

Casa de Oro

Revitalization Strategy Report

Issues and Opportunities

County of San Diego

Planning & Development Services



January 9, 2017

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Project Overview

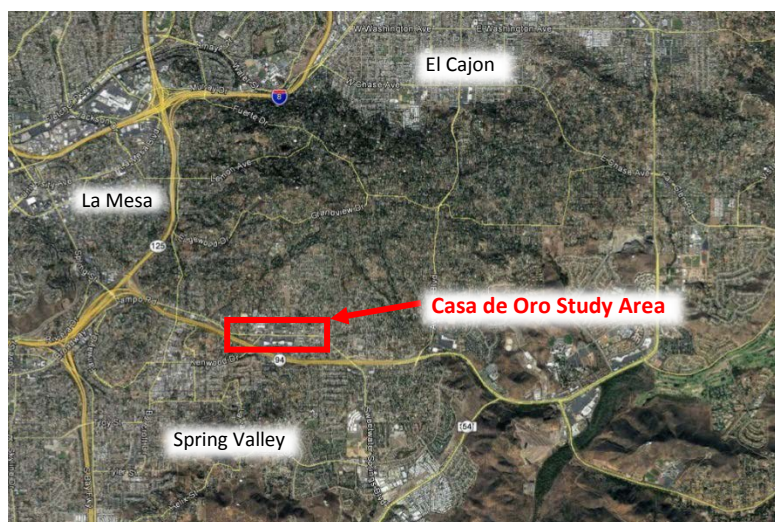
On September 27, 2017, the County of San Diego Board of Supervisors directed County Planning and Development Services staff to initiate an effort towards development of a comprehensive revitalization plan that will enrich and beautify the Casa de Oro Area. The approved project budget was \$50,000 with direction to return and present an Issues and Options Report to the Board of Supervisors in 120 days (January 24, 2018). The County of San Diego hired a consultant, Michael Baker International, to assist with this effort.

The project objective was to scope issues and opportunities within the Casa de Oro study area and to engage the community in the process. The issues and opportunities serve to identify the most appropriate tools for Casa de Oro, including associated costs to prepare and the timing to implement each option.

The project study area is located in the Valle de Oro planning area, focused along the Campo Road commercial corridor between Granada Avenue and Rogers Road, with the potential to extend the boundaries Bancroft Drive.



Casa de Oro Study Area Boundaries

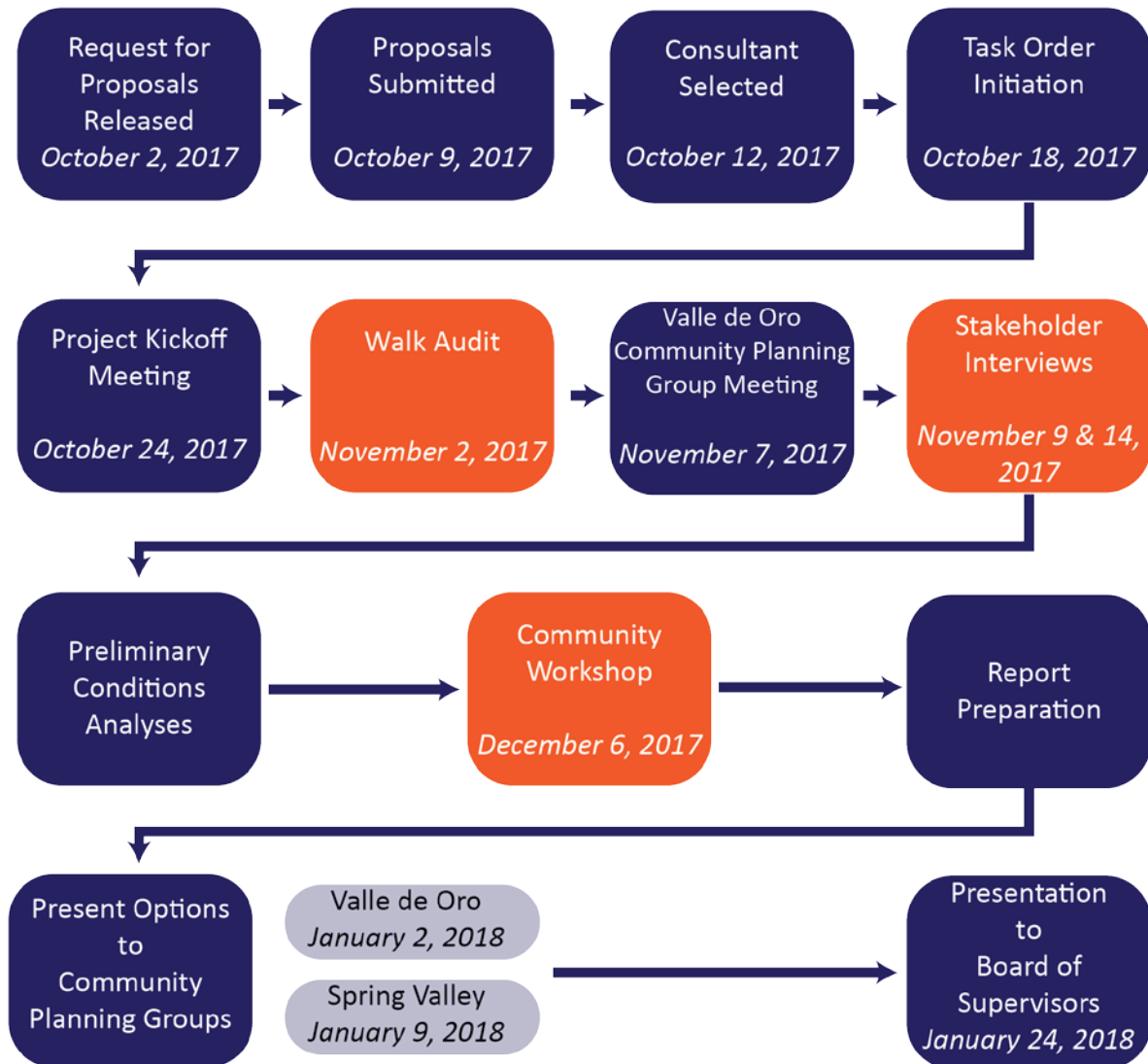


Casa de Oro Study Area within a larger context

Project Schedule

The project schedule established a 120-day timeline from the September 27, 2017 Board of Supervisors hearing to work with the community, assess existing conditions, and develop the Issues and Options report. The Issues and Options report will be presented to the Board of Supervisors on January 24, 2018.

Within the established timeframe, the following events were scheduled and held by the project team:



Project Tasks

The project included the following key tasks towards the development of the Issues and Options Report:

- Project Initiation and Scoping
- Existing Conditions and Opportunities Assessment
- Stakeholder and Community Outreach

Project Initiation and Scoping

The project scoping focused on understanding the community's needs and assessing the value to the community of preparing a revitalization plan. The scoping also included determining the best methods and tools to achieve the community's goals and objectives for the Campo Road Corridor.

Existing Conditions and Opportunities Assessment

The Existing Conditions and Opportunities Assessment included a site visit, review of existing background materials, land use and density analysis, an urban form analysis, and review of existing traffic volumes and patterns. An assessment of the Casa de Oro area was initiated by the Casa de Oro Alliance, a local coalition of more than 100 advocates including residents, business owners, landlords, faith based groups, law enforcement, nonprofit organizations, school officials, planning group members, and community leaders whose mission is focused on the revitalization of Casa de Oro. A review of the material provided by the Casa de Oro Alliance was conducted.

Stakeholder and Community Engagement

Community engagement played a vital role in understanding the potential to revitalize Casa de Oro and gain consensus on the key issues and needs of the local community. A detailed outreach plan was developed to outline the process, tools, and schedule of opportunities for public input, which included the following events:

- Site Visit and Walk Audit
- Stakeholders Interviews
- Valle de Oro and Spring Valley Community Planning Group Presentations
- Community Workshop

Community Planning Group Presentations. The chairs of the Valle de Oro and Spring Valley Community Planning Groups were contacted upon initiation of the project to inform them about the efforts and to request time at the November 2017 meetings to briefly present the project to each group. Follow up presentations are scheduled for each group's January 2018 meeting to present the options discussed herein.

Stakeholder Interviews. Stakeholders were identified by County staff and through ongoing discussions with the Casa de Oro Alliance, local business and property owners, residents, schools and the La Mesa-Spring Valley Unified School District, and advocacy groups, among others.

Stakeholder interview invitation notifications were sent via email to interest and contact lists made available by the Casa de Oro Alliance, Spring Valley Chamber of Commerce, Institute for Public Strategies, and available contact information for local businesses. The project and stakeholder interview announcement was also made to the Valle de Oro and Spring Valley Community Planning Groups at their monthly meeting on Tuesday, November 7.

In November, the project team hosted a two-day series of stakeholder interviews with community members in and around the Casa de Oro study area. The intent of the stakeholder interviews was to seek and collect input from local residents, property and business owners, school representatives, and all interested community members from along and immediately around the Campo Road area to discuss issues and concerns. Interviews focused on issues and ideas concerning land use, design, safety, traffic/parking, landscaping, and other topics.

A questionnaire and map of the area was presented to each stakeholder to guide discussions on existing challenges, preferences, and priorities of the revitalization plan area as perceived by the community.

Over the two-day interview period, 55 community members participated in the stakeholder interviews. The participants represented a broad range of organizations and interest groups, including:

- Casa de Oro Alliance
- Valle de Oro Community Planning Group
- Spring Valley Community Planning Group
- Spring Valley Chamber of Commerce
- Business owners
 - Wang’s Acupuncture
 - Butler’s Coffee Shop
 - Attorney and Real Estate Office located across from Starbucks
- Property owners
- La Mesa-Spring Valley Unified Schools
 - Murdock Elementary
 - Casa de Oro Elementary
 - Facilities and Maintenance
- Residents
- Grossmont-Mt. Helix Improvement Association
- Rancho San Diego Association
- Youth Ventures
- Dictionary Hill Association

Community Workshop. The community workshop was held on December 6, 2017 at Casa de Oro Elementary, located at 10227 Ramona Drive. Approximately 35 community members were in attendance. The workshop presentation provided a brief project overview, highlights of a land use and urban form analysis, and presentation of five potential planning options to



consider as the next steps in the Revitalization Plan Project. The potential options included:

- **Business Improvement District (BID)** – Local, self-assessed and controlled assessments to pay for improvements.
- **Community Facilities District (CFD)** – Local tax for construction and maintenance of specific public capital improvement projects.
- **Design Guidelines** – Advisory standards that articulate how the community wants development to look.
- **Form Based Code (FBC)** – Zoning that emphasizes, defines and results in the specific and cohesive built environment and public spaces desired by a community, and is more flexible with respect to the use of the resulting spaces than traditional zoning that allows uncertain form.
- **Specific Plan** – Specialized policy and plan that articulates a clear vision, purpose and goals, and creates customized zoning and development standards, a streamlined approval process, and includes an implementation plan.



A comparative matrix of the five primary planning tools and options was provided to each attendee as an informational and commenting tool. Nine participants filled out and provided detailed comments on the comparative options forms. The majority indicated a strong preference that a Specific Plan and/or Design Guidelines should be the initial next steps for the Project. There was also support for preparation of design guidelines and a Form Based Code. The presentation was followed by an hour-long focused facilitated group



discussions of specific issues and opportunities and recommendations around four sub-areas of the Campo Road corridor. At the end of the breakout session, each of the four groups presented their results to the entire group. The workshop also included a large wall map of the entire corridor to which attendees attached coded issue stickers to identify issues and opportunities and recommendations. The workshop concluded with a group question and answer period and summary of the next steps and schedule and opportunities to participate in the project.

Summary of Existing Conditions, Issues & Opportunities

The following is a summary of the issues and opportunities identified through the project process including urban form analysis, walk audit, stakeholder interviews, community planning group meetings and the community workshop.

EXISTING CONDITIONS

The existing conditions assessment included a site visit, review of existing background materials, land use and density analysis, an urban form analysis, and review of existing traffic volumes and patterns. Information and presentation materials from the Casa de Oro Alliance were also referenced.

Site Visit. The project team led a site visit and walk audit with Casa de Oro Alliance members for an on-the-ground discussion of existing issues and opportunities. Walk audit maps were prepared and provided to each participant to note existing conditions, concerns, and ideas. The key observations from the walk audit included:

- Poor or negligent property maintenance
- Lack of trash cans and dumpster enclosures and prevalence of litter
- Prevalence of auto-related or auto repair businesses, and drive-thrus
- Need and opportunities for parking, streetscape and beautification improvements
- Regulations that attract vs deter desirable land uses
- Need for flood control infrastructure improvements along the drainage channel south of Campo Road and north of Dolores Street (between Bonita Street and Cordoba Avenue)

Review of Existing Background Materials. The project team reviewed the County's General Plan, zoning regulations, code violations, and other background data provided by County staff. Key findings and observations included:

- The General Plan and Zoning are consistent in recommending and allowing general commercial use and development, but that broad category does not reflect the distinctly different areas within the corridor



Casa de Oro Alliance and Project Team Member on walk audit



Casa de Oro Alliance and Project Team Member on walk audit

- Valle de Oro is possibly the only community with a substantial commercial corridor that does not have its own community design guidelines.
- There is a large number of code violations and complaints in the small area, including a very recent spike and cluster of illegal marijuana shop violations since 2015, and graffiti in 2017.

Land Use and Density Analysis. The land use and density analysis included review of existing land use and density patterns, including building setbacks and property lines. Key findings and observations included:

- There are an abundance of automotive service and other semi-industrial uses on Campo Road that would be more appropriate in other districts and appear to disrupt and detract from other retail and service uses.
- There is an absence of residential and mixed-use buildings on Campo Road.
- There is a disproportionately large amount of vacancies.
- There is a special setback for Campo Road that increases the setback from 50 to 75 from the centerline, creating an especially wide 150-foot separation between buildings, where 100-foot or less is more typical of such a street.
- While some of the largest buildings occur in the superblock area, that area also has the lowest development density. This layout results in land uses that are spread further apart with less connectivity and synergy between uses.
- While on-site parking ratios and demands vary considerably by parcel, there appears to be an adequate supply of parking overall.
- Existing parking regulations are a deterrent to new development or expansion of existing buildings based on the required quantity and size of parking spaces in the current County code. Many businesses would need to sacrifice additional developable land and/or reduce floor area to provide adequate parking areas.

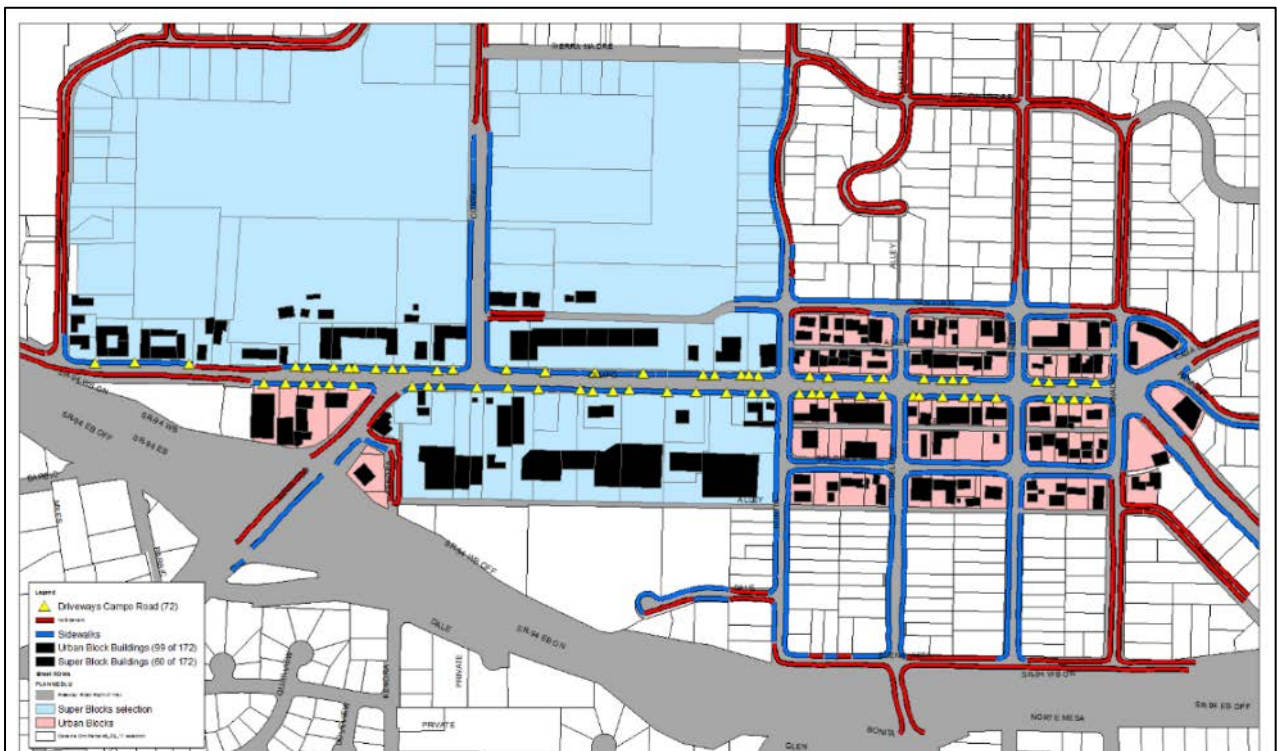


Casa de Oro Existing Land Use

Urban Form Analysis. Urban form is influential on the perception and function of communities. The urban form analysis consisted of review of existing linkage/connection points, streets and walkability components, scale, streetscape, building setbacks and facades, and signage.

- The corridor is comprised of two very different blocks and building patterns:
 - compact (300' x 400') urban blocks that form a more walkable grid pattern between Bonita and Granada, and
 - large, long, and wide (>1,2500' wide) superblocks west of Bonita.

- Most of the buildings are 1-story, contributing to the image of a sprawled, auto-oriented development and reduced visual interest
- Many of the buildings are in poor condition and do not meet contemporary design or efficiency standards.
- The street section is typified by nearly continuous asphalt and concrete for 150 feet between buildings.
- There are very few street trees and vegetation and green space overall, but there are some very large and attractive trees.
- There are an excessive number of curb cuts and driveways and uncontrolled turning movements and conflict points for vehicles, cyclists, and pedestrians.



Review of curb cuts, existing sidewalks and areas without sidewalks. Existing curb cuts are shown with a yellow triangle and existing sidewalks are shown in blue and areas without sidewalks are shown in red.

- Sidewalks exist primarily on Campo Road. A popular children’s route to school on the busiest segment of Kenwood does not have a sidewalk.

Review of Existing Traffic Volumes and Patterns. The existing average daily traffic along Campo Road is approximately 15,000 vehicles per day. The existing roadway classification and design provides capacity for up to 40,000 vehicles per day, indicating an abundance of capacity. Discussions with community members indicate traffic is not an issue during non-peak hours. However, peak hours (7:00 – 9:00 a.m. and 4:00 to 6:00 p.m.) results in delays and queuing around Conrad Avenue and Kenwood towards the 94 ramps. This short segment sees roughly 25,000 trips per day whereas the access to SR94 less than one mile to the East sees only roughly 5,000 trips per day. It was noted that most commuters turn West

on Campo Road from the primary feeder streets of Cordoba from the North and Barcelona from the South to access SR94 at Kenwood to avoid delays caused by a lack of right-turn lane at Campo and SR94.

ISSUES

Through assessment of existing conditions and input from the community, the following issues were identified as most prevalent in Casa de Oro.

Land Use

A range of members from the community feel the existing spectrum of land uses needs to be improved for Casa de Oro to thrive. The commercial corridor along Campo Road has a sporadic mixture of land uses that are not attractive to either consumers or potential businesses that are desired by the community.

- ***Prevalence of Undesirable Land Uses.*** A large majority of community members stated there is a high prevalence of legal and illegal uses and liquor stores, or establishments that sell liquor, along Campo Road. An overabundance of low-income multi-family apartment buildings and “halfway houses” was also mentioned as unfavorable and not the best use for a potential main street environment.
- ***Absence of desirable land uses.*** Almost all community members indicated the lack of desirable land uses or activities along Campo Road. Several individuals stated they would like to have a place to have a sit-down meal, including breakfast and dinner, or activities/entertainment for youth and elderly age groups. Participants mentioned there are currently very few places along the corridor to eat or gather. Missing desirable uses include:
 - Community center and activities for all ages, particularly for children and seniors
 - Permanent library
 - More dining and retail options, including family dining establishments, restaurants that serve alcohol, craft brewery/bars, and community retail (examples included Trader Joes or Target).
 - Community park and event space
 - Outdoor public gathering spaces



- New mixed-use commercial-residential uses on Campo Road that provide greater presence, variety, economic potential, and more “eyes on the street” and sense of community.

Existing Regulations Deter New Development and Business

Participants from the business community stated that the County’s existing regulations make it very difficult to open new business or renovate existing businesses. Several participants from the business community added that the permitting process is slow. The parking requirements (i.e. number and size of parking spaces required to be provided) are too difficult to achieve given the size or location/orientation of lots. One business owner who owned an office building indicated he had to reduce his business floor area to provide enough parking. He also considered opening a more community-based use such as a restaurant/bar, but could not meet the parking requirements for the proposed land use based on the size of the parcel. For many properties, compliance with the current standards would reduce the existing floor area in half.

During the permitting phase, improvements and mitigation measures suggested by the County are often not feasible for small businesses to achieve. For instance, the owner of a coffee shop indicated he was initially asked to pay for the widening of an adjacent roadway, which was financially infeasible. Therefore, there is a clear deterrent to continual investment and upgrade of properties toward their highest and best use, resulting in a stagnation and development stalemate.

Zoning & Development Standards and Constraints

- Existing development standards cannot suitably be applied to all existing conditions, particularly in the eastern, small block and small lot area east of Bonita where space is limited by parcel size and awkward parking placement
- Current parking standards constrain and prevent desired changes of use because businesses are unable to meet the parking requirements that are applicable to the requested changes.
- Development standards effectively freeze existing conditions, prevent expansion or redevelopment, and discourage investment and upgrades to existing structures.

Lack of Maintenance and Poor Aesthetic Quality

Several participants indicated that property owners and businesses do not maintain the exterior of their properties/businesses, including the larger chain stores where higher standards are expected. Almost all participants mentioned that due to the lack of maintenance by existing businesses, many nearby community members choose to travel to neighboring areas to shop and complete errands. Issues include:

- *Signage.* Excessive marketing signage, or signage pollution, along building frontages that consume most of the business windows. The clutter creates a poor impression of the area.

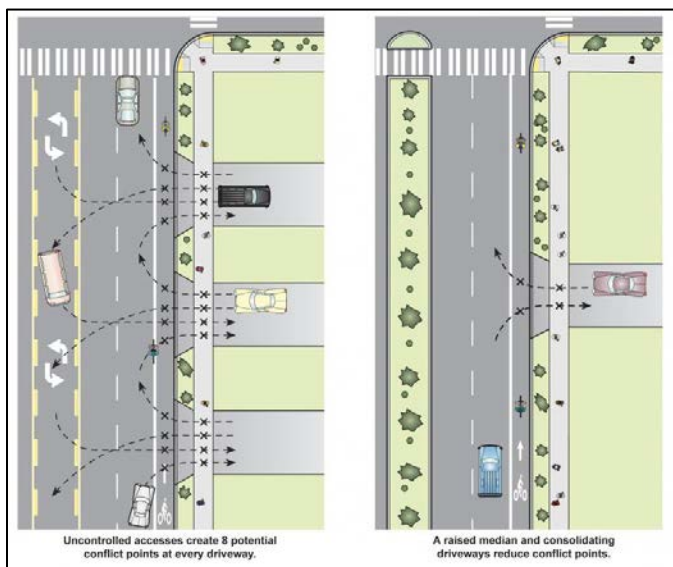
- **Lighting and Trash.** The corridor lacks sufficient lighting, trash cans, and other necessities. Exposed trash bins are prevalent along Campo Road, San Juan and behind the shopping centers along Kenora Drive.
- **Landscaping.** Landscaping is limited and inconsistent along the corridor.

Traffic, Streetscape, and Parking

The existing streetscape along Campo Road is focused on vehicular traffic driving through the corridor as opposed to destinations along the corridor. The existing 100-foot right-of-way includes 64-feet of roadway, 6-foot sidewalks on both sides of Campo Road, and intermittent on-street parking on the side streets.

- **Sidewalk gaps.** Paved sidewalks are provided along Campo Road but several gaps in the pedestrian network exist on the connector streets, particularly those that connect Campo Road to surrounding residential neighborhoods and schools.

- **Excessive curb cuts.** There are approximately 70 driveways along the north and south sides of Campo Road between Rogers Road and Granada. The high frequency and large width of curb cuts along the corridor creates exponential conflict points between motorists, pedestrians, and bicyclists. Excessive curb cuts prevent landscaping, lighting, and parking, and other streetscape amenities. They also contribute to the disconnection between uses along Campo Road.



Comparison showing controlled access and reduction in conflicts.

- **Lack of Connectivity.** In addition to excessive conflict points caused by the frequency of driveway locations, the existing walls within the shopping centers prevent pedestrian and vehicular connections between adjacent properties. These barriers frustrate patrons, complicate circulation, impede access and business, and generate additional traffic and turning movements on Campo Road.

- **Excess Roadway Capacity.** Campo Road is designed to carry several times the volume of traffic that exists and is projected to carry in the long-term. The existing capacity of Campo Road is an average of 40,000 trips per day (ADT). Current and projected traffic on Campo Road is approximately 14,000 trips per day. The existing and future volumes could be accommodated in a much smaller road section, with fewer lanes, leaving room for reclamation of lanes, parking and ROW for other uses and improvements.



Image showing an example of how Campo Road could be redeveloped to provide parking and landscaping.

- **Excess ROW Impacts Parking.** The existing right-of-way along Campo Road is 100 feet. Unlike most streets of this size and nature, there is no on-street parking on Campo Road. Further, the 100-foot wide right-of-way is extraordinarily large. Most of the required on-site parking areas on the parcels east of Bonita are non-conforming because they are in the right-of-way.

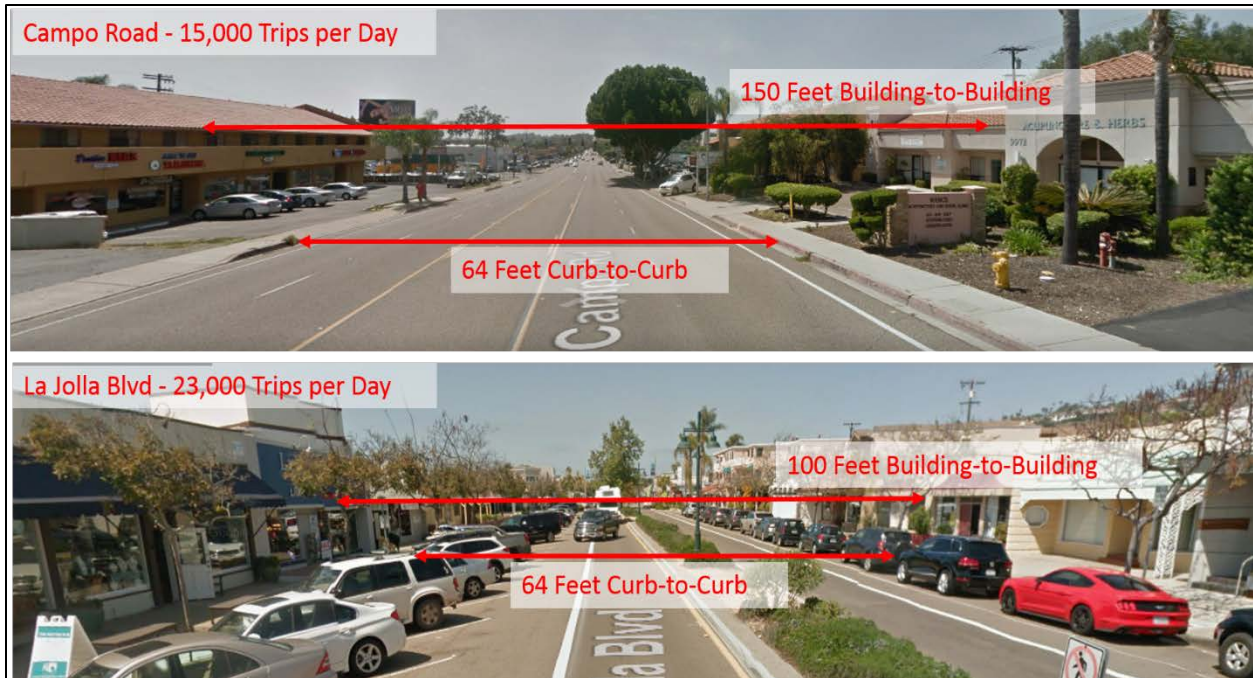


Image showing an example of how Campo Road could be redeveloped to provide parking and landscaping, closer buildings.

Code Compliance

Participants stated that many businesses in the area, particularly the undesirable or “high-risk” businesses, appear to be in violation of current County Codes and policies. Participants also believe there is a lack of consistent and long-term enforcement that allows the pattern of code violations to continue. Participants added overall enforcement appears to be lacking and a seemingly minimal response is provided when violations are reported to County or other local authorities. While some response by code enforcement and authorities was acknowledged, examples were given of illegal businesses being shut down by code enforcement and reopened within a few days. A review of the code violation complaint history over the last five years indicated a clear shift from more minor violations including structure conversions and signage to resource intensive violations such as illegal marijuana in 2015.

Poor Perception Deters Interest and Investment

Participants stated that the overall perception of Casa de Oro is poor and further deters people from investing or visiting the area. The poor perception and lack of a focused improvement plan has created apprehension from the business community in investing funds to start or improve their businesses.

Infrastructure

- **Alleys.** Normally a beneficial feature, many of the existing alleys along San Juan and Cordoba suffer from inconsistent improvement, condition and use. The alleys represent and opportunity for improving access, parking and future building improvements. Currently, Kenora Drive serves as an access/frontage road to Deering Banjo and several apartment complexes. Access to the parking lots behind the commercial strip centers are also provided off Kenora Drive.



Photos of Kenora and San Juan Drive

- **Storm drainage.** The fenced, walled and overgrown open drainage channel prevents access and service to rear of buildings. The upstream channel flows through a double culvert into a single culvert with roughly half the capacity, creating an obvious flaw that leads to flooding and property damage.



Photos of alley storm drainage channel and undersized pipe

OPPORTUNITIES

When asked about the opportunities envisioned by participants for the area, the most common responses included:

Provide More Community-Based Activities and Uses

There is a desire for community activities and uses, particularly for youth, families, and senior cohorts. The representatives from the local schools indicated that children need supervised places to recreate after school, such as a larger, permanent library or community center. Many of the interview participants were long-standing residents who grew up and remained in Casa de Oro throughout their lives with no plans to relocate. They shared a desire for elderly community centers and see Campo Road as an opportunity for such land use as it is accessible from several residential neighborhoods and offers transit. Nearly all participants indicated the need and desire for a wider selection of places to eat, including breakfast/coffee, dinner, and high-quality brewery or bar type establishments, as well as outdoor areas for community events such as farmers markets and parades. Several community members, including the Chamber of Commerce, were concerned about maintaining the existing flagpole holes provided along the sidewalks on Campo Road that are used for parades and special holidays.

Potential Economic Support from Surrounding Residential Areas Accessible to Campo Road

Several participants indicated the density of residential areas surrounding Campo Road as an asset and opportunity. It was stated that many surrounding neighborhoods include residents with resources to

patronize and revitalize the area. Residents would be interested in recreating and supporting businesses along Campo Road if there were improved or additional things to do and places to go.

Require Higher Standards for Businesses and Maintenance

Many participants expressed the desire to utilize the revitalization strategy to improve the standards for business and maintenance to ensure a higher quality environment. This could include design standards for signage, landscaping, and amenities suitable to create a consistent character along the corridor.

Provide Street Improvements and Enhanced Mobility Facilities

A variety of streetscape enhancements are desired, including pedestrian friendly sidewalks and amenities such as seating, landscaping, and trash cans. Bike facilities were suggested to occur along the periphery streets, San Juan and Kenora Drive behind Albertsons, south of Campo Road. Participants indicated they would bike or allow their children to bike to school if safer facilities were provided.

Revitalization Tools and Options

Based on the existing conditions assessment and discussions with community members through the stakeholder interviews and community workshop, the following is a summary of the most appropriate and typical planning actions that may be taken to create, improve, and revitalize the Casa de Oro Campo Road corridor, and potential options to implement these actions .

A range of actions, identified in Table 1, including ongoing maintenance and operations, modifying development regulations, and improving and/or adding community facilities could be taken by Business, Organizations, Property Owners and the County of San Diego to address the issues identified by the community stakeholders.

Table 1: Responsible Party & Actions Comparison Table

| Actions by Businesses, Organizations, Property Owners | Actions by County of San Diego | |
|--|--|--|
| <p>Ongoing Maintenance and Operations</p> <ul style="list-style-type: none"> • Maintenance • Private Landscaping • Wayfinding • Façade Improvements • Signage Improvements • Waste Management • On Street/ Shared Parking • Special Events • Tenant Attraction | <p>Modifying Development Regulations</p> <ul style="list-style-type: none"> • Signage Ordinance • Streetscape Design Standards • Design Guidelines • Public Facilities Planning | <p>Facilities Implementation</p> <ul style="list-style-type: none"> • Public Infrastructure improvements • Parks • Improving Community Facilities • Road and Streetscape improvements |

The options identified to implement these actions are comprised of two categories. The first category consists of community-based financing mechanism (financing options) to fund business investment, maintenance, enhancements or infrastructure, which can provide funding for improvement programs, infrastructure operations and community facility improvements; the second category includes regulatory frameworks (regulatory options) to improve or change existing codes and regulations to provide policy and modified structure to encourage more attractive and vibrant development.

Community Based Financing Mechanism Options

1. Business Improvement District
2. Community Facilities District
3. Enhanced Infrastructure Finance District

Regulatory Tool Options

4. Design Guidelines
5. Form Based Codes
6. Specific Plan

The financing and regulatory options could address various issues identified by the Casa de Oro Alliance and during stakeholder engagement, as specified in Table 2.

Table 2: Issues & Options Comparison Table

| Action | Issue | Option | |
|---|--|-----------|-------------|
| | | Finance | Regulatory |
| Sign Design Guidelines & Community Signage | <ul style="list-style-type: none"> • Sign pollution, poor quality signs | BID | DG, FBC, SP |
| Landscaping | <ul style="list-style-type: none"> • Lack of street trees, absence of green space, no parkways, little greenery /landscaping | BID, CFD | DG, SP |
| Community Events & Promotions | <ul style="list-style-type: none"> • Few community events | BID | - |
| Trash Receptacles / Waste Management | <ul style="list-style-type: none"> • Absence, poor quality trash cans, litter • Unenclosed dumpsters, litter • Dumpsters dominate experience | BID, EIFD | DG, SP |
| Streetscape & Road Improvements | <ul style="list-style-type: none"> • Excess capacity; room for on-street parking; need for road diet • Driveways and conflict points hostile to pedestrians; coordinated access • Absent, unattractive street furniture • Lack of street trees and landscaping | EIFD, CFD | DG, FBC, SP |
| Façade Improvements | <ul style="list-style-type: none"> • Underutilized commercial space • Small, few windows, awnings, poor quality • Poorly designed, maintained facades | BID | DG, FBC, SP |
| Parking Facilities / Management | <ul style="list-style-type: none"> • Excess and underutilized parking | BID, EIFD | - |
| Building, Parking Location & Design | <ul style="list-style-type: none"> • Poor blocked access • Buildings too far apart; poor/no pedestrian orientation, poorly located/ coordinated parking | - | DG, FBC, SP |
| On-Street Parking Facilities | <ul style="list-style-type: none"> • More travel lanes than needed | CFD | - |
| Lighting | <ul style="list-style-type: none"> • Poor quality or absent lighting | BID, CFD | |
| Lighting Guidelines | <ul style="list-style-type: none"> • Poor quality, missing lighting | - | DG, FBC, SP |
| Building Materials Standards & Community Character Guidelines | <ul style="list-style-type: none"> • Poor maintenance and quality of building materials • Lack of quality, cohesive community character | - | DG, FBC, SP |
| Flood Control & Drainage Projects | <ul style="list-style-type: none"> • Undersized pipe, open channel blocks access to building, floods | EIFD, CFD | SP |
| Security | <ul style="list-style-type: none"> • Safety concerns | BID | - |

| Action | Issue | Options | |
|--|---|-----------|------------|
| | | Finance | Regulatory |
| Parks & Community Facilities | <ul style="list-style-type: none"> Absence of plazas, parks, civic spaces Need a place for children and seniors | EIFD, CFD | FBC, SP |
| Building Type, Location, Design & Setbacks | <ul style="list-style-type: none"> Desired building types prohibited Excessive and vague setbacks discourage activity | - | FBC, SP |
| Land Use & Zoning | <ul style="list-style-type: none"> Single zoning is too general Existing standards prevent new development Abundance of undesirable uses | - | FBC, SP |
| Vision, Goals & Objectives | <ul style="list-style-type: none"> Lack of vision or identity | - | SP |
| Implementation Plan | <ul style="list-style-type: none"> Lack of vision, plan to improve area | - | SP |
| Community Finance Options: Business Improvement District (BID), Enhanced Infrastructure Facility District (EIFD), Community Facilities District (CFD); Regulatory Options: Design Guidelines (DG), Form Based Code (FBC), Specific Plan (SP) | | | |

Each option has advantages and disadvantages, including applications and key benefits, cost, timelines, enforceability, complexity and flexibility. These features and factors are summarized in Table 3: Planning Tools & Options Comparison Table. Each option is then described more fully in the following section.

A survey of business and property owners should be conducted to determine which, if any, of the financing options are supported by the community and provide level of financial investment that would be generated and/or needed to implement the desired ongoing operations and infrastructure improvements. In addition, further internal analysis of the financial feasibility of implementing a financing option, including capacity of the community to support additional assessment and/or taxes, participation of other taxing entities, potential debt capacity and a gap analysis should be conducted. Based on the outcome of this analysis and outreach, a district or association could be recommended if supported by a majority of the community.

If a regulatory option is selected and implemented, the results would be anticipated to occur gradually over time, of up to 10-15 years, as new uses and development would be required to comply with the new codes and regulations. Existing structures, businesses, and signs would be grandfathered if legally constructed under the existing codes.

Potential funding opportunities for the regulatory options include grant programs offered by the California Department of Transportation (Caltrans) and the San Diego Association of Governments (SANDAG).

A key element for the continued success of the revitalization effort is for the community and stakeholders to actively support and participate in any future efforts. The process for revitalization will be incremental, but as property conditions are upgraded, new projects are built, and regulations are improved, the continual improvement of the community will be realized.

Table 3 - Casa de Oro Options Comparison Table

| OPTIONS | Authority | | Estimated Cost | | Funding | | | | Estimated Time | Implementation | | Regulations /Standards | | | Improvement, Programs & Operations | | | | | | | CEQA & Tech Studies | | |
|--|-----------------------|--------------|--|-------------------|------------|-----|--------------|----------------|--|-------------------------------|-------------------------|--|------------------------------------|-----------------------------------|------------------------------------|--------------------|---------|-------------|------------------|------------------|------------------------------------|------------------------------------|------|-----------------------|
| | Local Business Owners | County Staff | Document Creation (includes County staff) | Annual Management | Assessment | Tax | County Funds | Grant Eligible | | Advisory (A) / Compulsory (C) | Implementation Strategy | Land Use, Zoning/Development Standards | Building & Parking Layout & Design | Vision, Policy, Goals, Objectives | Community Events, Promotion | Road & Streetscape | Parking | Landscaping | Façade & Signage | Waste Management | Public Infrastructure Improvements | Parks, Community Center/Facilities | CEQA | Traffic, Market, etc. |
| Community-Based Financing Mechanism Options | | | | | | | | | | | | | | | | | | | | | | | | |
| Business Improvement District | • | • | \$150,000 | \$5,000-50,000 | • | | | | 9-12 months | A | • | | | | • | | • | • | • | • | | | | |
| Community Facilities District | | • | \$250,000-450,000 | \$5,000-50,000 | | • | | | 9-15 months | C | • | | | | | • | • | | | | • | • | | |
| Enhanced Infrastructure Finance District | | • | \$250,000-450,000 | \$10,000-50,000 | | • | | | 18-24 months | C | • | | | | | • | • | | | • | • | • | | |
| Regulatory Tool Options | | | | | | | | | | | | | | | | | | | | | | | | |
| Design Guidelines | | • | \$100,000 | -- | | | • | | 18 months (est. completion Q1 FY20/21) | A | | | • | • | | • | • | • | • | • | | | | |
| Form-Based Code | | • | \$530,000 | -- | | | • | • | 2 years (est. completion Q3 FY 20/21) | C | | • | • | • | | • | • | • | • | | | • | • | • |
| Specific Plan | | • | \$675,000 | -- | | | • | • | 3 years (est. completion Q3 FY 21/22) | C | • | • | • | • | | • | • | • | • | • | • | • | • | • |

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Business Improvement District (BID)

A **Business Improvement District**, or “BID”, is a revitalization tool suitable for the Campo Road commercial corridor. A BID for Casa de Oro would be a partnership of the local businesses with the County to perform a variety of services or improvements to improve the image and promotion of Casa de Oro to attract, retain and expand businesses.

| RESPONSIBLE PARTIES: | ESTIMATED COST: | TIMEFRAME: |
|---|---|---|
| <p><i>BID Consultant:</i> Develops plan</p> <p><i>County BOS:</i> Authorizes district;</p> <p><i>County Assessor:</i> Collects assessments via property tax or business licenses</p> <p><i>County PDS:</i> Responsible for overseeing plan development and annual monitoring of program</p> <p><i>County, existing Non-profit, or new non-profit Owners Association:</i> Provides or contracts services and improvements</p> <p><i>Applicants</i></p> | <p>\$150,000</p> <p>Business Survey & Priorities \$50,000</p> <p>Plan Development \$50,000</p> <p>District Formulation \$50,000</p> <p>Annual District Management \$5-50,000</p> <p>Annual Program Expenditures - via plan</p> | <p>9-12 months</p> <p>Business Owner Survey: 3 months</p> <p>Management District Plan: 3 -6 months</p> <p>District Formulation: 3 months</p> |



The following summarizes how many of the Casa de Oro issues are typically addressed by BID services and improvements. Creation of a BID would provide a vehicle for local businesses to coordinate and develop improvements and services that benefit the entire district. Such efforts are designed to lead to gradual and continual improvements and activities that attract and retain business and create an overall improvement in the character, aesthetics and function of the district.

| Casa de Oro Issues/Opportunities | Typical BID Applications |
|--|---|
| <ul style="list-style-type: none"> • Excess & inefficient parking | <ul style="list-style-type: none"> • Parking Facilities, Management |
| <ul style="list-style-type: none"> • Lack of street trees, green space | <ul style="list-style-type: none"> • Landscaping |
| <ul style="list-style-type: none"> • Absent, unattractive furniture | <ul style="list-style-type: none"> • Benches and Street Furniture |
| <ul style="list-style-type: none"> • Absence, poor quality trash cans, litter | <ul style="list-style-type: none"> • Trash Receptacles |
| <ul style="list-style-type: none"> • Poor quality or absent lighting | <ul style="list-style-type: none"> • Street Lighting |
| <ul style="list-style-type: none"> • Excess capacity, driveways, conflicts; room for on-street parking, coordinated access, landscaping | <ul style="list-style-type: none"> • Streetscape and Road Improvements |
| <ul style="list-style-type: none"> • Sign pollution, poor quality signs | <ul style="list-style-type: none"> • Seasonal Signage and Decorations |
| <ul style="list-style-type: none"> • Few community events | <ul style="list-style-type: none"> • Community Events and Promotions (i.e. – Restaurant tours, block parties, weekly farmers markets, and holiday festivals) |
| <ul style="list-style-type: none"> • Safety concerns | <ul style="list-style-type: none"> • Security |
| <ul style="list-style-type: none"> • Unenclosed dumpsters, litter | <ul style="list-style-type: none"> • Waste Management |
| <ul style="list-style-type: none"> • Small, few windows, awnings, poor quality | <ul style="list-style-type: none"> • Façade Improvements |

Process

Formulation of a BID for Casa de Oro would involve several steps. First, a service or improvement plan is prepared, often by BID consultant through a Request for Proposal (RFP) process. This would likely include a survey or other extensive engagement to determine the level of interest, financing parameters, and prioritize services and improvements. The County Board of Supervisors would propose a new district by adopting a resolution of intention. The district boundaries



would likely include the commercial zones along Campo Road. Types of services and improvements to be financed are specified in a plan at this time. Then, public notice must be provided and a public hearing will be held. If supported by a majority of businesses, the BID is established and a non-profit advisory board is appointed. This is typically an existing non-profit (e.g. Chamber of Commerce), or a new non-profit (business owners). **Business Improvement District assessments** must be directly proportional to the estimated benefit being received by the businesses upon which they are levied. Normally these will be assessed annually on County property tax bills. The assessments and services vary depending on the needs, desires and ability of the district. BIDs typically contract for the services or planned improvements.

Implementation

Once established, assessments are compulsory and collected either as part of business licenses, or more typically via annual assessments with property taxes. Funds are used to pay for administration and contracting of services or improvements. Any guidance the BID provides to businesses within its district is advisory. Businesses are not legally bound to comply with the BID guidance and will not be subject to fines.

Special Considerations

- BIDs are an excellent tool for the management of local issues, services and programs.
- They are not as suitable for funding infrastructure and capital improvements.
- They do not affect zoning, land use or development standards or requirements.
- CEQA is not required for most functions of a BID, and would only be triggered if the action that the BID was taking included an item like demolition, erection of a building, or another action that would trigger CEQA in its own right.
- Some of the preliminary work efforts and costs of developing an improvement plan and support can be accomplished by local community organizations such as the Alliance.

Community Facilities District (CFD)

A **Community Facilities District** (CFD), or Mello-Roos, allows for financing of public improvements and services. Any County, city, special district, school district, or joint powers authority can establish a CFD to finance public improvements and services. CFDs are available to finance a broad range of improvements and services that can assist in the development of property used for residential, commercial, industrial, or community centers that have a useful life of at least five years.

| RESPONSIBLE PARTIES: | ESTIMATED COST: | TIMEFRAME: |
|--|--|---|
| County Board of Supervisors | \$250-450,000 | 9-15 months |
| County PDS, DPR & DPW | CFD Plan Development \$100-150,000 | CFD Petition/Initiation 2 months |
| Tax and Bond Counsel | Engineering Plans \$100-200,000 | CFD Legislative Plan 2-6 months |
| County Public Works / Engineers for capital improvements | District Formulation \$50-100,000 | CFD Formation Public Hearing 2 months |
| District or Joint Powers Authority | Annual District Management \$5-50,000 | Election (general or special) 3-6 months |
| Applicants | | Purchase, Bond, Construction On-going |



The following summarizes how some Casa de Oro issues could be addressed by creation of a CFD including financing of major improvements such as: corrections to the open channel storm drainage system; reconfiguration of Campo Road including on-street parking, landscaping, and lighting; and/or purchase of land and/or construction of a community center. Changing Campo Road to a more attractive, pedestrian- and bike-friendly corridor would transform the use, function and perception of the area, and encourage development and redevelopment with uses typical of a Main Street.

| Casa de Oro Issues/Opportunities | Typical CFD Applications |
|--|--|
| <ul style="list-style-type: none"> • More travel lanes than needed | <ul style="list-style-type: none"> • On-street Parking Facilities |
| <ul style="list-style-type: none"> • No parkways, Too few street trees | <ul style="list-style-type: none"> • Landscaping |
| <ul style="list-style-type: none"> • Excess capacity; Excessive driveways & conflict points; Hostile to pedestrians | <ul style="list-style-type: none"> • Road and Streetscape Improvements |
| <ul style="list-style-type: none"> • Undersized pipe; open channel blocks access to buildings, floods | <ul style="list-style-type: none"> • Flood Control & Drainage |
| <ul style="list-style-type: none"> • Absence of green and civic space; Need place for children and seniors | <ul style="list-style-type: none"> • Parks, Community Center & Facilities |
| <ul style="list-style-type: none"> • Poor quality or absent lighting | <ul style="list-style-type: none"> • Lighting |

Process

A CFD would be created by the County Board of Supervisors. It could be initiated by the Board of Supervisors or 10% of the affected property owners. The proposed district would include all properties that will benefit from the improvements to be constructed or the services



to be provided. The boundaries would differ for drainage channel improvements or a community center based on who will benefit from the project. A plan including boundaries, goals, policies, improvements and services, financing mechanisms would be created by County Staff. Then the BOS would hold a hearing to authorize the formation of a CFD. If not protested by more than 50% of the voters or owners of 50% of the land, then it would move to a general or special election requiring a two-thirds majority vote.

If approved, a **Special Tax Lien** is placed against each property in the CFD and paid each year. Municipal bonds can be sold by the CFD agency to provide the money initially needed to build expensive improvements or fund the services. The Special Tax cannot be directly based on the value of the property and must be based on mathematical formulas that consider property characteristics such as use of the property, square footage of the structure and lot size. The formula is defined at the time of formation, and will include a maximum special tax amount and a percentage maximum annual increase. If bonds were issued by the CFD, special taxes will be charged annually until the bonds are paid off in full. Often, after the bonds are paid off, a CFD will continue to charge a reduced fee to maintain the improvements. The CFD implementing authority is existing County agency or joint powers authority if more than one agency that is authorized to construct, own or operate the improvement, facility or provide the service(s).

Implementation

Any actions that the CFD mandates are **compulsory**. All landowners and/or residents within the district are required to pay the tax as it is defined at the formation of the CFD.

Special Considerations

- CFDs are an excellent tool for funding infrastructure and capital improvements.
- They do not affect zoning, land use or development standards or requirements.
- CFDs require preparation of engineering plans and cost estimates for capital improvements.
- Special tax and bond consultants and counsel are required to create the financing plans.
- CFDs cannot be used to supplant existing services, or for new development to pay for pre-existing needs and services.
- CFDs are particularly suitable for long-range or phased improvements and long-term plans.
- CEQA is not required for most functions of a CFD, and would only be triggered if the action that the CFD was taking included an item like demolition, erection of a building, or another action that would trigger CEQA in its own right.

Enhanced Infrastructure Finance District (EIFD)

Enhanced Infrastructure Financing Districts (EIFDs) allow for separate government entities and special districts within a defined area to finance infrastructure projects with community-wide benefits.

| RESPONSIBLE PARTIES: | ESTIMATED COST: \$250-450,000 | TIMEFRAME: 18-24 months |
|--|---|---|
| County Board of Supervisors | EIFD Feasibility \$50,000 | EIFD Feasibility Studies 3 months |
| County PDS, DPR & DPW | EIFD Plan Development \$100-150,000 | EIFD Plan 9-15 months |
| Tax and Bond Counsel | Engineering Plans \$50-100,000 | EIFD Formation Public Hearing 6 months |
| County Public Works / Engineers for capital improvements | District Formulation \$50-100,000 | Purchase, Bond, Construction On-going |
| Joint Powers Authority | Annual District Management \$10-50,000 | |
| County Assessor | Annual Program Expenditures – via plan | |
| Applicants | | |



The following summarizes how some Casa de Oro issues could be addressed by creation of an EIFD. EIFDs would be used for similar purposes as a CFD, such as: corrections to the open channel storm drainage system; reconfiguration of Campo Road including on-street parking, landscaping, and lighting; and/or purchase of land and/or construction of a community center.

| Casa de Oro Issues/Opportunities | Typical EIFD Applications |
|--|--|
| <ul style="list-style-type: none"> Excess capacity; Excessive driveways & conflict points; Hostile to pedestrians | <ul style="list-style-type: none"> Road and Streetscape Improvements |
| <ul style="list-style-type: none"> Shared/public parking | <ul style="list-style-type: none"> Parking Facilities, Management |
| <ul style="list-style-type: none"> Undersized pipe; open channel blocks access to buildings, floods | <ul style="list-style-type: none"> Flood Control and Drainage Projects |
| <ul style="list-style-type: none"> Excessive, uncoordinated, unenclosed dumpsters | <ul style="list-style-type: none"> Waste Management |
| <ul style="list-style-type: none"> Absence of plazas, parks, civic spaces | <ul style="list-style-type: none"> Parks, Community Center & Facilities |

Process

Creation of a Casa de Oro EIFD involves several steps. First would be a feasibility study. This would include: identification of the infrastructure and capital facilities needed to implement the area plans; a cost analysis and a financial needs and funding gap analysis; and determination of whether adequate funds would be generated. If determined to be viable, support for an EIFD would be evaluated through preparation of a preliminary tax increment sharing agreement with participating taxing agencies, if any, and with the community and property owners to gauge community support for improvement bonds.



The preparation of an EIFD plan includes conversations with other taxing entities (county, special districts) to determine whether they consent to transferring their share of the property tax increment or other eligible revenue to the EIFD to finance facilities and development in the Casa de Oro district.

If an EIFD is determined to be necessary, appropriate and viable, the Board of Supervisors would direct the preparation of an infrastructure financing plan that includes the details of the public facilities and other forms of development that is proposed within the area of the district and how those facilities and development will be funded. Typically, the main funding source will be **property tax increment** generated within the area encompassed by the EIFD. However, EIFDs can also be funded with **benefit assessments, development fees, or private investments** to be available for project funding.

A Joint Power Authority or Public Financing Authority (PFA), consisting of the County and any other participating taxing authority would be created to manage the EIFD. The Public Financing Authority (PFA), which is the legislative body that is comprised of 3 members of the Board of Supervisors, members of any other taxing authorities, plus two members of the public. It may issue bonds payable from funds or properties of the district with 55% voter approval of either voters or landowners within the District.

Prior to approving a plan, the infrastructure financing plan would be created and presented for public review and hearing. The Board of Supervisors must hold a public hearing to provide an opportunity for comments from landowners, taxing agencies, and members of the public. Upon adoption, the plan is transferred to the PFA for implementation.

Implementation

Any actions that the EIFD mandates are **compulsory**. All landowners and/or residents within the district are required to pay the tax or the benefit assessment as it is defined at the formation of the EIFD.

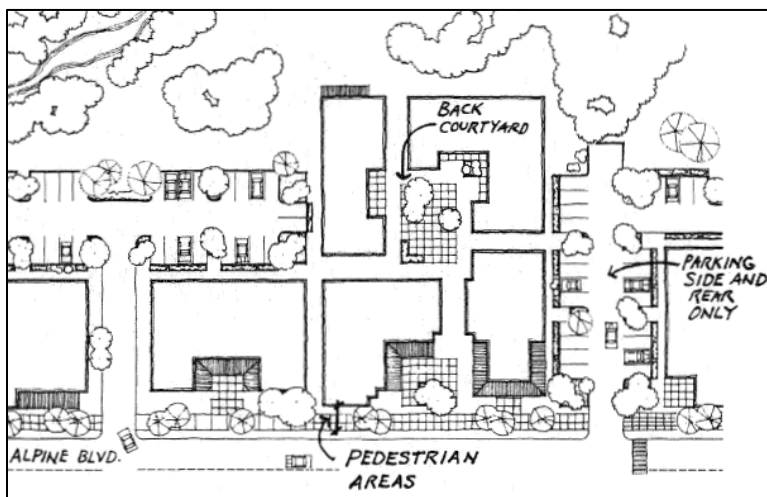
Special Considerations

- EIFDs have the advantage of using tax increment financing. This is particularly useful where planned infrastructure improvements will support significant land development or redevelopment in the subject area.
- Other funding mechanisms may be more appropriate if tax increment funding is not pursued or significant.
- CEQA is not required for most functions of an EIFD, and would only be triggered if the action that the EIFD was taking included an item like demolition, erection of a building, or another action that would trigger CEQA in its own right.

Design Guidelines

Design Guidelines provide guidance to enhance the physical character and livability of an area. Design guidelines are **advisory**, not regulatory, but should be evaluated by County staff and decision-making bodies in the review of new development proposals to ensure that new construction incorporates the appropriate goals, policies, and principles of the guidelines. The purpose is to ensure that every new development will carefully consider the community context in which it takes place and make a conscientious effort to develop a compatible relationship to natural surroundings, neighboring properties, and community design goals.

| RESPONSIBLE PARTIES: | ESTIMATED COST: | TIMEFRAME: |
|-----------------------------|-------------------------------------|--|
| County Board of Supervisors | \$100,000 | 1 Year |
| County PDS Staff | Preparation of Design Guidelines | Due Diligence 1 month |
| Community Planning Group | Implementation – no additional cost | Community Engagement 2 months |
| Applicants | | Opportunities and Goals 2 months |
| | | Draft Guidelines (3) 4 months |
| | | CPG Meetings, Public Hearings & Adoption 6 months |

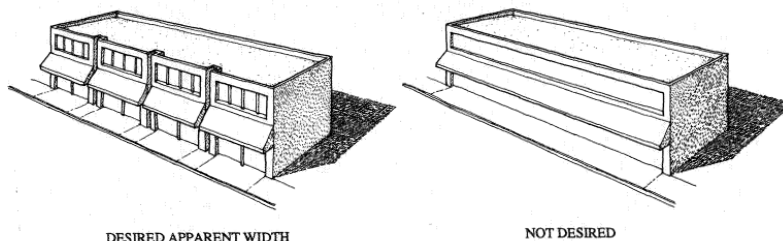


Below are the typical elements contained in community design guidelines (CDGs) prepared for other County of San Diego communities. All were identified as appropriate for Casa de Oro. Diligent use of CDGs lead to a general upgrade of the quality of design in the community as applicants, staff and the Community Planning Group (CPG) meet and enforce the clearly articulated goals and objectives of Casa de Oro. Such standards can lead to a virtuous cycle of voluntary upgrades of property independent of formal development applications. CDGs can lead to significant improvements in community character and function over the long-term.

| Casa de Oro Issues/Opportunities | Typical Design Guideline Applications |
|---|---|
| <ul style="list-style-type: none"> • Poor, blocked access | <ul style="list-style-type: none"> • Building and Parking Layout and Design Guidelines |
| <ul style="list-style-type: none"> • Excessive, poor quality signage | <ul style="list-style-type: none"> • Signage Guidelines |
| <ul style="list-style-type: none"> • Poor quality, missing lighting | <ul style="list-style-type: none"> • Lighting Guidelines |
| <ul style="list-style-type: none"> • Poorly maintenance, materials | <ul style="list-style-type: none"> • Building Material Guidelines |
| <ul style="list-style-type: none"> • Lack of cohesive identity | <ul style="list-style-type: none"> • Community Character Guidelines |
| <ul style="list-style-type: none"> • Need for road diet, better use | <ul style="list-style-type: none"> • Road and Streetscape Guidelines |
| <ul style="list-style-type: none"> • Little greenery, landscaping | <ul style="list-style-type: none"> • Landscape Guidelines |
| <ul style="list-style-type: none"> • Poorly designed, maintained facades | <ul style="list-style-type: none"> • Façade Guidelines |
| <ul style="list-style-type: none"> • Dumpsters dominate experience | <ul style="list-style-type: none"> • Waste Receptacle and Management Guidelines |

Process

Community design guidelines could be initiated by Casa de Oro residents. The Alliance has effectively started the process through its request for this study. If funded by the County, a consultant would work with the Community



Planning Group or sponsor group to oversee preparation of the guidelines. The creation of design guidelines begins with a comprehensive evaluation of the development characteristics of the community. This would be followed by development of priority issues, goals and objectives. A visual preference survey is often used to evaluate design options with the community. Several drafts of the guidelines are prepared and reviewed by the CPG, reviewed by the Planning Commission, and adopted by the Board of Supervisors in accordance with Zoning Code Section 5760 and 5799B.

Implementation

Design Guidelines are **advisory**. Although it is highly encouraged for applicants and property owners to improve their property to comply with the guidelines, they are not legally obligated to do so.

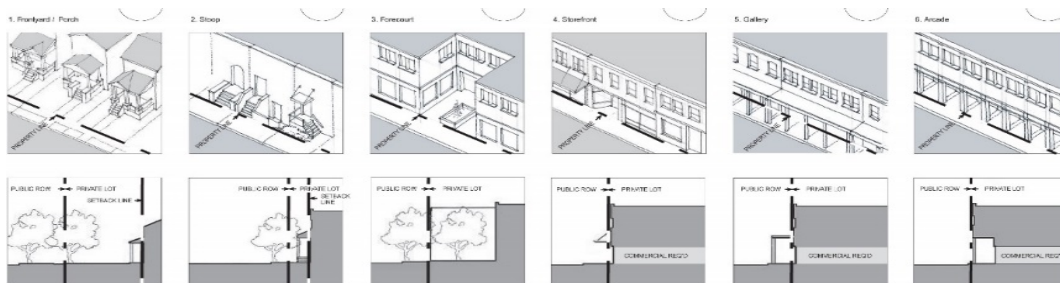
Special Considerations

- Design guidelines are only guidelines and shall only encourage property owners to comply.
- The guidelines in Design Guidelines are created in a comprehensive manner that takes into account the unique character of the entire study area and if followed can improve the overall community character and vision.
- The creation of design guidelines would likely be exempt from CEQA.

Form-Based Code

A **form-based code** is a method of development regulation, adopted into municipal or county law, which emphasizes the physical character of development and de-emphasizes the regulation of land uses. It focuses on how development relates to the context of the surrounding community. Form-based codes usually provide greater predictability about the visual aspects of development, including how well it fits in with existing context of the community. They offer a community the means to create the physical development it wants and developers a clearer understanding of what the community seeks.

| | | |
|--|---|---|
| <p>RESPONSIBLE PARTIES:</p> <p>County Board of Supervisors</p> <p>County PDS, DPR, DGS, and DPW Staff</p> <p>Community Planning Group</p> <p>Applicants</p> | <p>ESTIMATED COST:</p> <p>\$530,000</p> <p>Form-based Code</p> <ul style="list-style-type: none"> • Consultant Costs \$200,000 • County Staff Management \$30,000 <p>CEQA (EIR)</p> <ul style="list-style-type: none"> • Consultant Document \$200k • Staff review, processing \$100k | <p>TIMEFRAME:</p> <p>2 years</p> <p>Framework Studies 3 months</p> <p>Community Engagement 3 months</p> <p>Technical Studies 3 months</p> <p>Preparation of Drafts (3) 6 months</p> <p>CEQA Studies and EIR 6 months</p> <p>Public Hearings & Adoption 3 months</p> |
|--|---|---|



Form-based codes address most of the same design elements contained in Community Design Guidelines, but with the power of required standards as a zoning ordinance. One distinct advantage of a FBC for Casa de Oro is the ability to customize the features to reflect the very different areas and conditions, and to shape the roads, buildings, sidewalks, parking, signage, lighting to result in the desired look with each development project. The standards would eliminate existing obstacles to and encourage development and redevelopment. Certain features such as an improved street design may require implementation through a capital improvement project. Form-based codes make the development process more efficient because the desired and required results are clear. The vision of the desired results often attracts new development and improvements to that vision, as well voluntary implementation of design improvements. The goal for Casa de Oro is a district that continually attracts investment and improvement where individual properties contribute to and enhance the value and function of unified, safe, attractive and walkable district. Listed below are Casa de Oro issues and opportunities and corresponding typical FBC solutions.

| Casa de Oro Issues/Opportunities | Typical FBC Applications |
|---|--|
| <ul style="list-style-type: none"> • Single zone, too general; Standards prevent new development, create blight; Missing desired uses; Abundance of undesirable uses, inappropriate uses | <ul style="list-style-type: none"> • Land Use and Zoning |
| <ul style="list-style-type: none"> • Buildings too far apart; Poor/no pedestrian orientation; Poorly located/coordinated parking | <ul style="list-style-type: none"> • Building and Parking Location and Design |
| <ul style="list-style-type: none"> • Desired building types prohibited | <ul style="list-style-type: none"> • Building Type and Frontage |
| <ul style="list-style-type: none"> • Excessive setbacks discourage activity | <ul style="list-style-type: none"> • Building Setbacks |
| <ul style="list-style-type: none"> • Excessive and poor quality signage | <ul style="list-style-type: none"> • Signage Guidelines |
| <ul style="list-style-type: none"> • Poor quality and inappropriate lighting | <ul style="list-style-type: none"> • Lighting Guidelines |
| <ul style="list-style-type: none"> • Poorly maintained & poor quality materials | <ul style="list-style-type: none"> • Building Material Guidelines |
| <ul style="list-style-type: none"> • Excessive Campo Road design | <ul style="list-style-type: none"> • Road and Streetscape Design |
| <ul style="list-style-type: none"> • Random, poor quality facades | <ul style="list-style-type: none"> • Façade Guidelines |
| <ul style="list-style-type: none"> • No community park, plaza, event space | <ul style="list-style-type: none"> • Parks, Community Center & Facilities |
| <ul style="list-style-type: none"> • Lack of quality, cohesive community character | <ul style="list-style-type: none"> • Building Materials, Standards & Community Character Guidelines |

Process

Preparation of a form-based code for Casa de Oro would address both the short- and long-term interests of each distinct area of the corridor, including elements and features such as facades and signage that can be implemented quickly, and building additions and redevelopment over the long-term. The County would hire a consultant to prepare the form-based code. The process would include urban form analysis, community engagement to identify constraints, issues and opportunities. Guiding principles and goals would be established. A community preference survey of area and development types, styles, and design elements would illustrate and document the desired results. Several iterations of the draft code would be prepared, presented and reviewed, and revised. Several test cases would be conducted to test and demonstrate the effects of the code. Once the code is refined, technical studies and CEQA documentation would be prepared. An EIR may not be necessary, depending on the nature and extent of the proposed changes to permitted uses and development densities. Concurrent amendments to the General Plan and/or Community Plan may be necessary to reflect possible changes in use, density, road standards. Public hearings would be required before the Planning Commission and Board of Supervisors.



Implementation

Form-based codes are *compulsory* and all new development must comply with the guidelines included within the code.

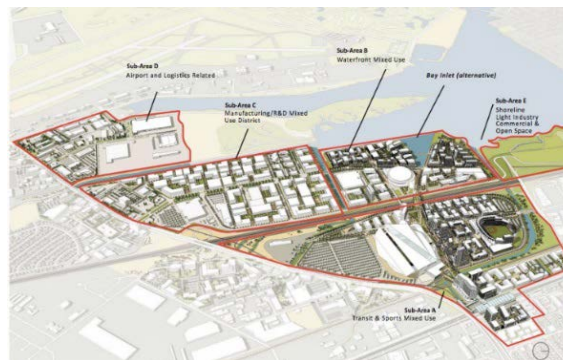
Special Considerations

- Form-based codes include many of the elements of community design guidelines.
- Form-based codes are created in a comprehensive manner that takes into account the unique character of the entire study area and if followed can improve the overall community character and vision.
- Form-based codes are focused on defining the layout and features of the built environment, but do not contain the same level of detail, research and community engagement as specific plans on community vision, land use policy, goals, infrastructure needs analysis, financing mechanisms, implementation plans, nor the coordination and integration with general plan.
- The creation of a form-based code is considered a project and will be subject to CEQA review.
- A Traffic Study and other technical studies (air quality, GHG, noise, market feasibility), would be recommended to complement the CEQA review and to develop options for the appropriate streetscape improvements for the study area.
- Funding for revitalization efforts could be appropriated by the Board, generated from taxes or fees, or be identified and awarded through grant opportunities. Grant opportunities during 2018 include programs offered by the San Diego Association of Governments and the California Department of Transportation.

Specific Plan

A **Specific Plan** is a tool for creating the vision and promoting the revitalization of the Campo Road corridor. It is the most comprehensive and inclusive of the planning options. It includes the process and document that defines the policy and implementing regulations. It establishes and implements the long-term vision and goals with tailored development standards, regulations and requirements, including a streamlined approval process, and includes an implementation tools and strategy. A Campo Road corridor specific plan would create a direct policy and regulatory link between the County General Plan and Valle de Oro Community Plan to the local development projects. Consistency between the General Plan and the Specific Plan is required.

| RESPONSIBLE PARTIES: | ESTIMATED COST: | TIMEFRAME: |
|---|--|---|
| County Board of Supervisors County PDS, DPR, DGS, and DPW Staff County Public Works Community Planning Group Applicants | ESTIMATED COST: \$675,000 Specific Plan Document <ul style="list-style-type: none"> • Consultant Costs \$300,000 • County Staff Management \$45,000 Market Study \$30,000 CEQA (EIR) Consultant Document \$200k Staff review, processing \$100k | TIMEFRAME: 3 years Framework Studies 3 months Community Engagement 3 months Technical Studies 3 months Preparation of Drafts (3) 6 months CEQA Studies and EIR 12 - 18 months (occurs concurrently with other tasks) Public Hearings & Adoption 6 months |



A specific plan can address virtually all issues and opportunities that have been identified for the Casa de Oro Campo Road corridor. It is also the planning option that addresses the issues in the most comprehensive and coordinated manner. While it is a significant investment, such comprehensive studies are designed to effect a positive change in both the short and long terms. Specific plans can and should be the catalyst for investment and revitalization. The commitment of the County and community to the plan provide the basis for long-term investment in capital improvements, and are intended to provide the certainty, confidence to attract and encourage significant private investment over time. Listed below are Casa de Oro issues and opportunities and typical specific plan solutions.

| Casa de Oro Issues/Opportunities | Typical Specific Plan Applications |
|---|--|
| <ul style="list-style-type: none"> • Lack of vision, or identity • Existing zoning is too general, vague, does not reflect distinct areas; Desired uses and development are discouraged or not possible | <ul style="list-style-type: none"> • Vision, Goals, and Objectives • Land Use and Zoning, Design Guidelines, Form-based Code; Streamlined approval of desired uses; Standards that allow redevelopment |
| <ul style="list-style-type: none"> • Inappropriate development standards • Lack of access, coordination, shared parking; inefficient design | <ul style="list-style-type: none"> • Building Type, Location and Design • Parking Layout and Design Standards |
| <ul style="list-style-type: none"> • Excessive setbacks, vague results • Excessive, poor quality signs • Poor quality, missing lighting | <ul style="list-style-type: none"> • Building Setbacks • Signage Standards • Lighting Guidelines |
| <ul style="list-style-type: none"> • Poor maintenance and quality • Lack of positive, cohesive identity | <ul style="list-style-type: none"> • Building Material Standards • Community Character Guidelines |
| <ul style="list-style-type: none"> • Excess capacity, lack of on-street parking; Excessive driveways and conflict points; Poor aesthetics and comfort | <ul style="list-style-type: none"> • Road and Streetscape Design Standards; Road diet with on-street parking, wider sidewalks, controlled access |
| <ul style="list-style-type: none"> • Absence of green space, trees, shade • Poor maintenance, quality, too few windows | <ul style="list-style-type: none"> • Landscape Standards • Façade Standards |
| <ul style="list-style-type: none"> • Dumpsters dominate the experience • Absence of civic event spaces | <ul style="list-style-type: none"> • Waste Management Standards • Parks and Community Facilities |
| <ul style="list-style-type: none"> • Undersized pipe, open channel blocks access to buildings, floods | <ul style="list-style-type: none"> • Flood Control & Drainage Projects |
| <ul style="list-style-type: none"> • Lack of vision, plan to improve the area | <ul style="list-style-type: none"> • Implementation Plan |

Process



The County of San Diego or a property owner may initiate a specific plan.

The process for preparation of a specific plan for Casa de Oro is very similar to that of other planning policy or regulatory documents, including design guidelines and a form-based codes. The process would include extensive background documentation of existing conditions, urban form analysis, and community engagement to identify constraints, issues and opportunities. Guiding principles and goals

would be established. A community preference survey of area and development types, styles, and design elements would illustrate and document the desired results. Several iterations of the draft specific plan would be prepared, presented and reviewed, and revised. Several test cases would be conducted to test and demonstrate the effects of the specific plan and its elements. A market study is recommended to inform and test the land use and development parameters to make sure the plan is feasible and viable. The results of the market study also play into the implementation strategy which identifies funding mechanisms, phasing, and other tools, timelines, actions and responsible parties to fully achieve the promise of the vision for Casa de Oro. Once the plan is refined, technical studies and CEQA documentation would be prepared. An EIR is likely to be necessary in consideration of possible changes to permitted uses and development densities and road design and drainage improvements. Concurrent amendments to the General Plan and/or Community Plan may be necessary to reflect possible changes in use, density, road standards. Public hearings would be required before the Planning Commission and Board of Supervisors.

Implementation

Specific plans are **compulsory** and all new development must comply with the standards and requirements included within the plan.

Special Considerations

- A specific plan establishes a holistic community vision and policy for the area. All other aspects of the plan are written to comply and enhance the vision.
- Specific plans include specialized zoning, development standards, form-based codes, design guidelines, technical studies, and an **implementation plan or strategy**.
- It is recommended that a Casa de Oro specific plan include design guidelines and form-based code regulatory plans and standards to address many of the specific issues and opportunities for Casa de Oro.
- A capital improvement plan for improvements to Campo Road and the storm drainage channel are likely to be recommended as part of the vision, standards, and implementation plan. A BID, CFD or EIFD would complement the Casa de Oro Specific Plan with the funding mechanisms needed for common improvements that are likely to be recommended.
- The creation of a specific plan is subject to CEQA review, including technical studies such as traffic, air quality, greenhouse gas, and noise. Preparation of an EIR is likely to be required.
- A market study is recommended to guide and test land use and development parameters to ensure project viability and feasibility.
- Funding for revitalization efforts could be appropriated by the Board, generated from taxes or fees, or be identified and awarded through grant opportunities. Grant opportunities during 2018 include programs offered by the San Diego Association of Governments and the California Department of Transportation.