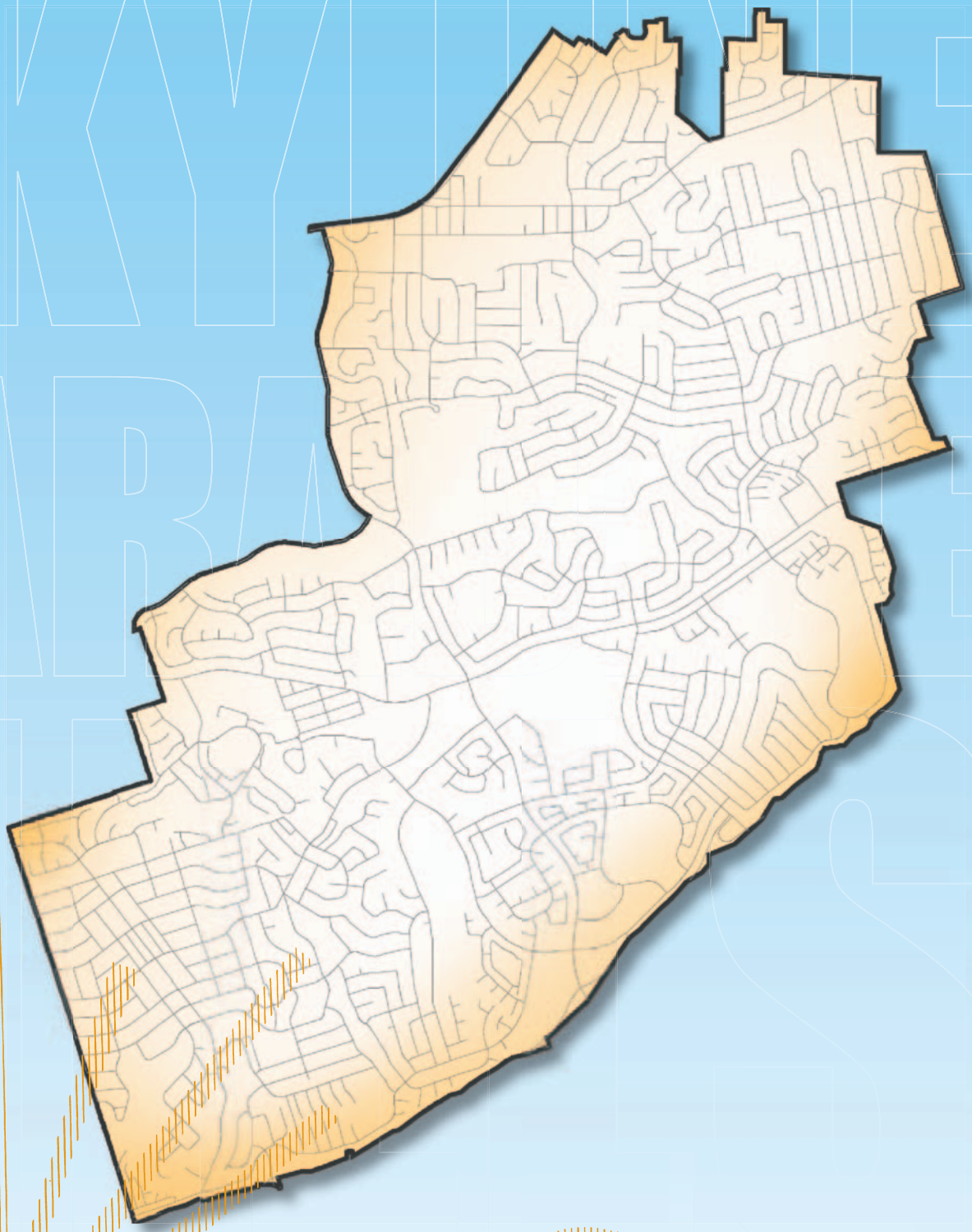

SKYLINE-PARADISE HILLS COMMUNITY PLAN

THE CITY OF SAN DIEGO

SKYLINE-PARADISE HILLS
COMMUNITY PLAN

Prepared by

City of San Diego Planning Department
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SKYLINE-PARADISE HILLS COMMUNITY PLAN

The following information has been incorporated into this May 2006 posting of this Plan:

Amendment	Date Approved by Planning Commission	Resolution Number	Date Adopted by City Council	Resolution Number
Adoption of the Skyline-Paradise Hills Community Plan	May 7, 1987	7005	June 30, 1987	R-268739
Meadowbrook Drive Land Use amended	April 7, 2005		May 24, 2005	R-300476

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THE CITY OF SAN DIEGO

WILLIAM D. JONES
DEPUTY MAYOR

Dear Neighbor:

When I took office, one of the top priorities on my agenda was the adoption of a complete and comprehensive Skyline/Paradise Hills Community Plan. In the past, two adopted planning programs were used for the South & North Bay Terraces communities, but no official community plan existed for guiding planned development in the communities of Skyline, Paradise Hills, Lomita and Jamacha.

Now after years of research, continual mapping, countless hours of public meetings and field visits from City staff and the Skyline/Paradise Hills Planning Committee, the City Council adopted the Skyline/Paradise Hills Community Plan on June 30, 1987.

As San Diego continues to grow, planned development for its communities becomes even more important. Our neighborhoods must be protected from those developments that are insensitive to the community's needs. This new community plan will help provide that protection.

The Skyline, Paradise Hills and Bay Terraces communities are unlike many of the inner-city areas of San Diego. These communities are almost completely populated by single-family homes with a small sampling of high-density multifamily units—very different than most of the urbanized portions of the City.

While most of the Skyline and surrounding communities are zoned for residential use, only a small portion of the community is zoned for commercial use. In the past, owners of commercial property have developed their land for residential use, leaving the community with a lack of commercial services. However, the Skyline/Paradise Hills Community Plan has set forth several objectives to ensure that future developments of commercial property will provide adequate facilities that offer a variety of foods and services to meet the needs of the residents.

The Plan will also preserve the existing open space and the undeveloped park sites in the community. Presently, Skyline, Paradise Hills and Bay Terraces have over 140 acres of open space, which preserve existing natural canyons and hillsides. In addition, over 25 acres of natural and undeveloped land is being set aside for the development of future parks including, Keiller Park, Skyview Park, Parkside Park and Boone Neighborhood Park.

These communities are very unique. Present and future homeowners are blessed with picturesque views of rolling hills, the Pacific Ocean, Coronado and San Diego Bay. In addition, residents can benefit from the central locality, with easy access to downtown, City beaches and Balboa Park.

Skyline, Paradise Hills and Bay Terraces are some of the best communities to live in and I'm positive this newly adopted Plan will preserve the beauty of our neighborhoods. I thank you for your interest and support for preserving the quality of life in our neighborhoods we, as residents, deserve.

Best regards,

William D. Jones
Deputy Mayor

Table of Contents

INTRODUCTION 3
- Community Profile 3
- Scope and Purpose 5
- Plan Format 6
- Legislative Framework 7

PLAN SUMMARY 11
- Planning Issues 11
- Goals and Objectives 12

BACKGROUND 19
- Community History 19
- Planning History 19
- Alternative Land Use Plans 22

PLAN ELEMENTS 27
- Residential Element 27
- Commercial Element 35
- Transportation Element 45
- Park and Recreation Element 59
- Open Space Element 65
- Public Facilities Element 71
- Cultural and Historical Resources Element 79

URBAN DESIGN ELEMENT 83
- Introduction 83
- Residential Guidelines 85
- Commercial Guidelines 89
- General Guidelines 93

NEIGHBORHOOD ELEMENT 103
- Introduction 103
- Summary of Issues and Recommendations 107
- Recommendations 108

GENERAL PLAN CONFORMANCE 115

IMPLEMENTATION 121

List of Tables

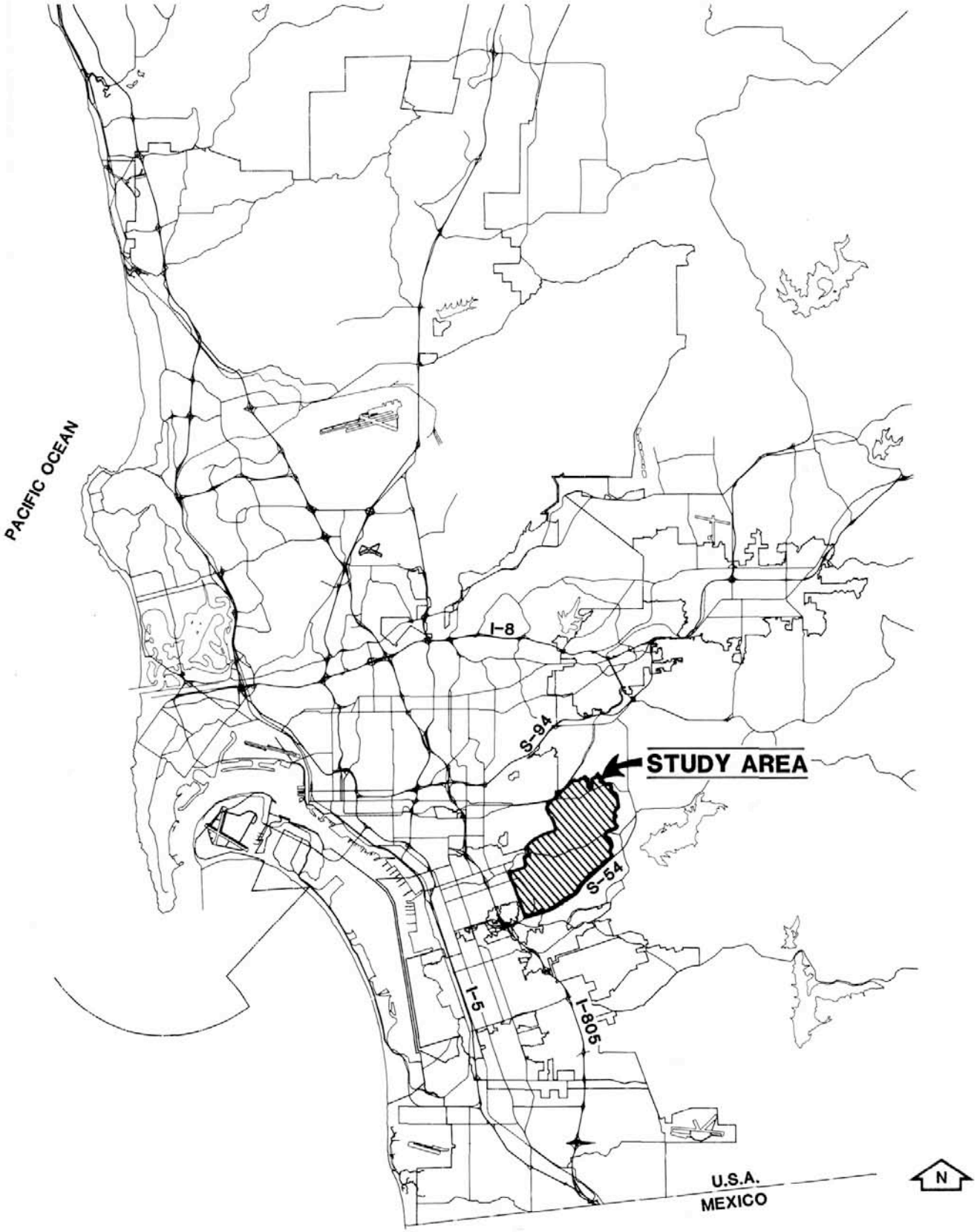
Table 1 Residential Land Use (1986) 27
Table 2 Housing Trend 1970—1986 27
Table 3 1986 Land Use in Residential Zones (in acres) 29
Table 4 1986 Land Use in Commercial Zones (in acres) 35
Table 5 Community and Neighborhood Parks 60
Table 6 Community Parks and Facilities 61
Table 7 Neighborhood Parks and Facilities 62
Table 8 Public School Enrollment 73
Table 9 Neighborhood Element Summary of Issues and Recommendations 107

List of Figures

Figure 1. Location Map 2
Figure 2. Neighboring Communities 4
Figure 3. Phased Development Areas 20
Figure 4. Existing Residential Development (1986) 26
Figure 5. Existing Residential Zones 28
Figure 6. Recommended Residential Densities 30
Figure 7. Project First Class and Community Block Grant Target Area 36
Figure 8. Existing Commercial Zones 38
Figure 9. Recommended Commercial Designations 40
Figure 10. Existing Average Daily Traffic (1986) 46
Figure 11. Future Average Daily Traffic and Street Classifications 48
Figure 12. Public Transit Routes 50
Figure 13. The San Diego Trolley—East Line Location and Stations 52
Figure 14. Bicycle Routes 54
Figure 15. Bicycle Lane Classifications 56
Figure 16. Parks 58
Figure 17. Floodplains 66
Figure 18. Designated Open Space 68
Figure 19. Schools 72
Figure 20. Public Facilities 74
Figure 21. Neighborhood Areas 102
Figure 22. General Plan Amendments 116
Figure 23. Recommended Rezonings 120
Figure 24. Skyline-Paradise Hills Community Plan Map 122

Introduction

- Community Profile
- Scope and Purpose
- Plan Format
- Legislative Framework



Location Map **1** FIGURE

Skyline-Paradise Hills Community Plan

INTRODUCTION

COMMUNITY PROFILE

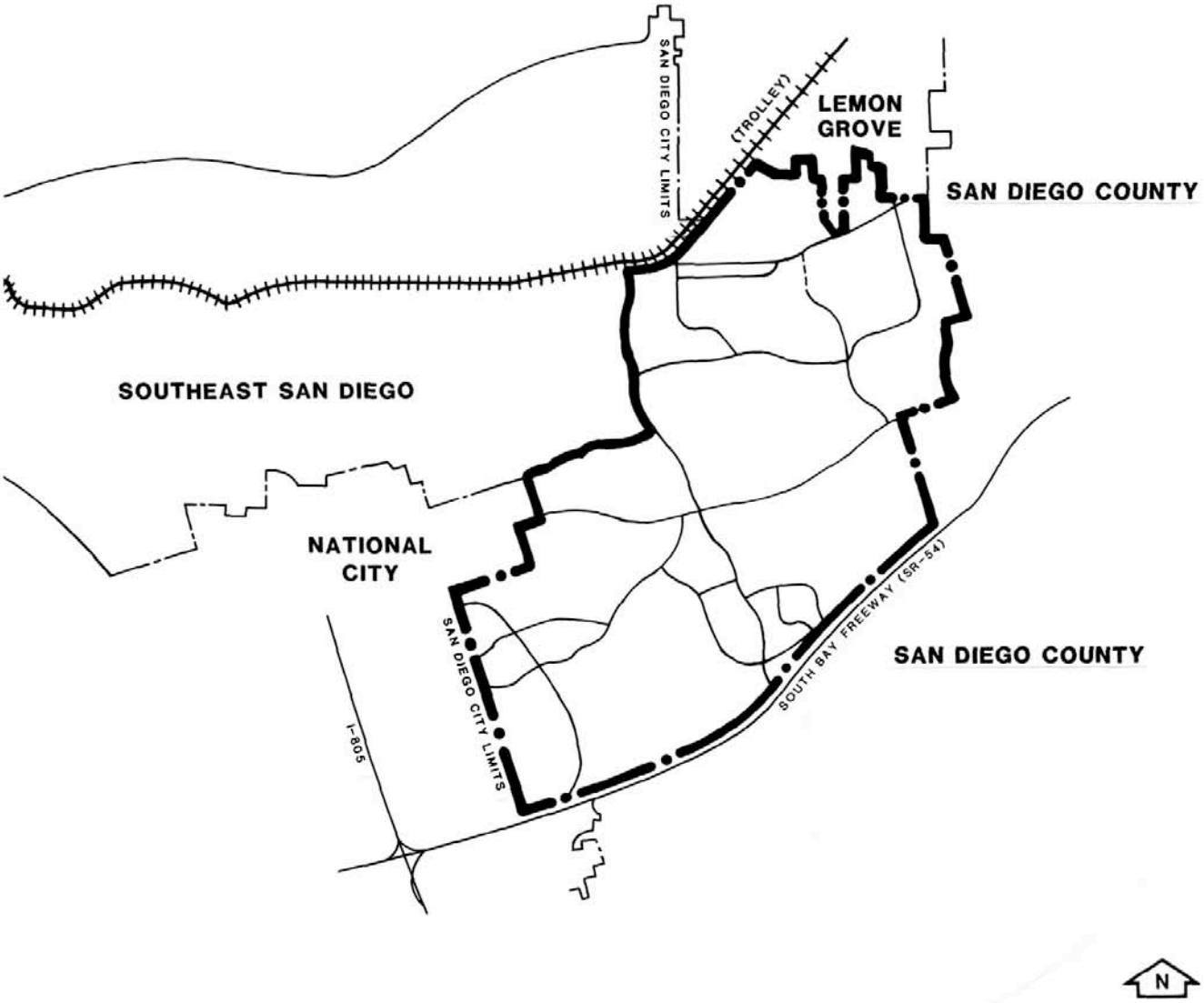
The Skyline-Paradise Hills community is located in the southeastern portion of the City of San Diego. The community is bordered by the city of Lemon Grove and the Southeast San Diego community planning area on the north; the South Bay Freeway and an unincorporated area of San Diego County on the south; National City and the Southeast San Diego community planning area on the west; and by an unincorporated area of San Diego County on the east (**Figure 1**).

The Skyline-Paradise Hills community planning area is approximately 4,500 acres in area. The community, as of July 1986, contained a population of about 59,700 persons residing in approximately 18,000 dwelling units. The community contains six geographic areas recognized as distinct neighborhoods. They are: Skyline, Paradise Hills, South Bay Terraces, North Bay Terraces, Lomita and Jamacha. The neighborhood areas are shown on **Figure 21**. The majority of new development within the community has occurred within North and South Bay Terraces. The remaining neighborhoods are older portions of the community and have had minimal development in recent years.

Skyline-Paradise Hills is a predominantly low-density residential community. Single-family, detached housing is the dominant land use throughout the community with multifamily residential development located primarily in the south-central portion of the South Bay Terraces neighborhood. The majority of the multifamily development within the community does not exceed a density of 30 dwelling units per acre.

There are no large community commercial centers within the Skyline-Paradise Hills community planning area. Commercial services are provided by several small neighborhood commercial centers scattered throughout the community and one strip commercial area. This existing commercial development is not adequate to meet the demand and need of the population. Residents rely heavily on commercial centers in adjacent communities due to the lack of commercial services.

The geography of the community planning area includes hills and canyons affording views of downtown San Diego, San Diego Bay, the city of Coronado and the Pacific Ocean. A major geographic feature of the community is Paradise Valley, which runs on an east-west axis through the middle of the community.



Neighboring Communities

Skyline-Paradise Hills Community Plan

2 FIGURE

SCOPE AND PURPOSE

The Skyline-Paradise Hills Community Plan (Plan) is a set of proposals that serves to guide future development within the Skyline-Paradise Hills community planning area. The Plan contains a series of goals and objectives established by the community which are consistent with citywide policies.

Once the Plan is adopted by the City Council, any amendments, additions, or deletions will require that the Planning Commission and City Council follow the same public hearing procedures as were required in the initial adoption. The Plan establishes recommendations for implementation and does not establish new regulations or legislation. Controls over zoning, subdivisions, transportation, building construction and other developments must be enacted separately as part of the implementation program. However, many of the Plan recommendations are expected to be implemented simultaneously with the adoption of the Plan through rezonings.

The Plan should not be considered a static document. It is intended to provide guidance for the orderly growth of the Skyline-Paradise Hills community. The Plan will be continually monitored and amended if necessary in response to City needs or unanticipated changes in environmental, social or economic conditions of the community. It is anticipated that the Skyline-Paradise Hills Planning Committee and other private citizen organizations will provide assistance in monitoring the effectiveness of the Plan and recommending changes to the Plan as conditions change.

Adoption of the Plan will necessitate rescinding the South Bay Terraces Community Plan that was adopted by the City Council in 1978.

PLAN FORMAT

The Skyline-Paradise Hills Community Plan is divided into eight sections, each of which is summarized below:

Introduction - This section briefly overviews the organization and framework within which the Plan was developed.

Plan Summary - This section identifies key issues in the community along with the goals developed by the Skyline-Paradise Community Planning Committee, which served as the basis for recommendations in each Plan element.

Background - This section describes planning and development history, the planning area and its regional context.

Plan Elements - The elements of the Plan are discussed in this section. The Plan elements include an analysis of existing conditions, objectives and recommendations for the entire community.

Urban Design Element - This section discusses the image and character of the community and makes recommendations to guide future development and revitalize existing development. These guidelines incorporate major recommendations of the Project First Class Urban Design Program.

Neighborhood Element - This section identifies the individual neighborhoods of the community, targeting neighborhood issues of concern.

Geeneral Plan Conformance - This section describes the extent to which the recommended actions in this Plan will help to implement the goals and objectives of the City's Progress Guide and General Plan (General Plan).

Implementation - This section identifies actions, additional studies and funding conditions which are needed to implement the Plan recommendations.

LEGISLATIVE FRAMEWORK

The Skyline-Paradise Hills Community Plan was developed within the context of a legislative framework consisting of federal, state and local levels. Some of the more significant legislation is discussed below.

- Section 65450 of the governmental Code of the state of California (State Planning and Zoning Act) gives authority for the preparation of community plans and specifies the elements which must appear in each plan. It also provides the means for adopting and administering these plans.

- Government Code Chapter 4.3 requires that local governments and agencies provide incentives to developers to include affordable units in housing projects. The City has prepared an ordinance which would establish an Affordable Housing Density Bonus, providing an increase in maximum permitted density in a given zone to be granted for projects in which at least a certain percentage of the total housing units are for low- or moderate-income persons.

- The California Environmental Quality Act of 1970 (CEQA) requires that environmental reports be prepared for all community plans. Separate, detailed environmental reports may also be required for many projects which implement this Plan.

- The Regional Air Quality Strategy (RAQS) was developed in 1977 to achieve a level of air quality in the San Diego Air Basin that would meet federal air quality standards set forth in the National Clean Air Act. A major recommendation pertinent to this planning effort is to include air quality considerations in all land use and transportation plans.

- The citywide Zoning and Subdivision Ordinances regulate the development of land and subdivision of land in preparation for development.

- In addition to legislation, the City Council has adopted a number of policies to serve as guidelines in the decision making process. Many of the policies relate directly to planning issues and should be used in implementing Plan recommendations.

- The Progress Guide and General Plan serves as a basis for the development of the Plan. The General Plan sets forth goals standards and criteria for the provision of facilities that are essential in the community and possess citywide importance.

Plan Summary

- Planning Issues
- Goals and Objectives

PLAN SUMMARY

PLANNING ISSUES

In the initial phase of development of this Plan, the Skyline-Paradise Hills Community Planning Committee raised the following issues of concern to the community:

1. The desire to preserve the low-density, single-family character of the community;

2. The need for housing rehabilitation, including the removal of graffiti and litter, in some areas of the community;

3. The lack of commercial retail and office facilities, including professional services;

4. The need for a centrally-located community commercial facility;

5. Retention and revitalization of existing commercial areas;

6. Improvement of public transportation;

7. The need for open space preservation (Paradise Canyon and the Encanto Expressway right-of-way) and the establishment of development standards for areas abutting open space;

8. Improvement of undeveloped park sites;

9. The need for establishment of urban design standards and criteria for residential and commercial development and major street corridors.

GOALS AND OBJECTIVES

The issues listed above served as a general framework which guided the Committee and the Planning Department in developing the goals and objectives of this Plan. The community goals and objectives are summarized here to emphasize that the purpose of the Plan is to implement the goals and objectives of the community through the guidance of public and private development.

Primary Residential Goal: Preserve the low-density, single-family character of the community.

Objectives:

1. Establish and maintain Skyline-Paradise Hills as an economically and socially balanced community, accommodating gradual and orderly development consistent with the existing community.

2. Ensure quality residential development designed in accordance with the urban design principles established within this Plan.

3. Ensure that new development is compatible with existing neighborhoods and does not overburden existing public facilities.

Primary Commercial Goal: Ensure the availability of adequate commercial facilities offering a variety of goods and services to meet the needs of existing and future residents.

Objectives:

1. Revitalize existing commercial facilities through property cleanup, maintenance (repair and painting) and through utilization of the Project First Class Landscaping Program wherever applicable.

2. Enhance pedestrian activity and accessibility to the Reo Drive neighborhood commercial strip.

3. Develop a centrally located, community commercial center.

4. Require commercial areas to incorporate landscaping which complements surrounding land use.

5. Promote the design of commercial areas so as to best utilize the existing transportation system.

6. Prevent, to the extent feasible, the redevelopment of commercial sites for residential use.

Primary Transportation Goal: Provide a transportation system that maximizes access to community activity centers and to destinations within the metropolitan area, and minimizes adverse environmental effects.

Objectives:

1. Improve existing street systems in conformance with Council Policy 600-4 to accommodate residential and commercial growth.

2. Develop a system of bikeways to join parks and open space throughout the community.

3. Provide a safe and more accessible pedestrian circulation system, minimizing conflicts with vehicular traffic.

4. Provide an efficient and high level of public transit within and surrounding the community. Design and plan for land uses that will complement and make use of the new San Diego Trolley East Line.

5. Visually enhance transportation corridors to improve the community's image.

Primary Park and Recreation Goal: Provide a system of fully developed parks and recreational facilities to meet the recreational needs of the community.

Objectives:

1. Provide a park system consistent with the City's General Plan standards to the extent feasible given existing constraints.

2. Coordinate the use of school recreational facilities for after normal hour usage.

3. Require the provision of private recreational facilities and usable open space in new, larger residential developments.

4. Provide a safe environment in all parks to allow their use by the entire community.

Primary Open Space Goal: Provide an open space system that preserves existing canyons and hillsides and ensures open space accessibility.

Objectives:

1. Develop specific open space areas for passive recreational uses such as hiking or bike trails.

2. Provide a linkage system of pedestrian and bicycle facilities connecting parks and open spaces.

3. Ensure that development located adjacent to open space areas is compatible with and enhances open space areas.

4. Preserve visual and physical access to open space areas from public rights-of-way to increase passive recreational use.

Primary Public Facilities Goal: Establish and maintain a high level of public facilities and services to meet community needs.

Objectives:

1. Provide public facilities and services in accordance with City standards.

2. Maximize the use of existing public facilities for community activities.

3. Increase safety through measures such as the addition of street lighting.

Primary Cultural and Heritage Resources Goal: Preserve the cultural and heritage resources of the Skyline-Paradise Hills community.

Objectives:

1. Protect the resource value of archaeological artifacts and paleontological remains within the community.

2. Preserve buildings of architectural and historical interest in the community.

Primary Urban Design Goal: Enhance the community's image through improvements to the visual and physical character of the community.

Objectives:

1. Ensure that new development is compatible with existing neighborhoods in terms of bulk, scale and design, and that it is sensitive to existing topography.

2. Improve the quality of design of new residential development.

3. Improve the appearance of existing commercial facilities to revitalize existing business and stimulate the development of new business.

4. Orient development to encourage interest at the pedestrian scale in order to stimulate pedestrian circulation.

5. Improve the streetscape in the vicinity of parks and recreation centers, public buildings and high visibility streets in order to provide a sense of identity to activity centers and the routes leading to them.

Background

- Community History
- Planning History
- Alternative Land Use Plans

BACKGROUND

COMMUNITY HISTORY

The planning area's recorded history begins with Father Junipero Serra's visit in 1769. In 1775, the entire South San Diego Bay region was claimed by the Spanish crown as pasture land for the presidio of San Diego. These public lands included what is now National City, Chula Vista, Skyline-Paradise Hills and lands further inland. They were given the name Rancho del Ray or King's Ranch, later changed to Rancho de la Nacion. These public lands were transferred to private ownership in 1845 and used for lemon orchards and olive groves, pasturing of cattle and cultivation of field crops.

In 1916, the Encanto area, including the Skyline portion of the community, was annexed to the City, becoming the first territory added to the City's original Pueblo lands. Paradise Hills, consisting of 1,180 acres, was annexed in 1929. Annexations continued through the 1950s and 1960s ending with the total acreage which comprises North and South Bay Terraces.

A large portion of the community's single-family, detached housing development occurred within the Skyline, Paradise Hills, Lomita and Jamacha neighborhoods prior to World War II and during the 1950s and early I960s. Since 1969, new construction has been concentrated in the North and South Bay Terraces neighborhoods. This development has been primarily single-family homes with pockets of medium-density, multifamily housing.

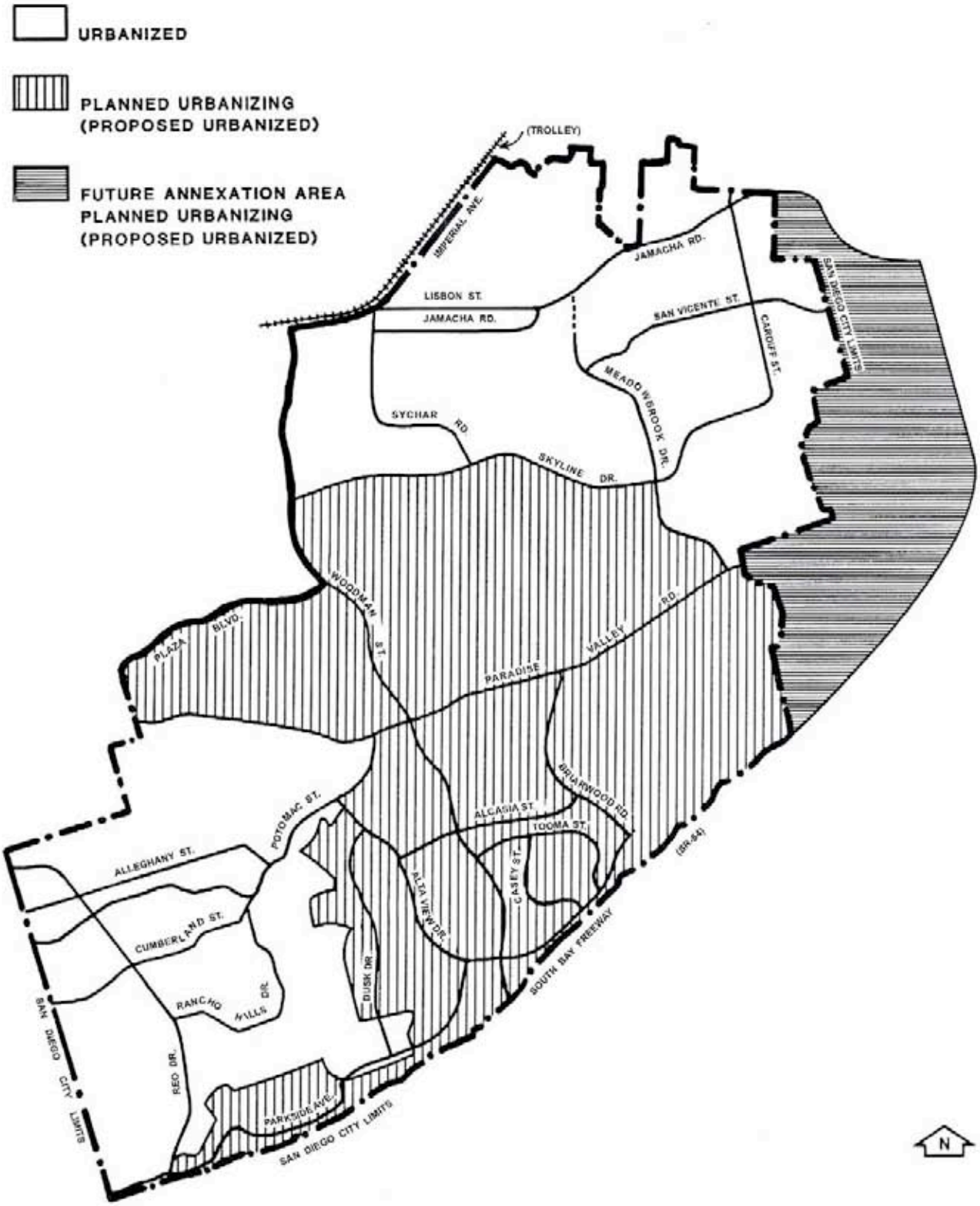
PLANNING HISTORY

There have been two adopted planning programs carried out in the Skyline-Paradise Hills community planning area. Both were limited in scope, covering only the North and South Bay Terraces neighborhoods.

In January of 1969, the City of San Diego adopted the South Bay Terraces Development Plan prepared by Peñasquitos, Inc. This plan covered approximately 860 acres of the South Bay Terraces area and proposed a concept of higher-density development designed around interior block recreational areas. This plan projected a housing mix of 1,420 detached single-family homes and 6,750 multifamily units.

During 1976 and 1977, Peñasquitos, Inc. submitted a number of revisions to the 1969 Plan, including adjustments to the housing mix, open space and circulation. The planning area was increased, covering approximately 2,187 acres. These changes resulted in the development of a comprehensive community plan for the North and South Bay Terraces neighborhoods. In December of 1978, the City Council adopted this plan as the revised South Bay Terraces Community Plan.

The Skyline-Paradise Hills Community Planning Committee was recognized by the City Council in June of 1978. Since that time, the Planning Committee has worked with the Planning Department in reporting the planning needs of the community and in contributing to the community planning process for the Skyline-Paradise Hills community.



Phased Development Areas

Skyline-Paradise Hills Community Plan

3
FIGURE

The Skyline-Paradise Hills Community Plan is the first community plan that addresses the areas to the north and southwest of the South Bay Terraces planning area (i.e., the neighborhoods of Skyline, Jamacha, Lomita and Paradise Hills). Development in these areas had been guided by the City's Zoning Ordinance and the General Plan prior to the adoption of this Plan.

Project First Class

Project First Class is a comprehensive program of community development which was approved by the City Council in May of 1984. The program was established to develop an urban design program, to form a concentrated code enforcement program and to facilitate other public and private improvements for Skyline-Paradise Hills, Southeast San Diego and parts of Golden Hill. The intent of the program is to work toward a better environment through economic development, attention to urban design, street and alleyway improvements, building code enforcement, residential and commercial rehabilitation and the establishment of quality housing. This Plan can be considered a step toward implementing the intent of Project First Class.

Phased Development Areas

The General Plan recognizes two categories of phased development within the community: urbanized and planned urbanizing. The urbanized area in the City includes most of the older sections as well as the central portion of San Diego. The neighborhoods of Skyline, Jamacha, Lomita and Paradise Hills are identified as urbanized areas in the General Plan. The planned urbanizing area consists of the newly developing communities. The North and South Bay Terraces neighborhoods are identified as planned urbanizing areas. These areas are shown on **Figure 3**.

In general, urbanized areas require public and private reinvestment with an emphasis on capital improvement programs and grant funding to provide needed community facilities, in contrast to the reliance on developer financing and assessment districts in planned urbanizing areas.

The majority of the North and South Bay Terraces neighborhoods has been developed, with the exception of small parcels of land near Paradise Valley Road and Woodman Street. For this reason, the Plan recommends that the planned urbanizing portion of the community be redesignated as urbanized. It is anticipated that public facilities for the community can be provided through the City's Capital Improvement Program, grant funding, and private investment.

Prospective Annexation Area

The General Plan identifies an area that borders the northeastern corner of the Skyline-Paradise Hills community as a prospective annexation area and designates the area as planned urbanizing. This Plan proposes that the area be redesignated as urbanized since most of the area has been developed and the need to use developer fee financing and assessment

districts to fund public facilities is not expected. The Skyline-Paradise Hills Community Plan will be amended to include this area if it is annexed to the City. Appropriate land use designations will be determined at that time. The prospective annexation area is shown on **Figure 3**.

ALTERNATIVE LAND USE PLANS

The following plan alternatives were considered in the preparation of the Plan. Because the community is predominantly residential, the variations between alternatives largely pertain to differences in residential densities and therefore, population. The impact of the nonresidential alternatives is minimal, except to the extent that they vary the number of residential dwelling units.

Residential Alternatives

Existing Plan Alternative

This alternative would continue the pattern of the existing South Bay Terraces Community Plan (adopted in 1978) for the central sector of the community. This plan recommended that the majority of the community be developed at 0-5 dwelling units per acre, with higher residential densities up to 29 units per acre near major streets, proposed community shopping centers and educational and recreational facilities. Current zoning allows higher densities than those recommended in the plan, therefore, a rezoning program would be necessary to achieve consistency between the zones and the 1978 plan designations.

There is no adopted community plan for the areas north and southwest of the South Bay Terraces planning area. The General Plan designates the majority of these areas for residential neighborhoods.

Existing Zoning Alternative

This approach would permit the most intense development of all the alternatives. Existing R-3000 and R-1500 zoning would permit higher-density redevelopment in recently developed single-family neighborhoods and in older stable single-family neighborhoods. Approximately 67 acres north of Alsacia, between Alta View Drive and Briarwood Road have been recently developed with single-family residences, however, the area is zoned R-3000 which would allow up to 29 units per acre. Approximately 40 acres south of Alsacia Street, between Woodman Street and Briarwood Road are zoned R-1500, which would allow up to 29 units per acre. Recent development is attached single-family at an average density of 12 units per acre.

Transit Corridor Alternative

This alternative would identify the Imperial Avenue Trolley Corridor as a major public transit corridor and establish gradients in permitted density determined by the distance from the corridor. Highest-density development would be concentrated along Imperial Avenue,

while density would decrease as distance from Imperial Avenue increases. Factors other than the distance from the transit corridor would also be considered in determining permitted densities, such as the capability of the street system to accommodate traffic generated by higher-density development and existing neighborhood development patterns. This approach would require rezoning the primarily single-family area south of Imperial Avenue (currently zoned R1-5000) to permit higher-density development. It also might preclude needed commercial development in the commercially zoned properties along Imperial Avenue.

Density Bonus Alternative (Incentive Zoning)

For each of the residential alternatives examined, the concept of density bonuses could be introduced in order to allow higher density in return for special project amenities that would implement overall Plan goals. For example, such incentives could be awarded for extra recreation facilities, day care centers or other amenities. However, in order for density incentives to be successful and not overburden the community's public services and facilities, the bonus system should be applied only in those areas capable of accommodating the development. Due to the low-scale type of development prevalent in the community, additional controls would be necessary to ensure that existing stable neighborhoods that are worthy of preservation are not detrimentally impacted.

Commercial Alternatives

Existing Plan Alternative

The 1978 South Bay Terraces Plan designated three sites at the corner of Woodman Street and Alta View Drive for commercial development that were subsequently developed with multifamily housing. This alternative would leave those areas designated for commercial development. However, since the developments are relatively recent, redevelopment to commercial use is unlikely to occur.

The General Plan identifies only one community commercial site (at Cardiff Street and Jamacha Road) for the areas north and southeast of the South Bay Terraces planning area. The Imperial Avenue commercial area is designated for residential neighborhoods. This alternative would allow additional residential development in the commercial zones on Imperial Avenue.

Existing Zoning Alternative

The existing zoning, like the existing Plan alternative, designates areas for commercial development that have been developed with multifamily housing and are unlikely to redevelop. In addition, the existing zoning alternative would allow continued residential development in the remaining commercially zoned areas. Of the 134 acres of commercially zoned land, just 66 acres remain available for commercial use. The existing commercial zones, which allow residential development up to 29 units per acre, will not preserve an adequate amount of commercial acreage to provide the necessary commercial services for the community.

Consolidated Commercial Area Alternative

This alternative would attempt to consolidate commercial activity into larger commercial centers by designating existing small, scattered or marginal commercial sites for another use—most likely residential. Commercial uses could be concentrated at Imperial Avenue and Lisbon/69th Street, Cardiff Street and Jamacha Road, Reo Drive, and Alta View and Woodman. However, this alternative has the potential to further reduce the availability of commercial services by encouraging redevelopment to residential use.

Open Space Alternatives

Existing Plan Alternative

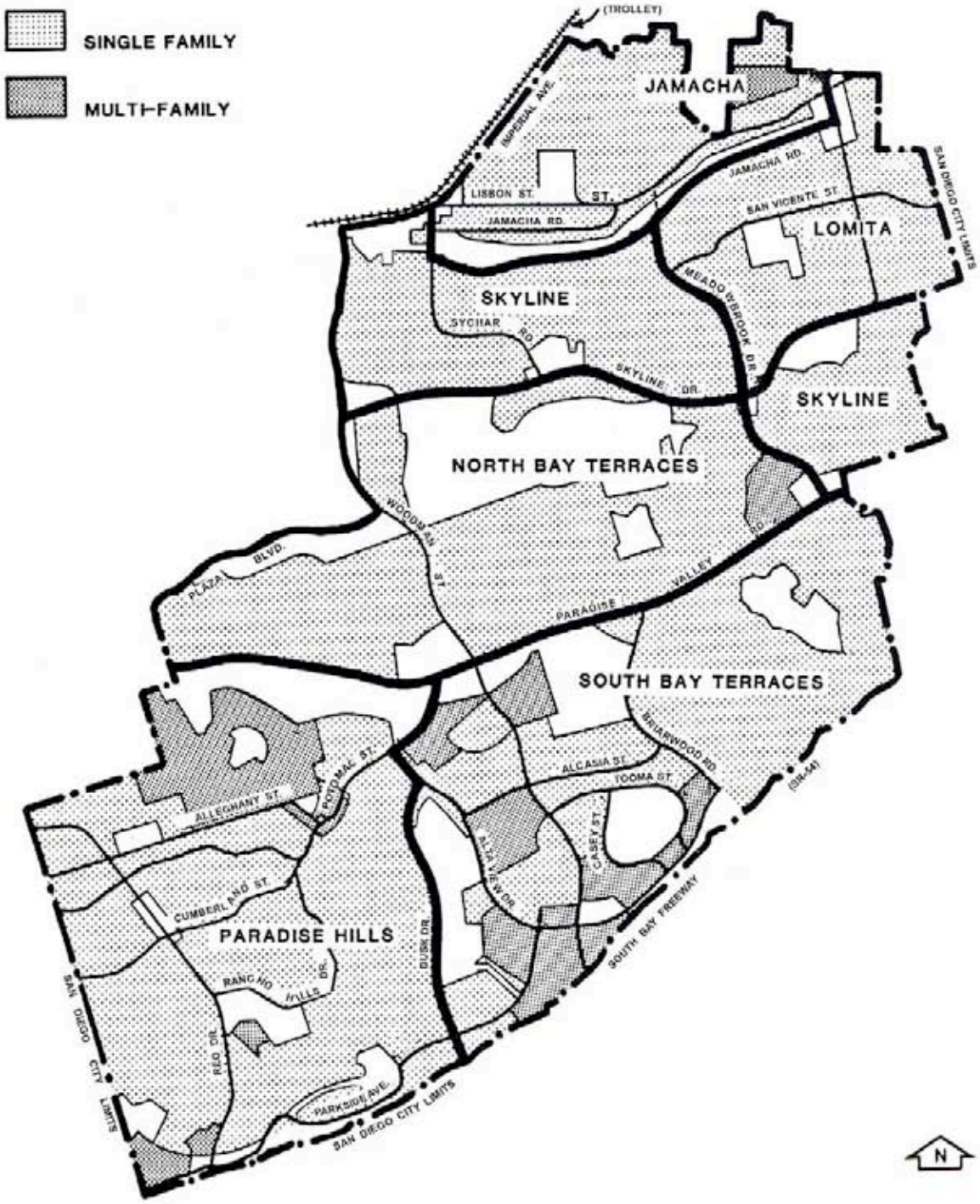
The adopted South Bay Terraces Plan identifies Paradise Canyon as the only open space system within the community. The General Plan identifies the Jamacha open space, along the abandoned Encanto Expressway right-of-way, in addition to Paradise Canyon as designated open space. Neither plan contains adequate implementation strategies to protect these designated open space areas.

Existing Zoning Alternative

Existing zoning provides only minimal opportunities to preserve open space areas; the only area zoned Rl-40,000 is the western section of Paradise Canyon. This alternative would permit potential development of the slopes along Paradise Valley Road (adjacent to Paradise Hills Park and Recreation Center), the area surrounding the former Sweetwater land fill site, and those portions of the Jamacha open space system and Paradise Canyon that have not yet been acquired by the City.

Plan Elements

- Residential
- Commercial
- Transportation
- Parks and Recreation
- Open Space
- Public Facilities
- Cultural and Historical Resources



Existing Residential Development (1986)

Skyline-Paradise Hills Community Plan

4
FIGURE

RESIDENTIAL ELEMENT

PRIMARY RESIDENTIAL GOAL

Preserve the low density, single-family character of the community.

EXISTING CONDITIONS

Land Use and Zoning

The Skyline-Paradise Hills community contains 3,531 acres of residentially zoned land. This is 96 percent of the total plan area excluding rights-of-way.

Single-family detached housing units make up the majority (77 percent) of the available housing and occupy over 86 percent of all residential land. Multifamily housing makes up the remaining 14 percent. Residential land use by housing type is shown on **Table 1** and **Figure 4**.

TABLE 1

RESIDENTIAL LAND USE (1986)

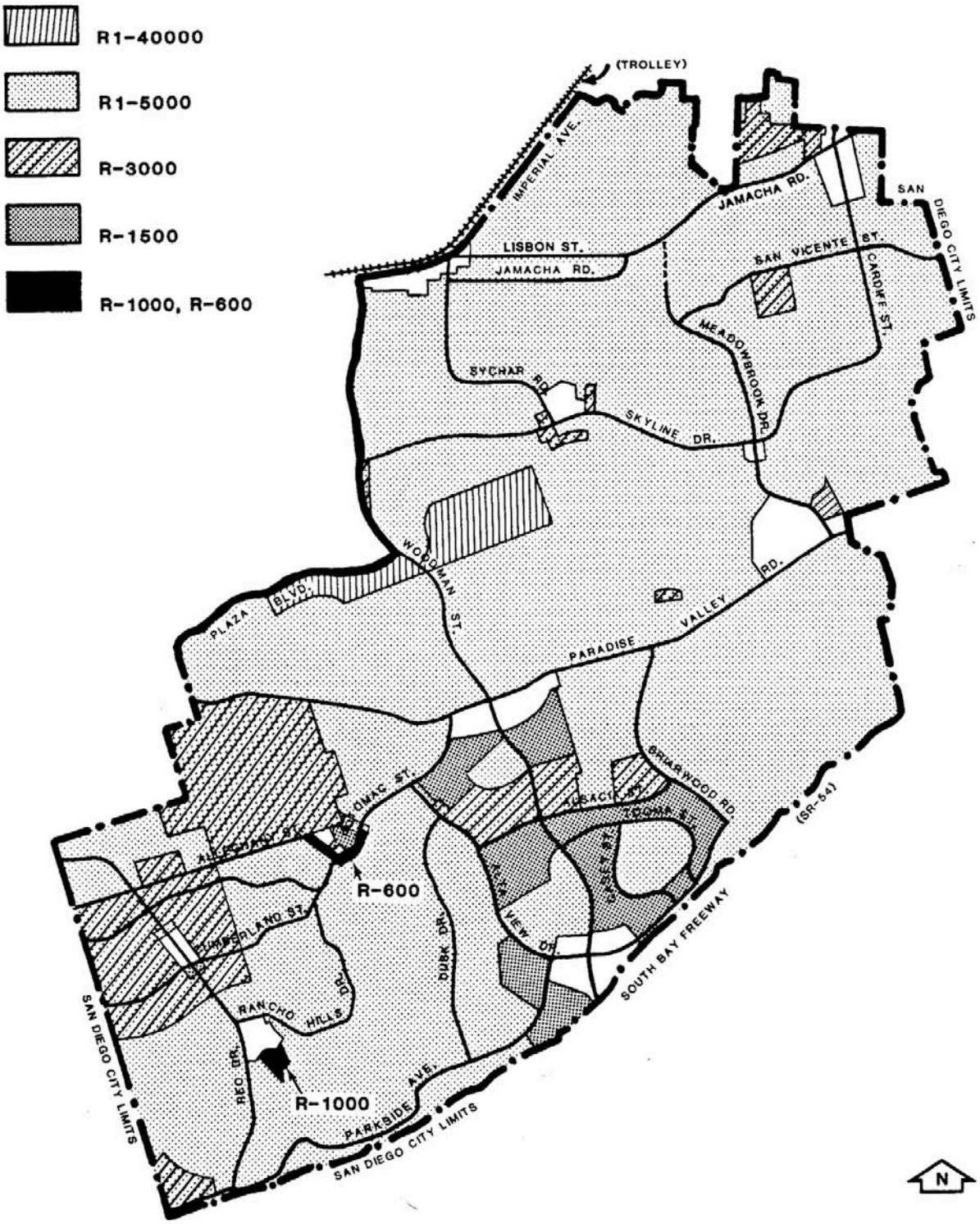
Housing Type	Acreage	Percentage of Total	Dwelling Units	Percentage of Total
Single-family	2,385	86	14,009	77
Multifamily	377	14	4,145	23
Totals	2,762	100	18,154	100

The community has experienced significant buildout of its available vacant land since 1970. The change in number of housing units between 1970 and 1986 is shown on **Table 2**. As of July 1986, the community contained 18,154 dwelling units. For the most part, new development has occurred in the North and South Bay Terraces neighborhoods. The neighborhoods of Skyline, Jamacha, Lomita and Paradise Hills have remained relatively stable since 1970 and are developed predominantly with single-family residences.
The multifamily developments are primarily located in the south central area of South Bay Terraces and the northern area of Paradise Hills.

TABLE 2

HOUSING TREND 1970 -1986

Housing Type	1970	%	1975	%	1980	%	1986	%	Change 1970-86
Single-family	6,838	83	8,550	85	10,798	78	14,009	77	7,171
Multifamily	1,428	17	1,548	15	2,984	22	4,145	23	2,717
Totals	**8,266**	**100**	**10,098**	**100**	**13,782**	**100**	**18,154**	**100**	**9,888**



Existing Residential Zones

Skyline-Paradise Hills Community Plan

5
FIGURE

Table 3 indicates residential zoning and existing land use within the community.

TABLE 3

1986 LAND USE IN RESIDENTIAL ZONES (in acres)

Zone (Residential)	Total Acres	Single-family	Multifamily	Commercial	Vacant Land	Public/ Semipublic
R1-40000	60.98	0.00	0.00	0.00	34.75	26.23
R1-5000	2,948.05	2,208.71	27.76	0.42	490.51	212.22
R-3000	350.87	141.86	175.96	0.15	1.74	31.16
R-1500	166.24	32.42	124.13	0.00	9.69	0.00
R-1000	1.94	0.19	1.54	0.21	0.00	0.00
R-600	3.04	0.39	1.73	0.92	0.00	0.00
R-400	.20	0.00	.20	0.00	0.00	0.00
All Residential Zones	**3,531.32**	**2,383.57**	**331.32**	**1.70**	**536.69**	**269.61**
All Zones	**3,665.48**	**2,384.62**	**376.92**	**38.34**	**575.59**	**281.40**

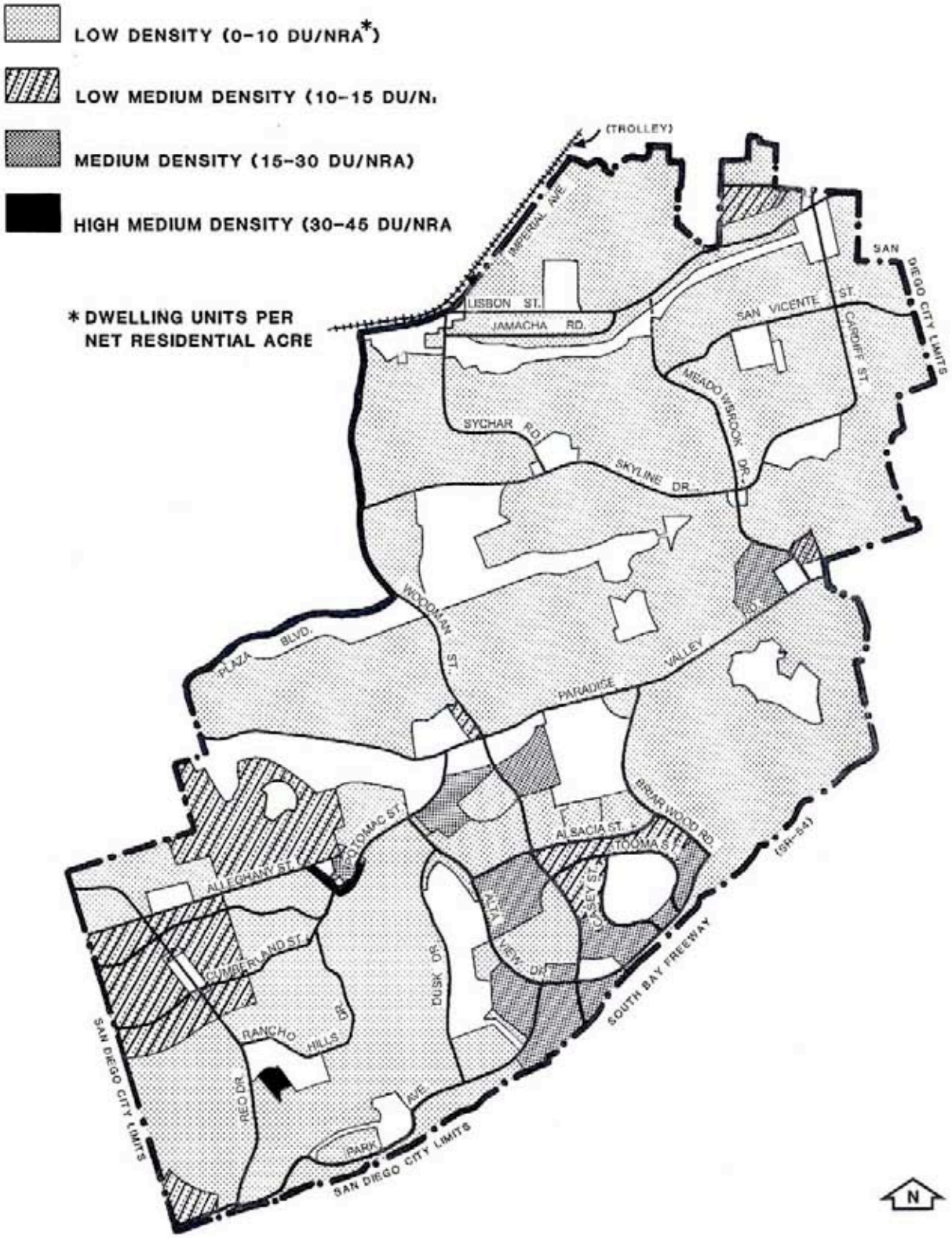
Existing residential zoning in Skyline-Paradise Hills would permit approximately 36,000 dwelling units based on the maximum densities allowed by zone. In addition, existing commercial zoning would permit approximately 3,900 units. However, the existing zoning permits residential densities in excess of what can be reasonably expected for the community given existing development. Current zoning permits multifamily development in areas that have been recently developed with single-family housing, and permits higher densities in older areas where the prevalent pattern of development is low-density, single-family. Based on the existing land use and the maximum number of dwelling units permitted for vacant property under the proposals of this Plan the projected number of housing units at buildout is approximately 22,000.

Housing Tenure

Skyline-Paradise Hills has a greater owner occupancy rate than the citywide average. As of 1980, 72 percent of the units were owner occupied compared with the citywide owner occupancy rate of 49 percent. The highest homeownership rates are in the older neighborhoods of the community: Skyline, Jamacha, Lomita and the southern portion of Paradise Hills. The northern portion of Paradise Hills (which includes a large area of Navy housing) and North and South Bay Terraces have a higher concentration of rental units.

Income

As of 1980, the median family income in the community ranged from a low of $15,212 in the older, established neighborhood of northern Paradise Hills to a high of $22,486 in the southern Paradise Hills area. The planning area contains all or a part of ten census tracts, five of which had a median income greater than the citywide median of $20,134.



Recommended Residential Densities

Skyline-Paradise Hills Community Plan

6 FIGURE

Population

Between 1970 and 1980, the community population increased over 67 percent from 26,807 to 44,845 individuals. Between 1980 and 1986, the population increased an additional 33 percent to 59,684 people, which is well above the citywide increase in population of 15.7 percent for the same time period. As of the 1980 census, the average household size in the Skyline-Paradise Hills planning area was 3.51 persons per household compared to 2.53 persons citywide. These figures show a decline in family size since 1970, when the community average was 4.15 persons and the citywide average was 2.80 persons.

Ethnic Composition

The ethnic composition of the community, according to 1980 census data, consists of 47 percent whites, 24 percent blacks, 18 percent Asians or Pacific Islanders, and 11 percent of other ethnic background. Twenty-one percent of the community is of Hispanic origin. Minority categories have had the highest percentage increases of the total population in the ten years between 1970 and 1980. The white population comprises approximately 47 percent of the community versus 75 percent citywide, and experienced the lowest percentage increase within this ten-year period.

OBJECTIVES

1. Establish and maintain Skyline-Paradise Hills as an economically and socially balanced community, accommodating gradual and orderly development consistent with the existing community.

2. Ensure quality residential development designed in accordance with the urban design principles established within this Plan.

3. Ensure that new development is compatible with existing neighborhoods and does not overburden existing public facilities.

RECOMMENDATIONS

1. The community should maintain its existing pattern of development of low-density, single-family housing with isolated pockets of multifamily housing located primarily within the south central area of South Bay Terraces and northern Paradise Hills.

2. Any planned residential developments in the R1-5000 zones should be restricted to a density not to exceed the average density of all similarly zoned single-family property within a 500-foot radius of the subject property, to ensure that the scale of new development is compatible with established neighborhoods.

3. All designated open space areas should be rezoned to R1-40,000 or a similar zone to preclude overdevelopment which is inconsistent with the topography.

4. Residential projects of greater than 30 units or greater than 20 dwelling units per net acre are recommended to be developed or redeveloped under a planned residential development permit or other special review to ensure compatibility with surrounding structures, quality design of the project and its landscaping, and conformance with design guidelines as specified within the Plan.

5. Multifamily developments should incorporate design features that will:

    a. Increase the continuity, variety and quality of design within the development including facade and setback variation such as recessed entryways, balconies, porches or bay windows.

    b. Ensure compatibility of new structures with existing neighborhoods, including compatible window treatments, use of similar color, materials or building forms.

    c. Recognize the surrounding topography and natural features to implement site plans that minimize the requirement for high retaining walls or extensive cut and fill.

    d. Provide private open space for each unit wherever possible. Open space areas should be oriented to receive good sun penetration and should include shaded areas for outdoor use in the warmest months.

6. School sites should be zoned at the density of surrounding residential development and should be placed in the Institutional Overlay Zone. This will ensure adequate review before the sites are considered for other than institutional or public use. If it is determined that the site is not needed for public purposes, the site should be developed at the density of the underlying residential zone in a manner compatible with the surrounding neighborhood. Recommended rezonings to accomplish this are illustrated on **Figure 23**.

7. Reviews of conditional use permits for residential care facilities in the community should include an analysis of whether there is a concentration of similar facilities in the community and an evaluation of possible impacts to the surrounding single-family neighborhoods. Additionally, residential care facilities should not be approved if they will exceed an occupancy of six persons in a single-family zone or 12 persons in a multifamily zone.

8. Because move-on housing has potential adverse visual impacts on existing neighborhoods, it should be carefully regulated by requiring discretionary review of all proposals for move-on housing.

9. The following density ranges are recommended to meet the community's goals and objectives:

    a. <u>Low-Density</u> (0-10 dwelling units per net residential acre). The Plan designates the majority of the community's residential land (81 percent) at this density to maintain the existing pattern and scale of development. This designation is intended to accommodate detached units on individual lots (i.e., one unit per lot) except in those locations where clustered residential developments are specifically called for in this Plan. The Rl-5000 zone is recommended to implement this density designation.

b. Low-Medium Density (10-15 dwelling units per net residential acre). Approximately nine percent of the community's residential land is designated for this density, primarily in the Paradise Hills neighborhood. The largest areas are the Navy housing site south of Paradise Valley Road and an area bordered by Alleghany Street, Sea Breeze Drive, Winchester Street and the City limits. The R-3000 zone is recommended to implement this density designation.

c. Medium Density (15-30 dwelling units per net residential acre). Approximately six percent of the community's residential land is designated for this density, consisting of several existing multifamily developments in the South Bay Terraces neighborhood and one in the northwest corner of the North Bay Terraces neighborhood. The R-1500 zone is recommended to implement this density designation.

d. Medium-High Density (30-45 dwelling units per net residential acre). Two small areas totaling less than six acres in the Paradise Hills neighborhood are designated for a maximum of 45 units per net acre to reflect their existing uses. The areas are zoned R-1000 and R-600.

10. The following recommendations address specific residential areas with unique site or neighborhood characteristics that warrant special consideration:

a. An 18-acre site located north of the intersection of Goode Street and Manzana Way is recommended to be rezoned to Rl-40,000 because a portion of the site lies on the former Sweetwater Landfill. The site is owned by the San Diego Unified School District and has been reserved for a possible elementary school. If the School District determines that the site will not be used for a school, the portion of the site that is not impacted by the landfill should be developed with a clustered residential development at a density of eight to ten units per developable acre. The site should be designed to complement the scale and architecture of adjacent residential development. A rezone may be necessary to achieve this density depending on the amount of acreage available for development; however, a community plan amendment would not be required.

b. A 13.52-acre site located southwest of the intersection of Briarwood Road and Alta View Drive, adjacent to the South Bay Freeway (SR-54), is designated for 0-10 dwelling units per net acre. Caltrans has planned a freeway interchange at Briarwood and SR-54 which would require the southerly extension of Briarwood through this site. If Caltrans determines that this site is not necessary for construction of the interchange, a clustered development with a planned residential development permit is recommended for this site because of the site configuration and the proximity to the South Bay Freeway. Development plans should be reviewed for compatibility of design with adjacent development, landscaping, visibility from the adjacent residential developments and from the South Bay Freeway, and for traffic impacts on the residential neighborhood to the northeast.

c. A vacant 3.6-acre site west of Woodman Street and south of Fowler Street is designated for 0-10 units per net acre. This site should be evaluated to determine if it qualifies for open space acquisition. If so, the site should be purchased by the City, provided the surrounding property owners form an assessment district to maintain the site as open space. If the site is developed for residential use, the maximum density allowed under the R1-5000 zone should not be expected because of the site's difficult topography and shape, and the limited access to the site.

d. The area bordered by Alleghany Street, Sea Breeze Drive, Winchester Street and the City limits is developed primarily with single-family residences, however, it is zoned R-3000. Because of the stability of development in this area, it is anticipated that future development will be primarily second unit additions to lots having existing single-family homes. Future development in this area should be low-scale with particular attention paid to surrounding building scale and potential view blockage.

e. Three small areas are designated for 10-15 units per acre: an existing duplex development in the Jamacha neighborhood, an existing attached single-family development in the South Bay Terraces neighborhood, and a mobile home park in the southwestern corner of the Paradise Hills neighborhood. Any new development or redevelopment in these areas should be low-rise townhouses, duplexes, or low-density (courtyard-type) apartments.

f. A vacant 18-acre parcel is adjacent to Bay Terrace Community Park. Part of this site is recommended to be purchased by the City to expand the park. The amount of acreage necessary to expand the usable area of the park should be determined by the Park and Recreation Department. The remainder of the site should be developed at a density of 10-15 units per net acre.

g. A vacant 3.2-acre parcel at the northwest corner of Paradise Valley Road and Woodman Street should be developed with 10-15 dwelling units per net acre. A planned residential development permit should be required for this parcel to address specific site-related issues. Because of the high visibility of this site at a major intersection and the adjacent elementary school and single-family development, design review is necessary to ensure that development is compatible with the surrounding neighborhood. Access to this site should also be carefully reviewed to minimize conflicts with the elementary school and the major roadways.

COMMERCIAL ELEMENT

PRIMARY COMMERCIAL GOAL

Ensure the availability of adequate commercial facilities offering a variety of goods and services to meet the needs of existing and future residents.

EXISTING CONDITIONS

A very small percentage of the community is zoned for commercial development. Approximately 134 acres or 3.5 percent of the community is commercially zoned (**Table 4**). Historically, much of the area designated for commercial use has been developed with residential uses. Forty-five acres, or 33 percent of the commercially zoned land in the community has been developed with multifamily housing. This residential development is particularly evident in the South Bay Terraces neighborhood where 43 of the 85 acres designated for commercial use have been developed with multifamily housing.

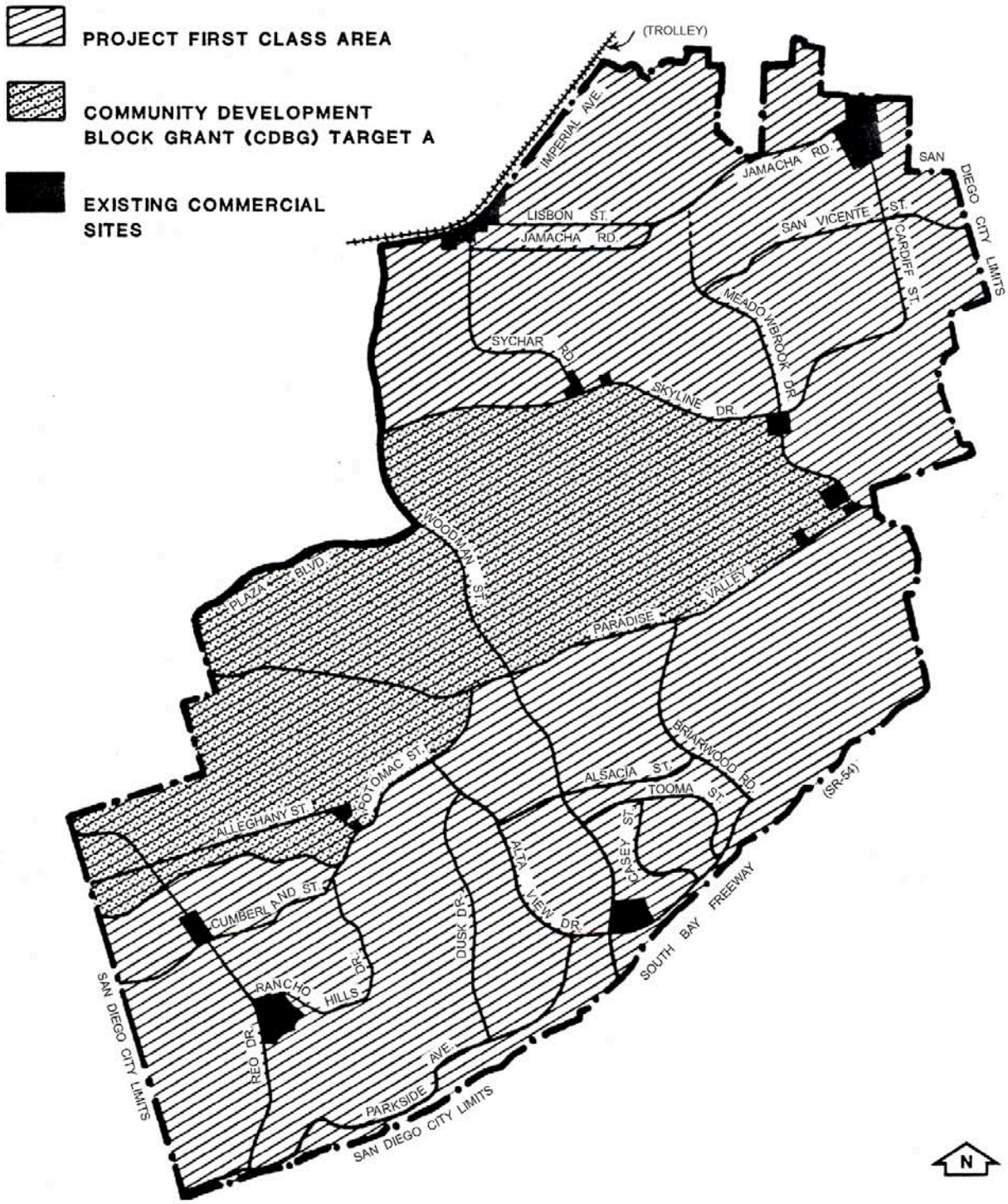
TABLE 4

1986 LAND USE IN COMMERCIAL ZONES (in acres)

Zone	Total Acres	Amount in Residential Use	Amount in Commercial Use	Vacant Land	Public/ Semipublic
C	5.14	0.88	2.58	0.00	1.68
CA	73.36	41.07	16.56	7.04	8.69
CA-RR	30.25	0.00	6.65	23.60	0.00
CN	20.93	0.50	10.75	8.26	1.42
CO	4.48	4.20	0.28	0.00	0.00
All Commercial Zones	**134.16**	**46.65**	**36.82**	**38.90**	**11.79**
All Zones	**3,665.48**	**2,384.62**	**38.34**	**575.59**	**281.40**

There are eleven existing commercial sites dispersed throughout the community. The condition of these sites ranges from new or remodeled, well-maintained shopping centers to older commercial strips and centers in need of revitalization. Two of the sites are undeveloped.

The Project First Class Urban Design Program is a comprehensive plan for community development and design for Council District Four, which includes the Skyline-Paradise Hills community. Included in the design study is a planting program which will recommend landscaping materials for street corridors in need of improvement. The landscape corridor target areas have been modified slightly from the original study through the Community Development Block Grant (CDBG) eligibility assessment. Three of the existing commercial areas are located within these corridors. **Figure 7** shows the location of these targeted corridors and their relationship to the three adjacent commercial sites. The existing commercial zones are illustrated on **Figure 8**.



Project First Class and Community Development Block Grant Target Area

Skyline-Paradise Hills Community Plan

7
FIGURE

OBJECTIVES

1. Revitalize existing commercial facilities through property cleanup, maintenance (repair and painting) and through utilization of the Project First Class Landscaping Program wherever applicable.

2. Enhance pedestrian activity and accessibility to the Reo Drive neighborhood commercial strip.

3. Develop a centrally located, community commercial center.

4. Require commercial areas to incorporate landscaping which complements surrounding land use.

5. Promote the design of commercial areas so as to best utilize the existing transportation system.

6. Prevent, to the extent feasible, the redevelopment of commercial sites for residential use.

SUMMARY OF COMMERCIAL RECOMMENDATIONS

1. Revitalization and/or redevelopment is recommended for most commercial centers in the community. Possible programs to expedite improvements to facilities, parking areas and along the public right-of-way include:

    a. Use of the City's Capital Improvement Program (CIP).

    b. Establishment of Business Improvement Districts (BID) and/or Assessment Districts.

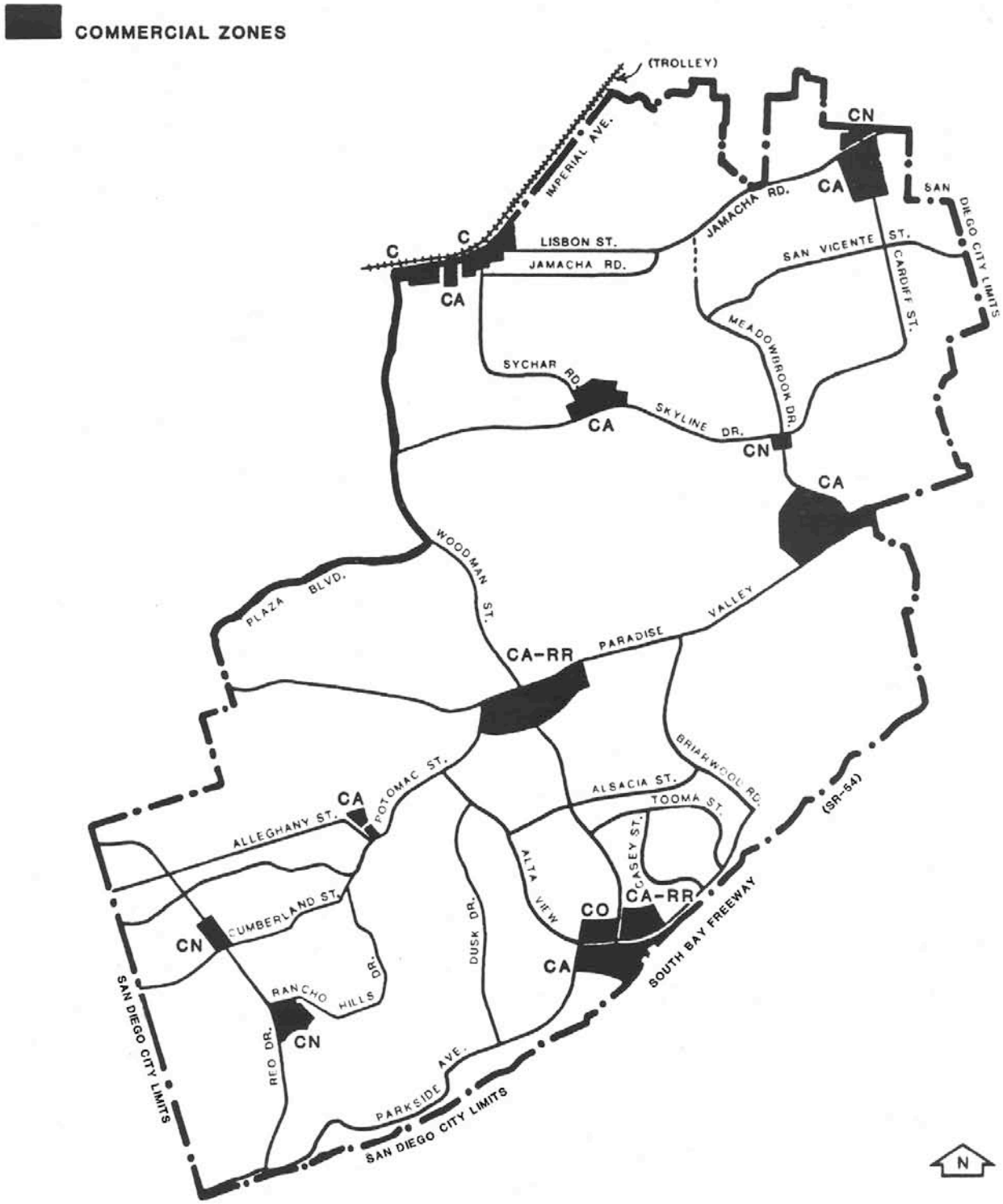
    c. Utilization of the Project First Class Landscaping Program.

    d. Community Development Block Grant (CDBG) funding and related program opportunities such as Demonstration Block or Building grants, improvement rebate programs and low-interest loans.

2. The existing commercially designated sites should be maintained in order to ensure needed commercial development within the community. The types of uses permitted in the larger commercial sites should preclude residential development. These areas are described under Specific Commercial Recommendations.

3. Where residential development is not specifically precluded, the density should not exceed 15 units per net acre where adjacent use is single-family and/or in the Rl-5000 zone, due to the low scale of most residential development surrounding commercial sites.

4. Commercial areas should complement surrounding land uses. Mass and bulk of new buildings should not appear to overpower adjacent structures. Compatible building materials and colors should be used. Design criteria as recommended in the **Urban Design Element** of the Plan should be followed for redevelopment of commercial sites.



Existing Commercial Zones

Skyline-Paradise Hills Community Plan

8
FIGURE

SPECIFIC COMMERCIAL RECOMMENDATIONS

The following section describes existing commercial sites, proposed uses and recommendations for improvements. Further discussion of design guidelines for commercial developments can be found under the **Urban Design Element** of the Plan.

1. Reo Drive, Albemarle Street to Cumberland
   Location: Paradise Hills Neighborhood

   This 3.34-acre neighborhood site includes the east and west sides of Reo Drive between Albemarle and Cumberland. The existing commercial development includes markets, retail stores, restaurants, professional services and a postal substation.

   Recommendations: This area is recommended for neighborhood commercial use. Permitted uses should be those of the CN zone, with the exception of residential use. A commercial revitalization program should be established to upgrade existing development and to utilize the vacant lots to their full potential. The formation of a Business Improvement District is recommended to promote and improve this area.

   Any rehabilitation or redevelopment of this area should be sensitive to the adjacent residential areas. Commercial buildings should remain single-story unless adjacent development is two-story. If alleys are used for delivery or service access, they should be well screened with fencing and landscaping to buffer nearby residences.

   Where commercial uses back up to residential development, new infill or redeveloped commercial buildings should be set to the back of the lot with parking provided in front or at the sides of the building.

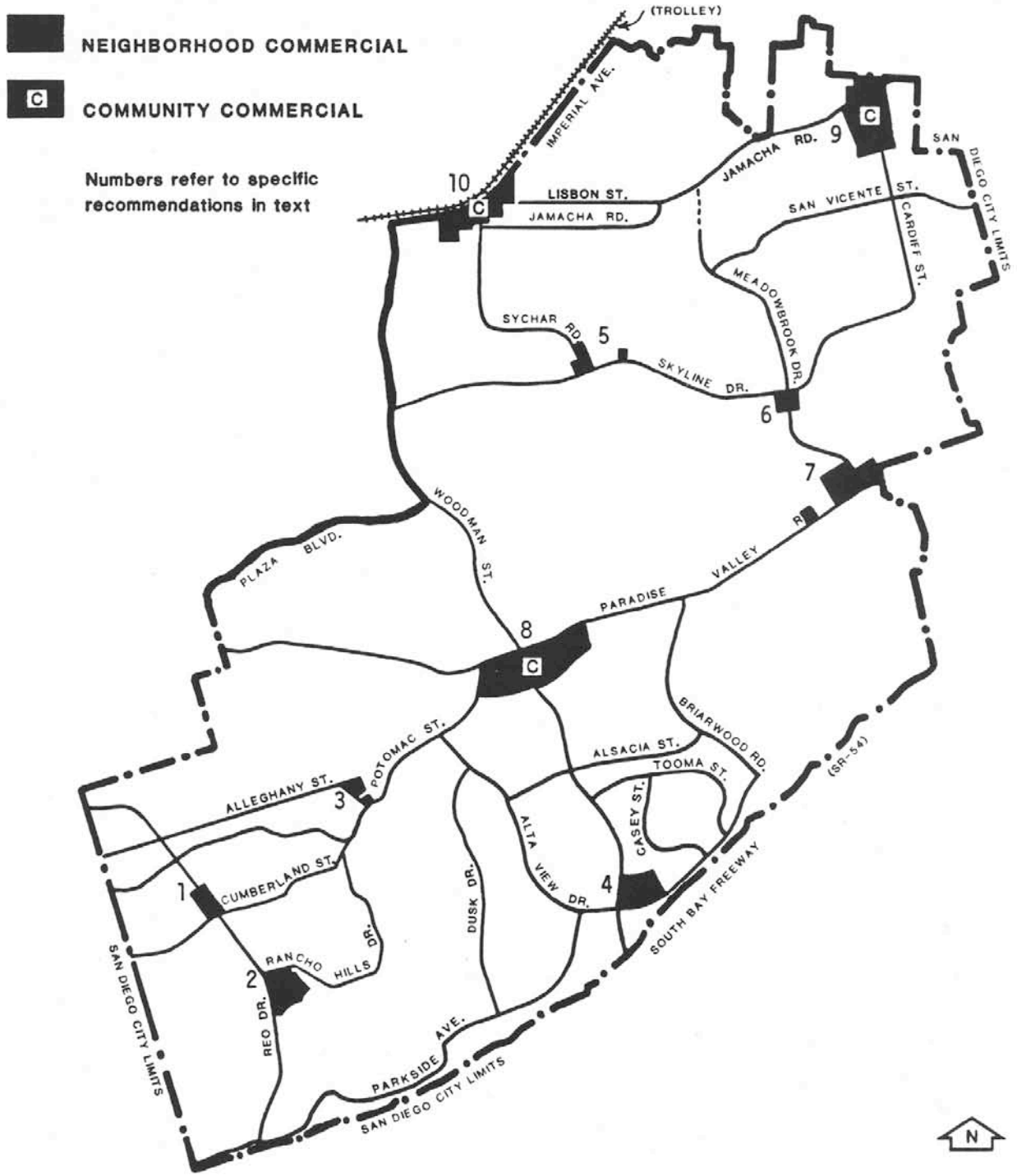
   Diagonal on-site parking should be considered if parking is to be provided in front of the building, to allow adequate area for auto circulation, a pedestrian walkway along the storefronts, the replacement of the sidewalk in the public right-of-way and a landscaping strip.

   Flexibility in enforcement of the citywide landscaping ordinance may be necessary to encourage revitalization. The enhancement of the existing palm tree theme with additional landscaping and a walkway between the palm trees is recommended as an alternative to complying with the citywide landscaping ordinance.

   When significant owner commitment to improvement is demonstrated, the City should give the area priority for capital improvement projects and available assistance programs. Possible programs include:

   a. Street and sidewalk improvements, including paving treatment to define pedestrian walkways, lighting and street furniture.

   b. A landscaping program within the public right-of-way to include planting of street trees. Maintenance of the landscaping should be the responsibility of the individual store owners.



Recommended Commercial Designations

Skyline-Paradise Hills Community Plan

9
FIGURE

If private efforts fail to revitalize this area, a publicly initiated redevelopment program should be explored.

2. Reo Drive and Rancho Hills Commercial Center
   Location: Paradise Hills Neighborhood

   This neighborhood commercial site has a total of 6.58 acres. The site includes a service station, a laundry/dry cleaner, a beauty shop and a market.

   Recommendations: The site should be maintained for neighborhood commercial use. Permitted uses should be those of the CN zone, with the exception of residential use. The center is in need of revitalization to improve the physical setting and attract additional tenants. The program should be oriented to both public and private investment. Public improvements should include sidewalk repairs along the street. Private responsibility should include general cleanup and landscaping and upgrading of the parking lot. A coordinated signage program is recommended to enhance the identification of the center's commercial uses.

3. Saipan Drive, Alleghany to Potomac Streets
   Location: Paradise Hills Neighborhood

   This neighborhood site is located along the eastern length of the block and covers a total of 2.28 acres, all of which are developed for commercial use. These uses include storage garages, two convenience markets, a laundromat, a music store and a self-service car wash.

   Recommendations: Rehabilitation and diversity of uses is needed in this area to offer the community a greater selection of merchandise. Rehabilitation of the area should include standard design for store signage and a landscaping program to be financed by the private enterprises. An additional landscaping buffer is needed between the commercial center and the adjacent R-1500 zoned property. This center is within the target area of the Project First Class landscaping program and should implement the planting recommendations along the public right-of-way. The responsibility of maintenance of the landscaping should be assumed by the business owners. The site should be rezoned to CN to ensure that uses do not conflict with adjacent residential uses.

4. Woodman Street and Alta View Drive
   Location: South Bay Terraces Neighborhood

   Of the 32.98 acres of commercially zoned property at this intersection 21.42 acres, or 65 percent of the area, has been developed with multifamily residential use. The northeast corner of the intersection has been developed as a neighborhood shopping center including a major grocery store anchor, restaurants and services (dry cleaning, insurance, etc.). The shopping center has been well developed using coordinated signage and landscaping throughout the parking area.

   Recommendations: The commercially zoned land that has been developed as multifamily housing should be rezoned to reflect the present use.

5. Skyline Drive, Lausanne to Sychar Streets
   Location: Skyline Neighborhood

   Approximately 7.5 acres at this location are commercially zoned, however, 6.5 acres have been designated for Skyview Park. Existing uses include a police substation, one operating service station and one vacant service station.

   Recommendations: This site should be maintained for commercial development and should be rezoned to CN to ensure that uses do not conflict with adjacent residential uses. A restaurant or professional building is recommended on the site of the vacant service station.

6. Skyline Drive and Meadowbrook Drive
   Location: North Bay Terraces/Skyline Neighborhood

   In terms of size, this is the smallest neighborhood commercial site in the community, covering 1.54 acres. It is less than one block in length with the businesses fronting Meadowbrook Drive. The area has a range of commercial development including markets, hair salons, medical care and a restaurant.

   Recommendations: This site should remain zoned CN to ensure that uses do not conflict with adjacent residential areas. Public and privately funded rehabilitation should be used in this area.

   This area would be improved by increased landscaping along the street, which is within the Project First Class Landscape Program area. This program provides funding for landscaping within the public right-of-way. Maintenance and graffiti removal should be assumed by business owners. The block should apply for money allocated under Community Development Block Grant funds including Demonstration Block funding for façade and signage improvements and the incorporation of street furniture for pedestrian use.

7. Paradise Valley Road and Meadowbrook
   Location: North Bay Terraces Neighborhood

   This is one of the largest commercially zoned sites in the community, however, of the 29.35 acres, 21.73 have been developed as multifamily residential development. The remaining 7.62 acres are used for commercial services including markets, a restaurant and an auto service center.

   Recommendations: The existing shopping center is in need of landscaping within the center and in the public right-of-way, signage control, parking lot resurfacing and a general cleanup of surface graffiti and trash. Revitalization could include:

   a. Implementation of signage design standards.

   b. Incorporation of street furniture.

c. Landscaping the parking lot medians and areas fronting Meadowbrook and Paradise Valley Road.

d. Cosmetic improvements such as removal of graffiti, and building repair and painting.

The majority of the site is within the Project First Class Landscaping program CDBG target area. The center should utilize this program as an initial step to revitalization.

Uses that are permitted under the CA zone, excluding residential development, are recommended in order to ensure needed commercial development within the neighborhood and the community.

8. Paradise Valley Road and Woodman
Location: South Bay Terraces Neighborhood

Two sites at this intersection comprise the second largest commercially zoned area within the community. The area consists of two parcels on either side of Woodman Street, totaling 23.03 acres. Both sites are vacant and zoned CA-RR.

Recommendations: It is important that both of these sites remain commercially zoned due to the small amount of available commercial land in the community. The sites have excellent exposure potential due to their location at an intersection of two major streets, Paradise Valley Road and Woodman. Due to the higher elevations of adjacent properties and development, design features should incorporate use of textural, decorative roofing materials such as shake shingles or tile roofing on pitched roofs. Large areas of asphalt should be avoided. Parking lots should incorporate landscaping including trees and shrubbery. Since these sites are highly visible, additional landscaping treatment should be incorporated along the public right-of-way and at the corner to include low-maintenance shrubbery and groundcover. Signage that identifies the project should be incorporated with the landscaping plan. Entryways should be well defined using alternative paving materials, landscaping and/or signage. Recommended uses would include groceries, financial institutions, drug stores, hardware or home furnishing stores, restaurants or other related enterprises.

9. Cardiff Street and Jamacha Road
Location: Skyline and Lomita Neighborhoods

This site covers 12.46 acres of CA-zoned land. This commercial center has been recently remodeled, offering a number of merchandise and service facilities including restaurants, a grocery store, laundry/cleaner and automotive service. The center provides a number of needed services for the neighborhoods and the community.

Recommendations: Due to the center's recent remodeling, very little rehabilitation is needed. Private investment responsibility could include provision of additional landscaping on site.

10. Imperial Avenue, Ritchey to Foster Street
Location: Skyline and Jamacha Neighborhoods

This commercial area covers a total of 6.54 acres and is zoned C and CA. Existing uses include area designated for the Encanto park, a pet clinic, a boy's club, restaurants, a meat market, postal substation and other small retail shops.

Recommendations. This area is within the Central Imperial redevelopment project area and should be revitalized to enhance the trolley's planned East Urban Line. Measures should be taken to encourage pedestrian use including incorporation of street furnishings (benches, bike racks, etc.) or through alternative street materials or pedestrian islands in intersections. Signage standards, façade improvements (including maintenance and general cleanup) and a planting program should be considered as part of a development/redevelopment program. Those parcels currently zoned C should be rezoned to CA, except the area designated for Encanto Park which should be rezoned to R1-5000 or an open space zone. Special regulations should preclude residential development.

Expansion of commercial uses into the area bordered by 68th Street, Jamacha Road, Pigeon Street, Foster Street and the existing commercial zone should be considered, however, only with a planned commercial development. Discretionary review would be necessary to ensure coordinated commercial uses which would enhance the trolley corridor. Circulation design, possible street vacations and lot consolidation would also need to be addressed.

TRANSPORTATION ELEMENT

PRIMARY TRANSPORTATION GOAL

Provide a transportation system which maximizes access to community activity centers and to destinations within the metropolitan area and minimizes adverse environmental effects.

EXISTING CONDITIONS

Street System

Skyline Drive and Paradise Valley Road provide the major east-west access to and from the community. North-south access is provided primarily by Woodman Street, and to a lesser extent by Reo Drive, Briarwood Road, Meadowbrook Drive and Cardiff Street. In addition to the surface street system, the community has access to the regional freeway system. There is direct access to the South Bay Freeway (SR-54) via Reo Drive, Woodman Street, and Manzana Lane. The existing traffic volumes, as of 1986, are shown on **Figure 10**.

The streets in San Diego are classified according to their function, width, and expected traffic volume, as follows: freeways, primary arterials, major, collector and local streets.

Freeways are designed to carry high volumes of traffic at higher speeds over longer distances. They are usually four lanes or more with access control and full grade separation at intersections. Freeways are under the jurisdiction of the state of California Department of Transportation (CALTRANS). State Route 54 (the South Bay Freeway), when fully improved, will serve this purpose for Skyline-Paradise Hills.

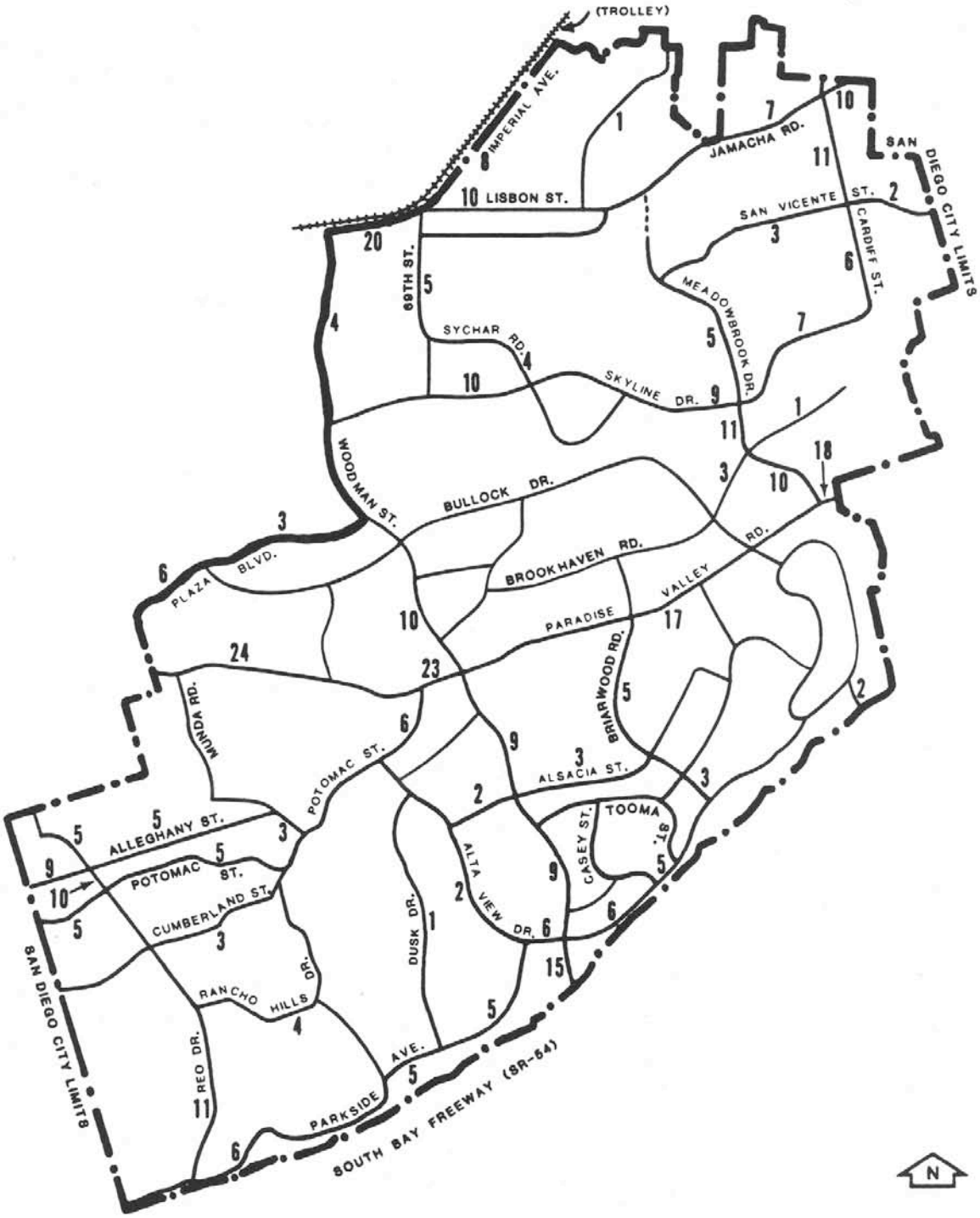
Primary arterials are usually four lanes or more and are designed to carry through traffic and provide a network connecting to the state Highway system. Access from abutting property is generally restricted. There are no streets in the planning area that are performing or classified as primary arterials.

Major streets are usually four lanes or more and are designed to carry through traffic without restricting access to abutting property. The location of recommended major streets in the planning area is shown on **Figure 11**.

Collector streets may be either two or four lanes. They are intended to provide for local traffic movement and access to abutting property, and to function as a feeder of traffic to the major street system. The locations of recommended two- and four-lane collector streets are shown on **Figure 11**.

Local streets are usually two lanes and provide direct access to abutting property. All streets not otherwise classified are local streets. Local streets are not shown on the **Circulation Element map**.

FIGURES REPRESENT WEEKDAY TRAFFIC
VOLUMES IN THOUSANDS



Existing Average Daily Traffic (1986)

Skyline-Paradise Hills Community Plan

10 FIGURE

Since portions of the community planning area were developed a number of years ago, many of its streets are not designed according to the Council-approved street design standards (Council Policy 600-4). The majority of these streets lack sufficient curb-to-curb width for their classification for a portion or all of their length. These streets include Cardiff Street, Paradise Valley Road, Jamacha Road, Reo Drive, Lisbon Street, Skyline Drive and Potomac Street.

Some major and collector streets in the community have accident rates which exceed citywide averages. The citywide average accident rate for major streets in 1986 was 6.45 per million vehicle miles. The following major street sections exceeded this rate in 1986:

Reo Drive, from Alleghany to the City limits

Woodman Street, from Imperial to Skyline

Woodman Street, from Alsacia to Alta View

The citywide average accident rate for collector streets in 1986 was 7.92 per million vehicle miles. The following collector street sections exceeded this rate in 1986:

Alleghany Street, from Munda to Potomac (via Saipan)

Alsacia Street, from Alta View to Woodman

Alta View Drive, from Potomac to Alsacia

Brookhaven Road, from Paradise Valley Road to Meadowbrook (via Briarwood)

Cardiff Street, from Carlisle to San Vicente

San Vicente, from Cardiff to the City limits

Potomac, from Calle Tres Lomas to Paradise Valley Road

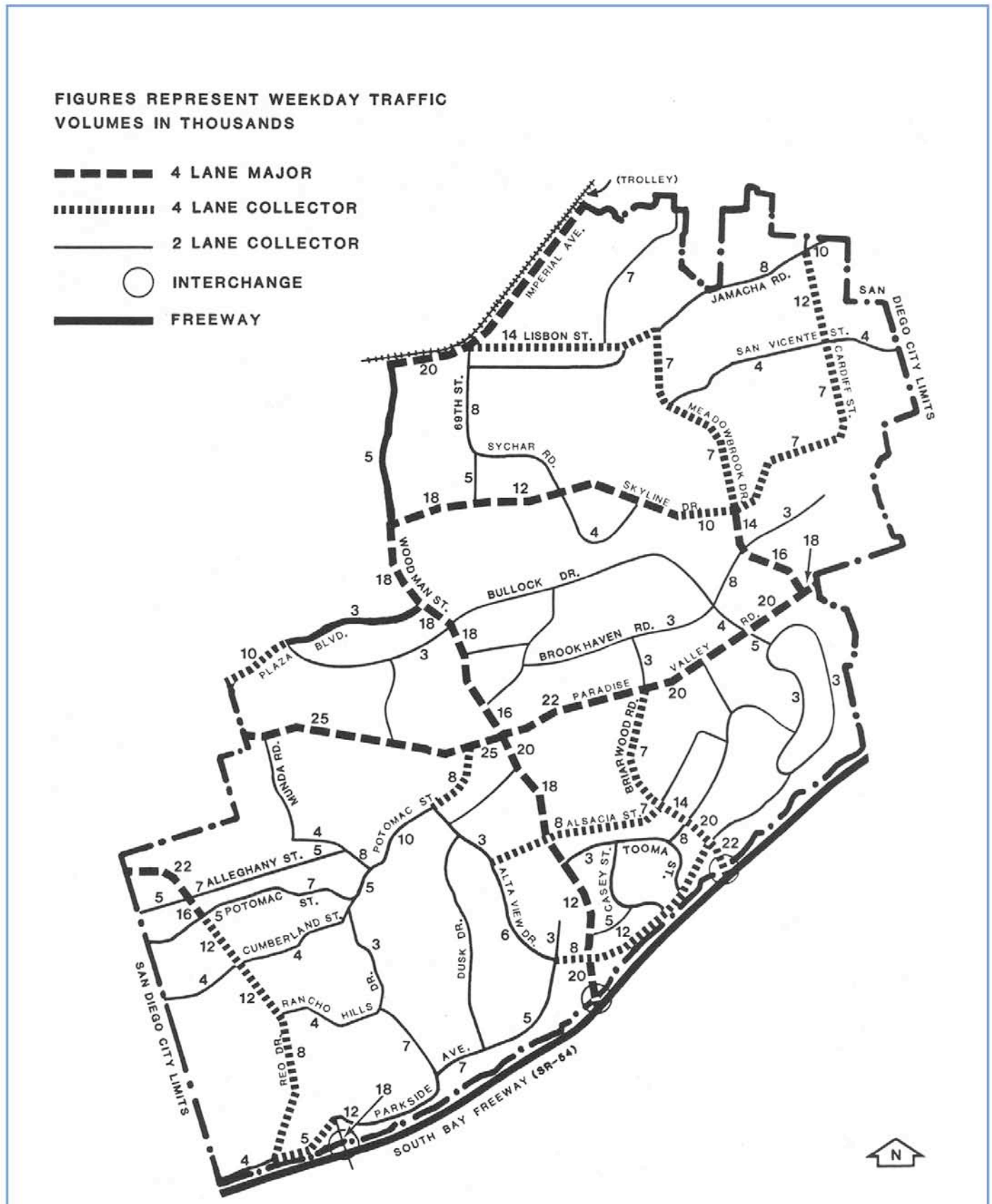
Rancho Hills Drive, from Reo to Landscape

Public Transportation

Public transportation is currently provided through bus service and a taxi-feeder service. Future plans to expand public transportation include the extension of the San Diego Trolley along the San Diego and Arizona Eastern Railroad right-of-way, which is adjacent to Imperial Avenue. These modes service different locations in the community and tie in to one another to offer public transit mobility. Bus routes and the proposed trolley extension service the community north of Paradise Valley Road and east of Woodman Street. The remainder of the community south of Paradise Valley Road has access to bus lines through a taxi-feeder service, as described below.

Bus Routes

Bus service within the community is furnished by the San Diego Transit Corporation. Four bus routes (4, 11, 36A, 12) are provided offering local (urban) service.



Future Average Daily Traffic and Street Classifications

Skyline-Paradise Hills Community Plan

11 FIGURE

Local or urban routes service main arterial streets making frequent stops to serve people traveling moderate distances within the community, and to connect with other local routes.

The following information describes the service area of each route:

Route 4: Connects the northern portion of the community with downtown San Diego, Old Town, Clairemont, and many points in between, including Mesa Community College.

Route 11: Connects the northern portion of the community with downtown San Diego, Kensington, San Diego State University and intervening points.

Route 36A: Connects the extreme northern portion of the community with Lemon Grove, San Diego State University and intervening points.

Route 12: Provides service from the northeastern portion of the community to the Euclid Avenue Trolley Station.

Future improvements to fixed-route service include the extension of National City Transit Route 602 into Paradise Hills in September, 1987.

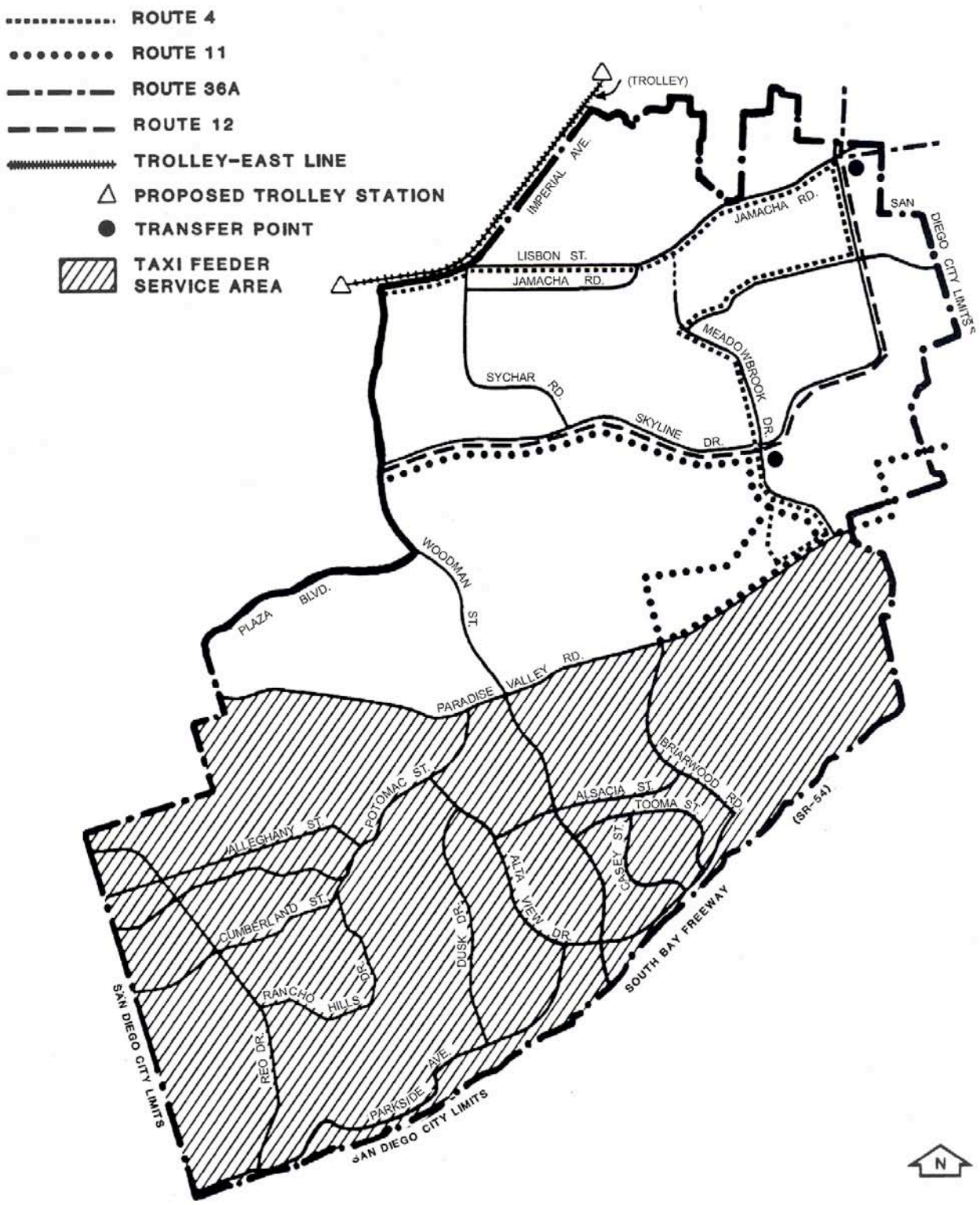
Paratransit: DART

San Diego Transit Corporation currently contracts with private taxicab companies in order to operate a taxi feeder service within the community (**Figure 12**). DART (Direct Access to Regional Transit) is a demand responsive service available Monday through Saturday, 5:30 a.m. to 7:30 p.m. Residents call DART one hour in advance of their destination arrival time for a taxi ride to one of three locations where they can transfer to San Diego Transit, National City Transit, or Chula Vista Transit buses. DART can also be used for trips within the Paradise Hills and South Bay Terraces neighborhoods. Regular riders can subscribe to their service so that they do not have to call everyday. DART currently carries approximately 200 riders per weekday.

San Diego Trolley

Plans to extend the Trolley's East Urban line to El Cajon are currently underway. The first segment of the line from downtown San Diego to Euclid Avenue and Martin Luther King Jr. Way opened for service in March 1986. Groundbreaking for the El Cajon segment took place in November 1986 and the line is tentatively scheduled to open in July 1989.

The Skyline-Paradise Hills community will be served by this easterly route. The East Urban line will be constructed on the San Diego and Arizona Eastern Railroad right-of-way adjacent to Imperial Avenue. Trolley stations are planned for 62nd Street in the Southeast San Diego community and Massachusetts Avenue in the city of Lemon Grove. Both of these locations are near the northern boundary of the community and will provide additional transit service to the community. Additional stations are spaced at approximate 1-1/4 mile intervals.



Public Transit Routes

Skyline-Paradise Hills Community Plan

12 FIGURE

Bikeways

The Bikeway Map, adopted by City Council in April 1982, designates a number of streets within the Skyline-Paradise Hills community that are to be improved with bike routes, however, none of these designated routes has been implemented.

Bike routes are classified into three types as shown on **Figure 15**:

Bike Path: (Class I)	A completely graded separated right-of-way designed for the exclusive use of bicycles.
Bike Lane: (Class II)	A restricted right-of-way for bicycles. Through travel by motor vehicles or pedestrians is not allowed, however, crossflows by pedestrians and vehicles are allowed. Vehicle parking is allowed between the curb and the bike lane.
Shared Bikeway: (Class III)	A shared right-of-way designated as such by signs placed on vertical posts or stenciled on the pavement.

Pedestrian Circulation

Within the community the necessity of pedestrian walkways is greatly dependent upon the character and design of each neighborhood. A number of areas throughout the community have sidewalks provided in a piecemeal fashion. Some are located in narrow public rights-of-way causing congestion of pedestrian and vehicular traffic and visual clutter from inconsistency.

A lack of adequate pedestrian walkways is particularly noticeable at the Reo Drive and Meadowbrook/Paradise Valley Road commercial centers. Areas along the right-of-way that could be used for pedestrians are being utilized as parking lanes between the street and store frontage. Some areas of sidewalk paving are in need of repair.

Jamacha Road has insufficient walkways for pedestrian use. The narrow road combined with peak pedestrian times associated with Keiller Middle School hours creates congestion and potential safety hazards.

OBJECTIVES

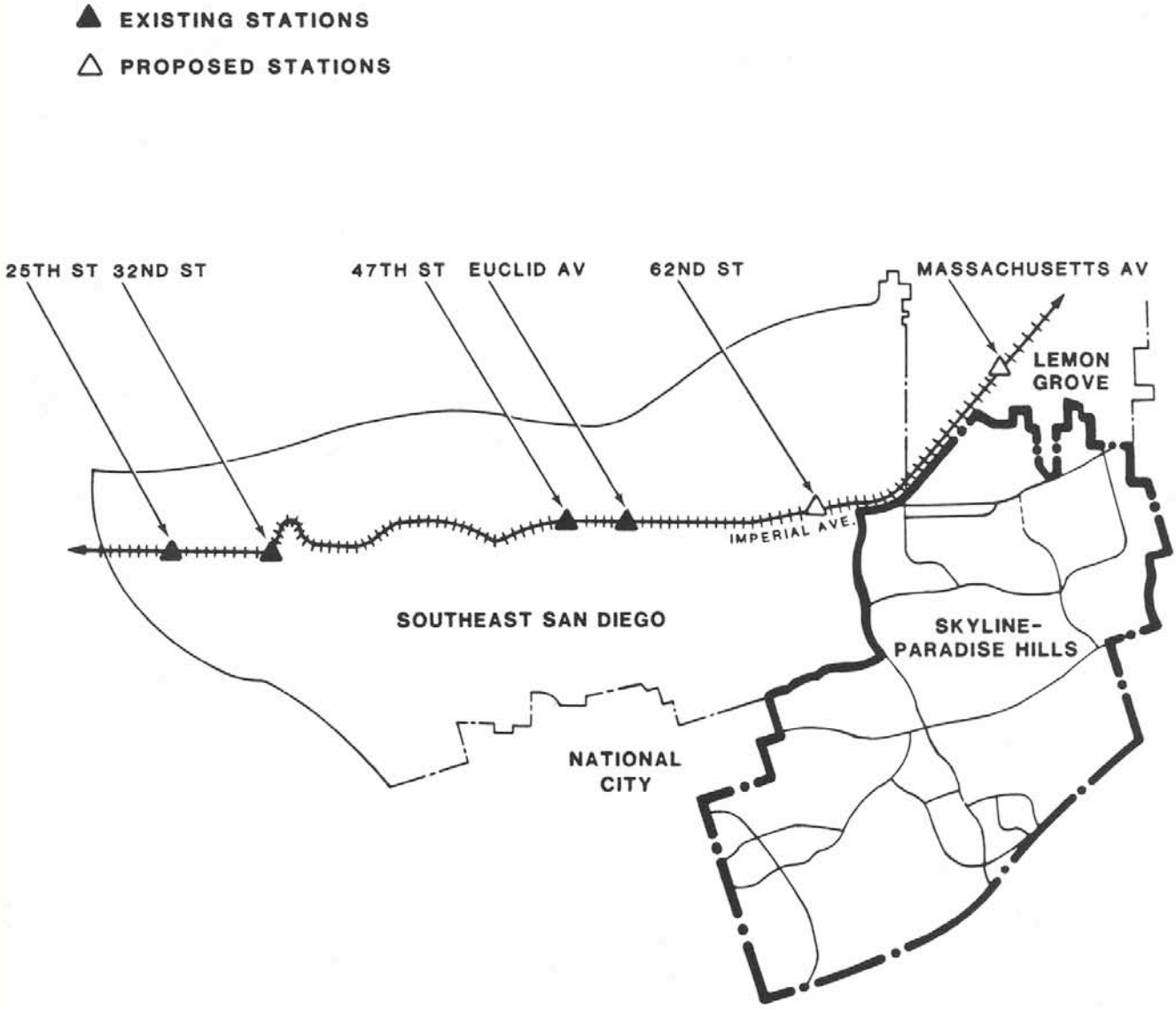
1. Improve existing street systems in conformance with Council Policy 600-4 to accommodate residential and commercial growth.

2. Develop a system of bikeways to join parks and open space throughout the community.

3. Provide a safe and more accessible pedestrian circulation system, minimizing conflicts with vehicular traffic.

4. Provide an efficient and high level of public transit within and surrounding the community. Design and plan for land uses that will complement and make use of the new San Diego Trolley East Line.

5. Visually enhance transportation corridors to improve the community's image.



The San Diego Trolley-East Line Location and Stations

Skyline-Paradise Hills Community Plan

13 FIGURE

RECOMMENDATIONS

Street System

The future travel forecast for Skyline-Paradise Hills has projected traffic volume increases for several streets within the community, however, no street facilities are recommended to be upgraded in classification. The travel forecast recommends widening those streets that are not yet fully improved and prohibiting on-street parking on some streets in order to accommodate the increased volumes. The recommendations resulting from the travel forecast are listed below.

1. Lisbon Street/Jamacha Road, between 69th Street and Meadowbrook Drive, currently varies from 25 feet to 40 feet in width. It should be widened to a four-lane collector street, 64 feet wide from curb-to-curb with a transition to two lanes east of Meadowbrook. This widening will require the acquisition of additional right-of-way.

2. Jamacha Road, between Meadowbrook Drive and Glencoe Street, should be improved to two-lane collector street standards, 40 feet wide from curb-to-curb. The current width varies between 25 and 40 feet.

3. Meadowbrook Drive, which currently ends at Blackstone Court, should be extended to Jamacha Road as a four-lane collector, with a left-turn lane and signal at Jamacha Road.

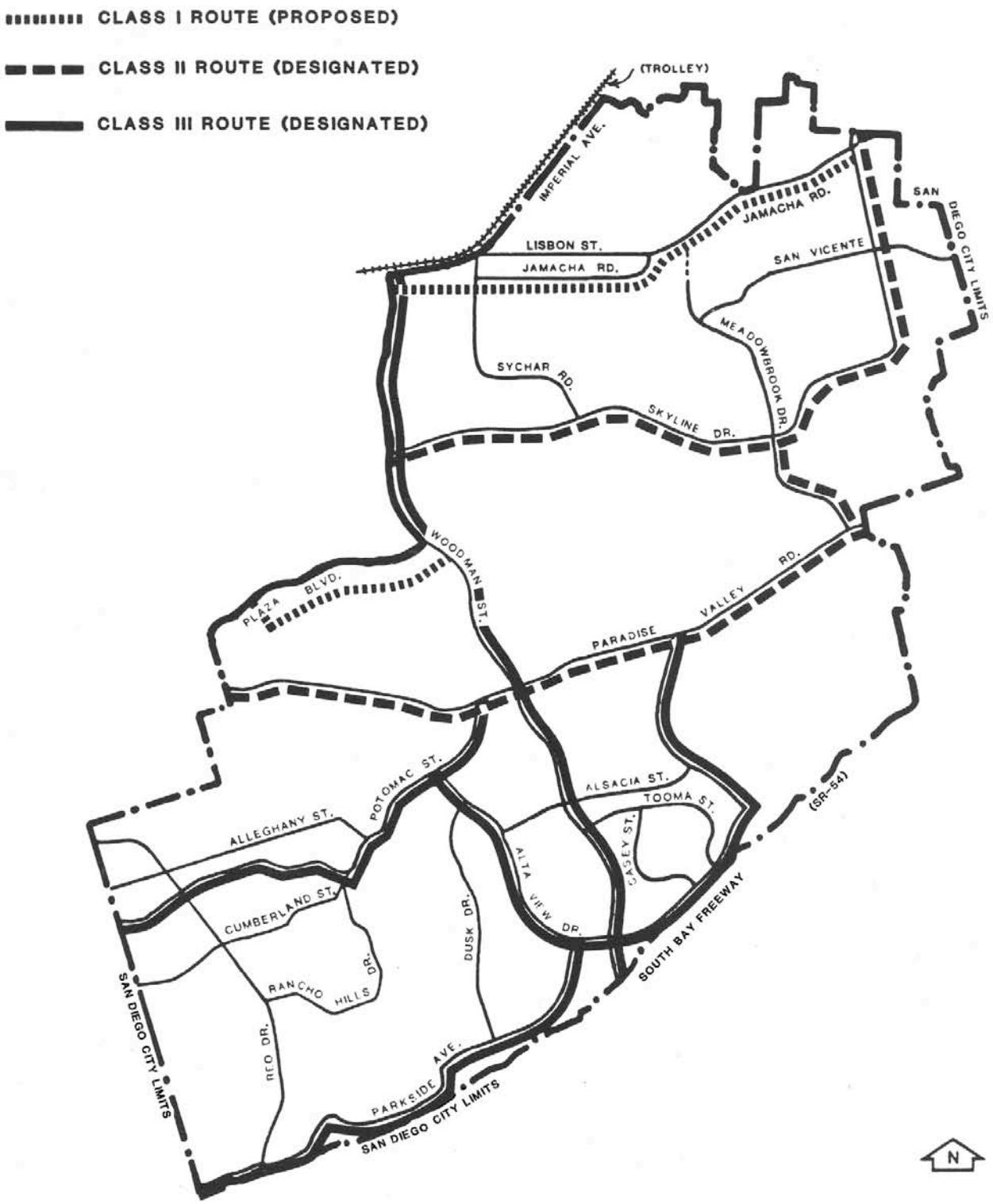
4. Skyline Drive should be widened to four-lane major street standards between 58th Street and 69th Street with left-turn lanes at the major intersections. The current width varies between 25 and 68 feet. The south side of Skyline Drive between Sienna Street and Deerock Place should be widened to four-lane major street standards with a center median as development occurs. The current street width is 32 feet.

5. Woodman Street should have a suitable transition from a four-lane major street with a 78-foot curb-to-curb width south of Skyline, to a two-lane collector street with a 40-foot curb-to-curb width north of Skyline Drive.

6. The south side of Paradise Valley Road, between Woodman Street and Zest Street, should be widened to major street standards, 82 feet from curb-to-curb. The current width varies between 65 and 82 feet.

7. Paradise Valley Road, between the westerly City limits and Potomac Street, should be widened to major street standards with an 82-foot curb-to-curb width. The current width varies between 48 and 82 feet. This widening should be coordinated with the city of National City to improve Plaza Boulevard/Paradise Valley Road within National City.

8. Briarwood Road, which currently ends at Alta View Drive, should be extended as a four-lane collector street, 64 feet from curb-to-curb, to connect with Briarwood Road south of SR-54 via an overpass. A freeway interchange at Briarwood and SR-54 is planned by Caltrans, although construction has not been scheduled.



Bicycle Routes **14**

Skyline-Paradise Hills Community Plan FIGURE

9. Reo Drive should be extended at its northern terminus (in National City) to connect to Harbison Street. The section between Plumas Street and Harbison is recommended to be constructed as a four-lane major street, 68 feet wide curb-to-curb, by the city of National City.

10. Reo Drive, between Rancho Hills Drive and the South Bay Freeway (SR-54), should be widened to 68 feet from curb-to-curb with parking prohibited at intersections to provide separate left-turn lanes. The current width varies between 26 and 68 feet.

11. A new freeway interchange on SR-54 is planned by Caltrans to replace the existing intersection of Reo Drive and SR-54, although construction has not been scheduled. The new interchange would connect with the Valley Road interchange south of SR-54 in National City. The existing Reo Drive intersection should be maintained until the new facility is constructed.

These improvements have been determined by the City Engineering and Development Department to provide an adequate level of service and keep future traffic congestion to a minimum. Future congestion is anticipated on Potomac Street, between Alta View and Saipan, on Parkside Avenue between the Valley Road/South Bay Freeway interchange and Landscape Drive, and on Briarwood from Goode Street to the South Bay Freeway interchange.

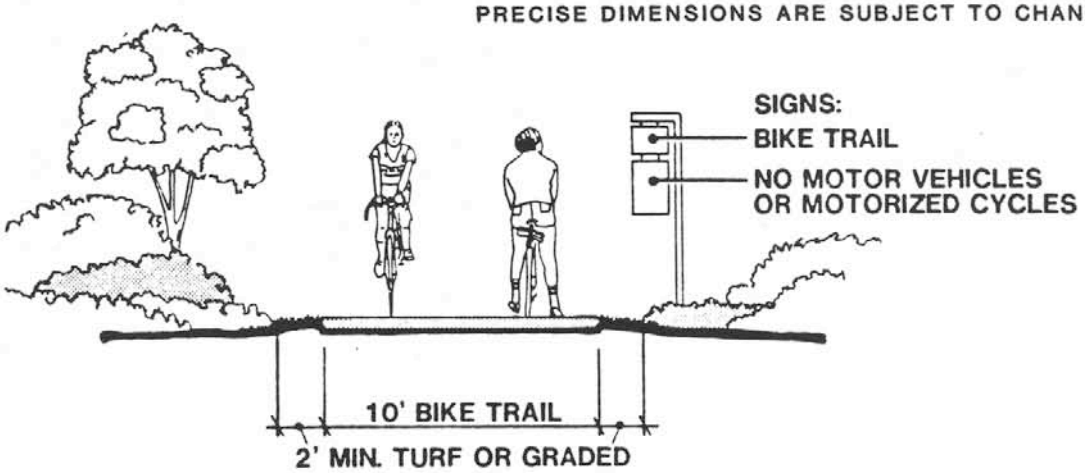
Public Transportation

Public transit needs should continue to be monitored in order to provide adequate transit circulation within the community. Improvements to existing and future transit stops should include covered waiting areas and street improvements to minimize conflicts between buses or the trolley and other vehicular traffic movements.

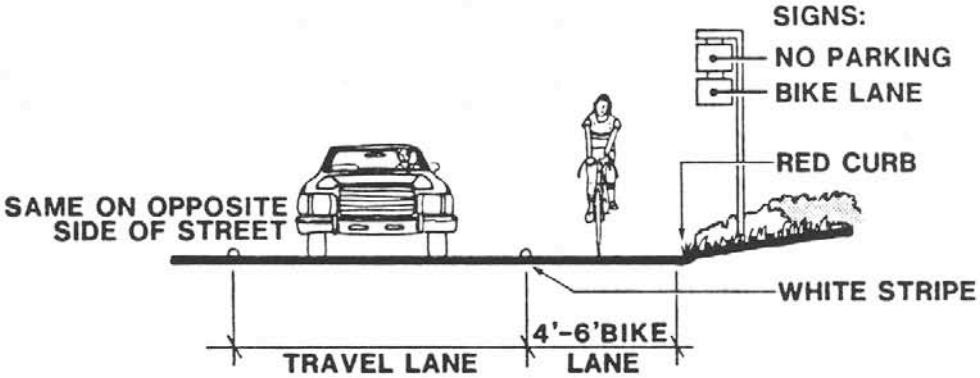
Due to the existing inaccessibility of bus service to the area south of Paradise Valley Road and the steady increase in patronage for taxi-feeder service, continued operation of DART service is recommended. Future plans to expand DART include the addition of the area bordered by National City to the west, Plaza Boulevard to the north, Woodman Street to the east and Paradise Valley Road to the south.

An additional trolley stop should be considered along Imperial Avenue at 68th or 69th Street if conditions warrant as a result of land use intensification or development of a project with the ability to construct a transit station as part of the project. The specific proposals should be reviewed by the City and MTDB, based on standard criteria for such evaluations. The site evaluation criteria should include considerations such as the proposal's impact on the overall service of the line which may result in closing other stations in favor of the new one, the proposal's minimum effects on the existing transit line schedules and patronage, and the new station's financing by private development.

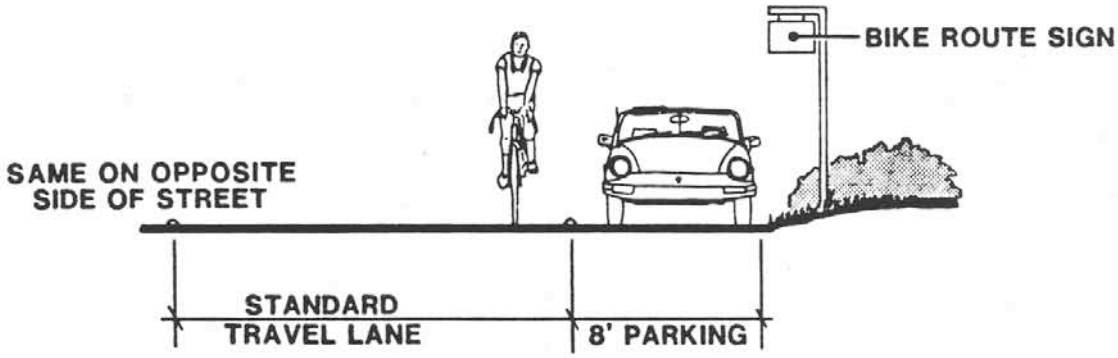
PRECISE DIMENSIONS ARE SUBJECT TO CHANGE



CLASS I Openspace



CLASS II Major Street



CLASS III Neighborhood Street

Bicycle Lane Classifications

Skyline-Paradise Hills Community Plan

15 FIGURE

Bikeways

The bikeway system should be implemented as shown on **Figure 14** to provide access throughout the community and to adjacent communities. In addition to those bikeways in the master plan, priority should be given to development of bicycle paths within the Encanto open space area, allowing alternative modes of transportation and passive recreational use of open space corridors.

In developing the bikeway system, consideration should be given to possible negative impacts on vehicular traffic lanes or on-street parking, as well as to any safety problems which may exist for bicyclists.

Pedestrian Circulation

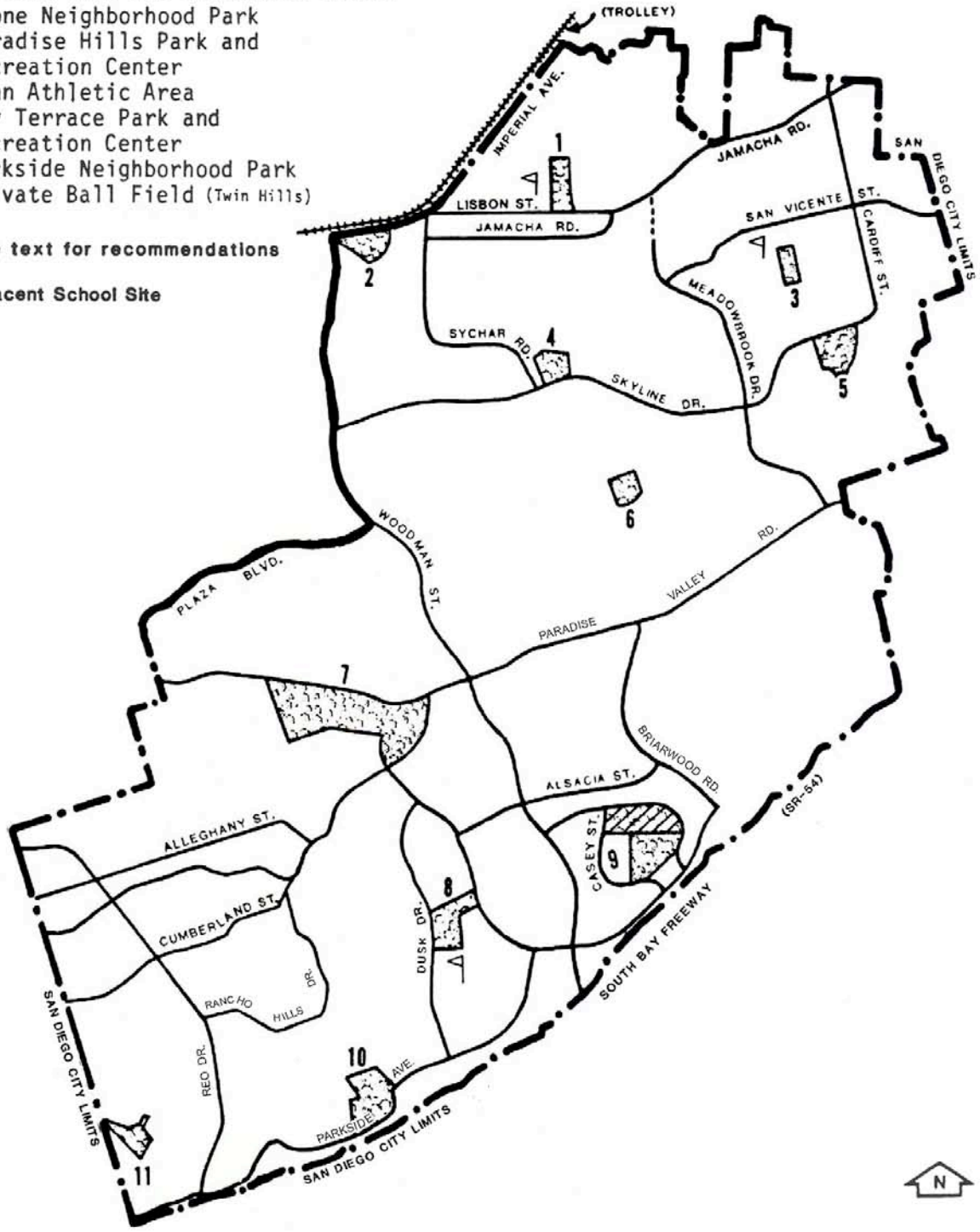
Pedestrian activity should be encouraged through improvement of the quality of the walking environment. Street trees and increased landscaping, special lighting, seating areas, pedestrian-scale signage, special paving materials and transparent building facades are possible methods of orienting the street toward the pedestrian and are discussed more fully in the **Urban Design Element**.

Providing sidewalks for new development should be reviewed according to the type of development and surrounding neighborhood. Due to the semi-rural character of some neighborhoods, sidewalks may not be desirable. An alternate treatment may be preferred to the use of standard curbs, gutters and sidewalks, such as rolled curbs or sidewalks with more natural appearing surfaces. (See **Neighborhood Element** for additional recommendations.) Any new development or redevelopment/rehabilitation of the Reo Drive commercial area should be required to replace the sidewalks in the public right-of-way that have been covered with asphalt to accommodate parking.

1. Keiller Neighborhood Park
2. Encanto Neighborhood Park
3. Lomita Neighborhood Park
4. Skyview Neighborhood Park
5. Skyline Park and Recreation Center
6. Boone Neighborhood Park
7. Paradise Hills Park and Recreation Center
*8. Penn Athletic Area
*9. Bay Terrace Park and Recreation Center
10. Parkside Neighborhood Park
*11. Private Ball Field (Twin Hills)

* See text for recommendations

Adjacent School Site



Parks **16** FIGURE

Skyline-Paradise Hills Community Plan

PARK AND RECREATION ELEMENT

PRIMARY PARK AND RECREATION GOAL

Provide a system of fully developed parks and recreational facilities to meet the recreational needs of the community.

EXISTING CONDITIONS

The planning area is served by three community parks and six neighborhood parks as shown on **Figure 16**. These parks are population-based parks which are intended to serve the daily recreational needs of the surrounding community.

According to the General Plan, community parks should serve a population of 18,000 to 25,000 within an approximate 1-1/2 mile radius. Ideally, they should have a minimum usable area of 13 acres when located adjacent to a junior high school or 20 acres when not so located.

Neighborhood park facilities should serve a population of 3,500 to 5,000 within an approximate one-half mile radius. Ideally, they should have a minimum usable area of five acres when located adjacent to an elementary school or ten acres if not so located.

Table 5 shows how the existing park facilities compare with General Plan park standards based on population. According to General Plan standards, the existing population should be served by two community parks and nine neighborhood parks. The planning area is currently deficient in park acreage and in number of neighborhood parks based on General Plan standards, and will have a shortfall of six neighborhood parks when the community is built out.

General Plan standards are difficult to achieve in the urbanized areas of the City and should be considered guidelines only. As in other urbanized areas, new development in Skyline-Paradise Hills will not generate sufficient park fees to provide financing for acquisition and development of additional facilities to meet General Plan standards. If existing park deficiencies are to be mitigated, assessment districts must be considered, however, these must be initiated by the community.

The General Plan addresses the problem of acquiring additional park land in urbanized areas:

> "In older, already developed parts of the City, where recreation space is difficult to acquire, efforts should be directed toward providing staff and facilities which compensate for deficiencies in acreage. Land, equipment and supervision in varying proportions can still add up to recreational opportunity and service to the residents. If acreage is reduced, facility investment and leadership should be correspondingly increased."

TABLE 5

COMMUNITY AND NEIGHBORHOOD PARKS

Park Facility	Population-based Size Requirement (Usable Acres)	Actual Area (Usable Acres)	Development Status
Community Parks			
Skyline P&R Center	20	8.8	developed
Paradise Hills P&R Center	20	12.8	developed
Bay Terrace P&R Center	20	11.0	developed
Neighborhood Parks			
Keiller Park*	5	4.0	undeveloped
Encanto Park	10	4.1	partially developed
Lomita Park*	5	2.3	developed
Skyview Park	10	3.0	undeveloped
Boone Park	10	3.0	undeveloped
Parkside Park*	5	5.0	undeveloped

* Park site is adjacent to school field.

The facilities available at the community and neighborhood parks are shown on **Tables 6** and **7** respectively.

In addition to population-based parks within Skyline-Paradise Hills, Martin Luther King Community Park, which is located just outside the community on Skyline Drive, and the Penn Athletic Area increase park availability to residents of the community. Penn Athletic Area is a multipurpose sports field developed on a 13-acre site leased from the San Diego Unified School District. There is also a privately-owned little league ball field (Twin Hills Youth Park) in the southwestern portion of the community.

School sites in the community have the potential to serve as additional recreational facilities. The athletic field, courts, playgrounds, auditoriums and other meeting facilities could be used by the community after the normal school session has ended. Any use of school facilities must be coordinated through the school district, and limitations may be placed on the use of these facilities.

Two open space systems within the community also have the potential to increase recreational opportunities for residents. Paradise Canyon and the Jamacha open space system can be used for passive recreational purposes, such as hiking or bicycling, as recommended in the **Open Space Element** of this Plan.

TABLE 6

COMMUNITY PARKS AND FACILITIES

Name & Neighborhood Location	Total Acres	Facilities								Parking Spaces
		Rec. Bldg.	Play Field	Picnic Table	Tot Lot	Indoor Court	Outdoor Court	Trails	Pool	
Skyline P&R* Center (Skyline Neighborhood)	10.10		●	●			●	●		74
Paradise Hills P&R* Center[1] (Paradise Hills Neighborhood)	40.43	●	●	●						26
Bay Terrace P&R Center (South Bay Terraces Neighborhood)	12.09		●	●	●			●		47
Martin Luther King[2] (Southeast San Diego Community)	34.53		●			●	●		●	169

* Park nd Recreation Center

1. 27 acres of this 40-acre park are currently undeveloped and serve as a transition area to the federally-owned, open space system located to the west of the park.
2. Facilities are planned and funded but not completed.

TABLE 7

NEIGHBORHOOD PARKS AND FACILITIES

Name & Neighborhood Location	Total Acres	Facilities: Play Field	Tot Lot	Picnic Area	Rec. Bldg.	Tennis Court	Club-house	Bsktball Court	Parking Spaces	Undev. Acres
Boone[1](North Bay Terraces Neighborhood)	5.00									
Encanto[2] (Skyline Neighborhood)	3.51	●			●	●	●		8	0
Keiller[1] (Jamacha Neighborhood)	5.77								0	5.77
Lomita (Lomita Neighborhood)	4.14	●	●	●				●	0	0
Parkside[3] (Paradise Hills Neighborhood)	5.50									5.50
Skyview[3] (Skyline Neighborhood)	4.12					●		●		4.12

1. Plans for park facilities improvements have not been made.
2. 25 percent is developed and a parcel under private ownership separates undeveloped from developed portions.
3. Facilities are planned and funded but not constructed.

OBJECTIVES

1. Provide a park system consistent with General Plan standards to the extent feasible given existing constraints.

2. Coordinate the use of school recreational facilities for after normal hour usage.

3. Require the provision of private recreational facilities and usable open space in new larger residential developments.

4. Provide a safe environment in all parks to allow their use by the entire community.

RECOMMENDATIONS

1. Two areas totaling 13.10 acres, which are occupied by the Penn Athletic Area, are leased to the City of San Diego by the San Diego Unified School District. These two leases are scheduled to expire in 2002 and 2005. This site should be considered for purchase by the City or the establishment of a neighborhood park.

2. An 18.05-acre vacant site is adjacent to the Bay Terrace Community Park. The Department of the Navy has expressed an interest in purchasing this site for naval housing. Part of this parcel should be considered for purchase by the City to expand Bay Terrace Park to the park acreage standards of the General Plan. The location and amount of additional land necessary to increase the usable acreage of the park should be determined by the Park and Recreation department. The remainder of the site should be developed with residential units at a density of 10-15 units per net acre to be compatible with adjacent development.

3. Undeveloped neighborhood parks should be improved with playing fields, all-purpose courts and picnic areas as funds becomes available. These parks include Parkside, Boone, Skyview and Keiller neighborhood parks.

4. An increase in park fees for new development is recommended. A special park fee was adopted for the South Bay Terraces community plan area in 1984. This park fee should be reevaluated and applied throughout the Skyline-Paradise Hills community.

5. The sale of City-owned properties in the community which are not needed or are not suitable for public use should be explored as a method of obtaining funds for acquiring additional park acreage and/or additional staff and facilities to compensate for existing park deficiencies.

6. Because of the limited opportunities for acquisition of additional park sites, retention of the Twin Hills Youth Park as a neighborhood serving recreation facility is recommended. The park is encouraged to remain a privately-owned ballfield; however, if the present owners decide to discontinue this use, the City of San Diego should consider purchasing the site.

7. All new multifamily residential developments should be required to provide private recreational facilities and/or usable open space areas within the development.

8. The Police Department and Neighborhood Watch organizations should provide regular patrols and surveillance over parks to ensure that they remain safe and free from vandalism.

9. In cases where parks are adjacent to school recreational facilities, coordination with the school district should be sought to allow the use of these facilities after normal school hours.

10. In the event that any school sites are declared surplus, first priority should be given to acquisition or lease of the sites for park use.

11. Project First Class landscaping improvements should be targeted toward the approaches to the community parks (Skyline, Bay Terraces and Paradise Hills) to emphasize these parks as centers of community activity.

12. All City-owned park sites should be rezoned to an open space (OS) zone.

OPEN SPACE ELEMENT

PRIMARY OPEN SPACE GOAL

Provide an open space system which preserves existing canyons and hillsides and ensures open space accessibility.

EXISTING CONDITIONS

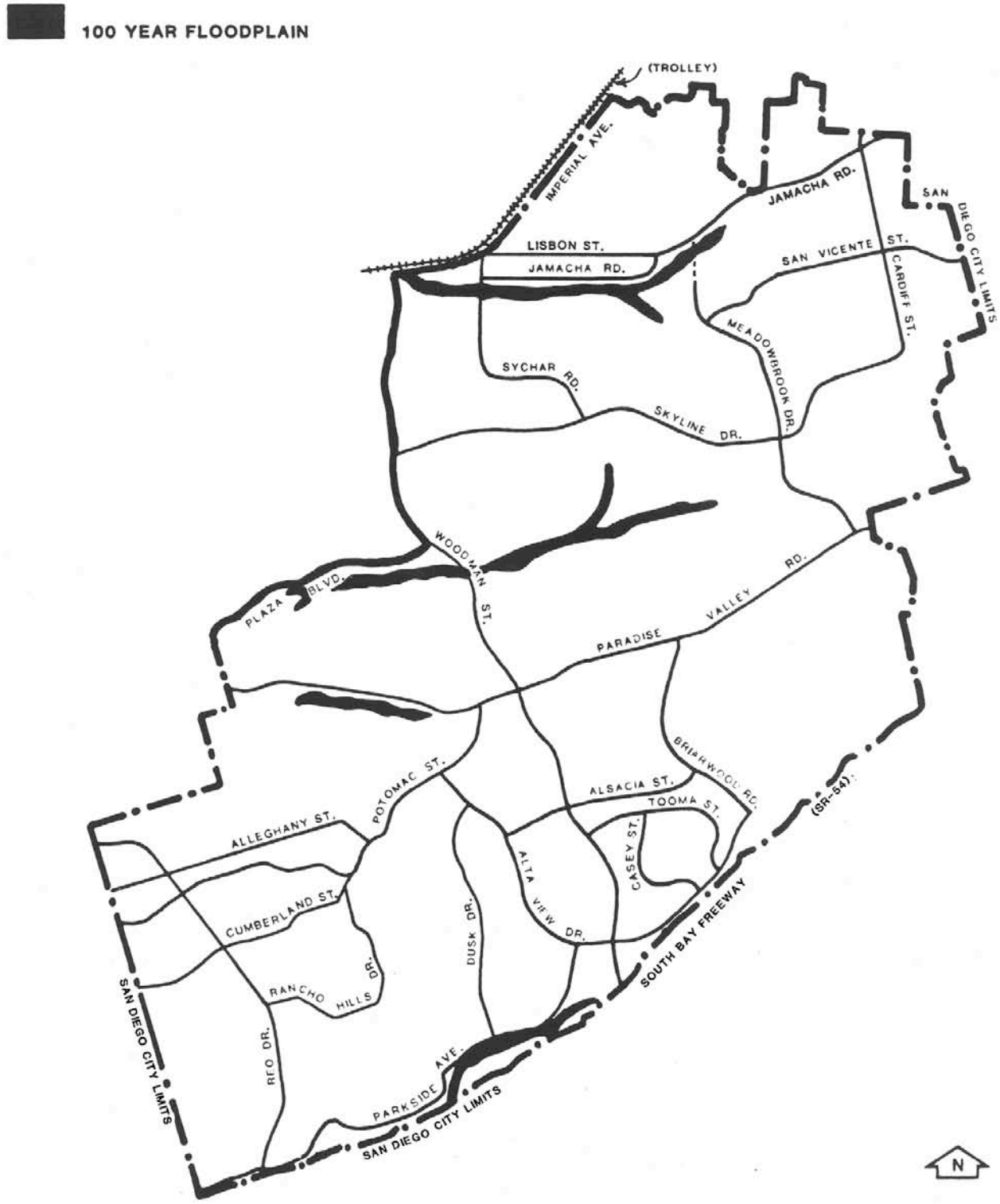
Paradise Canyon is one of the principal open space systems proposed for the Skyline-Paradise Hills community. It is located south of Skyline Drive, north of Paradise Valley Road, between Division Street and Meadowbrook Drive. Comprising over 45 acres, most of which is within the Hillside Review Overlay Zone, the open space consists of the valley floor and the steep southern slopes of the canyon. The canyon is relatively undisturbed. The City has acquired all land from Division Street extending 700 feet east of Woodman Street, consisting of approximately 30 acres (**Figure 18**).

The Jamacha open space system (the abandoned Encanto Expressway right-of-way) consisting of approximately 54 acres, is a second open space system within the community. This undeveloped canyon runs parallel to Jamacha Road from Encanto park on the west to Cardiff Street on the east. Single-family development lines the canyon's southern rim and the floor of the canyon along the foot of the northern canyon wall. Acquisition of this open space system is approximately 80 percent complete.

The slopes along the south side of Paradise Valley Road, east of the City limits, are owned by the federal government and are a part of the open space system for naval housing. The City owns approximately 27 acres of undisturbed slopes on Paradise Valley Road which are part of Paradise Hills Community Park and serve as a transition area between the federal open space and the park.

A 16-acre site in the Hillsborough residential development, south of Paradise Valley Road and east of Briarwood Road, is maintained by a homeowners association as open space. The community also contains two linear open space parks. One of these greenbelts provides access to Parkside neighborhood park (not yet developed) and the other leads to Penn Elementary School. A third open space site provides a landscaped buffer between Bell Junior High School and a single-family neighborhood. The property developer has deeded these sites to the City and has contributed funds for the rehabilitation necessary to bring the areas up to City standards.

Views of undeveloped hillsides and canyons within the community as well as views toward the mountains to the east, the Pacific Ocean, San Diego Harbor and the City skyline are important assets to this community as they provide visual open space, and thus should be protected.



Floodplains **17**

Skyline-Paradise Hills Community Plan FIGURE

Hillside and canyon areas not within the designated open space system have been identified as areas that require preservation to the extent possible through sensitive development. These areas have been included in the Hillside Review Overlay Zone. The guidelines for hillsides and canyons outlined in the **Urban Design Element** of this Plan are intended to provide direction for any future development of these sites.

Four streambeds have been identified in the community. None are subject to the City's Floodway, Floodplain, or Floodplain Fringe zoning, however, all are subject to flooding, and have been identified by the City flood hazard maps as areas within the 100-year floodplain (**Figure 17**). These areas should be maintained as natural open space areas to be used as possible linkages connecting open space and recreational areas to one another and to residential and activity centers.

A local equestrian trail (The Encanto Trail) was proposed in the Equestrian Trails and Facilities Plan adopted by the City Council in 1975. The trail was proposed to extend north through the South Bay Terraces neighborhood and west through Paradise Canyon. The feasibility of implementing this trail should be studied when the equestrian trails plan is updated. The South Bay Terraces neighborhood is now an urbanized area that may no longer be suitable for equestrian trails.

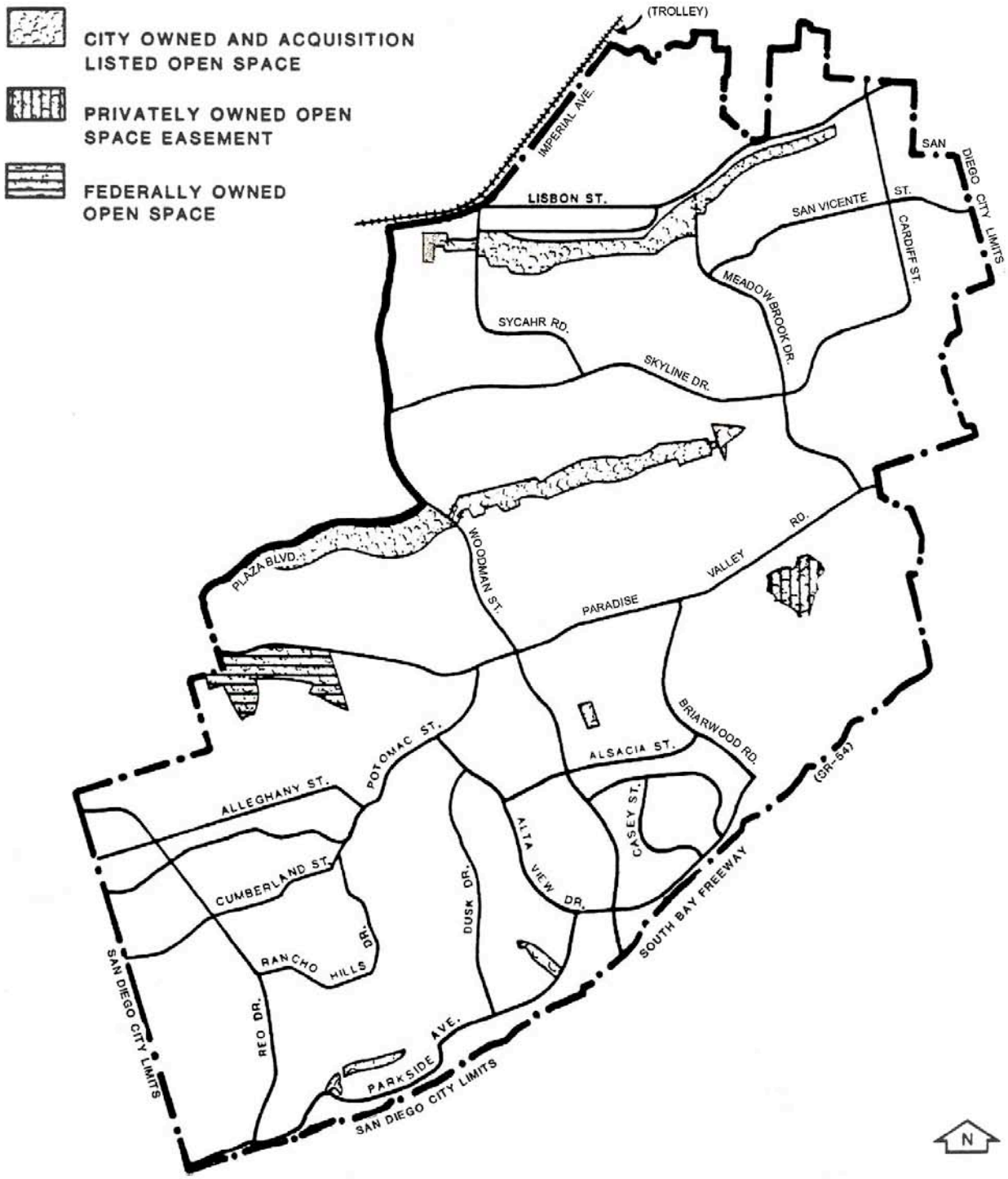
OBJECTIVES

1. Develop specified open space areas for passive recreational uses such as hiking or bike trails.

2. Provide a linkage system of pedestrian and bicycle facilities connecting parks and open spaces.

3. Ensure that development located adjacent to open space areas is compatible with and enhances open space areas.

4. Preserve visual and physical access to open space areas from public rights-of-way to increase passive recreational use.



Designated Open Space

Skyline-Paradise Hills Community Plan

18 FIGURE

RECOMMENDATIONS

1. Paradise Canyon is the community's highest priority in terms of retention. Those portions of the canyon not yet acquired should be retained for open space purposes through the planned residential development permit process or subdivision process and should be rezoned to Rl-40,000. The canyon should remain in its natural state except for a five-acre parcel located north of Boone Elementary School which will be developed as a neighborhood park. Future development next to this open space system should be designed to ensure that the natural environment remains undisturbed.

2. The Jamacha open space system is on the Open Space Retention List as part of the Chollas Creek open space acquisition efforts. It is recommended that this open space be partially developed with a bicycle trail along the canyon floor. The trail should provide a link between the bikeways designated in the adopted Bikeway Map and connect recreational facilities in the community. **Figure 14** shows the linkage of bicycle trails and this open space area.

3. The slopes on the south side of Paradise Valley Road between Potomac and Munda, which are owned by the federal government, should remain in their natural state.

4. The community's linear open space parks, although not part of a larger open space system, are a unique resource in this community as they provide a pedestrian linkage system to public facilities and, therefore, should continue to be maintained as open space.

5. Any development adjacent to open space areas should be designed in accordance with the guidelines outlined in the **Urban Design Element** of this Plan.

6. All slopes which meet the criteria of the Hillside Review (HR) Overlay Zone should be zoned HR and should be developed in accordance with the guidelines for Hillside and Slope Development contained in the **Urban Design Element**.

7. Areas proposed for open space designation in this Plan should be rezoned to Rl-40,000 to preclude development which is inconsistent with the topography.

8. All City-owned open space areas should be rezoned to an open space (OS) zone. Paradise Canyon and the Jamacha Open Space System should be rezoned when the City's acquisition process has been completed. All existing and future open space easements should also be subject to an open space zone if brought under public ownership.

PUBLIC FACILITIES ELEMENT

PRIMARY PUBLIC FACILITIES GOAL

Establish and maintain a high level of public facilities and services to meet community needs.

OBJECTIVES

1. Provide public facilities and services in accordance with City standards.

2. Maximize the use of existing public facilities for community activities.

3. Increase safety through measures such as the addition of street lighting at appropriate locations.

DISCUSSION

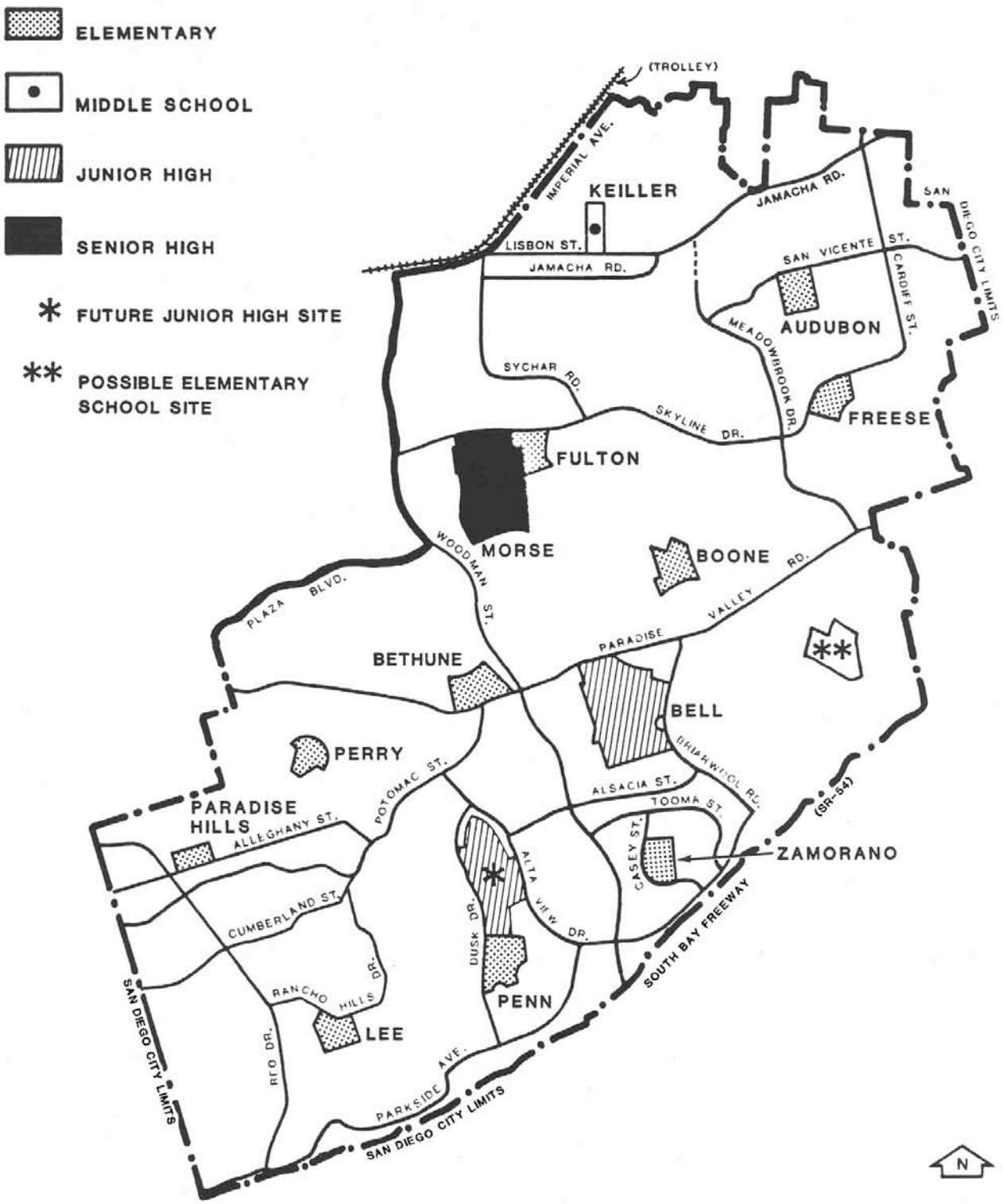
Schools

Public education is provided by the San Diego Unified School District. **Table 8** shows schools within the community, existing and projected enrollment figures, and operating and total enrollment capacities. Operating capacity represents the program demands on classroom configuration at the school. It takes into account magnet and other special programs which require smaller numbers of students per classroom. Total or as-built capacity represents the maximum use of space based on 30 students per classroom. This method disregards special program requirements and provides a maximum usage number for baseline purposes.

There are five magnet schools in the community. They are: Freese and Fulton Elementary Schools, Keiller Middle School, Bell Junior High School and Morse Senior High School. Magnet schools offer enriched or special programs and are attended by students outside the school's attendance area boundary. Encanto and Valencia Park Elementary Schools, located in the Southeast San Diego community, also serve the area.

In September 1986, two new schools, Bethune Elementary and Zamorano Elementary, were opened which alleviated over-enrollment in most of the community's elementary schools. Only Freese Elementary currently exceeds its operating capacity. However, according to enrollment projections, Bethune, Zamorano and Boone Elementary Schools are expected to exceed their total, or as-built, capacities by 1990.

Bell Junior High School currently exceeds its operating capacity based on the school's current programs. A site just north of Penn Elementary School has been reserved for an additional junior high school. The beginning of construction is anticipated in 1990-1991.



Schools **19** FIGURE

Skyline-Paradise Hills Community Plan

TABLE 8

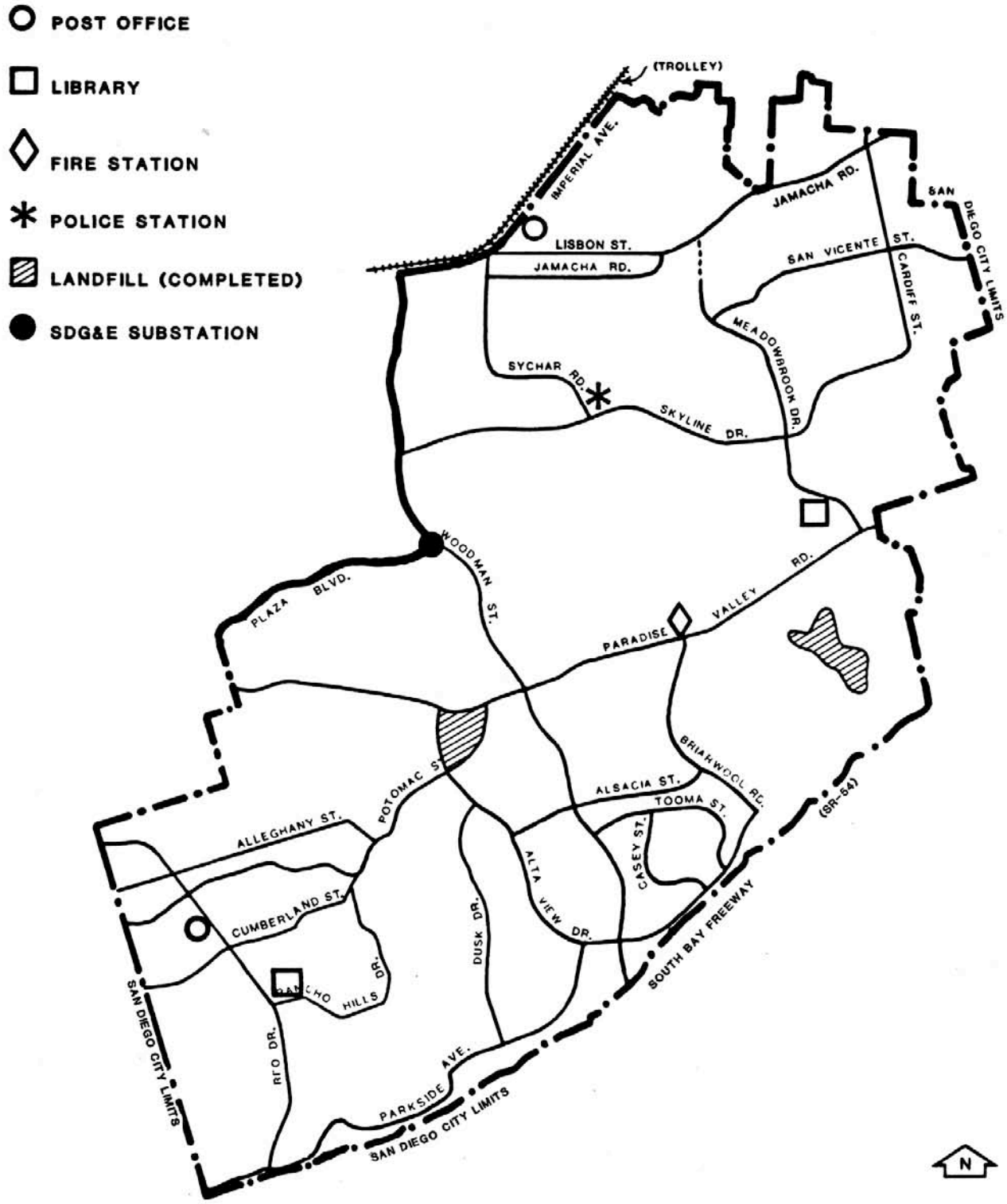
PUBLIC SCHOOL ENROLLMENT

School	October 1986 Enrollment	Estimated Projected Enrollments		Capacity 1986	
		1987	1990	Operating	Total
Elementary					
Bethune	953	1,048	1,134	*	960
Freese	717	737	807	654	930
Robert Lee	816	835	909	816	930
Paradise Hills	962	988	1,106	990	1,170
Penn	899	939	1,014	1,170	1,050
Boone	981	1,140	1,190	1,044	1,110
Fulton	635	743	839	720	900
Audubon	773	757	889	810	900
Perry	742	773	842	1,080	1,020
Zamorano	936	1,104	1,114	*	960
Middle School (6th to 8th grade)					
Keiller	653	701	848	608	978
Junior High (7th to 9th grade)					
Bell	2,303	2,435	1,618	1,665	2,730
Senior High					
Morse	2,124	2,135	2,246	2,309	3,000

* Figures not available from the school district.

The San Diego Unified School District's Long-Range Facilities Master Plan, completed in January 1987, presents strategies and financing methods for accommodating almost a 40 percent increase in student enrollment throughout the district by the year 2000. The Plan recommends new school construction, multi-track year-round schools and double-session kindergarten as the primary solution strategies; additional recommended strategies include portable classrooms and boundary changes.

Multi-track year-round schools are recommended for all of the elementary schools in Skyline-Paradise Hills by 1991. Double-session kindergarten is also recommended for all elementary schools except Freese and Fulton, which are magnet schools. Keiller Middle School and Bell Junior High are recommended for multi-track year-round school beginning in 1988-1989. Morse High School is planned to accommodate student enrollment increases by converting from grades 9-12 to 10-12 with the ninth grade moving to the new junior high facility.



Public Facilities **20** FIGURE

Skyline-Paradise Hills Community Plan

Alternative Uses for School Sites

School sites should be zoned at the density of surrounding residential development and should be placed in the Institutional Overlay Zone. This will ensure adequate review before the sites are considered for other uses. In the event that any school sites are declared surplus, first priority should be given to acquisition or lease of the sites for park use. If a site is found to be unnecessary or undesirable for park use or another public use, the site should be developed at the density of the underlying residential zone in a manner compatible with the surrounding neighborhood.

The Paradise Hills Elementary School site and the Audubon Elementary School site are currently zoned R-3000. These sites should be rezoned to R1-5000 so that in the event the sites are no longer needed for educational or other public use, they will be developed at a density compatible with existing neighborhoods.

An 18-acre site south of Paradise Valley Road and east of Briarwood Road is owned by the school district and has been reserved for a possible future elementary school site. Because the site lies partially on the former Sweetwater Landfill, it is recommended that this parcel be rezoned to R1-40,000. That area which is on the landfill site should remain undeveloped or used for passive recreational use only. If the School District determines that the site will not be used for a school, the portion of the site that is not impacted by the landfill should be developed with a clustered residential development. A rezone may be necessary to achieve this density depending on the amount of acreage available for development; however, a community plan amendment would not be required.

Police

Police protection for the community is provided by the Southeastern Area Substation of the San Diego Police department, located at Skyline Drive and Sychar (**Figure 20**). Service to the community is in two police beats: Beat 411, the southern beat including Paradise Hills, South Bay Terraces and the southern half of North Bay Terraces; and Beat 412, the northern beat including Skyline, Lomita, Jamacha and the northern part of North Bay Terraces. During the day, there is one designated one-person patrol unit per beat. In the evening, the designated patrol increases to two-person coverage and the addition of two secondary units for each beat.

The Police Department heads a neighborhood watch organization called “Community Alert.” It’s purpose is to involve residents with their own neighborhood in a self-protection program against crime through an unofficial watch program.

Fire Protection

Fire protection in the community is provided by Engine Company 32, located at 484 Briarwood Road. There are many areas (demand zones) that cannot be reached by Engine 32 in six minutes or less. The six-minute response time is the Fire Department’s citywide guideline for response to residential areas.

Due to the community's location on the City limit boundary, fire protection in the community is augmented by automatic aid agreements with five neighboring jurisdictions: Spring Valley, Lemon Grove, La Mesa, Bonita-Sunnyside and National City. Under these agreements, fire protection support is provided to an area by the nearest engine company, regardless of district boundaries.

Even with automatic aid from these agencies, the six-minute response time is exceeded. Providing a level of service that is consistent with the rest of San Diego will require the addition of at least one new fire station and possibly the relocation of Engine Company 32. The appropriate locations will be determined by a response time analysis of potential sites within the community, conducted by the Fire Department.

Any new fire station proposed by the Fire Department should be reviewed by the Planning Department for location, design issues and compatibility with the surrounding neighborhood.

Post Office

There are two postal substations within the community: one located on Reo Drive between Albemarle and Cumberland and one on Imperial Avenue at Lisbon Street. There is substantial patronage at this latter substation due to its accessibility to the Skyline community, neighboring Southeast San Diego and the adjacent commercial uses. Parking and traffic congestion in the parking lots and the adjacent streets is a problem. Any proposed relocation or expansion of the Imperial Avenue postal substation should be reviewed by the Planning Department. A location along the Trolley Corridor is recommended to minimize impacts to residential neighborhoods. Planning Department review is recommended to address issues such as compatibility with, and enhancement of, the Trolley Corridor, landscaping, minimizing impacts on pedestrian circulation, patron and service access, parking, lighting and noise impacts.

Recommendations for parking and circulation improvements for the Reo Drive substation are discussed in the **Commercial Element** under Reo Drive.

Libraries

Library service is provided by the Paradise Hills branch library, located at 5922 Rancho Hills Drive, and the Skyline branch library, located at 480 South Meadowbrook Drive. The Paradise Hills library offers 17,300 volumes (as of Fiscal Year 1986) and has 3,875 square feet of service area. The Skyline library offers 15,400 volumes and has 4,400 square feet of floor area.

Standards set forth in the General Plan recommend that branch libraries serve 18,000 to 30,000 residents within a maximum service area radius of two miles. Branch libraries should have an eventual capacity of 4.4 volumes or more per square foot of service area. The two branch libraries meet these criteria. The City should continue the provision of library facilities at the present level of service, with services expanded as the community reaches its buildout population.

Water and Sewer Service

The sewer trunk lines serving the community are located along Jamacha Road, Plaza Boulevard, Paradise Valley Road and Parkside Avenue. All sewage is processed at the Point Loma Treatment Plant.

A new trunk line to replace the trunk line in Plaza Boulevard, also known as the Highland Park Estates Trunk Sewer, is to be constructed in two phases. Phase I construction is scheduled for Fiscal Year 1987. Phase II design is planned for Fiscal Year 1993 with construction to commence in Fiscal Year 1994.

Gas and Electricity

San Diego Gas and Electric's (SDG&E) Paradise Substation is located near Plaza Boulevard and Woodman Street. Two 69,000 volt transmission lines are also located within the community and require unobstructed access along the lines for patrol, maintenance, and repair. The substation is indicated on **Figure 20**.

Landfills

There are two completed landfills in the planning area, which are illustrated on **Figure 20**. They are the Paradise Landfill (located at Paradise Valley Road and Potomac Street) and the Sweetwater Landfill (located south of Parkwood Drive east of Goode Street). Both contain normal refuse and trash (no hazardous substances).

The Paradise Landfill, completed in 1967, is presently the site of the Paradise Hills Park and Recreation Center. The landfill occupies 5.60 acres of the 13-acre property.

The Sweetwater Landfill was completed in 1960. Covering approximately 20 acres, the fill contains over one million cubic yards of refuse. A privately-owned and maintained open space area occupies the northern portion of this site. The San Diego Unified School District owns the southern portion of the site, which they have designated for a playing field for a possible future elementary school. This site should be rezoned to R1-40,000 as described in the discussion of school sites.

As with all refuse landfills, there is the likelihood of methane gas leakage and some ground settling. Due to the sensitivity of this land with respect to development, it is recommended that these areas remain undeveloped or reserved for passive recreational uses only.

Alternative Uses for Public Facility Sites

The Institutional Overlay Zone should be applied to all publicly-owned land designated for public facilities. This will ensure adequate review before the sites are considered for other than institutional or public use.

CULTURAL AND HISTORICAL RESOURCES ELEMENT

PRIMARY CULTUAL AND HISTORICAL RESOURCES GOAL

Preserve the cultural and historical resources of the Skyline-Paradise Hills community.

EXISTING CONDITIONS

There are eight documented archaeological sites in the community planning area. The most important sites (where artifacts such as blades, flakes, cobble tools, core tools and scraper planes have been found) provide evidence of the tool-making procedure and the methods of processing animal and plant materials used by an unidentified Indian culture group.

Three of these archaeological sites have been disturbed by either residential development or off-road activity.

There are three documented paleontological sites in the community. All of the specimens from these sites lived during the Pliocene Era, which began ten million years ago and ended one million years ago. These sites have yielded many specimens, including mollusks, sharks, manta rays, dolphins, baleen whales, a sea lion and many types of birds and bony fish. All three sites have been disturbed by residential development.

Within the planning area there are outcrops of the San Diego Formation. This formation has yielded fossil invertebrates and has a high potential for further marine vertebrate finds.

OBJECTIVES

1. Protect the resource value of archaeological artifacts and paleontological resources within the community.

2. Preserve buildings of architectural and historical interest in the community.

RECOMMENDATIONS

1. Developments that might impact archaeological or paleontological sites should be identified during the permit process. These impacts should be mitigated through the environmental review process.

2. Structures within the community that are considered historic should be reviewed for inclusion as a City landmark designation. These properties should take advantage of available benefits such as property tax or investment tax credits.

Urban Design Element

- Introduction
- Residential Guidelines
- Commercial Guidelines
- General Guidelines

INTRODUCTION

Urban design addresses a wide range of issues, including the visual impact of new development, the compatibility of new development with the existing community and the natural landscape, and perceptions of image, identity and character within a community. Other elements within this Plan address the location, timing, and sequence of development and facilities. The **Urban Design Element** is vital to the cohesiveness between the other elements of the Plan because it deals with the quality and form that new development will take.

PRIMARY URBAN DESIGN GOAL

Enhance the community's image through improvements to the visual and physical character of the community.

EXISTING CONDITIONS

Skyline Paradise Hills is a predominantly urbanized community although the development of remaining vacant parcels, as well as the redevelopment of existing properties, has the potential to affect the quality of the community.

The landforms of the area consist of rolling hills and canyons with views of Coronado, San Diego Bay, the Pacific Ocean, mountains to the east of the City and hillsides and canyons within the community. Development has been relatively responsive to topography and has produced neighborhoods of winding streets with structures oriented to take advantage of views into canyons, open space and to points outside of the community. Streets, especially in the western portion of the community, provide view corridors to the west. In many areas throughout the community, backyards and side yards consist of or abut canyons and hillsides. These steeper areas have remained free of development and provide smaller open space systems which, although not physically accessible to the general public, do provide visual open space to surrounding residents. Some of the newer residential development is repetitive, however, and has left much of the land absent of vegetation. Barren hillsides and sparse street tree planting are characteristic of many new neighborhoods.

Commercial development in the community is primarily older, small-scale and neighborhood-oriented, with the exception of the shopping center at Woodman Street and Alta View Drive. Many of the sites could be more fully utilized and improved with coordinated design and landscaping. Because of the lack of additional commercial land available, revitalization of these older commercial areas is essential to providing adequate commercial services for the community.

Project First Class was established in 1984 as a comprehensive program of design guidelines, landscape improvements, code enforcement and business development for the Fourth Council District. The proposals presented in the Project First Class Urban Design Program have been incorporated into the design guidelines of this Plan.

OBJECTIVES

1. Ensure that new development is compatible with existing neighborhoods in terms of bulk, scale and design, and that it is sensitive to existing topography.

2. Improve the quality of design of new residential development.

3. Improve the appearance of existing commercial facilities to revitalize existing businesses and stimulate the development of new business.

4. Orient development to encourage interest at the pedestrian scale in order to stimulate pedestrian circulation.

5. Improve the streetscape in the vicinity of parks and recreation centers, public buildings, and high visibility streets in order to provide a sense of identity to activity centers and the routes leading to them.

RECOMMENDATIONS

The following urban design guidelines are intended to be applied to all new development and rehabilitation of residential and commercial sites in the Skyline-Paradise Hills community.

RESIDENTIAL GUIDELINES

Building Scale

Height, bulk and scale of buildings are factors which contribute to continuity within development and adaptability to the surrounding environment. If a community is to exhibit physical character and identity, its development must occur with some consideration for how development fits together and works with existing development and landforms.

- New development should be compatible with the scale and character of the surrounding development. Building scale should be related to the prevailing height, bulk and intensity of use in the area, and to the wider effects upon the neighborhood, views and topography.

- The transitions and visual relationships between new and older buildings should be harmonious. A conscious effort to achieve balance and compatibility in design between buildings is needed. This can be accomplished by repeating existing building lines and surface treatment and by gradual transitions in height, bulk and density. Abrupt differences in scale should be avoided.

- Where new buildings are larger than existing structures, large surfaces should be articulated and textured to reduce their apparent size and to reflect the pattern of existing buildings.

- Where lot consolidation takes place, special consideration should be given to adjacent parcels to ensure that new development does not visually overwhelm neighboring areas.

- Building bulk should be controlled through the use of ground level and upper level setbacks, facade variation and architectural features recessed entryways, porches, balconies, bay windows) which serve to break up building facades into smaller-scale visual components. Long continuous building masses that create a wall effect shall be avoided.

- Small courtyard and cluster residences of 15-25 dwelling units are recommended for multifamily residential development.

- Any new development in the R-3000 zone should be low-scale with particular attention paid to the bulk and scale of surrounding development, and to potential view blockage.

Site and Building Design

- In new developments, repetitious use of identical style and type of dwellings should be avoided. Larger projects in particular result in greater visual prominence of development. Using a variety of structures can result in a more interesting appearance, and can also produce a wider range of housing costs. Use of staggered setbacks, varied building heights, widths, shapes, orientations and colors should be incorporated. Protected courtyards, verandas, facades and porches are also encouraged to promote building variety.

- New residential development should be integrated with existing street and sidewalk patterns rather than being designed as an enclave or complex apart from the neighborhood. Sidewalks should be provided along at least one side of all private streets and should link in a clear manner to existing pedestrian and bicycle ways. Sidewalks should be provided between important shared facilities and to important off-site designations such as transit stops.

- The site's design should provide clear, direct relationships between the buildings, streets and the pedestrian circulation system. Buildings should be oriented toward the public street, and each dwelling should visibly relate to the street. Units hidden on the back portion of the site or behind another building should be avoided. Visible street entrances or street-facing courtyards with dwellings entered from the courtyard are encouraged.

- Usable open space should be provided for each unit. This may be in the form of a garden, courtyard, terrace, or roof deck or other space which allows residents to have their own territory outdoors.

- When located on ground level, private open space should be screened from public view by landscaping or privacy fencing.

- Private open space should be oriented to receive good sun penetration and to provide shade in the warm months.

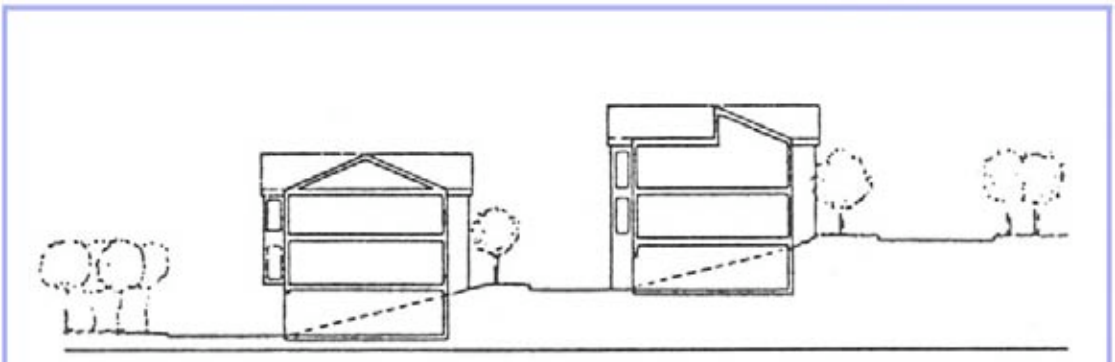
Parking Areas for Residential Development

- Off-street parking areas should be placed in unobtrusive locations and should be designed to minimize their visual impact on the site and the surrounding neighborhood.

- Parking lots should not be placed between the front of a residential building and the street. Consideration should be given to prohibiting parking in the required front and side yard areas.

- For multifamily developments, a portion of the parking area should be enclosed by garages, carports, or trellises. These areas should relate in design and scale to the residential units and should not significantly block views from the street into the development.

- Where appropriate, and subject to design review, parking spaces should be incorporated into the building design using tuck-under parking.



TUCK-UNDER PARKING, SLOPING SITE

- Several small parking areas are preferable to a few large lots.

- Tandem parking spaces (8.5 feet by 35 feet) may be used to reduce the size of paved parking areas and increase open space.

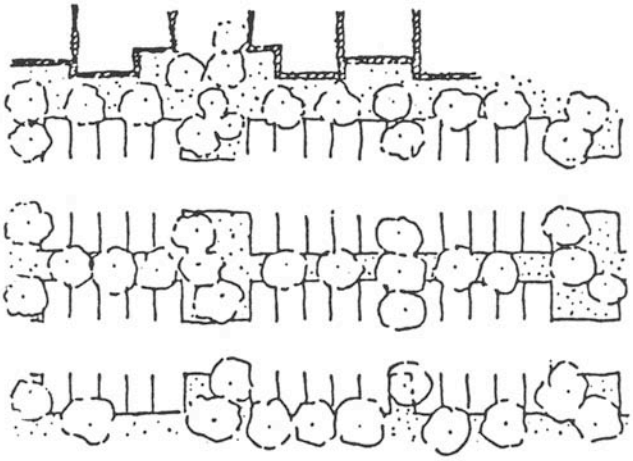
- Trash facilities should be easily accessible and designed to be an integral part of the project.

- Special areas for bicycle parking should be considered.

- Parking lots should not directly abut the building. A landscape and walkway area should be provided between all parking areas and the building.

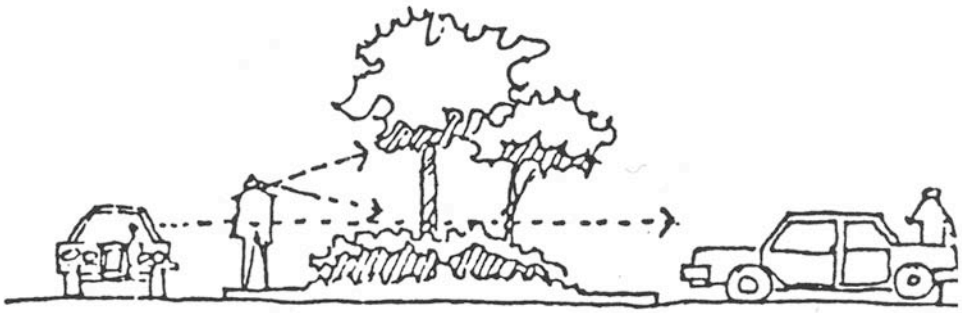
- Landscaping islands should be provided at regular intervals in parking areas. Tree canopies and patterned paving are encouraged to soften large areas of paving.

- Landscaping should be used to screen parking areas from the street and nearby residences. To allow opportunities for surveillance of parking areas, shrub planting or low walls may be used to partially screen parking while still allowing a line of site into the area.



LANDSCAPED BREAKS IN PARKING AREAS

- Landscaping should be used to screen parking areas from the street and nearby residences. To allow opportunities for surveillance of parking areas, shrub planting or low walls may be used to partially screen parking while still allowing a line of site into the area.



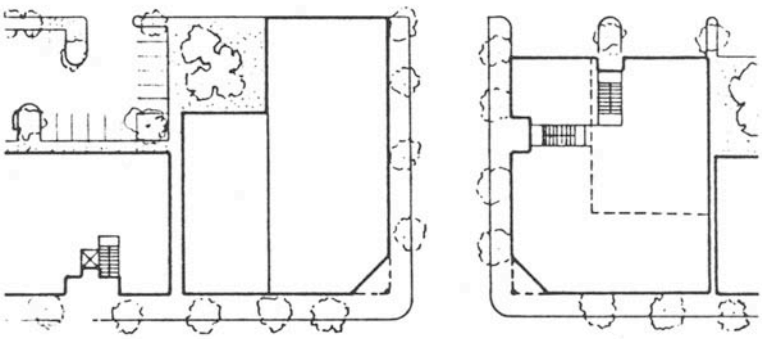
USE SHRUB PLANTING, LOW WALLS, EARTH BERMS AND TREE PLANTINGS TO GIVE EYE LEVEL RELIEF AT PARKING AREAS.

COMMERCIAL GUIDELINES

Site Design and Parking

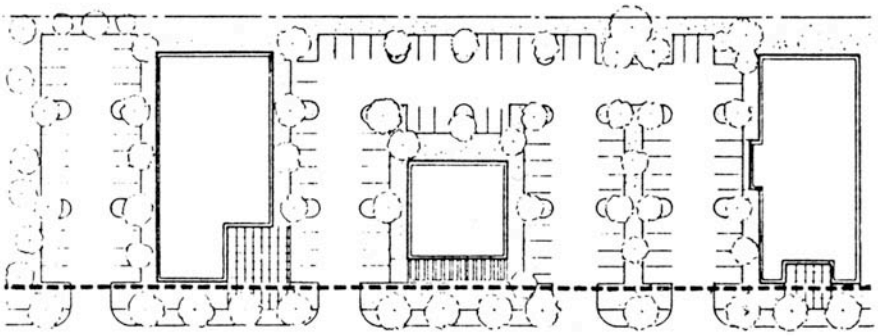
1. In older commercial areas where existing buildings are close to the property line, the following guidelines shall apply.

   a. Buildings should be placed within ten feet of the property line to maintain a consistent street setback pattern and to enhance pedestrian activity.



BUILDINGS AT PROPERTY LINE, PARKING IN REAR

   b. If buildings are set back from the property line, the area between the building and the public right-of-way should be fully landscaped, interrupted only by permitted driveways. Decorative paving may be used to meet a portion of the landscaping requirement.



BUILDINGS SET BACK FROM PROPERTY LINE, PARKING AT SIDES & REAR

   c. Parking lots at the sides or rear of the building should not directly abut buildings. An intervening area of at least five feet should be used for planting or a pedestrian walkway of a different finish material than the parking lot.

d. Where parcels are served by an alley, curb cuts should be limited and the alley should be used for access. This will increase the opportunity for on-street parking, pedestrian circulation and landscaping.

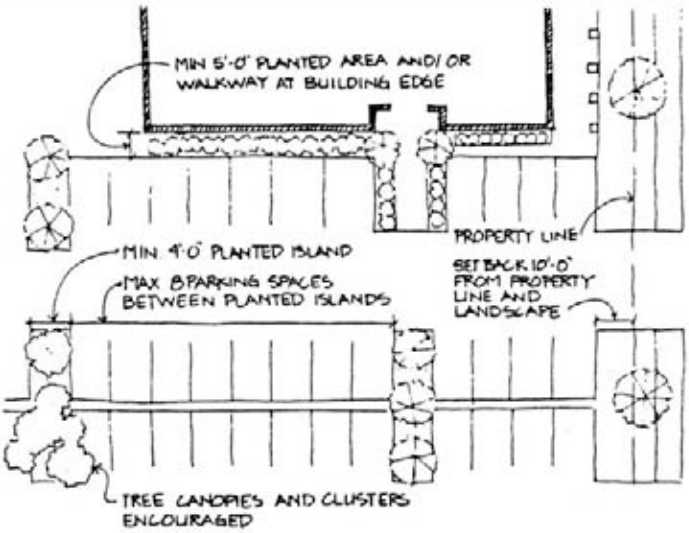
e. Parking lots at the sides of the building should be set back from the public right-of-way at least ten feet with this area fully landscaped.

f. Rows of parking spaces should not be continuous. Landscaped islands should be provided at a minimum of every eight spaces.

g. New development or redevelopment should be pedestrian-oriented. Buildings on shopping streets should develop a transparency with the pedestrian environment of the sidewalk. This will help to avoid blank and solid walls at the sidewalk. Transparency can be accomplished by the use of glass or other transparent materials.

h. Streetscape elements, including widened sidewalks, kiosks, street furniture, street lighting and signage, should be used to enhance the appearance and function of commercial developments. These elements should be compatible with the materials, color and design of the structures and should be planned as a unifying element of the commercial area.

i. Landscaped buffer areas should be provided between commercial and residential uses.



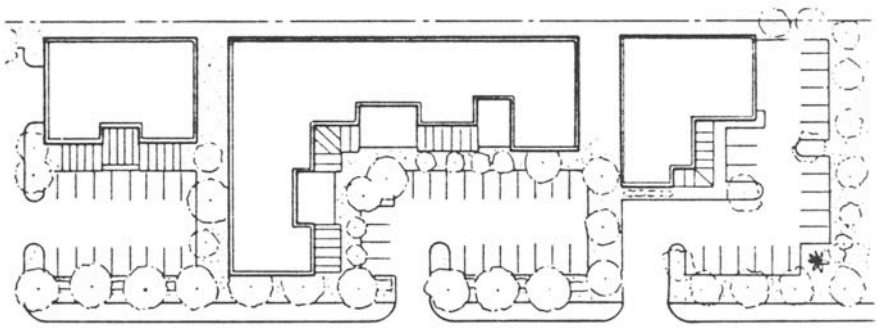
LANDSCAPE GUIDELINES—ALL COMMERCIAL DEVELOPMENT

2. In larger scale or auto-oriented commercial centers, the following guidelines shall apply:

   a. Parking areas should be set back at least ten feet from the property line and the intervening area fully landscaped.

   b. Any walls or fences should be set back from the property line to permit landscaping between the right-of-way and the wall or fence.

   c. Parking lots should not directly abut the buildings. An intervening area of at least five feet should be used for planting or a pedestrian walkway of a different finish than the parking lot.



AUTO–ORIENTED CENTER, PARKING IN FRONT

   d. Rows of parking spaces should not be continuous. Landscaped islands at least four feet wide should be provided at a minimum interval of every eight spaces.

   e. Streetscape elements including kiosks, walkways, seating areas, lighting and signage should be used to enhance the appearance and function of commercial developments. These elements should be compatible with the materials, color and design of the structures and should be planned as a unifying element of the commercial area.

   f. Landscaped buffer areas should be provided between commercial and residential uses.

GENERAL GUIDELINES

Pedestrian Activity

- Streets should be designed and developed as pleasant places to walk as well as drive. Pedestrian areas should be emphasized through the use of wider sidewalks, benches, pedestrian scale signs, paving materials and landscaping.

- Projects should front on the public street and provide identifiable pedestrian access from the street into the project, even in areas where parking lots are located between the street and the project.

- All pedestrian pathways shall have adequate lighting and signing to provide for the safety of the users.

- Pedestrian linkages should be provided as appropriate between public activity areas including schools, libraries, parks and open space areas, shopping areas and transit stops. Such linkages could be in the form of linear parks, landscaped sidewalks or separate pathways.

Streetscape

- Landscaping should be used to tie buildings and site developments to existing streets and sidewalks, visually anchoring buildings to the larger environment of the neighborhood.

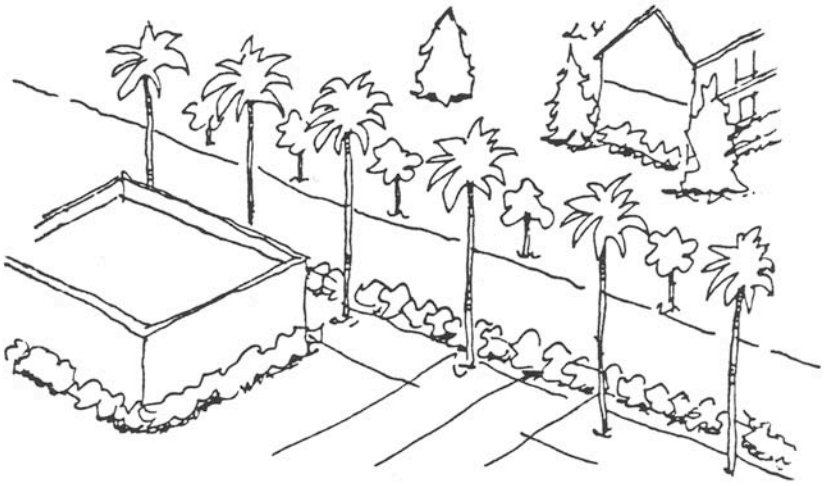
- Landscaping which de-emphasizes turf areas and utilizes native and drought resistant plant materials is encouraged.

- Street development should provide for trees and shrubs along sidewalks as well as median strips and should utilize native or drought resistant plants where possible. Landscaping should be placed in the median strips of streets wherever feasible.

- Curb cuts should be minimized to allow more landscaping and parking along the streets.

- Taller trees or other type of specialized planting program should be used to mark major intersections and to add focus.

- A strong sense of edge along public streets and private streets within planned developments should be developed to spatially define streets. This can be accomplished by the arrangement of street trees near the public right-of-way in a linear pattern. In commercial areas, consistent building setbacks also help define the street.



DEVELOP A STRONG EDGE ALONG MAJOR STREETS

- The five-foot strip between sidewalks and private property lines often creates a maintenance problem, particularly where residences back up to major streets such as Paradise Valley Road. Landscaping and maintenance of these strips will do a great deal to improve the visual quality of the community. A possible funding source for street tree planting in this strip is the Project First Class landscaping program, however, maintenance of the landscaping must be assured by a maintenance district or some other assessment district.

- Leftover small parcels along major streets and freeways should be conveyed to adjacent owners with deed restrictions or some other mechanism to ensure they are maintained as open space.

- All street widenings and related improvements should have quality design standards. The Planning Department should review all CIP projects and a landscape architect should be consulted on an as-needed basis to improve the aesthetic quality and cohesiveness of street improvements.

- Fencing along streets that is used to screen or to enclose private yards should avoid "walling off" the street. Shrubbery, trees, and architectural detailing should be used to add visual interest.

Project First Class Landscape Improvement Program

A comprehensive landscape improvement program for neighborhoods and important street corridors was initiated as part of the Project First Class Urban Design Program (Gerald Gast, AIA, Tectonics, Kercheval and Associates, Inc., and Garrett Eckbo, FASLA, 1985). The program was designed as a joint effort between the City and property owners. An investment of $1,200,000 in Project First Class funds has been targeted for planting improvements in centers of community activity—parks and recreation centers, public buildings and high visibility streets—throughout Council District Four.

The City-funded landscape program is the initial step. It will require the cooperation of private property owners to accomplish a long-range program. Citizens are encouraged to continue the landscape effort with a neighborhood planting program. The establishment of Landscape Maintenance Districts is recommended as a means of funding neighborhood planting. A relatively small tax on property owners has the potential to provide substantial benefits including higher property values as the neighborhood environment appreciates. An alternative to the maintenance district would be owner participation agreements with adjacent owners to assure the maintenance of landscaping placed in the right-of-way.

As part of the landscape program, planting guides should be established for neighborhood areas and important street corridors. Appropriate plant species for each area should be selected based on existing site conditions, existing plant materials and based on the existing or desired character of each area. These species would be recommended for street tree planting to establish landscaping themes providing an element of identification and continuity within the neighborhood areas.

- Centers of community activity such as community parks, libraries and schools should be given priority for special landscaping programs.

- The following streets should be given the highest priority for street planting improvements:

  - Skyline Drive
  - Paradise Valley Road
  - Reo Drive
  - Imperial Avenue

- A community nursery is recommended as an element of the landscape program. The nursery would be a source of plant material for community residents to purchase for their homes. It would be managed for community benefit, employ local youth and enlist volunteer help and retired persons. The nursery could also serve an educational function by developing an arboretum illustrating gardening principles to community members. A joint project with the Park and Recreation Department should be considered. The Department already maintains a large nursery and could administer a community self-serve project, perhaps as a pilot to be used in other areas.

Lighting

- Street lighting should be of different illumination levels to reinforce circulation hierarchy (public roads, private roads, parking areas, pedestrian walkways). Lighting should be designed and located so as to not shine on adjacent properties.

- Where low-level lighting is used, fixtures should be placed so that they do not produce glare. Shatter-proof coverings should be used for all low-level lighting fixtures.

- In addition to walkway lighting, peripheral lighting should be provided for multifamily developments. Peripheral lighting provides security for surveillance of the units and allows residents and visitors to see into their surroundings and determine if passage through an area is safe.

Sign Standards

- Signs should be designed for compatibility with the architecture of surrounding development. Signs should not dominate the streetscape, but blend with it while providing an element of interest.

- Building mounted signs should not project above the roofline.

- Multiple signs within a development should have a standardized format and design for uniformity.

- Freestanding signs should be pedestrian scale. These signs should be appropriately landscaped and lit.

Screening

- Trash receptacles should be screened. Refuse collection areas should be surrounded by a solid wall or fence with a minimum height of four feet or the height of the container, whichever height is greater. A six-foot solid wall or fence should be constructed between the container and any adjoining residentially zoned property. Wherever possible, refuse collection areas shall be directly accessible from alleys. All enclosures should be constructed with finishes and colors that are harmonious to the architectural theme of the primary buildings.

- Service areas and loading docks should be screened. These areas should be located so that they do not create visual clutter or problems with vehicular/pedestrian circulation.

- Berms, bushes or low fencing should be used to screen parking lots that front roadways. If fencing is used, walls should not be continuous; variation of surface relief, materials or posts at regular intervals should be used and fencing should not be over four feet in height to allow for protective surveillance.

- Rooftop mechanical equipment should be screened to protect existing and future views from hillside developments.

Designing for Defensible Space

The concept of territorial and defensible space should be considered in designing public and private improvements. This is accomplished without the building of fortresses and is successful when a potential offender perceives that he is intruding on the domain of another, and that he will be noticed if he intrudes. He is then more likely to be deterred from criminal behavior. The neighborhood watch program successfully uses this premise.

- Buildings and grounds should be designed to be self-policing so that residents may participate in its security.
- Smaller-scale courtyard developments are encouraged, as they are easier to self-police than large complexes.
- Windows should be positioned to allow residents to easily watch public spaces, parking areas and entrances to dwellings.
- Common open spaces and entryways should be visible from the street allowing clear vision by neighbors and law enforcement officers.
- Sidewalks or paths should be located between parking areas and residences, and between the street and residences to allow natural surveillance over the entire path.
- Night lighting along walkways, streets and at parking lots should be provided by using fixtures that will shape and deflect light into a layer close to the ground. This will place light where it is needed most and reduce interference with windows.
- Parking areas may be buffered from the street with planting while allowing for surveillance if low shrubs and ground covers are used.
- Residences should be separated, by physical barriers or distance, from possible crime generators such as bars, adult entertainment establishments, etc.
- Residences should be separated, by physical barriers or distance, from region-serving facilities which generate large volumes of pedestrian and vehicle traffic, such as post offices, regional high schools, shopping centers, hospitals, health clinics and community park and recreation centers.
- If security fencing is used, attention should be given to its design. Fencing should be an attractive architectural feature of a project and should be graffiti-resistant, such as in the use of wrought iron fences integrated into the overall design of the project.
- For buildings fronting a public street, two means of providing a street entrance are encouraged:

    1. Through a street-facing courtyard, with dwelling units entered from the courtyard.
    2. Through visible street entrances.

Both configurations have proven to be the best means of providing security to sidewalks and building entrances through natural surveillance opportunities.

Hillside and Slope Development

- The community's natural base of hillsides, canyons, ravines, streams and vegetation is an important set of assets that should be protected in new development. Site plans should utilize existing topography and preserve existing vegetation, ravines, watercourses and topographic features.

- Due to the high visibility of sloping sites, views of the slopes from surrounding neighborhoods and public rights-of-way should be given strong consideration. Buildings located near hillside rims should be sited in a staggered arrangement and screened with planting to avoid a wall effect. Large expanses of flat areas such as parking lots should be avoided. Multiple small parking lots are preferable.

- The treatment of rooftops should be varied on sloping sites, rather than consisting of extended horizontal lines. Rooflines should be used to emphasize the variety in shape and flowing character of the hillside instead of masking it.

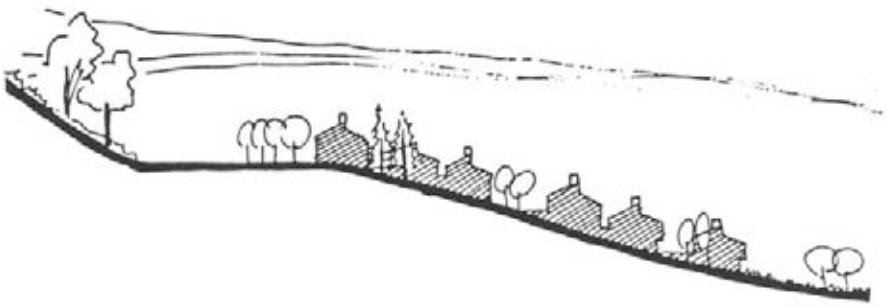
- Planned residential development permits are recommended in areas where the natural slope is 25 percent or greater.

- As has already been done in many of the neighborhoods of Skyline-Paradise Hills, housing should be designed to fit into the hillside, complementing the land's natural character, rather than altering the hillside to fit the structure.

- The need for excessive level areas should be minimized through the use of multi-level structures and split-level roads.

SPLIT LEVEL ROADS CAN REDUCE SITE DISTURBANCE

- Street alignments should follow existing natural contours. Street width should be kept to a minimum to avoid wide graded areas. Curvilinear designs, split-level roadways and one-way streets may be employed to minimize disturbance of the site.



PRESERVE THE INHERENT CHARACTERISTICS OF SLOPING SITES

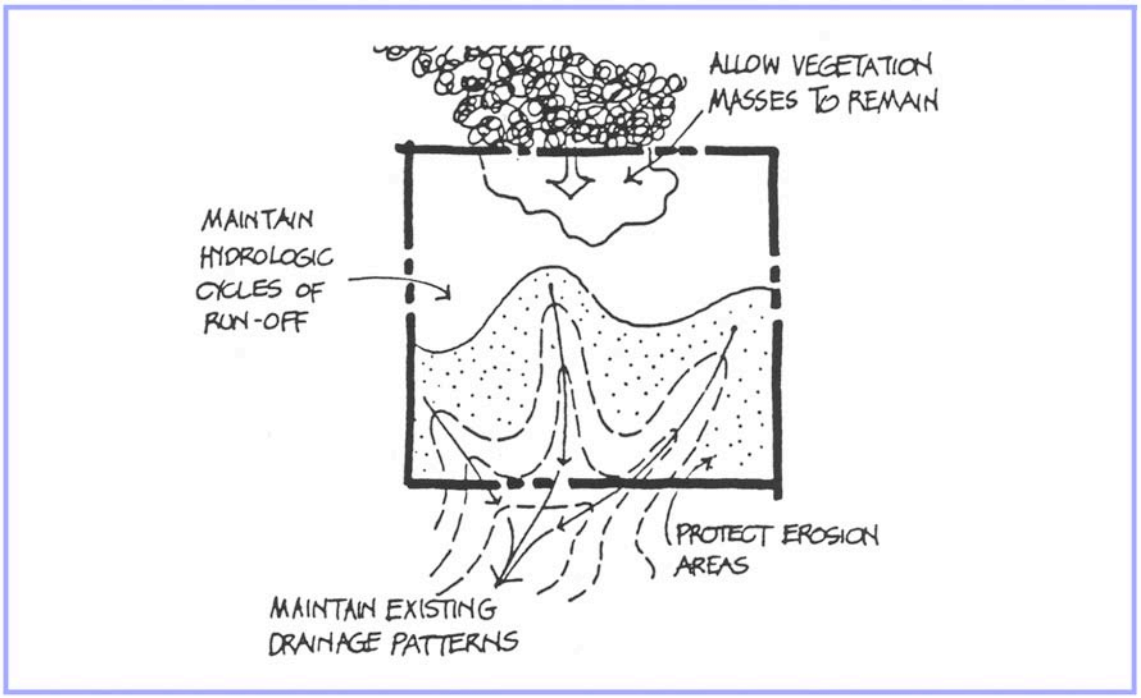
- Graded slopes should be shaped to conform to existing landforms. Building sites should be graded so that they appear to emerge from the slope. Slopes with a gradient of 25 percent or more should minimize flat areas. If slab-on-grade construction is necessary, building floor elevations should be staggered.

- Building and architectural techniques other than preparation of standard pads or cut and fill grading should be used on sloping sites. Buildings should be sited to minimize the requirement for high retaining walls or extensive cut and fill. Structures should minimize the use of continuous footings and follow the natural slope of the land. Buildings on sloped sites of ten percent or more should step with the grade at regular intervals.

SLOPING SITES OFFER SPECIAL OPPORTUNITIES FOR OUTDOOR LIVING SPACES

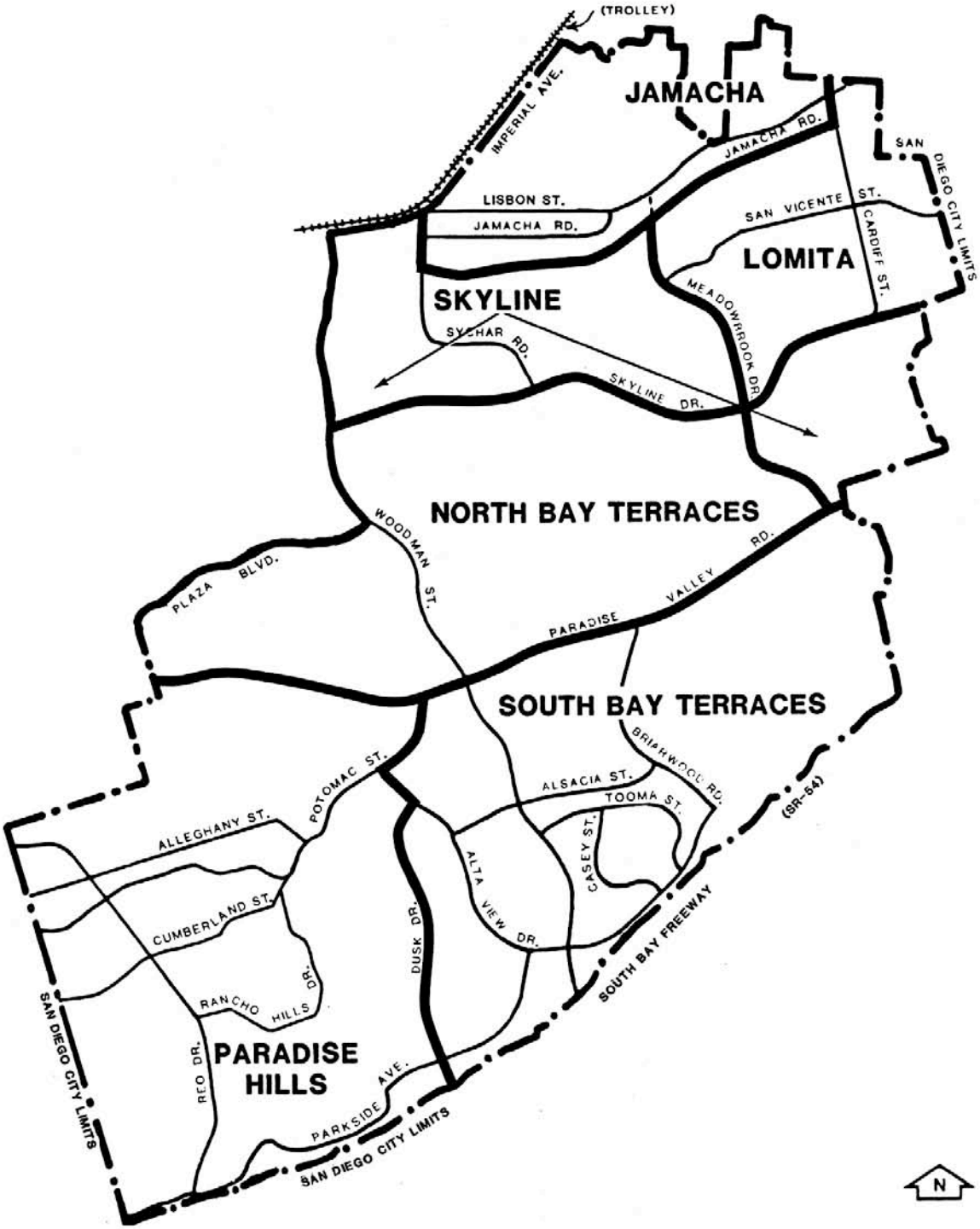
- Site design should adapt to the existing natural drainage system and should not alter surface runoff and water table conditions. It should not impose drainage problems on neighboring properties, nor should it increase the potential for soil erosion.

- Existing vegetation should be preserved as much as possible. Areas that have been disturbed by construction should be revegetated with drought tolerant plant materials. New landscaping should employ species similar in scale at maturity to adjacent landscaping and natural vegetation. Landscaping adjacent to natural canyons or open areas should be selected to be fire retardant while still being sensitive to impacts on active vegetation.



Neighborhood Element

- Introduction
- Summary of Issues and Recommendations
- Recommendations



Neighborhood Areas

Skyline-Paradise Hills Community Plan

21 FIGURE

INTRODUCTION

The Skyline-Paradise Hills community plan area encompasses approximately 4,500 acres and houses over 59,000 residents. It includes six neighborhoods, each with subtle differences in physical and social characteristics. The delineation of these neighborhoods is based on topographic features, boundaries such as major streets and type and pattern of development. Density ranges throughout these neighborhoods have little variation due to the residential community makeup, which consists of primarily single-family development and lower-density multifamily development. Currently there are no community identification signs within the planning area.

The following discussion outlines the existing conditions, issues and recommendations for each neighborhood.

EXISTING CONDITIONS

Jamacha

The Jamacha neighborhood is located in the northern portion of the community plan area, bordered by the San Diego City limits adjacent to Lemon Grove, the southern boundary of the Jamacha open space system, and Imperial Avenue. Lisbon Street, Jamacha Road, Imperial Avenue and Woodrow Avenue provide major access for the neighborhood.

Housing within this neighborhood is among the oldest in the community. Development consists primarily of low-density single-family units, with scattered multifamily units developed before the current R1-5000 zoning was established.

Commercial services in the neighborhood are limited to a commercial strip along Imperial Avenue and a few commercial establishments north of Jamacha Road at Cardiff Street which have recently been remodeled. The commercial strip is underdeveloped and would be enhanced by landscaping.

There is one park site in the Jamacha neighborhood, Keiller Neighborhood Park, located on the north side of Lisbon Street adjacent to Keiller Middle School. The primary open space in the community is the City-owned Jamacha open space system (the abandoned Encanto Expressway) running east-west parallel to Jamacha Road.

Skyline

The Skyline neighborhood is located in the northwestern portion of the community plan area. It is bordered by Skyline Drive, Woodman Street, Imperial Avenue, the southern border of the Jamacha open space system, Meadowbrook Drive and the San Diego City limits. These roadways also provide major access for the neighborhood.

This neighborhood is one of the oldest in the community. Generally, housing is in good condition and is primarily single-family. Views throughout the neighborhood range from internal hillside and canyon views on the western side of the neighborhood to broader canyon and nearby City views on the eastern side of the neighborhood.

There is very little commercial land in the neighborhood. The smallest commercial site in the community is located in the eastern portion of the Skyline neighborhood at Skyline and Meadowbrook Drives. This center is in need of revitalization. A second commercially zoned site at the corner of Skyline Drive and Sychar Road is used for a neighborhood park and police substation. A small portion of strip commercial land is located along Imperial Avenue. A postal substation at the Imperial and Chester Street intersection is part of this commercial development. This commercial area is underdeveloped in terms of maximizing land potential for commercial use.

There are three park sites in the neighborhood: Encanto Neighborhood Park, Skyview Park and Skyline Community Park.

Lomita

The Lomita neighborhood is located in the northeastern portion of the community plan area, bordered by the San Diego City limits, the southern border of the Jamacha open space system, Meadowbrook and Skyline Drives. These roadways along with San Vicente Street and Cardiff Street provide major access for the neighborhood.

Housing within the neighborhood is among the oldest in the community. Development consists of low-density single-family units. The neighborhood condition varies with a number of units in need of refurbishing.

Commercial service is provided by a shopping center at Jamacha and Cardiff. This center has been recently remodeled and repaved, and provides community commercial services such as a grocery market, service station, fast food and sit-down restaurants.

There is one park in the neighborhood, Lomita Neighborhood Park, located adjacent to Audubon Elementary School.

North Bay Terraces

The North Bay Terraces neighborhood is located in the central portion of the plan area, bordered by Plaza Boulevard, Woodman Street, Skyline Drive, Meadowbrook Drive and Paradise Valley Road. These roadways also provide major access for the neighborhood.

Development consists of primarily low-density single-family units with a small development of multifamily housing in the southeast corner of the neighborhood. A majority of the new residential development within the community occurs in this neighborhood area. Views throughout the neighborhood take advantage of the existing hillsides and open space.

The area has one commercial center located at the northwest corner of the Paradise Valley Road and Meadowbrook intersection. This commercial site is an older center and would be improved by rehabilitation. The Skyline Hills branch library is also located at this corner.

A site has been designated for Boone Neighborhood Park although facilities have not been planned. It will be centrally located and adjacent to the Paradise Canyon open space system which runs east-west just south of Plaza Boulevard.

South Bay Terraces

The South Bay Terraces neighborhood is located in the southern portion of the plan area, bordered by the South Bay Freeway, Paradise Valley Road, Potomac Street, Alta View Drive, Dusk Drive and the City limits adjacent to San Diego County.

Access roads throughout this portion of the community include Woodman Street, Briarwood Road and Alta View Drive. These roadways serve the western half of the neighborhood. The eastern portion of the community relies primarily on local roadways, the South Bay Freeway (SR-54) and Paradise Valley Road for access outside the neighborhood. Public transportation is provided by transit routes 4 and 11 on Paradise Valley Road. The remainder of the neighborhood is serviced by Direct Access to Regional Transit (DART).

Housing in this neighborhood is among the newest within the community and of a greater mix of housing types, consisting of low-density single-family and lower-density multifamily units. Views vary throughout the neighborhood with views toward the mountains and Spring Valley in the southeastern area.

The neighborhood has one fully developed neighborhood commercial center located at Woodman and Alta View Drive. In addition to this developed site, there are two undeveloped sites within this neighborhood designated for commercial use. These sites are located on Paradise Valley Road, east and west of Woodman Street.

There are two parks within the neighborhood; Penn Athletic Area and Bay Terrace Park and Recreation Center. Areas of open space are limited to private project open space or open space immediately adjacent to the South Bay Freeway.

Paradise Hills

Paradise Hills is located in the southwestern portion of the plan area. It is bordered by the South Bay Freeway (SR-54), the San Diego City limit, Paradise Valley Road, Potomac Street, Dusk Drive and Alta View Drive.

Major access roads in this portion of the community include Reo Drive, Dusk Drive, Paradise Valley Road and Potomac. The neighborhood has no fixed-route transit service, but access to transit lines 4, 11, 36 and 12 is provided through the Direct Access to Regional Transit (DART) taxi system.

The majority of the housing is single-family and two-family. Multifamily housing includes a naval housing project near the northern boundary at Paradise Valley Road and a mobile home park in the southwest corner of the neighborhood. The neighborhood has commanding views of Coronado, downtown San Diego, the San Diego Bay and the mountains. These residential developments are laced with small canyon and hillside views, accommodated by curvilinear, local streets.

The area has two neighborhood shopping centers: one located on Reo Drive between Albemarle and Cumberland and a second located at the Reo and Rancho Hills intersection. The Paradise Hills branch library is located near this latter commercial site.

Paradise Hills has two major park sites within its boundaries. They are the Parkside Neighborhood Park at the southern end and the Paradise Hills Community Park and Recreation Center at Paradise Valley Road and Potomac Street. This park extends toward the western community boundary by a band of undeveloped land. This area consists of designated open space on land owned by the federal government for use by navy personnel, and dictionary lots that have been purchased by the City and dedicated as part of Paradise Hills Park and Recreation Center. A small privately owned ballfield (Twin Hills Youth Park) is located in the southwestern corner of the neighborhood.

TABLE 9

NEIGHBORHOOD ELEMENT
SUMMARY OF ISSUES AND RECOMMENDATIONS

Recommendations	Paradise Hills	South Bay	North Bay	Skyline	Lomita	Jamacha
Preservation and enhancement of open space	Open space along Paradise Valley Road		Paradise Canyon			Jamacha Open Space (Encanto Expressway)
Improvements and/or acquisition of park sites	Develop Parkside Park	Acquire vacant site near Tooma and Casey. Acquire Penn Neighborhood Park.	Develop Boone Park	Develop Skyview Park		Develop Keiller Park
Commercial upgrading/ redevelopment	Reo Drive between Albemarle and Cumberland Corner of Rancho Hills and Reo Drive		Paradise Valley Road and Meadowbrook	Skyline and Meadowbrook Imperial from Richey to Jamacha		Imperial Avenue from Jamacha to Foster
Housing rehabilitation and/or redevelopment	Northwest corner			Scattered throughout neighborhood	Scattered throughout neighborhood	Scattered throughout neighborhood
Rezonings needed to increase conformance of land use to zoning	Yes	Yes	Yes	Yes	Yes	Yes
Implementation of landscaping improvement program of Project First Class	Along Paradise Valley Road Reo Drive between Albemarle and Cumberland		Along Skyline, Woodman and Meadowbrook corridors		Cardiff, Jamacha, Meadowbrook corridors	Along Jamacha Road

All neighborhoods:

1. Install identification signs at entry points into each neighborhood.
2. Implement urban design guidelines recommended for commercial and multifamily development.
3. Commercially designated land should be developed precluding residential uses.

RECOMMENDATIONS

Jamacha

Most of the housing in Jamacha is in good condition and is well maintained. However, some residences are in need of rehabilitation and should utilize the housing rehabilitation loan programs available through the Housing Commission where appropriate.

Due to the semi-rural character of this neighborhood, the necessity of sidewalks in areas of the neighborhood should be reviewed as projects are proposed. An alternate treatment may be preferred to the use of standard curbs, gutters and sidewalks. This could include approval of sidewalks with more natural appearing surfaces, rolled curbs and landscaping along the rights-of-way.

Planting programs should be initiated for private properties and rights-of-way engaging the assistance of volunteers or youth groups. This could be accomplished through a Landscape Maintenance District with a relatively small fee on property owners.

The Jamacha open space system (the abandoned Encanto Expressway) should remain as public open space for the neighborhood and community. Partial development of the open space to include bike paths is recommended. Funding for this development could come from allocations by the Park and Recreation Department or the City through state-funded Transportation Development Assistance Grants. Keiller and Encanto Parks should be fully developed as funds become available.

Community Identification Signs: The following locations are recommended for community identification signs:

1. Southeast corner of Lisbon Street and Chester Street. Front of sign to face west.

2. Northeast corner of Woodrow Avenue and Shipley Court. Front of sign to face east.

3. Southeast corner of Meadowbrook and the Jamacha open space system. Front of sign to face south.

4. Northwest corner of Jamacha Road and Cardiff. Front of sign to face east.

Skyline

Although most of the housing in the Skyline neighborhood is in good condition, some housing is in need of rehabilitation and increased owner maintenance. The Housing Commission rehabilitation loan programs should be used to assist homeowners with needed improvements.

Sidewalks are intermittently placed throughout the residential developments. Due to the semi-rural character of this neighborhood, the necessity of sidewalks should be reviewed as projects are proposed. An alternate treatment may be preferred to sidewalks and curbing. This could include approval of sidewalks with more natural appearing surfaces such as rolled curbs and landscaping along rights-of-way.

Skyview Neighborhood Park should be fully developed as funds become available.

Bike paths as recommended along Woodman, Sychar, Skyline and Meadowbrook should be implemented along with consideration for a bike path within the Jamacha open space.

Community Identification Signs: Community identification signs are recommended for the following major entry points:

1. Northeast corner of Woodman Street and Skyline Drive. Front of sign to face southwest.

2. Southeast corner of Woodman Street and Imperial Avenue. Front of sign to face west.

3. Northeast corner of Paradise Valley Road and Meadowbrook. Front of sign to face east.

Lomita

Several homes within the Lomita neighborhood have been recently upgraded and show signs of increased maintenance and pride of ownership. A continuing improvement and rehabilitation effort is needed in Lomita to maintain the area as a stable single-family neighborhood. Homeowners should utilize the Housing Commissions loan programs where appropriate. Planting programs should be initiated for private properties and rights-of-way, engaging the assistance of volunteers or youth groups. This could be accomplished through a Landscape Maintenance District with a relatively small fee on property owners.

Community Identification Signs: Community identification signs are recommended for the following major entry points:

1. Southeast corner of San Vicente and Meadowbrook. Front of sign to face west.

2. On the west side of Cardiff Street across from Wade Street. Front of sign to face north.

North Bay Terraces

Some of the single-family housing in the northwest corner of the neighborhood is in need of rehabilitation. The improvements needed include cleanup, graffiti removal and general housing repair. This area is within the Community Development Block Grant target area and is eligible for low-interest loans for home improvements.

The shopping center at Paradise Valley Road and Meadowbrook and the neighborhood shopping area at Skyline and Meadowbrook are in need of revitalization. This revitalization could include:

1. Implementation of signage design standards.

2. Incorporation of street furniture.

3. Landscaping the parking lot medians and areas fronting Meadowbrook and Paradise Valley Road.

4. Cosmetic improvements such as removal of graffiti and building repair and painting.

This would require organization and support of owners and implementation through available public funding to realize site improvement. Specific recommendations for revitalization are in the **Commercial Element** of the Plan.

The Paradise Canyon open space should remain as passive recreational space. Development of any kind within this canyon is discouraged. Boone Neighborhood Park should be developed as funds become available.

Currently, there are a number of different materials and designs of fencing along Paradise Valley Road. Project First Class funding could be used to provide low-maintenance shrubbery or plant material for part or all of this fencing. Other materials such as concrete cinderblock could be used for privacy fencing. Both of these materials would discourage vandalism.

Community Identification Signs: The following locations are recommended for placement of identification signage:

1. Southeast corner of Woodman Street and Skyline Drive. Front of sign to face north.

2. Northeast corner of Paradise Valley Road and Woodman Street. Front of sign to face south.

3. Northeast corner of Deep Dell Road and Paradise Valley Road. Front of sign to face south.

South Bay Terraces

Two sites within the neighborhood should be reviewed for purchase for park acreage as money becomes available:

1. The Penn Athletic Area, which is located between Dusk and Alta View Drives south of Potomac, currently leased to the City by the San Diego Unified School District.

2. A vacant 18.05-acre parcel immediately adjacent to Bay Terrace Park and Recreation Center and Zamorano Elementary School. The site is located near Tooma and Casey Streets.

Community Identification Signs: Placement of community identification signs at major entry points is recommended for the following locations:

1. Southwest corner of Paradise Valley Road and Woodman Street. Front of sign to face north.

2. Northeast corner of South Bay Freeway and Woodman Street. Front of sign to face south.

3. South of Paradise Valley Road at the City limits. Front of sign to face north.

Paradise Hills

The City-owned, designated open space south of Paradise Valley Road should remain as undeveloped passive recreational space. Paradise Hills Community Park is fully developed and Parkside Neighborhood Park is scheduled for capital improvements completion by the Fall of 1988. As population needs change, the adequacy of park facilities should be reviewed and revised for improvements.

Additional improvement programs should be reviewed by neighborhood residents, the Community Recreation Council and the Park and Recreation Board. The privately owned ballfield in the southwestern corner of the neighborhood should be considered for purchase and developed as a neighborhood park if the present owners decide to discontinue this use.

The commercial sites at Reo Drive between Cumberland and Albemarle and the Reo Drive and Rancho Hills commercial center are in need of rehabilitation. Recommended improvements include:

1. Street and sidewalk improvements.

2. Exterior rehabilitation.

3. Implementation of a landscaping program.

4. Common signage design.

5. Redesign of parking areas.

Infill commercial development should be sensitive to existing surrounding neighborhoods, as described in the **Commercial Element** of the Plan.

<u>Community Identification Signs</u>: Placement of community identification signs at major entry points of the community is recommended for the following locations:

1. Southwest corner of Paradise Valley Road and Potomac Streets. Front of sign facing north.

2. Northeast corner of Reo Drive and the South Bay Freeway. Front of sign to face south.

3. South side of Paradise Valley Road at the City limits. Front of sign to face north.

General Plan Conformance

GENERAL PLAN CONFORMANCE

The Skyline-Paradise Hills Community Plan includes specific recommendations intended to implement the goals of the General Plan. This section describes how the Plan serves to implement many of the goals of the General Plan and describes amendments to the General Plan that are needed as a result of Plan adoption.

RESIDENTIAL GOALS

The General Plan designates the majority of the Skyline-Paradise Hills community for Residential Neighborhoods, which call for communities of primary residential use containing dwelling units of various types and attendant community services. This Plan emphasizes the maintenance and enhancement of existing stable residential neighborhoods, which is consistent with the General Plan objectives for older communities which stress the preservation of established communities, the conservation of the social-environmental characteristics of the community and the rehabilitation of deteriorating neighborhoods.

COMMERCIAL GOALS

The recommendations in this Plan emphasize the rehabilitation of existing commercial developments and the prevention of residential development on commercially zoned land due to the very small amount of commercial acreage. These recommendations are necessary to assure an adequate supply of commercial land and are consistent with the General Plan goal of developing a system of commercial facilities that effectively meets the needs of the residents.

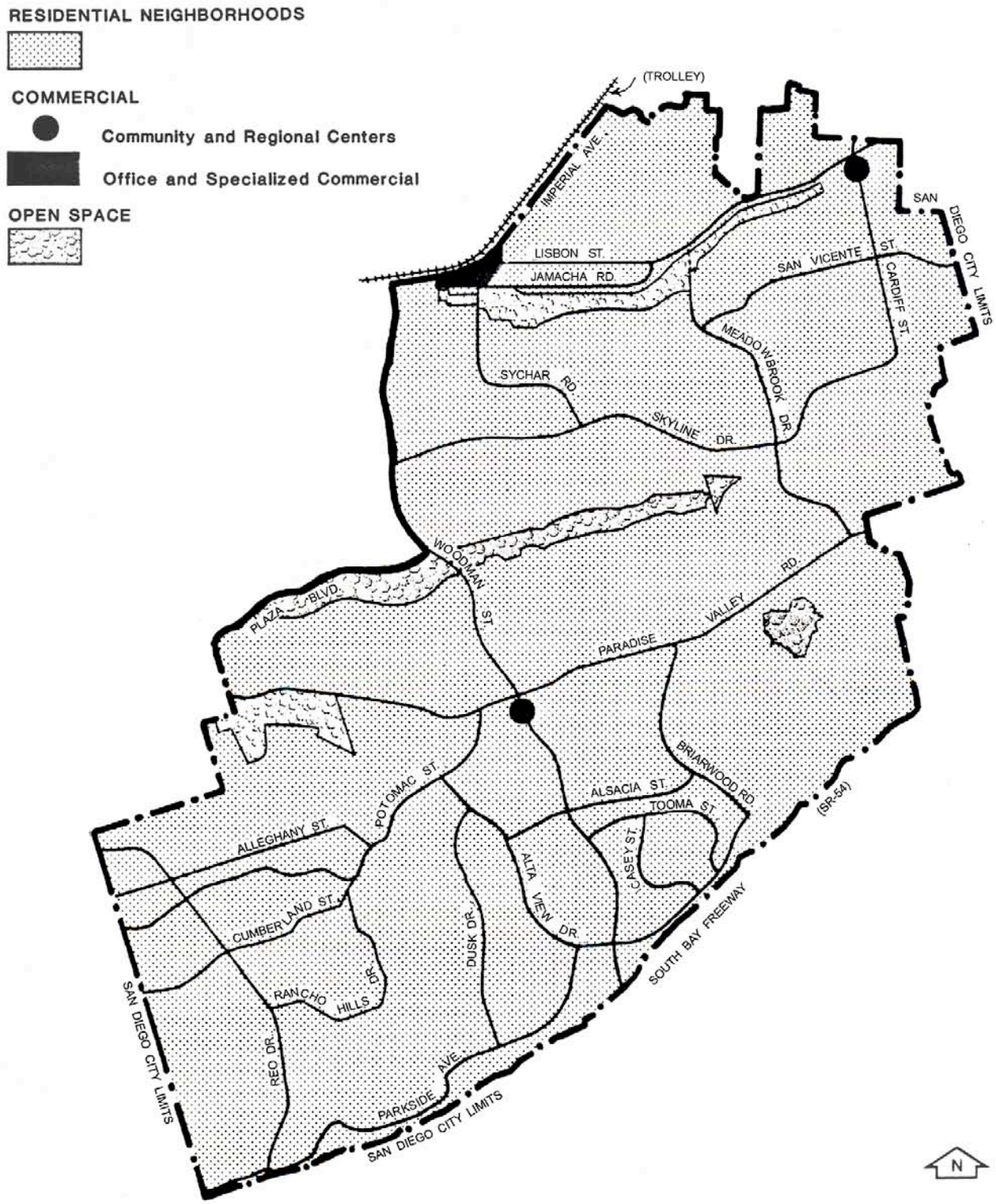
The General Plan map will need to be amended to designate the Imperial Avenue commercial area for Community Commercial use and to delete the Community Commercial designation at Woodman Street and Alta View Drive.

PARKS AND OPEN SPACE GOALS AND STANDARDS

The recommendations for park and open space acquisition and improvements are consistent with the guidelines and standards for park development in the General Plan to the extent feasible. It will not be possible to provide park site acreages according to General Plan standards due to the developed nature of the community.

Design guidelines for areas within the Hillside Review Overlay Zone are established in the **Urban Design Element** to guide development of privately-owned hillsides and canyons.

The General Plan map will need to be amended to add two areas as designated open space: the slopes on the south side of Paradise Valley Road from the City limits east to the Paradise Hills Park and Recreation Center, and a 34-acre site south of Paradise Valley Road.



General Plan Amendments

Skyline-Paradise Hills Community Plan

22
FIGURE

PUBLIC FACILITIES

Because the community is largely developed, most of the basic public facilities have been provided. The Plan recognizes the need, however, for an additional fire station and possibly an additional library as the community reaches full buildout to conform to General Plan guidelines for these facilities.

URBAN DESIGN GOALS

This Plan establishes design guidelines which address building bulk and scale, compatibility of new development with existing neighborhoods, streetscape elements, hillside development and designing for safety. These guidelines will help to implement the urban design goal of the General Plan when used in the review of projects requiring discretionary approval.

General Plan Amendments

Planned Area: Adoption of the Skyline-Paradise Hills Community Plan will necessitate rescinding the South Bay Terraces Community Plan. Therefore, reference to the South Bay Terraces planning area (No. 36) should be deleted and this area should be incorporated into the Skyline-Paradise Hills planning area (No. 44) on the General Plan map.

Phased Development Areas: This Plan proposes that the area known as the South Bay Terraces planning area, which is currently designated a planned urbanizing area, and a prospective annexation area just east of the Skyline-Paradise Hills planning area be designated urbanized, as the majority of the area is developed. These two areas are shown on **Figure 3**.

Annexed Area: A 3.41-acre parcel located on the north side of the South Bay Freeway (SR-54) just south of Tonawanda Drive was annexed to the City of San Diego in 1985. The community plan boundaries have been adjusted to add this area to the Skyline-Paradise Hills community. The General Plan map should show this area designated for Residential Neighborhoods. This area should also be designated urbanized on the Phased Development Areas map.

Land Use Designations: The following amendments to the land use designations on the General Plan map will be necessary following adoption of the Skyline-Paradise Hills Community Plan. The recommended General Plan Land Use map reflecting these amendments is show as **Figure 22**.

1. Addition of a Community Commercial designation and removal of the Residential Neighborhoods designation for the Imperial Avenue commercial area.

2. Deletion of the Community Commercial designation and addition of a Residential Neighborhoods designation for the intersection of Woodman Street and Alta View Drive.

3. Addition of an Open Space designation and removal of the Residential Neighborhoods designation for slopes on the south side of Paradise Valley Road from the City limits to the Paradise Hills Park and Recreation Center.

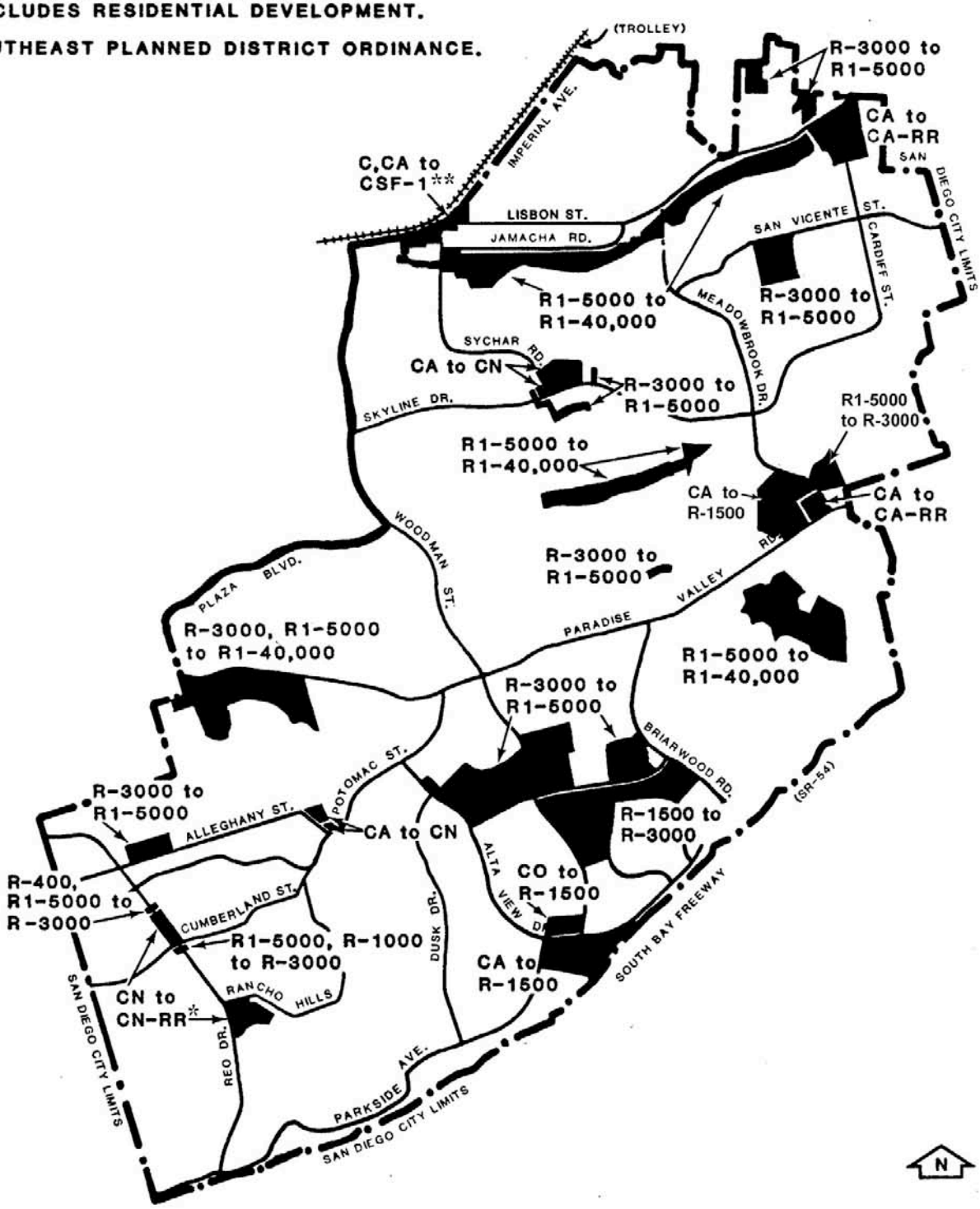
4. Addition of an Open Space designation and removal of the Residential Neighborhoods designation for a 34-acre site south of Paradise Valley Road.

Implementation

MAP DOES NOT SHOW REZONES TO INSTITUTIONAL OVERLAY ZONE OR OPEN SPACE ZONES.

*CN-RR OR EQUIVALENT ZONE THAT PRECLUDES RESIDENTIAL DEVELOPMENT.

**SOUTHEAST PLANNED DISTRICT ORDINANCE.



Recommended Rezonings

Skyline-Paradise Hills Community Plan

23 FIGURE

IMPLEMENTATION

The Skyline-Paradise Hills Community Plan establishes goals and objectives to guide the growth and revitalization of the community. However, adoption of this Plan will not resolve issues by itself. Realization of the Plan's goals requires a comprehensive program of implementation actions and the coordinated involvement of private citizens, the Community Planning Committee, the City of San Diego and other agencies to initiate and carry out those actions. This section describes the actions necessary to implement the Plan.

Rezonings recommended to implement the plan are shown on **Figure 23**.

FINANCING OF PUBLIC AND PRIVATE IMPROVEMENTS

It is the responsibility of the community planning process to identify future public improvements. The public improvements set forth in the **Transportation**, **Public Facilities**, **Parks**, **Open Space** and **Urban Design Elements** of this document provide the combined list of public improvements recommended for Skyline-Paradise Hills.

There are two primary methods of financing public improvements for an urbanized community such as Skyline-Paradise Hills. The traditional or standard method of financing public improvements is through the Capital Improvements Program, which is a six-year program adopted annually by the City Council. Public improvements scheduled for the first year of the Capital Improvements Program are the recipients of funds appropriated by the City Council. Public improvements scheduled over the next five years are based upon funds expected to be available.

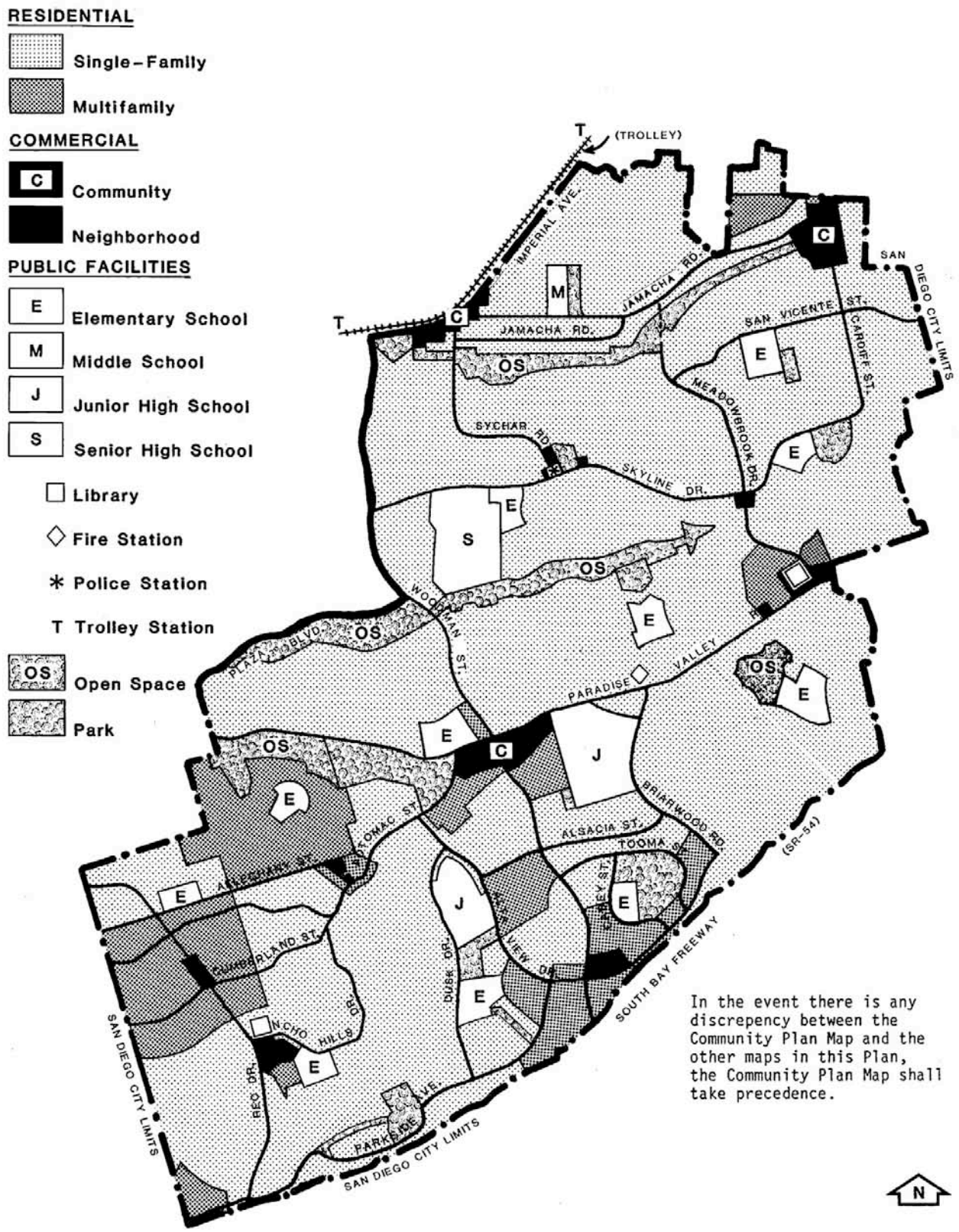
A long-term financing program is the Public Facilities Financing Plan, the formulation of which is undertaken upon the adoption of the Plan. A Public Facility Financing Plan for the Skyline-Paradise Hills community would provide for the rehabilitation and construction of the additional public facilities which will be needed as the community develops over the next 20 years and will identify the sources of financing for these facilities. This Public Facilities Financing Plan is based on the public facilities recommended in this Plan.

A number of financing mechanisms are available to implement the variety of public and private improvements and services called for in this Plan. The following are some of the potential funding sources.

Issuance of Special Bonds and Assessment Districts

Local governments have traditionally issued bonds to raise the capital needed to construct major public improvements—sewer plants, water systems and public buildings.

Revenue bonds are backed by a reliable flow of future revenues from the facility or enterprise they fund, such as the construction of parking facilities and other such public facilities. Because revenue bonds are secured by the proceeds from the enterprise they fund, they carry higher interest rates than general obligation bonds.



Skyline-Paradise Hills Community Plan Map **24** FIGURE

Skyline-Paradise Hills Community Plan

Lease revenue bonds are issued by a nonprofit corporation or special authority which constructs a facility and leases it to the City. Lease payments provide the revenue to pay off the bond and, when the bond is retired, the facility is turned over to the City. Some local agencies have used this method to finance administrative centers, schools and parking facilities.

The establishment of assessment districts is becoming a more frequently used mechanism to finance certain improvements in the City. Special assessment bonds are a traditional tool for financing sewer, water, street, sidewalk, street lighting, open space acquisition and similar projects, which benefit property owners within a given area. This method of financing improvements would entail the prospect of additional financial burdens on all property owners within the assessment district. In particular, assessment districts could be considered for use in the maintenance of landscaping, the establishment of special lighting districts and special trash and graffiti removal efforts, to name a few.

Fees

Another potential mechanism for funding facilities and amenities would be the imposition of special fees on new development within the area.

Unlike taxes which are levied to raise general revenue, fees are levied to finance a specific activity, facility or service which confers a direct, identifiable benefit on those paying the fee. There are several sources of authority for imposing fees. The Subdivision Map Act authorizes a city to impose fees in lieu of dedications of land or improvements as a condition of subdivision approval. There are several limitations on the imposition of in-lieu fees:

1. There must be an expressed or implied authorization for the item to be funded by the fee;

2. Usually, there must be an implementing ordinance; and

3. The fee must be reasonably related to the project being approved.

One important class of fees is development impact fees charged to new development at the time the project is approved or a building permit is issued. An impact fee is usually charged at a fixed rate per bedroom or per square foot. In addition to financing interim school facilities, impact fees might be used to finance street improvements, sewer and water systems, and public facilities serving new development. It is possible that fees could be imposed in Skyline-Paradise Hills for all new development.

Standard citywide park fees are currently collected at both the subdivision map and building permit stages. However, in many urbanized areas of the City these fees are not able to cover all the park improvement costs necessary to upgrade park and recreation facilities. Therefore, in order to provide adequate funding for park improvements, the City Council has selectively adopted a special park fee ordinance for many communities. These fees are assessed, in lieu of the standard citywide park fees, on residential development within the community and can only be utilized within the community. The special park fees collected within the community are significantly higher than the standard citywide park fees. A special park fee was adopted for the South Bay Terraces community plan area in 1984.

Under various statutory provisions, local governments can charge fees for services such as police and fire protection and for maintenance of existing facilities. In addition to specific state authorization, charter cities, such as San Diego, have a broad implied constitutional authority to impose fees for municipal facilities and services. Fees may also be imposed on new development by the school district to fund improvements to existing school sites or the acquisition of new school sites.

Business Improvement Districts

Business Improvement Districts are a mechanism by which business owners may assess themselves, with the City's authorization and administration assistance, to raise money for promotional and other activities which will benefit the business district. A Business Improvement District (BID) is formed under the City's authority but is done so only by petition of business owners. Payments are made through a surcharge on the business license fee.

Funds may be used for the following:

1. Acquisition, construction or maintenance of parking facilities for benefit of the area.

2. Decoration of public places.

3. Promotion of public events.

4. Furnishing of music in a public place.

5. General promotion of businesses in the district.

The formation of BIDs is recommended in several areas as specified in the **Commercial Element** of this Plan.

Community Development Block Grant

This funding source is now being used in the City for commercial revitalization efforts and housing rehabilitation. Its use is restricted to projects which primarily benefit low- and moderate-income households. It is expected that block grant funding will continue to support these projects.

Open Space Bonds

Extensive open space acquisition is currently being accomplished with open space bonds. Efforts should continue to obtain these funds for the appropriate canyon and hillside areas in Skyline-Paradise Hills. A matching fund program could be established to encourage the use of assessment districts in combination with bond financing, if desired and initiated by local property owners.

IMPLEMENTATION—SCHEDULE OF ACTIONS

Proposal or Activity	Action	Timing	Responsibility for Initiating Action	Financing
REVIEW AND MONITOR PLAN	1. Monitor development activity for conformance to the Plan; 2. Ensure that the City's Capital Improvement Program is consistent with the goals and recommendations of this Plan; 3. Review and update this document when necessary.	Continuing	Planning Department Planning Committee Private citizens	City
LAND USE Development Regulations	Rezone properties consistent with the recommendations in the **Residential**, **Commercial** and **Open Space Elements**. Those areas recommended for rezoning are shown on **Figure 23**.	Immediate	Planning Department	City
RESIDENTIAL Preservation of existing single-family neighborhoods	1. Retain existing single-family zoning.	Immediate & Continuing	Planning Department	City
	2. Rezone existing single-family neighborhoods from R-3000 and R-1500 to R-5000 where appropriate.	Immediate	Planning Department	City
	3. Require that all projects involving discretionary approval comply with existing neighborhoods.	Continuing	Planning Department	City
	4. Continue concentrated code enforcement in residential neighborhoods as established under Project First Class.	Continuing	Code Enforcement Team	Project First Class Funds
Ensure quality new development	Require that undeveloped multifamily areas develop under a PRD process.	Immediate	Planning Department	City
URBAN DESIGN Project Review	Utilize the **Urban Design Element** to guide approval of all discretionary projects.	Continuing	Planning Department	Applicant
Landscaping	Plant street trees and provide additional landscaping in private and public projects.	As soon as possible	Private citizens New development	Project First Class Funds, CDBG
COMMERCIAL REVITALIZATION	1. Initiate commercial revitalization program through the formation of Business Improvement Districts.	As soon as possible	Business owners with help of Econ. Dev. Div. (Property Dept.)	Business Improvement District Fees
	2. Establish loan/rebate program for façade and storefront improvements for Meadowbrook and Paradise Valley Road, and Saipan Drive Commercial Areas.	As soon as possible	Business owners with help of Econ. Dev. Div. (Property Dept.)	CDBG

IMPLEMENTATION—SCHEDULE OF ACTIONS (continued)

Proposal or Activity	Action	Timing	Responsibility for Initiating Action	Financing
PARKS	1. Review special park fee adopted for South Bay Terraces Community Plan and apply throughout the Skyline-Paradise Hills community.	Immediate	Engineering and Development Department	City
	2. Improve undeveloped park sites (Keiller, Boone, Parkside and Skyview).	Continuing	Park and Recreation Department	CIP, Special Park Fees
	3. Acquire Penn Athletic Area, additional acreage for Bay Terrace Park.	As soon as possible	Park and Recreation Department	CIP, Special Park Fees
	4. Ensure safety of parks through Neighborhood Watch and Police Department.	Continuing	Private citizens, Police Department	City
OPEN SPACE	Acquire additional open space to complete the Paradise Canyon and Jamacha open space systems.	Continuing	Park and Recreation Department	Open Space Bonds
SCHOOLS	Monitor school capacities. Ensure adequate resources, physical facilities and number of instructors for student group sizes comparable to schools outside the community.	Continuing	San Diego Unified School District	School Fees
PUBLIC FACILITIES	Adopt a financing plan indicating timing and source of funding for needed public improvements such as: a. additional fire station b. expansion of library facilities c. improved street lighting d. neighborhood identification signs e. sidewalk improvements f. construction and maintenance of bike routes g. roadway improvements h. purchase of park sites i. park improvements and maintenance j. street landscaping and maintenance	Immediate	Engineering and Development Department	City