

Introduction

SCOPE AND PURPOSE

The Peninsula Community Plan and Local Coastal Program (Plan) is a set of proposals designed to guide development within Peninsula for the next fifteen to twenty years. The Peninsula Community Planning Board Inc., the officially recognized citizen planning organization, has met with City staff periodically to assist in issue identification and developing plan objectives and recommendations.

The Plan is a revision of the Peninsula Community Plan adopted by City Council in November 1968 and incorporates the Peninsula Local Coastal Program Land Use Plan adopted by City Council on March 24, 1981. The revised Plan adds objectives and recommendations for the non-coastal portion of the Peninsula planning area to those adopted in the 1981 Local Coastal Program Land Use Plan. Once the Plan is adopted by City Council, any amendments, additions or deletions will require that the Planning Commission and City Council follow the City's current adopted procedures regarding public hearings for plan amendments.

While this Plan sets forth procedures for implementation, it does not establish new regulations or legislation, nor does it rezone property. Controls on development and use of public and private property including zoning, design controls, and implementation of transportation improvements must be enacted as part of the plan implementation program. The rezonings and overlay zones recommended in the **Implementation Element** of this Plan can be enacted concurrently with plan adoption. Public hearings on the proposed zone changes will be held jointly with the hearings on adoption of the plan. Proposals within this Plan have been coordinated with and are consistent with the Progress Guide and General Plan (General Plan) for the City of San Diego. Periodic comprehensive reviews of the General Plan may affect Peninsula Community Plan and Local Coastal Program.

This Plan should not be considered a static document. It is intended to provide guidance for the orderly growth of the Peninsula community. In order to respond to unanticipated changes in environmental, social or economic conditions, the Plan must be continually monitored and amended when necessary, in order to remain relevant to community and City needs. Once adopted, two additional steps will follow: Implementation and Review. Implementation is the process of putting Plan policies and recommendations into effect. Review refers to the process of monitoring the community and recommending changes to the Plan as conditions in the community change. Guidelines for implementation are provided in the Plan, but the actual work must be based on a cooperative effort of private citizens, city officials and other agencies. It is contemplated that the Peninsula Community Planning Board and other private citizen organizations will provide the continuity needed for a sustained, effective implementation program. Upon adoption, the Peninsula Community Plan contained herein supersedes the previous Peninsula Community Plan adopted in November 1968 and the Peninsula Local Coastal Program Land Use Plan adopted in 1981.

PENINSULA PROFILE

The Peninsula community planning area encompasses about 4,409 acres of land bounded by Ocean Beach and the Pacific Ocean on the west and south, the San Diego River Flood Control Channel and the Midway community on the north, and San Diego Bay and Port tidelands on the east. The plan area occupies a major geographic feature of San Diego's coastline known as Point Loma. Point Loma is a large longitudinal hill projecting into the Pacific Ocean from the north end of San Diego Bay, and as such is a major protective feature of the harbor.

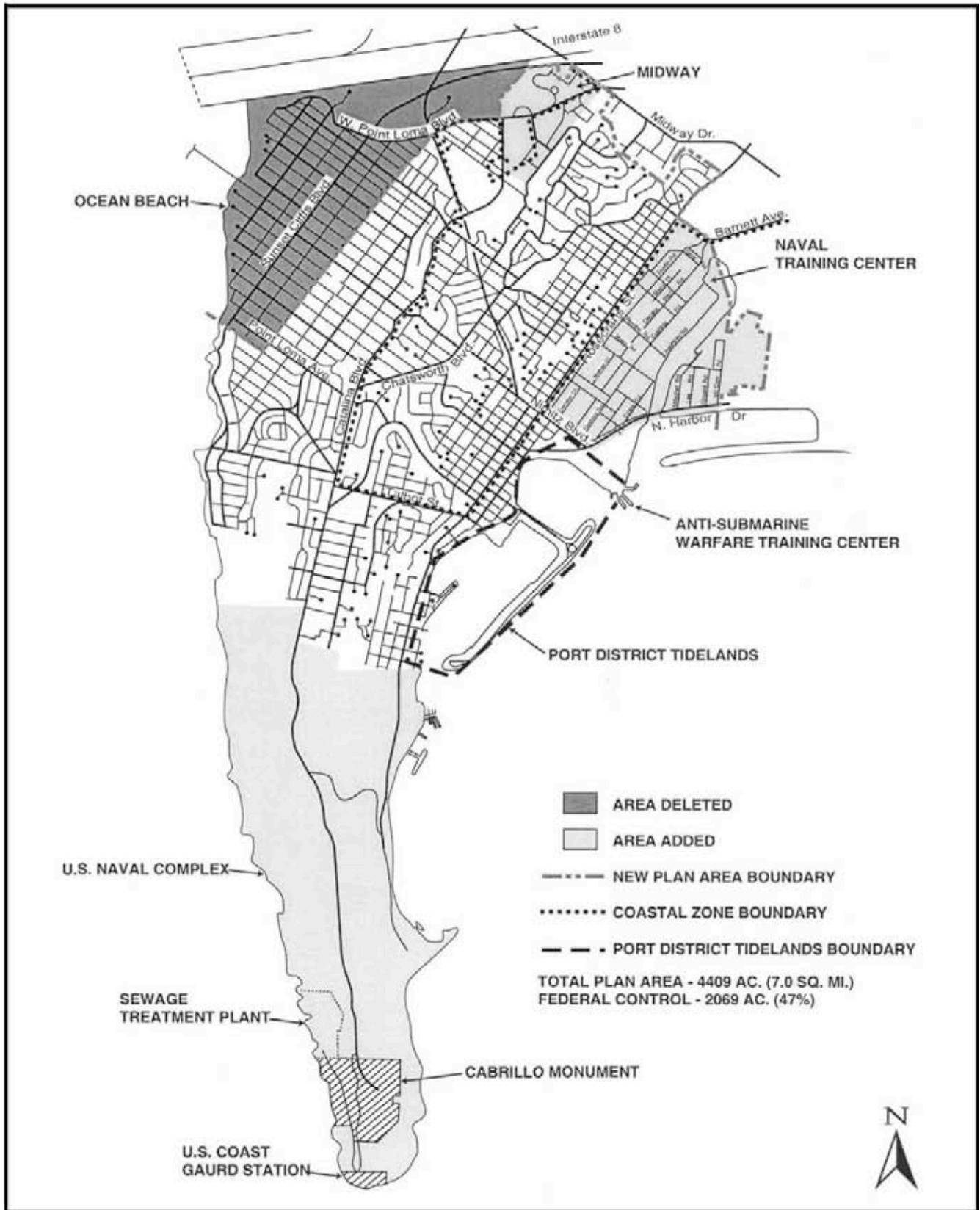
The Peninsula is a highly urbanized community, comprised of a number of relatively distinct residential neighborhoods. In addition to these residential areas, the Peninsula contains a well developed commercial core (Roseville), a liberal arts college (Point Loma Nazarene College), and three major regional recreational resources - Sunset Cliffs, Shelter Island and Cabrillo National Monument. The latter two recreational areas are controlled by other agencies. They are however, considered an integral part of the Peninsula community and, as significant visitor attractions, result in certain impacts on the community. Similarly, the properties controlled by the Navy generally have their only access through the community and result in a very profound effect on the Peninsula.

COMMUNITY BOUNDARIES

The boundary of the revised Peninsula Community Plan, shown on **Figure 2**, is significantly different from that of the plan adopted in 1968. Following the adoption of the Ocean Beach Precise Plan in 1975, the boundaries of the Peninsula community area were redrawn to exclude Ocean Beach. Several areas were added to the Peninsula study area in the late 1970s to facilitate preparation of the Peninsula Local Coastal Program Land Use Plan. These additional areas included the federal lands occupied by the Naval Training Center (NTC) and Point Loma Naval Complex facilities. Shelter Island and adjacent areas which are under the jurisdiction of the San Diego Unified Port District were included in the 1968 plan.

Although these lands continue to be under the jurisdiction of the federal government and Port District they are being included in the Peninsula community planning area because they are very closely tied to the remainder of the Peninsula and constitute an integral part of the community.

In order to expedite the City's efforts to complete the Local Coastal Program Land Use planning program, several parcels of land in the Midway Planning District were placed in the Peninsula Coastal Zone planning areas. These parcels are located in the northern part of the Peninsula and include multifamily residential land and the Famosa Slough wetland. These areas are more closely tied to the Peninsula than to the largely commercial and industrial Midway planning area. Therefore, they too are being retained in the Peninsula planning area.



Revised Plan Area Boundaries Peninsula Community Plan

CITY OF SAN DIEGO PLANNING DEPARTMENT

FIGURE 2

PLANNING HISTORY

Prior to the 1960s, development in the Peninsula area was guided only by the City's zoning ordinance and the policies of the General Plan for San Diego. The 1968 Peninsula Community Plan was the first planning document to deal specifically with the formulation of a long-range program for the development of this portion of the City. The planning effort leading toward completion of the 1968 plan began in December 1965 when the San Diego City Council recognized and endorsed Peninsulans, Inc., as the community group with which City staff would work in the development of a long-range program for the future of the area. This community group has continued to work with the City in monitoring development in the Peninsula area and furthering the objectives of the 1968 plan. Recently the name of the group was changed to the Peninsula Community Planning Board, Inc.

On July 3, 1975, the City Council amended the Peninsula plan by adopting the Ocean Beach Precise Plan for that area of Peninsula generally located westerly of Froude Street and north of Adair Street. As a result, Ocean Beach has become a separate planning area and is no longer a part of the Peninsula community.

A program to revise the Peninsula plan was initiated by the City Council in January 1978 with the intent of updating the plan, preparing an Environmental Impact Report (EIR) and bringing the plan into compliance with the California Coastal Act of 1976. Due to time limitations, the City decided in 1979 to initially limit the Peninsula planning effort to that portion of the community which lies in the coastal zone and to concentrate on meeting the planning guidelines of the California Coastal Commission. The result of these efforts was the Peninsula Local Coastal Program Land Use Plan which was adopted by City Council in March 1981.

The 1981 plan made specific recommendations regarding land use, circulation, shoreline access, resource conservation and urban design for the portion of Peninsula within the coastal zone, but did not address the non-coastal area and was not a comprehensive community plan. Therefore it did not supersede the 1968 plan. The San Diego Unified Port District master plan is the controlling document for Port District tidelands and the San Diego Naval Complex regional plan is the controlling document for naval property within the Peninsula community planning area.

Approximately 60 percent of the Peninsula community is located within the coastal zone. No specific recommendations were made regarding land use or development in the non-coastal portion of the Peninsula community. An existing conditions report for Peninsula was completed in August 1985.

This update of the Peninsula Community Plan incorporates statistical and descriptive information from the August 1985 existing conditions report, findings and recommendations from the 1981 Coastal Plan and adds recommendations for the non-coastal portion of the community and urban design guidelines for the entire community.

CALIFORNIA COASTAL ACT

In 1972, the California voters passed the Coastal Initiative, more commonly known as Proposition 20. This initiative established a state Coastal Commission and six regional commissions which were charged with reviewing development proposals within a 1,000-yard-wide zone along the state's coastline. In addition, the commissions were responsible for preparing a statewide coastal plan.

In late 1975, the state legislature approved the California Coastal Act of 1976 as an extension of Proposition 20. This act extended the area included within the coastal zone, created a permanent state Coastal Commission, and required that all jurisdictions within the coastal zone prepare a Local Coastal Program (LCP). The LCP must bring the jurisdiction's planning process into conformance with the goals and policies of the Coastal Act, and must consist of a land use plan and implementing ordinances. Once certified by the state Coastal Commission, the planning process will revert to the jurisdiction, with a five-year review by the state commission.

This document includes the revised Peninsula Local Coastal Program Land Use Plan.

PENINSULA HISTORY

The history of European discovery and settlement in California began 1542 when Juan Cabrillo landed at the tip of the Point Loma Peninsula.

The La Playa area along San Diego was a center for some of the earliest economic activities in California during the period of Spanish and Mexican rule. These included fishing, rendering of whale blubber, the hide and tallow industry and shipping. The La Playa Trail, now known as Rosecrans Street is the oldest commercial thoroughfare in California. For nearly 200 years the Peninsula has been the site of military bases and installations. The first of these was a Spanish Fort, "Castillo Guijarros," which was built on Ballast Point. Later Fort Rosecrans, an army facility, was built. Gradually, the area became a major center of naval and coast guard facilities.

In 1869 the Roseville settlement, an ambitious real estate venture, was begun to the north of the original settlement at La Playa. Roseville developed very slowly as a commercial area and La Playa gradually ceased to be a major commercial center due to its isolated position. Since 1900, Peninsula has developed as a residential area and place of leisure activities for San Diegans. The military facilities have continued to operate throughout this period. Early in the century Ocean Beach experienced a boom as a beach community with a major amusement park constructed in 1913.

Completion of trolley lines caused a boom in residential development throughout Roseville, Loma Portal and Ocean Beach after 1910. The most rapid residential growth in the Peninsula occurred in the 1940-1960 period when most buildable land was subdivided into single-family residential lots. Since 1965, multifamily development has filled in most of the remaining vacant land outside the naval lands. Shelter Island has become a major recreational center in recent years and with the development of Mission Bay Park the greater Peninsula area has attained an important role as a visitor destination. Some twenty motels are found in the area.

NEIGHBORHOODS

Due to the topography and the way in which the community has developed, the Peninsula is divided into eleven neighborhoods (see **Figure 3**). The following is a brief description of each neighborhood.

The former Naval Training Center (NTC) is located at the northeast corner of the community. The entire former base area was 550 acres in size, of which 502 were included in the original Declaration of Surplus, and 48 were retained for the Fleet Anti-Submarine Warfare Training Center. Thereafter, the Navy retained about 71 of the remaining acres for construction of military family housing and support facilities. Finally, 50 acres are being conveyed to the San Diego Unified Port District for airport-related uses, and two acres to the Immigration and Naturalization service for a small arms range. An additional 18 acres cover Harbor Drive. The remaining 361 acres will be conveyed by the Navy to the City for reuse and redevelopment purposes.

La Playa is located generally south of Talbot, between Gage Road and the bay. La Playa is characterized by large single-family homes of various ages and architectural styles, including colonial, Spanish and contemporary designs. A number of large estates exist along the bay and to the west above Rosecrans. In addition, La Playa contains several large apartment and condominium developments in the area south of McCall Street. This neighborhood is heavily vegetated with a variety of large trees and shrubs that add to the beauty and exclusiveness of the area. Views from the hillside above Rosecrans are provided to San Diego Bay and downtown. Kellogg Beach is a smaller sub-neighborhood within La Playa, located along the bayside south of Qualtrough Street.

The "Wooded Area" is located south of Talbot Catalina and Gage. This neighborhood, which characterized by large lots, is exclusively developed with single-family homes of varying ages and styles. A substantial number of large eucalyptus and evergreen trees, in conjunction with many narrow and, in some cases, unpaved roads add a rural atmosphere to this area. The relatively small south-central Peninsula neighborhood commercial center is included in this neighborhood.

The Sunset Cliffs neighborhood is located south of Point Loma Avenue, between Catalina Boulevard and the ocean. This area is exclusively devoted to single-family homes, most of which are one- and two-story structures with relatively contemporary architectural styles. Portions of several streets are lined with palm trees. Point Loma Nazarene College and the Sunset Cliffs Shoreline Park are also included in this neighborhood.

The Fleetridge neighborhood is north of La Playa, generally between Talbot, Chatsworth, Clove and Valemont and Albion. Most of Fleetridge was developed in the 1950s and consists primarily of one-story, single-family dwellings with cedar shake roofs on lots of varying sizes. In general, lots are larger in Fleetridge than in other post war Peninsula housing tracts.

Roseville consists of the Roseville commercial district and adjacent single and multifamily development east of the Fleetridge subdivision, between Nimitz and Hill. The commercial area is located along and east of Rosecrans. Most development is one- and two-stories, with a few taller hotels and office buildings northern Roseville area. Interspersed within this commercial area are a number of apartments, a large condominium complex and smaller one-story, single-family homes. A lack of landscaping and sign control creates a distracting atmosphere. Immediately west of Rosecrans is a mixed single and multifamily residential area. The area west of Evergreen is exclusively single-family. The entire village area has a street tree planting program. See streetscape plan **Figure 34a**.

Loma Portal extends north of "The Village," east of Worden and north to the plan boundary. This neighborhood is one of the older areas of the Peninsula and, as such, is characterized by substantial amounts of landscaping, small winding concrete streets and old street lights, many of which are located in the middle of street intersections. Many of the homes have Spanish styling, pastel colored stucco siding and red tile roofs. Included within Loma Portal is the Point Loma High School and the neighborhood commercial district along Voltaire Street.

The Loma Palisades neighborhood extends west of Loma Portal to the intersection of West Point Loma Boulevard and Famosa Boulevard, including the area north of West Point Loma Boulevard. This area is characterized almost exclusively by multifamily apartment development, generally two, three and four stories with no particular design theme. Developments vary in overall landscaping and design quality. The commercial area along West Point Loma Boulevard is located within this neighborhood.

Loma Alta is bounded by West Point Loma Boulevard Famosa Boulevard and Valeta Street. This area contains a mix of single-family and small scale multifamily housing. Some of the older housing is in need of repair. In recent years there has been increasing pressure to replace the single-family housing with higher density residential development which is permitted by the existing multifamily zoning in this area.

Ocean Beach Highlands extends east of Ocean Beach between Froude, Nimitz, Catalina and Point Loma Avenue. This neighborhood consists of single- and multifamily structures, many of which predate World War II. The streets are generally quite wide and there are a number of large trees scattered throughout the neighborhood.

Since this area slopes westward to Ocean Beach, there is a strong visual association between this neighborhood and the Ocean Beach community. The Voltaire Street commercial district is included in this area and is characterized by a general lack of sign control and landscaping.

Point Loma Highlands is located in the center of Peninsula, at the crest of the hill running north-south through the Peninsula. This single-family neighborhood is bounded by Catalina, Chatsworth and Nimitz. Generally, this area is well landscaped and maintained, with no particularly distinctive features.

TRANSITIONAL AREAS

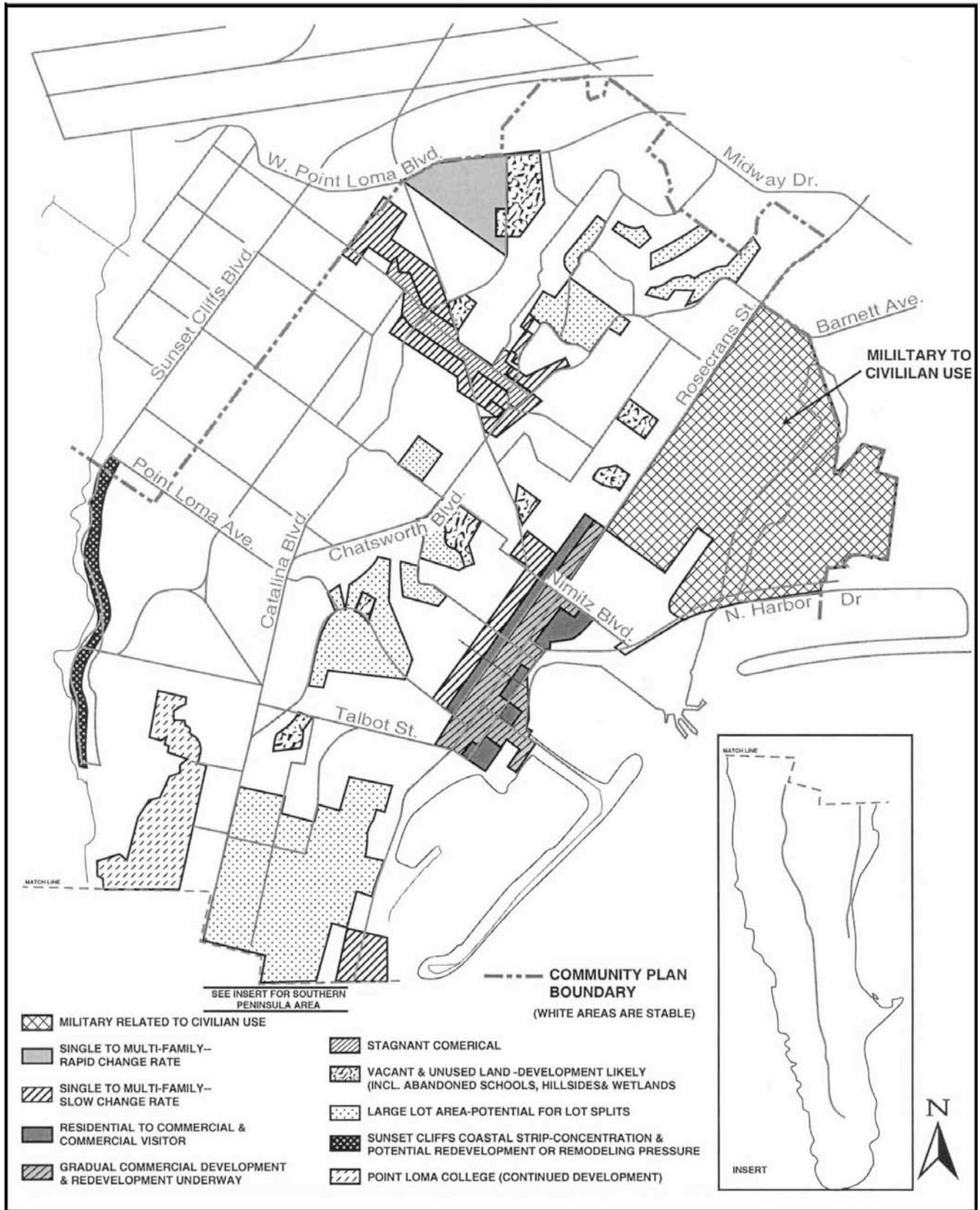
Although the majority of Peninsula consists of stable residential communities, several areas are experiencing some type of transition or have a high potential for future transition. These are illustrated in **Figure 4** and are briefly described below:

1. Loma Alta - relatively rapid transition from single to multifamily residential.
3. Voltaire/Nimitz residential area - potential for future transition from single to multifamily residential.
3. La Playa - a small area adjacent to Point Loma Naval complex gradually undergoing transition to multifamily residential.
4. Sunset Cliffs Coastal Strip - potential for infill redevelopment with more expensive single-family dwellings.
5. Development potential for remaining vacant hillside lots, Famosa Slough and for Dana Junior High School site.
6. Potential for splitting of large lots in Loma Portal Fleetridge and La Playa with gradual transition to denser neighborhood character.
7. Voltaire Commercial District - Short and long term potential revitalization improvements underway via streetscape program and assistance from the Office of Small Business. Potential for formation of Business Association.
8. Point Loma Nazarene College - continued development anticipated.
9. Naval Training Center and Point Loma Naval Complex - Continued gradual development and redevelopment of the Point Loma Naval Complex are anticipated, while conversion of the Naval Training Center to a variety of civilian uses is planned.

Although housing conditions and upkeep are generally at a high level throughout Peninsula, some blocks in Roseville and the Nimitz/Voltaire vicinity exhibit a lack of maintenance.

LAND USE PLAN SUMMARY

The Peninsula Community Plan map as illustrated in **Figure 5** is a visual representation of the major land use proposals as set forth in the following Plan elements. The map by itself, however, does not constitute the Peninsula Community Plan. The text of this document is equally necessary to interpret the intent of the community and the City of San Diego with respect to this area.



Transitional Areas Peninsula Community Plan

CITY OF SAN DIEGO PLANNING DEPARTMENT

FIGURE 4

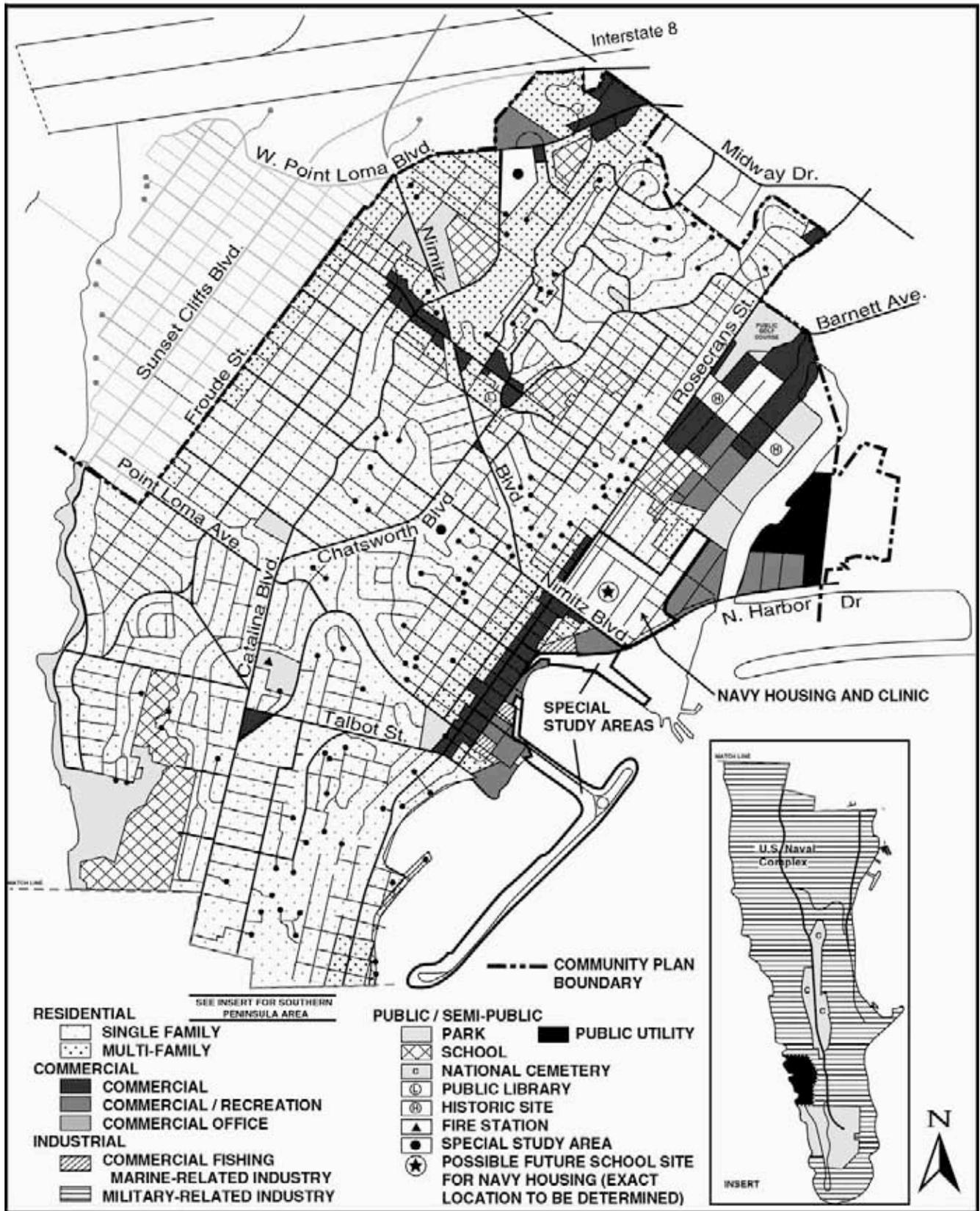
The plan map and text describe a future community comprised of residential, community commercial, commercial recreation, naval-related and park uses. The southern portion of Peninsula will continue to be devoted to naval-related industry and park uses (Cabrillo National Monument). Commercial recreational uses will dominate Shelter Island, North Harbor Drive and adjacent portions of Roseville. Community commercial uses will dominate the core of Roseville along Rosecrans Street and neighborhood commercial uses will form the focus of development along Voltaire Street.

Single-family residential land uses will continue to occupy a majority of the land area in Peninsula. Very low-density housing will be retained in parts of Loma Portal, La Playa and Fleetridge. Multifamily housing will continue to develop adjacent to major thoroughfares in several areas of the community, most notably Loma Palisades, Loma Alta, Voltaire corridor and Roseville.

Provision of pedestrian and visual access to the ocean and bay is an issue which is addressed in detail by the Plan recommendations. Other recommendations include suggestions for transportation network improvements, increased transit service and design guidelines.

OVERALL COMMUNITY GOALS

- Redevelop the former Naval Training Center with a mix of uses that complement the Peninsula community, respect the heritage of the base and provide facilities and amenities for the City as a whole.
- Conserve character of existing single-family neighborhood including the very low-density character of certain neighborhoods.
- Promote multifamily infill in areas proximate to transit lines.
- Reduce traffic congestion and airport noise pollution.
- Provide housing opportunities for residents of all levels and age groups.
- Promote continued development and sensitive redevelopment of a mix of community, visitor and marine-related commercial land uses in the Roseville commercial district and neighborhood commercial uses in the Voltaire commercial district.
- Increase coordination between federal government, Port District, City government and community groups.
- Conserve existing open space including canyons, hillsides, wetlands and shorelines.
- Enhance and protect physical and visual access to the bay and ocean shoreline.
- Develop a balanced transportation system including alternatives to the automobile (i.e., mass transit bikeways and pedestrian paths).
- Maintain and complement the existing scale, architectural features and vegetation in Peninsula.
- Provide additional park and recreation facilities.



Land Use Peninsula Community Plan

CITY OF SAN DIEGO PLANNING DEPARTMENT

FIGURE 5

GENERAL PLAN CONSISTENCY

One of the primary objectives in updating the Peninsula Community Plan is to provide specific recommendations for actions which will help the City to implement the goals and objectives of the San Diego Progress Guide and General Plan.

This Plan contains a number of recommendations which should help to meet General Plan goals in the areas of housing, commercial development, transportation, parks, libraries, urban design and conservation. Due to the fully developed nature of the Peninsula community, the plan does not recommend creation of additional open space systems in Peninsula nor does it suggest locations for industrial development. Consequently, this Plan does not contribute significantly to the General Plan goals in these areas.

Actions proposed in this Plan which help to implement or otherwise affect General Plan goals are outlined below:

Residential Development

The basic concept of this Plan is that the existing stable residential neighborhoods which comprise most of Peninsula should be conserved. This concept is consistent with the General Plan objective that radical and intrusive changes to existing residential character should be avoided in existing, well-maintained communities.

Commercial Development

The recommendation in this Plan that commercial land use not be permitted to expand beyond the current areas of commercial development is consistent with the General Plan recommendation that existing strip developments should be prohibited from expanding. In addition, the simplification of commercial zones proposed is consistent with the General Plan objective of simplifying and reducing the number of commercial zones and overlapping requirements.

Industrial Development

This Plan does not recommend creation of new industrial Peninsula and no industrial areas currently exist in the community outside of the naval and port district lands. Due to the fully built up character of Peninsula and limited transportation access, this community cannot contribute to the industrial land base recommended for the City in the General Plan.

Transportation

The short term bus service improvements, such as express service to downtown, recommended in this Plan are consistent with the General Plan objective of upgraded transit throughout the City. This Plan recommends feasibility and alignment studies for a light rail

corridor from Lindbergh Field to Roseville. This rail extension is indicated on the General Plan map. The circulation system proposed is consistent with the existing community character as called for in the General Plan. The bicycle and pedestrian path systems proposed are consistent with the General Plan goal of a coordinated multi-modal transportation system. Increased parking requirements in the coastal zone and Beach Impact Area proposed in this Plan should help meet the General Plan objective of providing for increased parking where parking space is deficient.

Conservation

This Plan proposes to add several areas in Peninsula with steep slopes and natural vegetation to the Hillside Review Overlay Zone. This will help implement the General Plan goal of preserving the City's unique landforms and the character they impart to San Diego.

Housing

This Plan calls for the use of available local, state and federal programs and bonuses to provide low- and moderate-income housing and sets guidelines for the location of elderly housing. These proposals are consistent with General Plan goals calling for provision of an adequate supply of low and moderate and elderly housing. Due to the built up nature of the community, traffic constraints, aircraft noise in much of the community, and the 30-foot height limit, no specific sites are recommended for housing population groups with special housing problems or needs.

Rehabilitation of existing sound structures in Peninsula is encouraged as recommended in the General Plan.

Coastal Access

Establishment of a Beach Impact Area with strengthened parking requirements and other recommendations for improving beach access proposed in this Plan should help to implement the General Plan goal of increasing the accessibility and availability of beaches and shoreline areas for public use.

Parks and Recreation

The recreation facility improvements and increase in park acreage proposed in this Plan are consistent with guidelines and standards for park development in the General Plan.

Libraries

The library expansion proposed in this Plan would bring library service in the Peninsula community up to the General Plan standards for library service in San Diego.

Urban Design

This Plan contains an Urban Design Element with many specific recommendations for both residential and commercial areas which should help to achieve the General Plan goal of promoting harmony in the visual relationships and transitions between new and older buildings.

Open Space

Due to the fully developed nature of Peninsula, vacant natural lands which could form a viable open space network no longer exist in this community. Therefore, an open space system cannot be recommended which would tie in with the citywide open space system proposed in the General Plan.

The coastline forms a unique type of open space system and the plan contains many recommendations to improve the accessibility and usability of this resource.

Redevelopment

Redevelopment, as established by the California Redevelopment Law, is a process which gives certain tools to the City of San Diego. Once a redevelopment plan is adopted for a project area, the Redevelopment Agency (the City in this case) has broad powers under state law, except as limited by the redevelopment plan itself. The powers include the ability to acquire property and dispose of it for public and private development, to assist property owners in the rehabilitation and development of their properties, to undertake and pay for public improvements and to finance its activities through the issuance of bonds or other forms of borrowing.

The redevelopment plan contains general land uses and development controls, a full listing of redevelopment agency powers, a listing of public improvements to be provided, provisions for owner participation, and the proposed financing methods.

The public purpose or goal behind the redevelopment process is the correction of conditions of blight and vacancies in an area. This public purpose serves as the basis for permitting the Redevelopment Agency to acquire, through eminent domain, private property for lease or sale for private development and the spending of public funds to obtain private as well as public development.

The redevelopment plan will maintain consistency with any community plan in place. If any plans are amended such that the redevelopment plan is no longer in conformance, the redevelopment plan will be amended.

In the case of the North Bay Revitalization Program, the Plan will provide guidance for the implementation of all community plans affected.