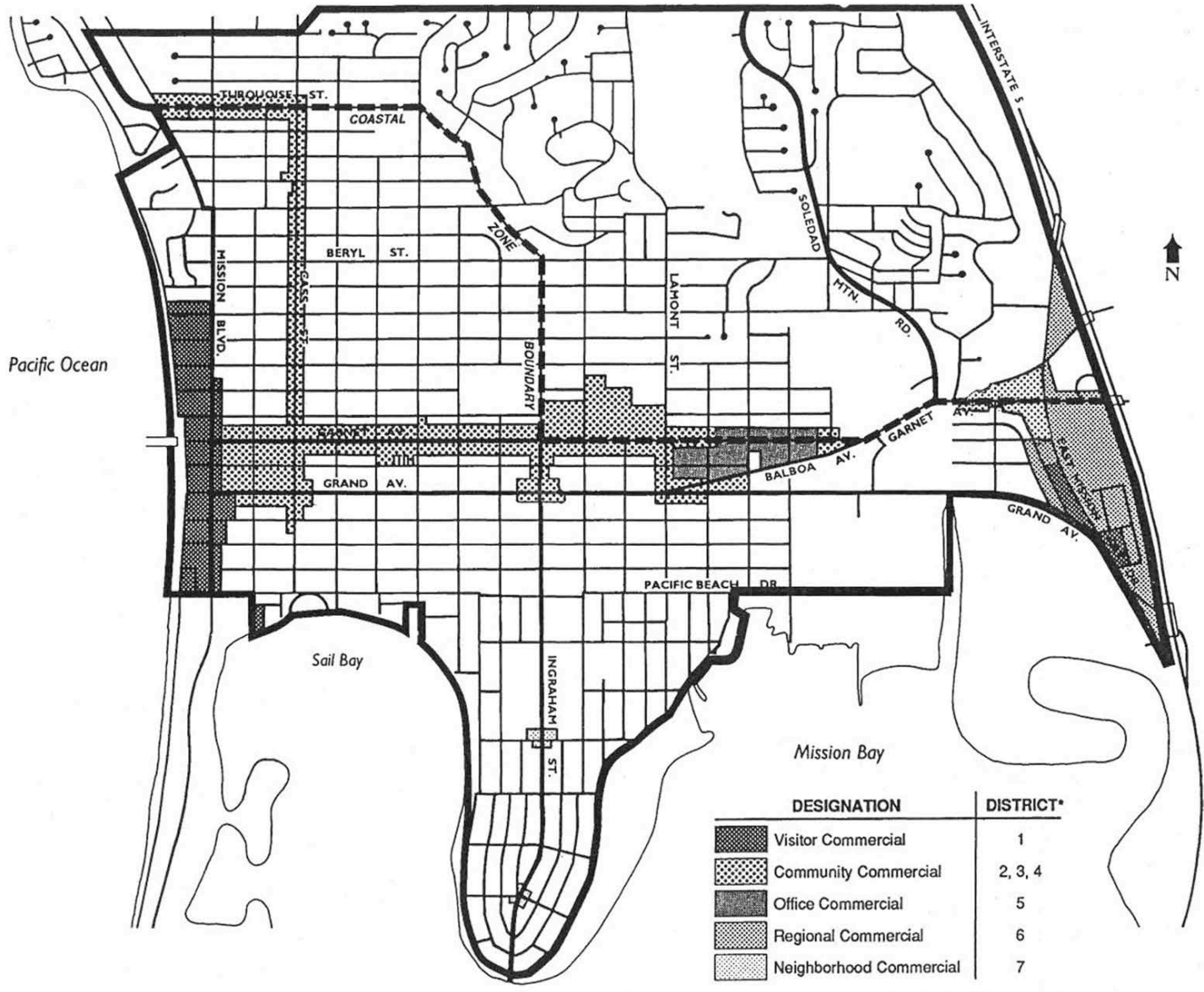
Since 1983, Penney's (later Walker-Scott) Department Store, Pacific Bell and See's Chocolates have moved out of Pacific Beach. Many businesses in the expanded Pacific Plaza have also departed.



Many commercial properties in the community, particularly along Garnet Avenue, have begun to exhibit symptoms of deterioration and economic decline. Several structures have remained vacant for months, others are in various states of disrepair, and landscaping is often sparse or neglected.

In addition, given the community's desirability as a visitor destination point, commercial development has increasingly targeted the visitor population, and, conversely, has neglected the commercial needs of the community's residents. Since the late 1970s, there has been a steady conversion of community-serving establishments, such as the Roxy and Pacific Plaza Fine Arts theaters to primarily visitor-serving novelty stores, a condom shop, nightclubs, fast-food restaurants and strip-commercial shopping centers.

Since the City of San Diego assumed Coastal Development Permit Authority in 1988, commercial development projects have been required to obtain a discretionary permit from the City. This discretionary process has resulted in a significant increase in cost and processing time for applicants, which has served to further impede commercial redevelopment. In addition, the City has adopted revised landscaping, parking and signage codes for most of the citywide commercial zones that address the significant issues related to new development in the coastal zone.



*As identified under specific proposals

Commercial Designations and Districts
Pacific Beach Community Plan

11
FIGURE



GOALS

- Promote a mixture of commercial uses and services within Pacific Beach to meet the variety of needs for existing and future resident and visitor populations.
- Stimulate the physical rehabilitation and economic revitalization of the Garnet Avenue Commercial District.
- Reinforce the commercial area around the Garnet Avenue/Ingraham Street intersection as the community's commercial core.
- Actively encourage mixed-use residential, office and commercial development in conjunction with transit corridors along Garnet Avenue and Mission Boulevard and in the commercial core area of Garnet Avenue/Ingraham Street.
- Enhance the commercial areas at the entryways into Pacific Beach to better reflect the community's unique relationship with Mission Bay and the Pacific Ocean.
- Implement development standards which will provide definitive direction to commercial property owners, will address the unique elements and resources of the community's commercial areas and will achieve a project approval process based on ministerial procedures.

POLICIES

1. Specific commercial areas in Pacific Beach shall be designated for office, regional, community, neighborhood and visitor-serving commercial uses (see Figure 11).
2. Apply commercial zoning in Pacific Beach that will provide standards and definitive guidelines to be used for ministerial project review, and will further allow project design alternatives for the purpose of providing protection to adjacent residential landowners, preserving community character and creating varied, aesthetic and vibrant commercial areas.
3. New commercial development along the identified transit corridors (see Figure 8) and in the core commercial area shall incorporate pedestrian and transit-oriented features into project design.
4. To promote transit and pedestrian use along the community's commercial spines, mixed-use commercial projects shall be allowed with an increased residential density of up to 43 dwelling units per acre or shared parking as an incentive, only if designed as a transit-oriented development through a discretionary permit process.
5. New commercial developments shall incorporate landscaping treatments as identified in the streetscape recommendations of this plan.

6. Establishment of a redevelopment project area should be considered for the Garnet Avenue commercial district. The project could focus on the provision of a full range of housing types, including affordable housing, mixed with community-serving commercial uses. Such a program could revitalize commercial areas showing signs of economic and physical decline. Pursue Community Development Block Grants to fund "demonstration" blocks along Garnet Avenue, utilizing the streetscape recommendations and facade improvements included in this plan.
7. The development of single room occupancy and living unit quarters shall be promoted in the Garnet Avenue, Mission Boulevard and Mission Bay Drive commercial areas to provide more affordable housing in Pacific Beach and to promote residential activity in conjunction with transit corridors and activity centers (such as Mission Bay Hospital).
8. New development in the Crown Point neighborhood commercial district at Ingraham Street and La Cima Drive shall be required to be processed under the community plan implementation overlay zone or other zoning mechanism to limit the bulk and scale of new development and to further limit residential density so that it complements the scale and intensity of surrounding single-family development.
9. Reduce impediments to the redevelopment of commercial properties in the coastal zone by applying appropriate citywide zones to implement the recommendations of this plan and pursuing categorical exclusion, thereby eliminating the need for coastal development permits requiring discretionary review and public notice.
10. To make streets user friendly, kiosks shall be encouraged on sidewalks in key commercial areas, containing maps and directories of Pacific Beach and providing space for posting of special-event notices.

SPECIFIC PROPOSALS

Commercial Designations

Proposals 1-7 below correspond to the seven commercial districts identified on Figure 11.

1. Designate the Mission Bay Drive commercial area for regional-serving and visitor-serving commercial use and apply commercial zoning that provides for a mix of larger scale retail, wholesale, commercial service, hotel, and business/professional office uses. In the area designated for regional commercial uses, both large scale retail, such as automobile dealerships, and small scale retail, such as hotels and restaurants shall be permitted. In the areas designated for visitor commercial uses, which includes the area closest to Mission Bay Park, only visitor-serving uses shall be permitted.

ACTION PLAN

| Implementation Measures | Timing | | | | | | Development Impact Fee Dependent | Responsibility For Implementation | Source of Funding | See For More Detail |
|--|----------|-----------------|----------------|----------------|-----------------|-----------------|----------------------------------|--|-------------------|---------------------------------------|
| | On-Going | Adopt With Plan | Within 2 Years | Within 5 Years | Within 10 Years | Within 20 Years | | | | |
| Rezone Mission Bay Drive and Mission Blvd. commercial areas to CV, CA and RV. | | ● | ● | | | | | Planning Dept., Planning Commission, City Council, Calif. Coastal Commission | City | Policies 1 & 2 Proposal 1 & 5-6 |
| Require projects along transit corridors to employ pedestrian, bicycle and transit-oriented development standards. | ● | ● | | | | | | City Council, Calif. Coastal Commission | City | Policy 3 Proposal 8 |
| Permit a density of 43 du/nra and shared parking for mixed-use projects.. | | ● | | | | | | City Council, Calif. Coastal Commission | recoverable | Policy 4 Proposal 7 |
| Require projects to conform to the streetscape recommendations of this plan.. | ● | | | | | | | Planning Dept. | City | Policy 5 Appendix D |
| Pursue opportunities for funding redevelopment/ revitalization projects. | | | | | | | | Planning Dept., Economic Development | N/A | Policy 6 |
| Amend the Living Unit enabling legislation to allow development in Pacific Beach commercial zones. | | | ● | | | | | Planning Dept., Planning Commission, City Council, Calif. Coastal Commission | City | Policy 7 |
| Require new projects in the Ingraham/La Cima commercial area to conform to the CPIOZ-B guidelines of this plan. | ● | | | | | | | Planning Dept. | reimbursable | Policy 8 Proposal 7 Proposal 12 |
| Pursue Categorical Exclusion of Pacific Beach commercial areas. | ● | | ● | | | | | Planning Dept. | City | Policy 9 |
| Encourage the placement of kiosks in the public R.O.W. | | | | | | | | Planning Dept., Economic Development. | N/A | Policy 10 |

2. Designate the commercial area around the Garnet Avenue and Lamont/Noyes Street intersections for commercial office uses. Apply an office commercial zone that emphasizes the development of community-serving business/professional office uses and limits broad-scale retail sales and services which would not provide for the daily convenience needs of employees or residents.
3. Designate the Pacific Beach central commercial area around the Garnet Avenue/Ingraham Street intersection, and the eastern Garnet Avenue area for community-serving commercial uses. Apply zoning which will accommodate small to medium scale community-serving retail, commercial service and business/professional offices.
4. Designate the Garnet Avenue commercial area west of Ingraham Street for community-serving commercial uses. Promote the creation of an urban pedestrian mall concept by applying a commercial zone that permits a range of community-serving retail, service and office uses in a pedestrian-oriented development pattern. Encourage commercial street frontage and rear-lot parking, as well as through pedestrian access from the alleys to the streets where possible. Further limit auto-oriented uses to create a functional, convenient and pleasant environment for people arriving on foot, bicycle and transit, as well as by automobile.
5. Designate the Turquoise/Cass Street commercial area for community commercial uses. Apply a zoning that incorporates standards to ensure the new development of pedestrian friendly, transit-oriented commercial projects which minimize impacts to the adjacent residential areas, maintain the neighborhood commercial character and scale, and create an aesthetically pleasing and varied streetscape. Repeal the Cass Street Planned District Ordinance, provided that the zoning regulations to be applied incorporate standards to limit hours of operation from 6 a.m. to midnight and restrict cocktail lounges, bars and similar establishments from providing live entertainment without a special use permit.
6. Designate the Mission Boulevard commercial area for visitor-serving commercial uses. Apply a commercial zone to Mission Boulevard that will meet a variety of needs for existing and future resident and visitor populations. An emphasis shall be placed on meeting the unique needs of destination visitors (tourists) who often initially access the beach area with automobiles. Promote destination parking at hotels and motels, with pedestrian-friendly visitor uses and activities nearby. Permitted uses on those properties north of Diamond Street, fronting on Mission Boulevard and between the Pacific Ocean and the first alleyway, shall be those which serve visitors, such as hotels and motels, restaurants, and commercial uses. Permitted uses on those properties not fronting Mission Boulevard and not located between the ocean and the first alleyway shall be the same uses, as well as multifamily residential.
7. Designate the Crown Point commercial areas for neighborhood commercial uses. Apply zoning which will accommodate small, neighborhood-serving retail and commercial services. Retain the community plan implementation overlay zone or provide some other zoning mechanism at Ingraham/La Cima to apply the development standards contained in this element.

Commercial Design Standards

8. The following standards should be considered for any future commercial zoning to be applied in Pacific Beach and should further be used when reviewing development projects processed under discretionary review:
 - Include techniques that will incorporate the use of massing variations, utilizing varied front yard setback and articulated building facade requirements.
 - Promote the utilization of alley access and minimize the number of allowed curb cuts, particularly on pedestrian-oriented streets such as Mission Boulevard, Garnet Avenue west of Ingraham Street and Cass Street.
 - Enhance pedestrian activity by requiring entryways and windows at the street level, and encourage the development of first floor retail and upper floor residential mixed-use projects through the use of floor area ratio bonuses.
 - Consider provisions that will limit the impact of new commercial development on adjacent residential development through the use of sound attenuation measures, limitations on certain commercial uses or other forms of buffering where appropriate.

Transit-Oriented Development Standards

9. A transit-oriented development is a compact, pedestrian-oriented pattern of land uses with housing, jobs, services, plazas and public uses located on the transit system. Transit-oriented development is desired because it can handle growth with fewer auto-related environmental costs such as traffic congestion, urban sprawl and air pollution. This is because TODs are designed to use land efficiently and to make walking, bicycling, and using public transit feasible and attractive means of transportation.

The "TOD Opportunity Area" designation has been used to identify a site in the community that could benefit from a distinct, cohesive development plan. Elements of the TOD standards may also have applicability in supporting the community plan's overall goals to enhance Pacific Beach's pedestrian-oriented character and to reduce the need for road widenings.

The following standards are recommended in the community's commercial areas to emphasize a pedestrian-oriented environment and reinforce the use of public transportation:

- Minimize building setbacks, bringing buildings close to sidewalks; locate parking to the rear of lots, off of the alleys.
- Articulate building facades to provide variety and interest through arcades, porches, bays and particularly balconies, which minimize a walled effect and promote activity on the street. Promote activity on balconies through such means as outdoor seating for restaurants.

- Orient primary commercial building entrances to the pedestrian-oriented street, as opposed to parking lots.
- Provide bus shelters at established bus stops.
- Provide bicycle racks in areas that are visible and easily accessible from identified bicycle routes.
- Provide, if space permits, public plazas or courtyards along pedestrian-oriented streets to serve residents and workers. Encourage public art in these areas where appropriate.
- Utilize parking structures instead of surface parking for larger commercial developments; locate retail uses on the street level of parking garages to preserve the life and activity at the street.

Development in the Coastal Zone

10. The following standards are recommended for all commercial development in the coastal zone to conform to the Coastal Act of 1976. Any future revisions to citywide zones to be applied in this area will include these standards:

- Provide parking in accordance with Appendix I of this plan, unless developed as a transit-oriented development through a discretionary process.
- Limit signage to conform with the citywide sign ordinance. Rooftop signs, free-standing pole signs, off-premise signs and billboards shall not be permitted with new development.

Development Along View Corridor

11. The following standards are recommended to maintain public views of the ocean and bay:

- Incorporate design features in plans for new development in the Mission Boulevard commercial area between Diamond Street and Grand Avenue that maintains or enhances public views of the ocean. This can be accomplished through the use of additional setbacks from the east-west streets, or stepping back additional stories.

Coastal Bluff and Ocean/Bayfront Development Standards

12. The following standards are recommended to preserve and promote Pacific Beach's coastal bluff and waterfront resources:

- Set back new development along coastal bluffs in accordance with the Sensitive Coastal Resource Zone and Appendix H of this plan to reduce the potential for erosion and slippage.

- Terrace second and third stories of new oceanfront and bayfront development or articulate oceanfront facades to minimize a walled effect along the water and adjacent walkways.

Crown Point CPIOZ-B Standards

13. The following standards apply to the neighborhood commercial area at the intersection of Ingraham Street and La Cima Drive. These standards are intended to preserve and respect the scale and intensity of the surrounding single-family residential neighborhood.

- Utilize pitched roof designs, offsetting planes and/or other architectural detailing to minimize bulk and scale.
- Provide adequate on-site parking and minimize the number and size of curb cuts to minimize traffic conflicts. Utilize landscaping to screen surface parking areas.
- Utilize landscaping, sidewalk treatments and signage in accordance with the streetscape recommendations in Appendix D to promote a pedestrian orientation.
- Retain existing square footage of commercial development on the site. Residential use is only allowed on upper floors with commercial development on the ground floor.