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[MS-0398.029.012.003]

REPORT

THE CITY OF SAN DIEGO

To the Honorable Mayor and City Council

From the City Manager

June 20, 1972

INFORMATION

SUBJECT: AVAILABILITY OF PUBLIC FACILITIES IN THE SOUTH BAY AREA

The Council at its meeting of March 21, 1972, directed this Office to undertake a study of the availability of public facilities and services within the South Bay area of the City of San Diego. The intent of this analysis was: 1. Determine the magnitude of problems related to public facilities and services; and 2. Determine if these problems are critical enough to warrant a moratorium on further building in the area.

For purposes of analysis and discussion, the South Bay area can be divided into three major areas. Two of these three areas are largely undeveloped while the third has experienced rapid urbanization during the past six years. These areas are generally described as follows:

1. The Tia Juana River Valley, consisting of approximately 5,000 acres westerly of Interstate 5 and south of Imperial Beach and Ream Field.

   This area is subject to periodic inundation by the Tia Juana River overflow and is deficient in such public facilities as streets, water and sewer. The area is vacant or in agricultural use. The Planning Commission has under consideration the application of flood plain zoning to the area subject to inundation.

2. The Otay Mesa and the Brown Field area, consisting of approximately 5,000 acres lying to the east of the future Interstate 805.

   The only development within this area is the Brown Field complex. The remainder of the land is currently vacant and deficient in streets, water and sewer facilities. An engineering and financing feasibility study has been undertaken for the installation of water and sewer facilities, however, no similar analysis has been made regarding the financing and provision of other necessary public facilities, such as schools and access.

3. The San Ysidro, Nestor and westerly portion of Otay Mesa area, consisting of approximately 4,500 acres bounded on the west by Imperial Beach, on the north by Otay Valley, on the east by the future Interstate 805, and on the south by the International Border and Tia Juana River Flood Plain. This area contains approximately 11,000 dwelling units and a total population of 40,000.

REPORT SUMMARY

The review of the availability of public facilities and services indicates that the majority of problems exists within the central area (Area No. 3 above). This area experienced a rapid single-family development in the period 1966 through 1969 and in the past two years, a rapid growth in multi-family development, primarily federally supported. The concentration of multi-family housing in the general area of Route 75 and North Vista Avenue has had a substantial impact on schools and park facilities.

The public street and access problems within the area are primarily the result of non-contiguous developments which like Mira Mesa area are a product of a fragmented ownership pattern. Many of the streets are two-lane facilities originally constructed as County roads. Where development has occurred, additional street improvements have been installed. However, because of the scattered nature of development, progressive upgrading of the entire street system has not occurred.

Four school districts serve the area and have in general been able to accommodate additional enrollments stemming from the residential growth. This has been accomplished by such means as bussing, year-round schools, portable and temporary classroom facilities and double sessions. (Facilities currently under construction will eliminate double sessions.) The districts indicate they will be able to accommodate students from developments for which rezonings have been granted, and are now, or shortly will be, constructed and occupied. The problem of providing permanent facilities to meet growth is compounded by the lead time required from the identification of need to the realization of facilities. Three of the districts participate in the State School Building Aid Program and must have justification of need, ie., new housing physically underway before State approval and financing assistance is granted.

RECOMMENDATIONS

Analysis of current development (final maps filed or approved tentative maps) indicates that the application of a moratorium on the further issuance of building permits would not be an effective measure. In lieu of a building permit moratorium, it is recommended that further rezoning for multi-family projects be deferred until adequate public facilities are assured. This deferral would be in keeping with Council Policy 600-10.

It is also recommended that the City make a concerted effort to expedite those capital improvement projects which are currently scheduled and where possible, accelerate the funding of other capital improvement projects. Following is a list of these project recommendations:

Streets

1. Palm Avenue from I-5 to National Avenue. Expedite design and right-of-way acquisition (scheduled for 72-73) in order that the contract for construction can be awarded in the Summer of 1973.

2. Complete the unimproved portion of Picador Boulevard between North Vista Avenue and Avenida de la Madrid to provide direct access from the south to the new school and park.

3. Accelerate the scheduled improvement of Beyer Way from Palm Avenue to Main Street, a City-County Thoroughfares Project.

4. Proceed immediately with the design of improvements for North Vista Avenue-I-805 to Dairymart Road and reschedule in the 1973-74 CIP for construction soon after July, 1973.

5. Develop a new project to widen National Avenue from North Vista to Main Street to an ultimate four lanes.

6. Develop additional improved pedestrian routes in San Ysidro.

7. Expand and augment the Model Cities Streets and Alleys Program in San Ysidro.

Parks

1. Acquire and develop a park site in the area bounded by I-5, Palm Avenue, National Avenue and Route 75.

2. Acquire and develop a park site south of Los Altos School in Otay Mesa.

3. Complete the development of Waller-Montgomery Park and Recreation Center.

4. Schedule the early development of Leon Avenue Neighborhood Park which is now being acquired.

5. Acquire and develop a new neighborhood park westerly of Sunset Elementary School in San Ysidro.

(All of the above projects should be considered for inclusion in next year's Legacy of Parks Program).

With respect to the southerly half of the area emphasized in this study, we would offer the following recommendation for City Council approval:

1. That the studies in connection with the proposed San Ysidro Community Plan, including any final review by Model Cities, be completed as soon as practical and presented to the Planning Commission and City Council for adoption.

2. That pending this action, approval of additional applications for multi-family development be deferred in this area.

Regarding the undeveloped Tia Juana River Valley area west of I-5, the City Council in December, 1971, directed that support for a concrete-lined flood channel be withdrawn pending a complete restudy of this portion of the Border Area Plan. In light of this action, together with direction to apply flood controls to the area, it is recommended that development in the Tia Juana River Valley be deferred until: a) the joint Planning Department-State Natural Resources Agency restudy of the feasibility of alternate land uses is completed and appropriate amendments are adopted to the Border Area Plan, and b) revisions are adopted to current flood control legislation and applied within the area.

In the undeveloped area east of I-805 extending to Border Field, it is recommended that development in this area be deferred until a) appropriate amendments are adopted to the General Plan, particularly as to refining policy guidance on the phased incremental growth concept and b) until necessary studies are completed and amendments adopted to the Border Area Plan in concert with this concept, including phasing of development, scheduling and financing of public facilities, together with appropriate economic impact analysis and projections.

In summation, the existing problems and the extent of development currently in process do not indicate the need for a moratorium. However, there is a definite need for an action program to complete public facilities, notably streets and parks. In addition, further development, particularly multi-family requiring zoning and subdivision action, should be approved only after adoption of results forthcoming from studies referred to immediately above.

Resolutions to implement these recommendations will be brought before you at an early date.

Respectfully submitted,

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