



THE CITY OF SAN DIEGO

Report to the City Council

DATE ISSUED: November 1, 2016 REPORT NO: 16-086

ATTENTION: Honorable Council President Sherri Lightner and City Councilmembers,
Agenda of November 15, 2016

SUBJECT: San Ysidro Community Plan and Local Coastal Program Land Use Plan
(Community Plan) and San Ysidro Historic Village Specific Plan
(Specific Plan)

REQUESTED ACTION:

Approve the San Ysidro Community Plan update and the San Ysidro Historic Village Specific Plan, associated rezoning, and amendments to the Land Development Code.

STAFF RECOMMENDATION:

1. **CERTIFY** the Final Program Environmental Impact Report (Sch. No. 2015111012) and **ADOPT** the Findings, a Statement of Overriding Considerations, and a Mitigation, Monitoring and Reporting Program (MMRP).
2. **APPROVE** the resolution amending the San Ysidro Community Plan and amending the General Plan.
3. **APPROVE** an ordinance amending the Land Development Code (which will include repealing Chapter 15, Articles 18 San Ysidro Planned District Ordinance, and Chapter 15, Articles 19 Southeastern San Diego Planned District Ordinance, which currently only applies in San Ysidro) and amending the City's certified Local Coastal Program.
4. **APPROVE** an ordinance rezoning land within the San Ysidro Community consistent with the San Ysidro Community Plan, San Ysidro Historic Village Specific Plan, and the repeal of the San Ysidro and Southeastern San Diego Planned District Ordinances.
5. **APPROVE** an ordinance to adopt the San Ysidro Historic Village Specific Plan.

EXECUTIVE SUMMARY OF ITEM BACKGROUND:

San Ysidro has an estimated population of 28,707 and encompasses approximately 1,863 acres within the City's southern tip adjacent to Otay Mesa-Nestor, Otay Mesa, the Tijuana River Valley, and the international border with Mexico (Attachment 1). San Ysidro's location adjacent to Mexico provides abundant opportunities for cultural exchange and commerce serving both the tourist and the resident population. San Ysidro's proximity to Mexico and its Hispanic heritage are among the community's greatest resources.

More than a century of settlement and development makes San Ysidro a dynamic community with distinctive architectural and cultural history. The San Ysidro Port of Entry is one of the busiest in North America and is currently undergoing a huge expansion and reconfiguration that will directly impact the community of San Ysidro.

Discussion:

A. Why is an update to the current San Ysidro Community Plan needed?

San Ysidro is a dynamic community that is undergoing major changes due to its location on the international border. The currently adopted San Ysidro Community Plan was adopted in September of 1990 and amended several times from 1991 to 2010. A comprehensive update is necessary to establish goals and policies that address current and anticipated issues such as traffic, sustainability, air quality, historic heritage and the need for a renewed vision for the community.

B. What does the San Ysidro Community Plan update attempt to accomplish?

The updated community plan will provide the framework that encourages new business and job opportunities for residents, provides for more housing opportunities close to transit, identifies public facility needs, and capitalizes upon San Ysidro's central location in the San Diego-Tijuana region and the opportunities provided by one of the world's busiest land border crossings.

Additionally, the draft community plan contains community-specific policies for future development of residential, mixed-use, commercial, and village-designated areas consistent with the General Plan City of Villages strategy. The draft community plan identifies new park and public space opportunities and identifies improvements to existing mobility infrastructure to increase bicycle, pedestrian and transit use. Revised and updated design guidelines address community gateways and linkages, public spaces, respecting cultural influences, and context-sensitive design and wayfinding. The draft plan focuses on spurring revitalization around the Beyer Boulevard Trolley Station, the old town area of San Ysidro Boulevard, the Border Village commercial area and the Port of Entry District with the Intermodal Transportation Center.

A specific plan, a companion document that provides more detailed land use goals and policies, is proposed for the San Ysidro Historic Village area. The specific plan, designed to help implement the community plan, supports reinvestment and stimulation of transit-oriented development as envisioned in the General Plan's City of Villages strategy.

C. What are some of the more significant changes being proposed in the plan update?

1. Land Use

a. Land Use & Village Areas

The updated Land Use Element redefines neighborhood districts and identifies areas of intensified mixed use development opportunities along major corridors. This element contains community-specific policies for the future development of residential, commercial/mixed-use, institutional, and village-designated areas within the San Ysidro community consistent with the City of Villages strategy. The community plan identifies three village areas and the Port of Entry District as locations for development opportunities and improvements.

b. San Ysidro Historic Village Specific Plan

The Historic village is designated as a neighborhood village within the old town area of San Ysidro (generally located around the Beyer Blvd Trolley Station and West San Ysidro Boulevard east of Smythe Avenue). The overall goal of the specific plan is to create an attractive, intensified urban environment with a mix of land uses surrounding the Beyer Boulevard Trolley Station and along San Ysidro Boulevard, while preserving the low-scale single and multi-family character of the residential areas and highlighting the unique public spaces in the area (Page 2-18 of Attachment 2).

c. Border Village District

The primary goal for the Border Village, which is generally located along East San Ysidro Boulevard and Border Village Road, is to reestablish the area as a tourist and visitor destination based on the concept of a “Mexican Village” including restaurants, performance space, and a theater (Page 2-19 of Attachment 2).

d. Future Hillside Village

The community plan recognizes the geologic constraints facing development of the hillsides in the eastern portion of the Beyer Hills Neighborhood. The Land Use Element calls for a specific plan be prepared for the area prior to any development to assure a comprehensive approach to achieving development in the area. Clustering development is encouraged to minimize impacts on natural resources and policies are proposed to encourage mixed-use village development (Page 2-24 of Attachment 2).

e. Port of Entry District

The community plan policies surrounding the port aim at complementing the Port of Entry activities and accommodating improvements planned by the local, state and federal agencies. The land to the east of the Port of Entry is designated to accommodate existing and planned transportation facilities that are being planned by the San Diego Association of Governments (SANDAG), including the future Intermodal Transportation Center (ITC). New commercial development will be encouraged near, and integrated into the ITC (Page 2-21 of Attachment 2).

2. Multi-Modal

The draft community plan calls for the development of a balanced, multi-modal transportation network that improves pedestrian, bicycle and transit mobility while also addressing vehicular traffic capacity and improved regional access from the Port of Entry. A major component of the community plan is to enhance the pedestrian environment throughout the community and consider circulation improvements, including at the Port of Entry, in an effort to better manage border crossings and create a more efficient multi-modal network.

The Mobility Element describes improvements that support a “complete streets” network and encourage alternative modes of transportation. Specific improvements include enhanced bicycle paths, improved walkability, the inclusion of Transit Priority

Measures and Intelligent Transportation Systems, and a Transportation Demand Management program. It provides a specific framework for building a multi-modal transportation network throughout the region as well as an Intermodal Transportation Center at the international border (Page 3-1 of Attachment 2).

3. Recreation & Conservation

The Recreation Element provides a summary of the recreational and park needs in the community and identifies opportunities. It establishes goals and policies for population-based parks, resource-based parks, recreation facilities, and open space within the community, as well as goals to promote accessibility to recreation facilities (Page 7-1 of Attachment 2). The Conservation Element provides guidance for sustainable development practices and open space and sensitive resources protection. The Conservation Element contains policies on how to meet the City's sustainable development goals in areas that have been identified as suitable for development (Page 8-1 of Attachment 2).

4. Urban Design

The overarching theme of the Urban Design Element is to develop a more connected San Ysidro and to foster a community that consists of a well-planned and implemented social, visual, and physical network of interaction opportunities and defined places. Preliminary urban design concepts and themes are crafted to reflect and enhance San Ysidro's unique cultural heritage and historical significance. The Urban Design Element establishes direction for village design, neighborhoods, community gateways and linkages, streetscapes and pedestrian orientation, and other unique San Ysidro attributes (Page 4-1 of Attachment 2).

5. Historic Resources

The Historic Preservation Element contains specific recommendations to address the historical and cultural resources unique to San Ysidro, in order to encourage protection and appreciation of these resources (Page 9-1 of Attachment 2).

D. Why is a specific plan for the San Ysidro Historic Village being proposed?

The San Ysidro Historic Village Specific Plan (Attachment 3) is designed to guide the implementation of a mixed-use village concept centered on the Beyer Boulevard Trolley Station and old town area. Defined policy and design guidelines specific to the village area are provided to maintain the unique complexity of the area and celebrate the Latino influence while incentivizing redevelopment through additional flexibility. The proposed interconnected system of paseos, alleys, and streets will provide better access to transit, shopping, employment centers and diverse housing. Particular focus is placed on improving pedestrian, bicycle, and vehicle circulation; addressing the community's need for additional public spaces; providing design guidelines intended to foster a lively and attractive village character; and incentivizing development as a catalyst for positive change.

E. Why is the San Ysidro Community Plan including a Local Coastal Program Land Use Plan (LCP)?

The Coastal Zone portion of the San Ysidro community is limited to the area south of Interstate 5 and adjacent to the Tijuana River Valley (Attachment 1). The LCP addresses the basic resource protection measures for the coastal zone area in San Ysidro and discusses the community's relationship to the Tijuana River Valley resource area. The important coastal resources within San Ysidro consist of the Dairy Mart Ponds which is discussed within the open space section of the Conservation Element. Adjacent coastal resources, the Tijuana River Valley floodplain and the Tijuana River estuary, are discussed in the Tijuana River Valley LCP.

F. How does the San Ysidro Community Plan implement the Climate Action Plan?

The City of San Diego's Climate Action Plan (CAP) lays out five bold strategies to meet 2020 and 2035 greenhouse gas (GHG) emissions targets. Community plan updates play a major role in implementing Strategy 3: Bicycling, Walking, Transit & Land Use. Key CPU-related measures under Strategy 3 include:

- Action 3.1: Implement the General Plan's Mobility Element and the City of Villages Strategy in Transit Priority Areas to increase the use of transit;
- Action 3.2: Implement pedestrian improvements in Transit Priority Areas to increase commuter walking opportunities;
- Action 3.3: Implement the City of San Diego's Bicycle Master Plan to increase commuter bicycling opportunities; and
- Action 3.6: Implement transit-oriented development within Transit Priority Areas.

Emissions reductions attributed to effective land use in Action 3.6 equal 1.0 percent of the total GHG reductions anticipated with implementation of the CAP by 2035 and 4.3 percent of the reductions resulting from local actions. All Strategy 3 Actions mentioned above total 3.6 percent of the total reductions and 14.9 percent of local actions for 2035.

As detailed in the qualitative analysis contained in Attachment 4, the San Ysidro community plan update complies with the CAP through: identification of village locations, applying land use designations and implementing zoning to support transit oriented development, supporting transit operations and access, and designing a multi-modal mobility network, among other measures. Because of the citywide nature of the GHG reductions, the CAP does not include a specified quantitative target applicable to each individual community plan. Just as the General Plan acknowledges that implementation of the City of Villages strategy will vary by community, so too CAP measures require thoughtful discretion in application so that co-benefits are achieved to the maximum extent possible, and City responsibilities to implement additional state laws (related to general plans, environmental justice, water quality, air quality, housing, fire safety, and others topics) are addressed.

In addition, while the City has committed to meeting its GHG reduction targets, there is flexibility in how those targets are attained. As stated on page 29 of the CAP, "for identified local ordinance, policy or program actions to achieve 2020 and 2035 GHG reduction targets, the City may substitute equivalent GHG reductions through other local ordinance, policy or program actions." This will allow the City to be responsive to changes in technology and public policy priorities, as well as to seek the most cost-effective and beneficial strategies

over the long-term implementation of the CAP.

Quantitative precision in achieving reductions is an exercise that is most appropriately addressed on a citywide level during the annual monitoring of the CAP as a whole. However, City staff, in coordination with SANDAG and consultants, has prepared a supplemental planning report to further analyze the changes in vehicle miles traveled (VMT) per capita, commuter travel trip length, and mobility mode share in Transit Priority Areas (see Attachment 5).

G. How will the community plan and specific plan be implemented?

The draft plans provide community-specific, tailored policies and a long-range physical development guide for City staff, decision makers, property owners, and citizens engaged in community development. Key actions to implement the plans include private investment through development consistent with the zoning program; public facilities included in the City's Capital Improvement Program that are prioritized and funded in part through Development Impact Fees; and other sources of public, private, and non-profit initiatives such as regional transportation improvements. In addition, the plans support pursuing grant funding to help implement improvements to realize the community's vision. Key tools to implement the draft plans include:

1. Impact Fee Study (IFS)

An IFS with an associated Development Impact Fee (DIF) for San Ysidro is concurrently being prepared as a companion item to the community plan. The IFS and associated DIF will be presented to the City Council for consideration and approval in conjunction with their consideration of the community plan. The DIF, when adopted, will be a partial funding source for the public facilities envisioned for the community and contained within the respective IFS. Portions of facilities costs not funded by DIF will need to be identified by future City Council actions in conjunction with the adoption of Capital Improvement Program (CIP) budgets.

2. Zoning Program

The community plan update work program also includes rescinding the San Ysidro Planned District Ordinance (SYPDO) and replacing it with citywide zoning (Attachment 6) in order to streamline development and allow for mixed-use development where it is currently prohibited. This effort includes adoption of a rezone and the rescission of both the San Ysidro and Southeastern San Diego (SESDPDO) Planned District Ordinances. The SYPDO relies on code sections within the SESDPDO, and although the Southeastern San Diego community underwent a similar rezoning effort in 2015, the SESDPDO could not be rescinded without also rescinding the SYPDO.

3. San Ysidro Historic Village Specific Plan

The draft specific plan provides additional guidance in the Beyer Boulevard Trolley Station and old town area which is within the former redevelopment area for San Ysidro. The specific plan primarily relies on implementation of base zones, however it does contain development standards and incentives to promote transit oriented development. The specific plan provides clear direction, incentivizes investment, and through preparation of a Program Environmental Impact Report, allows for potential CEQA

exemption for future projects per Public Resources Code Section 21155.4 (Senate Bill 743 (2013-2014 Reg. Session)).

4. Streamlining for Infill Projects

CEQA Guidelines Section 15183.3 allows the City to streamline environmental review for individual infill projects. Future development projects can rely on the analyses in the PEIR if the project meets applicable criteria for an infill project and would only need to address project-specific impacts not addressed in the PEIR.

CITY STRATEGIC PLAN GOAL(S)/OBJECTIVE(S):

The San Ysidro Community Plan update and the Historic Village Specific Plan are in direct alignment with the following City of San Diego Strategic Plan goals and objectives; specifically, Goal 2 (Work in partnership with all of our communities to achieve safe and livable neighborhoods) and Goal 3 (Create and sustain a resilient and economically prosperous City).

FISCAL CONSIDERATIONS: None

EQUAL OPPORTUNITY CONTRACTING INFORMATION (if applicable): N/A

PREVIOUS COUNCIL and/or COMMITTEE ACTIONS:

On October 19, 2016, the Smart Growth and Land Use Committee will make a recommendation on San Ysidro Community Plan update.

COMMUNITY PARTICIPATION AND OUTREACH EFFORTS:

The community plan update public outreach process was extensive and included representation from the diverse community of San Ysidro residents, business owners, community leaders, public officials, other interested parties and agencies. Meetings took place over the course of six years with intensive workshops in fall and winter of 2010. A dedicated Community Plan Update Advisory Committee served as the venue for 24 community meetings and workshops, a three-day charrette, a walk audit, and an Open House. In addition, there were regular presentations and discussions at scheduled San Ysidro Community Planning Group meetings, and meetings with four separate planning group subcommittees which focused on zoning, mobility, infrastructure, and the specific plan.

The outreach program also entailed stakeholder interviews; presentations and student surveys at local elementary schools; outreach at three community and school events; a PEIR scoping meeting; regular updates to the project website, email noticing, bilingual brochures and mailing notices; a workshop with the Planning Commission; and presentations to the Park and Recreation Board and SANDAG's Border Committee.

- On April 18, 2016, the San Ysidro Community Planning Group unanimously supported the draft San Ysidro Community Plan, Specific Plan and Impact Fee Study (Attachment 7). The San Ysidro Community Planning Group reconfirmed their approval on the Impact Fee Study on June 20, 2016 after minor modifications.
- On May 19, 2016, the Park and Recreation Board voted unanimously to recommend

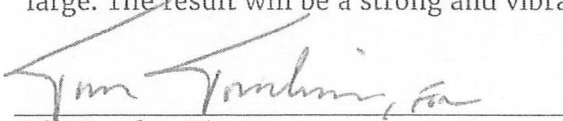
approval of the San Ysidro Community Plan Recreation Element.

- On July 28, 2016, the Historical Resources Board voted 7-0-1 to recommend approval of the San Ysidro Historic Context Statement, San Ysidro Historic Survey, the Community Plan Historic Preservation Element, Historical Resource section in the San Ysidro Historic Village Specific Plan, and the PEIR related Cultural/Historical Resources.
- On October 6, 2016, the Planning Commission voted 7-0-0 to recommend approval of the San Ysidro Community Plan update with staff's recommendation. In their motion, the Planning Commission also expressed to the City Council that special attention be given to the concerns from the public with regards to the compliance with the Climate Action Plan.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

Residents, property owners and local business owners and their employees affiliated with the San Ysidro planning area; the San Ysidro Community Planning Group and other community associations.

The draft community plan considers current conditions and supports the desired future vision of San Ysidro while establishing a framework for improved mobility, public space, and urban design. The specific plan further delineates the implementation of mixed-use village concepts and hones in on issues of circulation, public space needs, and transportation within the Historic Village area. Implementation measures are clear and practical. Long-term realization of the community plan vision will require public, private and non-profit investment, as well as the active participation of city departments, other public agencies, and the community at large. The result will be a strong and vibrant San Ysidro.



Jeff Murphy, Director
Planning Department



David Graham
Deputy Chief Operating Officer

Attachments:

1. San Ysidro Community Plan Area and Coastal Zone Map
2. Draft San Ysidro Community Plan
3. Draft San Ysidro Historic Village Specific Plan
4. Climate Action Plan Conformance Evaluation
5. Estimating Community Plan Update Contributions Towards CAP Goals White Paper
6. San Ysidro Draft Zoning Map
7. Community Planning Group Minutes of 4/18/2016
8. Community Plan Comment Topics
9. List of Edits to the Draft San Ysidro Community Plan
10. Program Environmental Impact Report
11. Program Environmental Impact Report Errata
12. Draft PEIR Findings
13. Draft PEIR Statement of Overriding Considerations
14. Draft Resolution & Ordinances
15. San Ysidro Historic Context Survey – SYCP Appendix B