

**Appendix J:**  
**General Plan Amendment Reports**



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## **J-1: General Plan Consistency Report**



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# 676 Moss Street

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## General Plan Amendment Consistency Analysis

11/29/2018

Revised 4/29/2019

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JN 167467



## GENERAL PLAN AMENDMENT CONSISTENCY ANALYSIS

The following is a summary of all General Plan Objectives and Policies applicable to the proposed General Plan Amendment from IL Limited Industrial to RH High Density Residential and the corresponding rezoning from ILP to R-3. Each relevant objective or policy is listed (*in italics*) and followed by an explanation of the project's consistency with each goal and policy. Overall, the project is generally consistent and supportive of the goals, objectives, and policies of the General Plan.

### LAND USE AND TRANSPORTATION

The project is consistent with the Land Use and Transportation Element's Objectives and Policies. The project implements the Land Use and Transportation Element's overall goals by providing context-sensitive, high-density housing in an area positioned for smart growth. Relevant Policies and Objectives include:

**Objective - LUT 1:** *Provide a balance of residential and non-residential development throughout the City that achieves a vibrant development pattern, enhances the character of the City, and meets the present and future needs of all residents and businesses.*

This project is consistent and helps provide additional, high-density residential units to meet the current and future housing demands in the City. The project will help enhance the character of the neighborhood by creating more compatible land uses and improving the frontage of Moss Street.

**Policy LUT-1.2:** *Coordinate planning activities and resources to balance land uses, amenities, and civic facilities in order to sustain or improve the quality of life.*

This project is consistent and creates a more balanced set of land uses by adding high-density housing in an area with excellent access to existing and planned civic and public facilities.

**Policy LUT-1.4:** *Seek to achieve an improved balance between jobs and housing in Chula Vista.*

This project is mostly consistent with the policy and directly helps increase the availability of housing in the City. The project will result in the removal of approximately 30 to 40 jobs and add 141 dwelling units, which is not enough to significantly alter the jobs-housing balance in the City.

**Policy LUT-1.5:** *Endeavor to create a mixture of employment opportunities for citizens at all economic levels.*

This project will remove some employment opportunities; however, the broader goals of the General Plan are still implemented by providing an effective mix of land uses in the Southwest Planning Area.



*Policy LUT-1.6: Attract and maintain land uses that generate revenue for the City of Chula Vista, while maintaining a balance of other community needs, such as housing, jobs, open space, and public facilities.*

This project is consistent because it is expected to significantly increase revenues from existing levels. The existing property generates approximately \$39,300 of net revenue for the City each year, while the project is anticipated to generate \$76,100 of net revenue a year. The site currently generates roughly \$48,100 in gross revenue, while the project will generate roughly \$302,300 in gross revenue, a six-fold increase (Kosmont, 2019).

*Policy LUT-1.7: Provide high-quality public facilities, services, and other amenities within close proximity to residents.*

This project is consistent because it is located within walking distance to transit, public services, and amenities, including schools, parks, bus stops, and other public facilities.

*Policy LUT-1.8: Pursue higher density residential categories and retail demand that are not being met within the City.*

This project directly implements this policy by providing high-density (20 du/ac), market-rate, for-sale housing in the City. Many of the nearby high-density developments are for-rent, and this project provides an additional option for those looking for high-density living with opportunities for homeownership.

*Policy LUT-1.9: Provide opportunities for development of housing that respond to diverse community needs in terms of density, size, location, and cost.*

This project directly implements this policy by providing a mix of unit types and sizes to accommodate diverse housing needs in the City. The variation in the number of bedrooms, bathrooms, options, and private open space all factor into providing a range of home prices and housing choices. The City's Housing Division has stated no affordable units are required in the development due to the high concentration of moderate to affordable housing in the area.

*Policy LUT-1.10: Maintain an adequate supply of land designated and zoned for residential use at appropriate densities to meet housing needs, consistent with the objective of maintaining a balance of land uses.*

This project directly implements this policy by creating new residential uses at densities compatible with the adjacent uses, strengthening the balance of land uses in the immediate surroundings. The RH designation represents the highest and best use of the site.



***Policy LUT-1.19:** Evaluate land use intensities in conjunction with the review of any zone change and/or General Plan Amendment to permit density or modify intensity. Factors to be considered include, but are not limited to, the maximum intensity allowed for the applicable land use designation in the General Plan, traffic circulation patterns, environmental constraints, and compatibility with surrounding land uses.*

The project is consistent because there are no environmental, circulation, or other constraints. The project meets and matches high-density residential to the east and complements and strengthens the single-family neighborhood south of Moss Street. The project will not have any direct growth inducing effects on the neighboring industrial properties because the properties do not share access or utilities. The high-density residential is compatible with adjacent limited industrial uses and will not create any environmental constraints for neighboring properties.

***Objective – LUT 4:** Establish policies, standards, and procedures to minimize blighting influences and maintain the integrity of stable residential neighborhoods.*

This project directly implements this objective because it removes a blighted and incompatible industrial property adjacent to residential uses. The RH/R3 designation is naturally compatible with the existing RLM/R1 and RH/R3 residential developments adjacent to the site.

***Policy LUT 4.2:** Protect existing, stable, single-family neighborhoods through zoning or other regulations that discourage the introduction of higher density residential or other incompatible or potentially disruptive land uses and/or activities.*

This project is consistent because it does not add an incompatible or potentially disruptive land use. It is located across the street from a single-family neighborhood and works to increase the integrity of the residential neighborhood by removing less compatible industrial uses and aligning residential uses on Moss Street.

***Policy LUT 4.3:** Require that new development, or redevelopment, through consideration of site and building design, and appropriate transition and edge treatments does not negatively affect the nature and character of nearby established neighborhoods or development.*

This project is consistent with and implements this policy by creating a more natural transition to a residential neighborhood by removing industrial uses. The project will ensure land uses on both sides of Moss Street are aligned, preventing isolated and illogical uses. The frontage improvements on Moss Street will improve the nature and character of the nearby established neighborhood. The existing industrial and multi-family uses will be adequately screened and buffered from the project through fencing and landscaping.



**Objective - LUT 5:** *Designate opportunities for mixed use areas with higher density housing that is near shopping, jobs, and transit in appropriate locations throughout the City.*

This project is consistent with this objective. While the project site is not within a mixed-use area, it is located close to different shopping, transit, and other public services. The project is within 0.3 miles of the MTS 932 bus route and within 0.65 miles of the Palomar Street Trolley. The project is supportive of existing transit and mixed-use areas by adding residents within walking distance. The high-density housing is supportive of the General Plan's South Broadway Corridor objectives and goals.

**Objective – LUT 6:** *Ensure adjacent land uses are compatible with one another.*

This project is consistent with the objective because it does not create any new and incompatible land use transitions. The project creates more compatible land uses on Moss Street by removing industrial lands and replacing it with high-density housing, which already occupies the eastern half of Moss Street. The project is compatible with the industrial use at 694 Moss Street, the single-family area south of Moss Street, and the multi-family Villa Marina Apartments to the east. The project creates aligned land uses on both sides of Moss Street between Broadway and Industrial Boulevard.

**Objective - LUT 7:** *Appropriate transitions should be provided between land uses*

This project is consistent with this policy. The project does not create any new land use transitions and minimizes the inconsistency of land uses on the north side of Moss Street. The existing boundary from RH to IL is being shifted approximately 600 feet west (the width of the project site). Additionally, the project provides a natural transition from the single-family neighborhood to the limited industrial site north of the project.

**Policy LUT 7.2:** *Require new or expanded uses to provide mitigation or buffers between existing uses where significant adverse impacts could occur.*

This project is consistent with this policy because it will not cause significant adverse impacts to the neighboring industrial sites or the adjacent apartment complex. Existing impacts that adversely affect the neighboring uses will be removed in favor of more compatible, residential uses. The project will provide adequate fencing and landscaping as a buffer along the property line and will not affect the viability of adjacent industrial lands.

**Objective - LUT 11:** *Ensure that buildings and related site improvements for public and private development are well-designed and compatible with surrounding properties and districts*

This project is consistent with this objective because it proposes thoughtful and modern architecture that will integrate well into the existing neighborhood. The provision of 346 parking spaces ensures the neighboring single-family homes will not be impacted by parking, and the



improved frontage will increase pedestrian accessibility and mobility for residents in the area. Sixty four guest spaces are provided, as well as 282 private garage spaces.

***Objective – LUT 17:*** *Plan and coordinate development to be compatible and supportive of planned transit.*

The project is consistent with this policy. The High-Density Residential designation proposed for the project site is reflective of comparable land uses within 0.25 mile of the E and H Street Trolley Stations. If an L Street Station was proposed or desirable, the proposed condominiums at 676 Moss Street would complement and strengthen the viability of the station. The high-density residential would be compatible with other potential transit-supportive uses, such as Mixed-Use Transit Focus, Urban Core Residential, and Commercial Visitor.

***Policy LUT 17.2:*** *Direct higher intensity and mixed-use developments to areas within walking distance of transit, including San Diego Trolley Stations along E, H, and Palomar Streets, and new stations along future transit lines, including Bus Rapid Transit.*

The project is consistent because it is within 0.3 miles of an MTS 932 bus stop and within 0.65 miles (15-20 minute walk) of the Palomar Street Station.

***Objective – LUT 18:*** *Reduce traffic demand through Transportation Demand Management strategies, increased use of transit, bicycles, walking, and other trip reduction measures.*

The project is consistent with this objective because it is located within walking distance to many public facilities, transit stops, and commercial areas. The project improves the frontage along Moss Street and adds a sidewalk, which will help encourage pedestrian travel throughout the neighborhood. The project is roughly a 5-minute walk or 2-minute bicycle ride to the MTS 932 bus stop and an 18-minute walk or 6-minute bicycle ride to the Palomar Street trolley station.

***Objective - LUT 23:*** *Promote the use of a balanced transportation system that maximizes safe and non-polluting alternatives for mobility*

This project directly implements the objective by improving pedestrian mobility on Moss Street. It is also located within walking distance to retail, transit, and public facilities.

***Policy LUT 23.1:*** *Encourage the use of bicycles and walking as alternatives to driving by providing safe routes.*

This project implements the policy by creating high-density housing that is accessible to transit, retail, and public facilities. The project will connect the sidewalk on Moss Street, increasing pedestrian access and safety for residents in the neighborhood.



**Objective - LUT 35:** *Revitalize and protect existing stable residential neighborhoods in the Southwest Planning Area from adverse land use impacts.*

This project directly implements the objective by enhancing the existing residential neighborhood through the replacement of less compatible land uses with more compatible land uses. The proposed General Plan Amendment will protect the adjacent residential communities from potentially noxious uses and will directly reduce adverse land use impacts. The proposed condominiums will be a better neighbor to both the neighboring industrial and the adjacent residential than the existing industrial uses.

**Objective - LUT 36:** *Provide additional housing opportunities to accommodate anticipated population needs.*

This project directly implements the goal of providing additional housing opportunities by creating for-sale, high-density residential units in an area well served by public transit and retail facilities. The Housing Division has stated this project is not required to include affordable housing nor pay the in-lieu affordable housing fee due to the concentration of affordable housing in the area and the objective of adding higher income households. Higher density housing is needed, and the site is an excellent location for it based on adjacency to other residential areas and its ability to act as a transitional use to industrial uses.

## ECONOMIC DEVELOPMENT

This project is generally consistent with the objectives and policies listed in the Economic Development Element. While it does not retain the existing industrial uses, the project directly implements other aspects of the Economic Development Element by providing a variety of housing options and types necessary to provide a stable economic base. The project is expected to improve the value of the adjacent residential properties without adversely impacting the adjacent industrial uses.

**Objective - ED 1:** *Provide a diverse economic base for the City of Chula Vista.*

This project is consistent with this policy because it maintains a diverse economic base for the City. The provision of high-density housing is a crucial part of creating a diverse workforce necessary for a stable economic base. The project is projected to annually generate more than \$300,000 in General Fund revenues to the City (six times more than the existing industrial uses) and a projected \$76,000 in net annual General Fund revenues to Chula Vista, directly implementing this objective (Kosmont, 2019).



*Policy ED 1.2: Provide sufficient tracts of land at a variety of sizes available for industrial and commercial uses to provide a stable economic base.*

While the project removes industrially zoned land, it is a small (less than 0.4 percent) reduction in total limited industrial uses that creates more logical transitions between uses and does not affect the large tracts that remain appropriately zoned for industrial and commercial use. The project does contribute to providing a stable economic base by providing much-needed housing in a dense and transit accessible area of the City. The project directly creates a stable economic base by increasing the gross and net revenues of the site. The loss of industrial lands is justified because the new use will be more compatible with the existing and planned surrounding land uses.

*Policy ED 1.3: Encourage the preservation and expansion of existing industrial uses in areas designated as industrial.*

While this project is not consistent with the policy to preserve and expand existing industrial uses because it removes 7 acres of industrial land from Southwest Chula Vista, it meets the goals of the policy to ensure the long-term fiscal health and economic vitality of the City. The Project will:

- Remove an unattractive and blighted industrial use that diminishes the value of and investment in surrounding residential property.
- Clean up the site which would likely be economically infeasible for industrial reuse.
- Annually generate more than \$300,000 in General Fund revenues to the City (six times more than the existing industrial uses) and a projected \$76,000 in net annual General Fund revenues to Chula Vista.
- Complete planned improvements including curb, sidewalks, and landscaping along Moss Street to the benefit of the entire neighborhood.
- Contribute \$1.35 million toward new and improved parks.

The project site is very small (0.4 percent) in terms of total allocated limited industrial lands in the City (1,875 acres). The 7-acre site accounts for roughly 1.5 percent of the industrial lands in the I-5/Industrial Boulevard Corridor (470 acres). The project does not propose or encourage the conversion of adjacent industrial uses.

The re-designation of the industrial land is necessary and beneficial because it creates a more clear, logical, and natural land use profile on Moss Street, better protects the existing single-family neighborhood, and supports the mixed uses in the South Broadway Corridor. Undeveloped industrial lands are designated around the Otay Landfill and Chula Vista Bayfront, and those will help absorb industrial demand in the City.



***Policy ED 1.5:** Consider fiscal implications of General Plan amendments that propose changes to industrial and commercial lands.*

The project is consistent because it is projected to annually generate more than \$300,000 in General Fund revenues to the City (six times more than the existing industrial uses) and a projected \$76,000 in net annual General Fund revenues to Chula Vista. Please see the detailed Fiscal Impact Analysis (Kosmont, 2019).

***Objective - ED 2:** Maintain a variety of job and housing opportunities to improve Chula Vista's jobs/housing balance.*

This project directly implements this objective by providing a variety of housing opportunities to support Chula Vista's employment base. The project is expected to generate approximately 612 construction-related jobs and provide new, modern housing in support of the projected 6,000 jobs in the Bayfront Development Project.

***Policy ED 2.3:** Pursue a diverse supply of housing types and costs, as well as a diverse supply of jobs with varying income potential, to balance local job and housing opportunities.*

This project is consistent with this policy because it provides a two- to four-bedroom unit mix and multiple size options, which provide a diverse supply of housing opportunities. The development helps accommodate the desire for high-density, for-sale housing, a market that is not currently well served in Southwest Chula Vista.

## HOUSING

This project is consistent with and directly implements the goals and objectives in the Housing Element by providing new high-density housing within an existing neighborhood. The new development will protect and stabilize the adjacent residential communities by matching, protecting, and complementing the land uses on Moss Street, and it will integrate well into the neighborhood through modern architecture and context-sensitive design.

***Objective - H 1:** Enforce maintenance of safe and decent housing, enhance the quality of existing housing, and maintain the integrity of residential neighborhoods.*

This project directly implements the objective by enhancing the character of the existing residential neighborhood. The project will increase the integrity of the neighborhood as residential by creating consistent land uses along Moss Street and removing noxious and blighted industrial uses from a residential neighborhood.



*Policy H 5.2: Support efforts to increase homeownership rates, particularly in the Northwest and Southwest Planning areas, meeting or exceeding the regional average as a means to build individual wealth and stabilize existing residential neighborhoods.*

This project directly supports efforts to increase homeownership rates as a means to build wealth and stabilize existing residential neighborhoods by offering for-sale housing in the Southwest Planning Area.

## PUBLIC FACILITIES

This project is consistent with the Public Facilities Element of the General Plan. The project would implement best practices for storm water management and NPDES compliance and exists in an area well serviced by utilities.

*Objective - PFS 1: Ensure adequate and reliable water, sewer, and drainage service and facilities.*

This project is consistent with the objective because it has access to adequate water and sewer service. The project will implement storm water treatment and retention best management practices to appropriately handle storm water flows.

*Policy PFS 1.4: For new development, require on-site detention of storm water flows such that, where practical, existing downstream structures will not be overloaded. Slow runoff and maximize on-site infiltration of runoff.*

This project implements this policy by proposing a combination of storm water detention and filtration best management practices. Drainage on the site will be improved from its current conditions, which is nearly completely impervious.

*Policy PFS 2.2: As part of project construction and design, assure that drainage facilities in new development incorporate stormwater runoff and sediment control, including state of-the-art technologies, where appropriate.*

This project implements this policy by proposing a combination of storm water detention and filtration best management practices. Drainage on the site will be improved from its current conditions, which is nearly completely impervious.

*Policy PFS 6.1: Continue to require new development and redevelopment projects to demonstrate adequate access for fire and police vehicles.*

This project implements this policy by designing all private streets to be accessible for Chula Vista Fire Department Vehicles. Turning movements for Fire Department vehicles were calculated and implemented during site planning.



## ENVIRONMENTAL

The proposed project is consistent with the Environmental Element of the General Plan. The project will improve surface water quality by reducing the impervious area on the site, implementing storm water management practices, and reducing potential sources of pollutants. The project aligns with the General Plan's broader goal of creating sustainable residential communities through its density and improved neighborhood walkability.

*Policy E 2.4: Ensure compliance with current federal and state water quality regulations, including the implementation of applicable NPDES requirements and the City's Pollution Prevention Policy.*

This project is consistent with the policy by integrating new storm water best management practices to comply with all NPDES requirements and the City's Pollution Prevention Policy. The project will benefit water quality by removing sources of heavy metals, oils, and chemicals on the site.

*Policy E 2.5: Encourage and facilitate construction and land development techniques that minimize water quality impacts from urban development.*

The project is consistent with this policy because it will reduce, minimize, and treat storm water pollution through the use of permanent treatment control and temporary sediment control best management practices.

*Policy E 6.1: Encourage compact development featuring a mix of uses that locate residential areas within reasonable walking distance to jobs, services, and transit.*

This project directly implements this policy through its location in a walkable and transit accessible neighborhood of the City. The site has easy access to bus stops serviced by the MTS 932 Line (0.25 miles away) as well as the Palomar and H Street MTS Trolley Stations (0.65 miles and 1 mile away, respectively). Additionally, it is within walking distance of the South Broadway mixed-use area and other retail locations (0.25 to 0.5 miles).

*Objective - E 21: Protect people from excessive noise through careful land use planning and the incorporation of appropriate mitigation techniques.*

This project is consistent with the objective of protecting people from excessive noise. Though there is a railroad adjacent to the site, a vegetated buffer will be used to decrease noise impacts to the proposed development. The site is not anticipated to generate any permanent and significant sources of noise that will impact the neighboring residents. The project will buffer and reduce noise impacts for adjacent residential properties.



## GROWTH MANAGEMENT

The proposed project is broadly consistent with the Growth Management Element's objectives and policies. The project implements Smart Growth Policies by increasing the pedestrian accessibility of the area and providing high-density housing in a location well serviced by existing public transit.

*Policy GM 2.1: Achieve and maintain a balance of land uses within the City that assures residential development is complemented by expanded local employment opportunities, retail and commercial services, and recreation and entertainment venues; and that the City-wide mix of land uses provides fiscal balance between those that produce revenues and those that require public expenditures.*

This project is mostly consistent with the goal of achieving a balance of complementing land uses for employment and residential. While the project removes land uses that are potentially revenue generating, the proposed reduction in industrially designated lands is very small (less than 0.4 percent) and will not have a significant effect on the city-wide mix and balance of uses. The Fiscal Impact Assessment projected the high-density residential will produce approximately 90 percent more annual positive revenue for the City than the existing industrial uses. Annual gross revenue will increase from roughly \$48,000 to \$302,000.

Additionally, the Chula Vista Bayfront Project is proposed immediately west-northwest of the site. The Bayfront Project will create 6,000 permanent jobs and designated spaces for entertainment, retail, and open space, ensuring a balance of land uses in the Southwest Planning Area. The high-density residential at 676 Moss Street will help support and complement the Bayfront Project by providing housing.

*Objective - GM 3: Create and preserve vital neighborhoods.*

This project directly implements the policy by increasing the integrity of the existing residential neighborhood through creating more compatible and consistent land uses along Moss Street. The residential neighborhood is strengthened through the removal of the blighted and unsightly industrial uses. The project acts as a natural transition from the single-family residential to the limited industrial north of the site. Additionally, the frontage improvement and sidewalk construction make the neighborhood more accessible and friendlier to pedestrians.



## IMPLEMENTATION

The project will be consistent with the General Plan Implementation Element upon the completion of a successful zone change application.

**Objective - GPI 2:** *Provide consistency between the Chula Vista General Plan and subsequent documents, plans, projects, and development.*

This project is currently inconsistent with the designated zoning of the parcel. A zone change application is being submitted concurrently with the General Plan Amendment Application. If the zone change is completed successfully, the project will be consistent with this objective.

The project is compatible with potential redevelopment on the nearby limited industrial property. It is compatible with and supportive of a potential trolley station at L Street and would act as an effective transitional use between the single-family residential and higher intensity transit-focused or commercial uses along L Street.

**Policy GPI 2.1:** *Pursue zoning in the City that is consistent with the land use designations of the adopted Chula Vista General Plan.*

This project is consistent with the policy because a zone change will be processed at the same time. Upon successful processing of the General Plan Amendment and zone change, the land uses will align and be consistent with this policy.



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## **J-2: Revised Justification Report**



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# 676 Moss Street

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## General Plan Amendment Justification Report

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## INTRODUCTION

SLF – Moss Street, LLC, proposes an amendment to the City of Chula Vista’s General Plan (General Plan) to redesignate a 7-acre site from Limited Industrial (IL) to High Density Residential (RH) and concurrent rezone from ILP to R-3 to allow a new 141-unit townhome condominium development. The project site is located at 676 Moss Street (site) within the Harborside Neighborhood of The City of Chula Vista. The site lies within the Southwest Planning Area and Montgomery Subarea, as defined in the General Plan (Section 8.2). The project will bring in-demand, high-density housing to southwest Chula Vista. The project is more compatible with, complements, and strengthens the neighboring residential developments by removing a noxious industrial use from an otherwise residential street. Additionally, the Residential High general plan designation is compatible with the existing limited industrial designations to the north and west, as well as any potential redevelopment on the neighboring site. The project represents best land use planning practices by creating an alignment of uses on both sides of Moss Street between Colorado and Industrial.

The proximity to other high-density housing, regional transit options, commercial businesses, and public facilities creates the opportunity to develop a pedestrian-friendly and transit-accessible housing project that aligns with the goals and policies of the General Plan.

The property has been historically used for industrial purposes, specifically, industrial repair, fabrication, and salvage. It is currently occupied by five businesses, with an estimated 30-40 employees.

The site is currently subject to a Light Industrial Precise Plan. The precise plan would no longer apply to the site after the General Plan Amendment and zone change.

## EXISTING SITE CONDITIONS

The site lies near the corner of Moss Street and Industrial Boulevard within the City of Chula with an area of approximately 6.9 acres. County Assessor’s Parcel Numbers (APNs) 618-010-26, 31 & 32 will be affected by the amendment and rezone.

Currently, the site is used by multiple industrial businesses for fabrication, repair, and salvage work. There are four permanent structures currently on the site: three warehouses and one metal canopy. These structures were constructed during the 1960s; no significant investment has occurred on the site for decades.

The site is approximately 650 feet east of Interstate 5 (I-5) and directly north of a single-family home neighborhood, designated as RLM in the General Plan. It is bordered by industrial facilities to the north and southwest, designated as IL in the General Plan. A mobile home park, designated as RM in the General Plan, is located about 550 feet to the southwest, across Industrial Boulevard.



Directly west is one small industrial building and rail tracks, designated as IL and OS, respectively, in the General Plan. Further north is a large residential block, consisting of high density (RH), low density (RLM), and medium density (RM) properties. Directly to the east are high density residential apartments and a lightly used parking facility for the Sweetwater Union High School District. Further east is a mixed use commercial corridor (MUR), part of the South Broadway Corridor District.

Direct access to the site is currently provided on the north side of Moss Street. Regional access is provided by I-5 via the Industrial Boulevard exit to the west and I-805 via the L Street exit to the east. Public transit access is provided by the Palomar Street Trolley Station approximately 0.65 miles to the south and H Street Station approximately 1.3 miles to the north. A bus stop on Broadway and Moss (0.3 miles from the site) is served by MTS 932, which provides north-south service and connections to different trolley stations. Current pedestrian access to the site is limited, as there is no sidewalk along the frontage. The Chula Vista Pedestrian Master Plan (CVPMP) specifically calls for the construction of sidewalk along Moss Street in front of the site (CVPMP, p. 159).

The site contains a double barrel 10'x12' box culvert which bisects the site (Telegraph Canyon). The site also contains a short rail-spur easement which will be relinquished prior to construction.

The site is entirely developed and consists of almost completely disturbed land cover. Existing vegetation is limited to a few small trees along the eastern edge and some minor scrub vegetation along the rail-spur. There are no natural watercourses or other features on the site.

## PROPOSED AMENDMENTS

The project proposes an amendment to the General Plan to change the land use designation of the project site from Limited Industrial (IL) to High Density Residential (RH). The project also proposes to rezone the site from Limited Industrial Precise Plan (ILP) to High Density Residential (R-3).

The new land use would be limited exclusively to a multi-family condominium complex. Eighteen townhouse and courtyard-style buildings with 141 residential units would be constructed on the site, achieving a density of approximately 20 dwelling units per acre (du/ac).

The desired development schedule is:

Date	Action
9/2019	Entitlement Approval
3/2020	Final Engineering Approval
3/2020	Construction Start
3/2021	Occupancy



During development planning, several studies were conducted on the site and surroundings. Studies included with this submittal are:

1. Fiscal Impact Assessment
2. Revised Drainage Study
3. Revised Storm Water Management Plan
4. Water Service Study
5. Sewer Service Study
6. Phase I and Phase II Environmental Assessment
7. Industrial Land and Area of Change Analysis

The following applications associated with the project are being filed concurrently with the General Plan Amendment application.

- Rezone Application (ILP to R-3)
- Design Review
- Tentative Map
- Variance – for a front yard setback on Moss Street
- Preliminary Environmental Review

## LAND USE CONSIDERATIONS

The changes to the General Plan land use designation are proposed to allow the development of a multi-family community. The proposed development will provide much needed for-sale, high-density housing for individuals and families in southwest Chula Vista, a market that is currently underserved. The project will improve the pedestrian streetscape in front of the site on Moss Street, resulting in a more friendly and walkable neighborhood. The site is located near other multi-family housing developments, commercial businesses, and two trolley stops. The project will complement the adjacent apartment complex and single-family neighborhood and complete a logical continuum of residential land uses while preserving industrial uses west of Colorado Avenue, as specifically called for in the General Plan. In addition, the project will provide a logical land use transition and buffer from the low-medium density single-family residential south of Moss Street to the limited industrial north of the project site.

The project does not result in any isolated residential uses and creates a continuous high density residential neighborhood on Moss Street between Broadway and Colorado Avenue. Given the site's sub regional location, the land use conversion is logical and consistent with the Southwest Area Plan within the General Plan. The adjacent industrial land will remain continuous along Industrial Boulevard west of Colorado Avenue, and no illogical or isolated uses are proposed. No other industrial lands are proposed to be converted or changed as a part of the project.



In addition to improving neighborhood character and existing land use compatibilities, the proposed high-density housing is compatible with any potential future uses on adjacent properties as well as a new trolley station at L Street and Industrial Boulevard. The project would be complementary and supportive of transit-focused mixed use, urban core residential, and commercial visitor redevelopment along L Street. Furthermore, the project would act as an ideal transition from single-family homes to any potential high-intensity development along L Street. The site is designed so that future redevelopment would not be precluded.

The proposed density of this project is 20.1 du/ac, consistent with the 3 to 28 du/ac of the surrounding residential developments. This meets SANDAG and MTS minimum density metrics needed to support a trolley station. The project will increase the density of the area by 20 du/ac, as there are currently no residential units on the site. No other areas will require amendments or zone changes to accommodate the project.

The project neither induces nor discourages redevelopment or conversion of adjacent industrial lands. Regardless of whether long-term redevelopment occurs along L Street, the townhome condominiums represent the highest and best use for the site through their high compatibility and by acting as a good neighbor to all surrounding properties.

## ECONOMIC CONSIDERATIONS

The 676 Moss Street project will provide much needed high-density housing for a variety of family sizes. These new residents will provide a labor base for growing businesses in the City. Property value and public services costs will increase significantly with the proposed development. In total, the proposed use will almost double the annual net positive revenue of the site for the City (\$39,300 to \$76,100). Additionally, the development will pay nearly \$1.3 million in park fees.

The project will result in the loss of seven acres of industrial land and an estimated 30-40 jobs from the existing operations at the property. Investigations into nearby industrial vacancies show there is available industrially zoned space that may absorb the uses on site. The existing operations and jobs may not necessarily be lost as they can be relocated to other sites nearby in Chula Vista.

The jobs-housing balance will be hardly affected by the proposed condominiums. The project may result in a loss of 0.05 percent of jobs within the City. The project would result in a 0.17 percent increase in housing units, resulting in a 0.15 percent shift in the jobs-housing balance, assuming the jobs do not relocate to other facilities within the City.

## ENVIRONMENTAL CONSIDERATIONS

The site is fully disturbed and is an active industrial use. It contains few, if any, biological resources as it is almost completely disturbed. There are no known natural watercourses or visual



corridors located on site. Value of neighboring properties will benefit from the replacement of industrial equipment and outdoor operations with context-sensitive modern architecture and more compatible land uses.

Hazardous materials may have been stored on site by past operators. Phase 1 and Phase 2 environmental assessments have been performed by Environmental Management Strategies, Inc., and are included in this submittal. Low levels of metals, hydrocarbons, and VOCs were detected, but the risk of health threats and building intrusion was determined to be low. No site remediation is recommended or required. During construction, proper sediment and erosion control and pollution best management practices will be used to prevent pollutant transport from the site.

The site is approximately 600 feet away from I-5 and is adjacent to the railroad. It is located approximately 1,000 feet away from the MSCP subarea 237. The project will not impact MSCP-designated lands.

## HOUSING DEVELOPMENT CONSIDERATIONS

The project proposes 141 units in 18 townhouse and courtyard-style buildings, including 32 two-bedroom units and 109 three-bedroom units. Seventy five of the three-bedroom units would have the opportunity to add an optional fourth bedroom. The site would provide housing for approximately 355 people<sup>1</sup>. Additionally, the project will provide high quality, high density, for-sale housing in southwest Chula Vista, a market that is currently underserved.

The units will be available in a variety of types and sizes, which will result in different price points and target markets. Prices will be affected by the number of bedrooms, bathrooms, private open spaces (such as roof decks), unit location, and other options such as materials and fixtures. Prices are projected to start under the FHA Mortgage Limit, allowing for a down payment of 3.5 percent. The City of Chula Vista Housing Division has stated this project is allowed a waiver for the inclusionary requirement because the project is located in a census tract defined as an “Area of Low/Moderate Income Concentration.” The project is not subject to any local or State density bonuses.

## INFRASTRUCTURE CONSIDERATIONS

No offsite improvements to the existing infrastructure are needed to support the project. The site is currently well served by existing infrastructure. The Sweetwater Authority provides water service to the existing buildings and would provide service for the new condominiums as well. Sewer service is provided by the City of Chula Vista. The site will connect to an existing water

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<sup>1</sup> Based on the City's density rate for RH land uses of 2.52 persons per dwelling.



main in Moss Street. The project will connect to existing sewer mains in Industrial Boulevard and Moss Street. Two sewer connections are proposed to avoid creating an intersection of the Telegraph Canyon Drainage Channel with a sewer pipe.

Electricity is provided by San Diego Gas and Electric (SDG&E), which would provide power for the site after construction. Solid waste removal is provided by Republic Services. The site was designed to facilitate easy removal of waste by service vehicles, and the planned trash enclosures will ensure litter and waste are not transported around or from the site.

An existing double 10'x12' box-culvert bisects the site. It will be unaffected by the proposed development, as a 5-foot minimum setback is provided from it to each building. Drainage will flow down gentle slopes away from the center of the site into bioretention basins and proprietary storm water management BMPs.

Harborside Elementary School is located approximately 0.25 miles south of the site and is approximately a 5-minute walk. Chula Vista High School is approximately one mile northeast of the site and is within 25 minutes of walking distance.

The site sits between two trolley stations that provide regional public transit access. The Palomar Street Station is located approximately 0.65 miles south on Industrial Boulevard, and the H Street Station is located approximately 1.3 miles north on Industrial Boulevard. These distances translate to approximately a 14-minute walk and 6-minute bicycle ride to Palomar, or a 35-minute walk and 10-minute bicycle ride to H Street, respectively. Blue Line Trolleys run every 7.5 minutes during peak hours, every 15 minutes during off-peak hours, and every 30 minutes during late night service (9:00 p.m. to 1:00 a.m.). While the site is just outside the preferred 0.5-mile distance from the Palomar Street Station, it has a high degree of pedestrian accessibility to transportation options.

The site is approximately 0.3 miles away (a 6-minute walk) from the Broadway and Moss bus stops, which are serviced by the MTS 932 line. MTS 932 runs 7 days a week, with headways ranging from 15 minutes to an hour.

In the future, it is possible an L Street trolley station will be constructed. The condominiums would provide appropriate density for development within a 0.25-mile radius of a trolley station. The project would neither require nor preclude the construction of an L Street Station, and it provides the ability for future connections to L Street and Arizona Street.

## PUBLIC BENEFIT CONSIDERATIONS

The project proposes the creation of 141 residential units to help meet the need for increased housing accessibility and ownership in the Southwest Planning Area. The project will replace existing, blighted industrial facilities and operations with structures and uses that are more



compatible with the adjacent to residential land-uses. The residential development and improvements will create a more cohesive community character along Moss Street, and frontage improvements will ensure the neighborhood becomes more walkable, friendly, and accessible for all residents. The new units will strengthen a neighborhood well serviced by transit and will provide potential customers to local businesses. The density is similar to the neighboring high-density apartment complex and higher than the neighboring low-density residential to the south. The condominiums will provide an excellent and natural transition from the single-family homes to more intensive industrial uses along L Street. Finally, the project will annually generate more than \$300,000 in General Fund revenues to the City (six times more than the existing industrial uses) and a projected \$76,000 in net annual General Fund revenues to Chula Vista.

## GENERAL PLAN CONSISTENCY

The following summarizes how the project is consistent with the objectives, goals, and policies designated in each element of the General Plan. A full consistency analysis is submitted separately.

### Housing Element

This project is consistent with the Housing Element of the General Plan. It directly works towards the goal of providing increased access to homeownership opportunities within the City and the Southwest Planning Area. Specifically, it encourages the provision of a wide range of housing choices (Objective H5) and aligns with Policy 5.2.1 to increase homeownership rates within the Southwest Planning Area by providing high-density, for-sale dwelling units. With an assortment of two- to four-bedroom units, different levels of private open space, and other options, the development would provide housing for a range of family sizes. The project would preserve existing neighborhoods and remove potentially nuisance businesses currently located adjacent to residential developments. This, in turn, would unify and strengthen community character and the image for the neighborhood on Moss Street (Housing Theme 1).

### Land Use and Transportation Element

This project would help accomplish the goals and themes of the Land Use and Transportation (LUT) Element. The project's access to mixed use commercial areas and regional transit hubs positions it to provide improved mobility for residents by creating a safe, balanced, and walkable community (LUT Goal 6.1). The project proposes a mix of unit types and sizes, which provides the development the ability to "respond to diverse community needs in terms of size and cost" (LUT Policy 1.9). The LUT element also calls for the City to "pursue higher density residential categories that aren't being met in the city" (Policy 1.9) – the proposed project directly helps the City meet its goal by adding for-sale, high-density units in southwest Chula Vista.



The project also meets the policies and goals of the Southwest Planning Area. The project complements and enhances the value of existing residential neighborhoods in the Southwest Planning Area by “reducing adverse land use impacts” created by the industrial businesses currently operating on the site (Objective LUT 35). By providing for-sale housing, the project helps accommodate anticipated population growth (Objective LUT 36). The project is consistent with LUT 42.5, which states uses “west of Colorado Street” should be designated as Light Industrial. The project site is east of Colorado Avenue. The adjoining property west of Colorado Avenue is proposed to remain light industrial. As a whole, the project directly implements the policies and objectives listed in the LUT Element by increasing land-use compatibilities, stabilizing a residential neighborhood, and complementing and strengthening the mixed use residential in the South Broadway District.

## Environment

The project is consistent with the policies listed in the Environmental Element of the General Plan. The project will remove potentially harmful industrial uses and convert the land into a transit-accessible, high-density residential facility. The project will comply with local, State, and Federal environmental requirements regarding habitat preservation and storm water runoff management. The project proposes several storm water treatment and retention best management practices to comply with the San Diego MS4 Permit (E2.3-E2.5). The project is consistent with Chula Vista’s MSCP Subarea Plan (E1.1) – no biological resources will be affected. Replacement of the existing industrial operations will eliminate potential sources of airborne contaminants, noise, and other potentially noxious activities adjacent to existing residential communities.

## Economic Development

The project is generally consistent with the broad goals and policies laid out in the Economic Development Element. It helps the City follow Policy ED 2.3 to pursue a diverse supply of housing types and costs by providing a mix of two- to four-bedroom units with different floor areas, private open space, and options for sale. It also provides moderate-high income, for-sale housing in the Southwest Planning Area, which currently has a lack of options for this market.

The Fiscal Impact Assessment shows the project nearly doubles the annual net positive revenue of the site. The project provides a significant capital investment of roughly \$40 million into an underutilized and underinvested site, which benefits the neighborhood and City as a whole.

While the project would not directly encourage the preservation and expansion of existing industrial uses in areas designated as industrial, the 7-acre area proposed to be converted represents less than 0.4 percent of the total limited industrial lands (7/1875 acres) and does not adversely affect the vitality of the remaining industrial land uses or operations. Rather, it provides a clear and more logical transition between the industrial uses and residential neighborhood.



ED 1.3 also states growth in housing stock should be accompanied by jobs. This project would not directly create any permanent jobs, but it would provide much needed housing in support of regional job growth. It is also projected to support approximately 600 construction jobs during the duration of development and provide new, modern housing in support of the projected 6,000 new jobs in the Bayfront Development Project.

### Growth Management

The project does not conflict with the policies or objectives listed in the Growth Management Element of the General Plan. Crucially, this project achieves the goal of “Creating and preserving vital neighborhoods” by paying for its proportional share of infrastructure and by creating a vibrant and varied neighborhood with a diversity of housing types. The surrounding land uses include high density apartments, mixed use residential-commercial, low density detached homes, medium density detached homes, and medium-high density mobile homes. This project would introduce another type of housing, market-rate condominiums, to better support the diversity of housing needs in southwest Chula Vista.

The project does not directly induce or facilitate any growth or conversion on adjacent industrial lands, and no land use changes are needed on adjacent properties. However, if the industrial land on the same block was eventually converted, the loss of industrial lands would account for approximately 2 percent of the City’s total limited industrial lands (37/1875 acres). It would represent a loss of roughly 8 percent of the industrial lands in the Industrial Boulevard Corridor. The project does not propose any land use conversions on adjacent properties. If adjacent lands were converted to different uses, the condominiums would have a high degree of compatibility with any potential uses.

### Public Facilities

This project does not conflict with the policies or objectives listed in the Public Facilities Element. Rather, the project is a good example of smart growth that invests in higher density residential developments in areas of existing infrastructure and capacity. It will provide adequate utility service to each structure and will not add a significant burden to the water or sewer districts. The project will not require the construction of new fire or police stations. The project is designed so there is adequate access and turning radii for the largest fire vehicles (PFS 6.1), and a new fire-loop will be added to provide adequate water pressure for the complex (PFS 6.2). The project proposes a comprehensive drainage and storm water management plan, with different bioretention and proprietary best management practices to retain and treat storm water flows on site, aligning with NPDES requirements and General Plan policies. Additionally, the site is located within walking distance to schools and parks – providing residents with easy access to public facilities.



As a condition of the project, the rail-spur on-site will be removed. Currently, only one business utilizes the spur, and the spur is not accessible to adjacent properties. The removal of the spur will not affect the industrial viability of the adjacent properties. The spur is not a public facility.

## CONCLUSION

The 676 Moss Street project will increase the quality of life of Chula Vista residents by creating a stronger, more logical, and unified residential neighborhood with a clearer transition between residential and industrial uses, a consistent land-use frontage, and a more attractive and pedestrian-friendly streetscape along Moss Street. The project will increase housing availability for a variety of incomes, family sizes, and provides the opportunity for Chula Vista residents to plant deep roots in the community through homeownership. The project works to accomplish the broad goals and policies laid out in the General Plan through the creation of compatible land uses, establishment of high-density housing on transit accessible sites, and by provision of street improvements in an area identified as deficient by City Staff. The project represents the most compatible use for all existing and potential future uses and does not induce or preclude redevelopment of the nearby industrial lands. The condominium complex is thoughtfully designed to match the neighborhood's context and will result in an increased sense of place and community for residents and neighbors.



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### **J-3: Moss Street Industrial Lands and Area of Change Analysis**



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**676 Moss Street  
General Plan Amendment, Rezone, Site  
Development Plan, Tentative Map**

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**Industrial Lands and Area of Change Analysis**

*Prepared For:  
SLF-Moss Street, LLC*

*Prepared By:*

**Michael Baker**

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## TABLE OF CONTENTS

<b>INDUSTRIAL LANDS AND AREA OF CHANGE ANALYSIS.....</b>	<b>1</b>
Background and Purpose .....	1
Project Description .....	1
Process.....	1
General Plan Policy Consistency.....	2
Preservation of Industrial Lands.....	2
Unique Circumstances and Limited Implications.....	3
Minimal Effect on Industrial Jobs, Revenue or Capacity.....	3
Fiscal Impact Assessment.....	4
<i>Significant Benefit</i> .....	4
<i>Jobs-Housing Ratio</i> .....	4
<b>L-STREET TROLLEY .....</b>	<b>5</b>
Policy, Process and Criteria .....	5
Project Consistent with Possible Trolley Uses .....	6
Transitional Use.....	6
<b>CONCLUSIONS .....</b>	<b>7</b>

## LIST OF EXHIBITS

1. Existing General Plan Designation
2. Project Site and Areas of Consideration
3. E and H Street Stations – Surrounding Land Uses
4. Area of Consideration with L-Street Station
5. Bayfront Project
6. Citywide Industrial Lands
7. Nearby Public Facilities



## INDUSTRIAL LANDS AND AREA OF CHANGE ANALYSIS

### BACKGROUND AND PURPOSE

SLF-Moss Street, LLC (applicant) is currently pursuing entitlements to facilitate the development of a residential community (Project) on an approximately 6.9-acre site (site) at 676 Moss Street in Chula Vista, California (City). The purpose of this analysis is to evaluate the proposed change in the General Plan land use designation and zoning from Limited Industrial (I-L) to Residential High (R-3) in the context of the broader geographic area, and with respect to potential impacts on:

- Other industrial lands;
- The fiscal health of the City;
- The existing and appropriate future uses in the area; and
- The potential for and implications of a new trolley station at L Street.

In addressing these issues, this analysis evaluated the relative strength and value of the property and context of industrial lands; the fiscal impacts of the Project; and the land use policy and compatibility with exiting and possible future land uses in the area. The project is compatible with all existing and potential land uses, and neither induces nor precludes the conversion of other adjacent industrial lands.

### PROJECT DESCRIPTION

The site is currently utilized for a variety of industrial uses including heavy equipment rentals, shipping container repair and storage, and sandblasting material and equipment suppliers. The proposed Project would redevelop the site with approximately 141 residential dwelling units ranging in size from approximately 1,175 to 1,950 square feet. The total value of the Project is estimated to be approximately \$77 million, and construction of the Project is expected to support a total of 612 direct, indirect, and induced jobs. The Project requires a General Plan Amendment and rezone to change the land use and zoning from Limited Industrial (I-L) to Residential High (R-3). Requested entitlements also include Site Development Plan, Design Review, and Tentative Map approvals.

### PROCESS

The evaluation of this Project followed that of the 2005 Chula Vista General Plan Focused Area of Changes. The recommended existing and proposed land uses and zoning were identified and evaluated for the areas roughly within one-half mile of the Project site, as well as the planned land use and zoning patterns around the three nearest trolley stations at Palomar, H and E Streets. Land uses in the study area were segregated into stable residential neighborhoods and nonresidential uses not likely to change, transitional areas, and potential areas of change.

Most of the surrounding uses are consistent with the proposed Project and would not be susceptible to change; uses include:

- Single-family and multifamily residential neighborhoods
- Public facilities such as schools and parks



- Recently approved or constructed development projects
- Recently redesignated and rezoned properties
- The narrow industrial lots between Colorado Avenue and the railroad specifically identified in the General Plan
- The currently vacant lands between I-5 and Industrial Boulevard

This resulted in a focus on the Project site and the other properties zoned I-L within the block.

The series of seven exhibits in the appendix identifies the Project site in the context of the existing uses, the General Plan land use designations, the land uses that are not subject to change, the use patterns around the E and H Street trolley stations, a potential L Street station, the Bayfront Development Project, existing industrially zoned lands, and nearby public facilities. Several of the maps contain notations to explain the relevant issues and considerations included in this report.

## **GENERAL PLAN POLICY CONSISTENCY**

In general, the revised General Plan Amendment Consistency Report demonstrates that the Project is consistent with and implements all of the applicable General Plan policies, goals, and objectives. While the Project appears contrary to Policy ED 1.3, which states “Encourage the preservation and expansion of existing industrial uses in areas designated as industrial,” it meets the objectives of the policy to ensure the long-term fiscal health and economic vitality of the City. The Project will:

- Generate more than \$300,000 in net General Fund revenues to the City over a 20-year period.
- Replace an existing industrial use that loses money for the City each year, forever, with a project that will be net positive in perpetuity.
- Enhance land use compatibility by removing an unattractive and blighted industrial use that diminishes the value of and investment in surrounding residential property.
- Clean up the site, which would likely be economically infeasible for industrial reuse due to site constraints.
- Complete planned improvements including curb, sidewalks, and landscaping along Moss Street to the benefit of the entire neighborhood.
- Contribute \$1.35 million toward new and improved parks.
- Contribute toward capital improvements in the neighborhood to reduce traffic throughout the neighborhood.
- Improve community character and benefit businesses in the South Broadway Corridor.

See Exhibits 1–3 related to the existing and proposed changes to the General Plan land use.

## **PRESERVATION OF INDUSTRIAL LANDS**

The Project will have a minimal effect on the capacity for industrial development and the jobs-housing balance, will not induce or set a precedent for other conversion, and will result in significant net positive revenue to the City of Chula Vista.



## UNIQUE CIRCUMSTANCES AND LIMITED IMPLICATIONS

The Project site is different from most other industrially zoned lands in Chula Vista. The unique aspects of Project site restrict and limit the implications of the proposed land use and zoning change to this property.

The Project site is surrounded by stable residential neighborhoods. It is one of the few industrially zoned properties that has a traditional industrial use with heavy machinery, outdoor storage, and operations. These are the most noxious and least compatible uses for the adjoining residential neighbors. Most other uses in the industrial zones tend toward retail commercial operations. The residential surroundings limit the ability of the site to be converted to more intensive industrial uses because of the negative effects on air quality, water quality, and noise. The project is not attractive for industrial investment and reuse because of the adjacent residential uses.

The Project site neither induces nor restricts conversion of adjacent industrial lands to residential or other uses. The property is physically independent of the other industrially zoned lands. It does not share or need access, utilities, or reciprocal easements.

The site has had little capital investment since construction in 1960s and appears to have reached the end of its useful life. The buildings are of little value for reuse due to their age and simple construction. The rents and lease rates are toward the low end of the range in Chula Vista and the region. Industrial reuse of the site is likely to be economically infeasible due to site remediation costs, and because a major underground drainage channel divides the property and poses limitations on the use of the site. A more intensive industrial use would be incompatible with the residential neighbors, just as the existing use is. These factors make productive higher and better industrial operations unrealistic for the site. The proposed townhome condominiums are the highest and best use of the property.

This boundary between residential and industrial uses does not logically extend farther than the Project site. The industrially zoned sites between Industrial Boulevard and I-5 are not attractive or suitable for new residential development. Like the adjacent lands along L Street to the north, they were developed more for commercial uses than traditional industrial. The Sweetwater Unified School District property to the north was already considered for residential development well before and independent of any such consideration for the Project site. The large, well-maintained buildings along L Street are occupied by viable commercial uses (Avis, Napa Auto Parts, Harbor Freight, fitness center, and office uses), which makes them more expensive and less attractive to redevelop.

As such, the unique aspects of the Project site and its surroundings restrict and limit the implications of the proposed land use and zoning change to this property. The proposed residential uses will positively contribute to community character, housing availability, and business vitality along Broadway Street.

## MINIMAL EFFECT ON INDUSTRIAL JOBS, REVENUE, OR CAPACITY

The proposed conversion of the 7-acre Project site will have a minimal effect on industrial jobs, revenue, or capacity. It represents an insignificant amount (0.37%) of the total 1,875 acres of lands zoned Limited Industrial in Chula Vista. Even the entire industrial node between L Street and Moss Street represents less than 2 percent of total industrially zoned lands. See Exhibit 6, Citywide Industrial Lands.



While the Project would require the existing operations to leave the site, that does not mean that the relatively few jobs they generate would be lost. Rather, they could relocate nearby in the City.

There is weak demand for industrial space in the immediately surrounding area as evidenced by the vacant industrially zoned land along Industrial Boulevard, the little or no capital investment in the subject property and surrounding area, and the relatively low value of the few recent improvements. There are two vacant industrially zoned sites on the west side of Industrial Boulevard: the former amusement park and a Toys “R” Us facility. One of the newest facilities in the area is the self-storage facility on the 1.2-acre parcel between I-5 and Industrial Boulevard on the north side of L Street. Another self-storage facility is proposed for the old Toys “R” Us site. The number and value of the jobs from these properties is low, and self-storage does not contribute meaningfully to the community through jobs, housing, or street activation.

The new Bayfront Development Project will provide approximately 170 acres of new, more competitive, planned industrial land west of I-5. This will likely further diminish the demand and value of the Project site for industrial use. See Exhibit 5 for the relationship to the Bayfront Development Project.

The new residents at the Project site will help increase demand for and revitalize the commercial uses along the South Broadway Corridor by being within convenient walking distance to neighborhood businesses. Furthermore, the new housing stock will be attractive to and support the future 6,000 jobs in the Bayfront Development project.

See exhibits related to the existing and proposed changes to the General Plan land use.

## **FISCAL IMPACT ASSESSMENT**

### **Significant Benefit**

The Project will remove and replace the blighted site and incompatible industrial uses with a \$77 million investment in modern market-rate condominiums that will increase the value and quality of life for the neighboring residents and the entire neighborhood. As documented in the Fiscal Impact and Economic Benefit Analysis submitted separately, the Project will generate a significant positive net revenue of approximately \$311,000 over a 20-year timeline. The existing industrial use creates a net fiscal deficit of approximately \$1,300–\$1,800 annually, for a cumulative average deficit of approximately \$30,000 over a 20-year timeline. Comparing the Project to the existing use, the Project will provide a \$341,000 benefit to the City over 20 years, not including any of the additional fees or improvements.

Combined with an estimated \$1.35 million toward new parks and completion of the Moss Street frontage, sidewalks, curbing, and landscaping, the Project will have a significant long-term economic benefit for the immediate neighborhood and the City as a whole.

### **Jobs-Housing Ratio**

The site has less than 0.05 percent of jobs in Chula Vista and the Project would result in a 0.17 percent increase in housing units. In the unlikely worst-case scenario where the existing estimated 30-40 jobs on the site are not relocated or replaced in Chula Vista, the Project would still have an extremely small impact (0.15%) on the current jobs-housing ratio. It is likely that all or some of the jobs would simply relocate to



more appropriate and attractive available spaces nearby. Further, new residents in the Project will increase demand for more local employment and businesses such as along South Broadway to the east. These few jobs are insignificant compared to the 6,000 permanent jobs projected for the Bayfront Development Project.

## **L STREET TROLLEY**

The City requested an evaluation for the potential for and land use impacts of a new trolley station at L Street. This analysis considers the process and factors that go into a new station, including the land use implications. Ultimately, the Project is an attractive and appropriate transitional use between the existing uses on L Street and any likely uses in the event an L Street station is desirable.

### **POLICY, PROCESS, AND CRITERIA**

While a new station at L Street is not beyond consideration, the planning process is complex, long term, and requires extensive long-range (often decades) planning on behalf of the City of Chula Vista, SANDAG, and MTS. Such a process is beyond the means, timeline, and responsibility of the applicant of a relatively small development project.

L Street is roughly midway between the existing Blue Line trolley stations at Palomar and H Streets and approximately one-quarter mile north of the Project site. The Project is approximately 0.6 miles from the Palomar station and approximately 1 mile from the H Street station to the north.

The E, H and Palomar trolley stations each required significant capital investments and transportation improvements that were coordinated with long-term planning and coordination with MTS and SANDAG. The areas around each station contain and/or are planned for intensive development, revitalization, and redevelopment. These are reflected in the existing Downtown Third Avenue, Chula Vista and Broadway Activity Centers in the Urban Core north of the Project and the Palomar Gateway and West Fairfield Districts to the south.

Numerous planning documents were evaluated for guidance regarding a potential station at L Street. These included multiple SANDAG and MTS plans, guides and studies, the Chula Vista General Plan, Bayfront Development Master Plan and the 2012 and 2017 Blue Line station studies by T.Y. Lin for the City. There is no existing policy that recommends, suggests, or supports a new trolley at L Street. The complete lack of any mention of an L Street trolley in all studies and long-term transportation planning documents suggests that significant constraints and limitations preclude such consideration.

Consultation with SANDAG and MTS indicated that any consideration of a new trolley is the responsibility of and requires very long-range and complex review and coordination with MTS, SANDAG, and Chula Vista, not a project applicant. Each noted that there is no fixed process or criteria for construction of a new station. However, consideration generally involves a cost-benefit analysis based on ridership, land use, construction, operational maintenance impacts, and costs.

Initial reactions from both SANDAG and MTS suggested that a new station at L Street would not be likely based on the following constraints:



- The Blue Line is already at or near capacity on many trips. There is little room on the trains for new riders during peak hours.
- A new station would add delays to the existing ridership.
- Significant construction, operational, and maintenance and security costs are not likely to be recovered. The 2017 study indicates that the cost for grade-separated trolley stations at E and H Streets is roughly \$40 million each. That cost jumps to an estimated \$270 million combined for the E and H Street stations if grade separation of heavy rail is included as preferred by the City. By means of comparison, MTS noted that other at-grade stations currently under consideration have significantly more capacity for expanded ridership and far greater development density, yet are still not proving economically feasible.
- The Mid-Coast extension is expected to increase demand and capacity challenges on the Blue Line.

## PROJECT CONSISTENT WITH POSSIBLE TROLLEY USES

It is noted that in the event a new station is deemed appropriate, the proposed Residential High and R-3 land use and zone are consistent with the patterns used around the E and H Street trolley stations. The density exceeds the minimum 18 dwelling units per acre for urban areas cited in the SDMTS *Designing for Transit* and the 20 dwelling units per acre cited in the SANDAG *Transit Oriented Communities*. Residential High (R-3) is located adjacent to Mixed-Use Commercial and Transit Focus Area and within one-half block of both stations. See Exhibit 3, E and H Street Stations – Surrounding Land Uses.

Although L Street is on the extreme southern edge of the Urban Core, a similar pattern of Mixed-Use Transit Focus Area and/or Commercial designations could be applied to properties on L Street. However, there are single-family neighborhoods on the north side that are unlikely to change. The proposed Residential High (R-3) would be a seamless transitional use and density between any such uses on L Street and the stable residential uses on Moss Street. More intensive mixed-use transit or commercial uses on Moss Street would not be compatible based on the limited size and capacity as a two-lane, Class III Collector, non-Circulation Element road. See Exhibit 4, Area of Consideration with L Street Station.

## TRANSITIONAL USE

The proposed Project is consistent with and is the most appropriate transitional use between the existing residential and industrial uses. As noted above, it is also consistent with the possible future redevelopment of the industrial lands to the north, including uses consistent with a L Street trolley (L Street Area). The Project neither induces nor restricts the existing or future use of the adjacent sites. Rather, it reflects the logical land use and zoning that would be applied in the absence of the legacy industrial uses on the property.

The Project would have the same zoning as the adjacent multifamily project to the east. Its redevelopment with townhouse condos will not create a new or inappropriate land use or zoning relationship. The Project would simply extend the boundary between the Residential High (R-3) and Limited Industrial (I-L) several hundred feet to the west.



Simultaneously, the Project would, consistent with best planning practices, create an identical land use and zoning relationship on both sides of Moss Street. This would improve the land use pattern and relationships along Moss Street. It is a logical extension that removes an awkward and incompatible situation and does not logically extend beyond the Project site. See Exhibit 4.

The industrially zoned sites between Industrial Boulevard and I-5 are not attractive or suitable for new residential development. Like the adjacent lands along L Street to the north, they were developed more for commercial uses than traditional industrial. The large, well-maintained buildings along L Street are occupied by viable commercial uses (Avis, Napa Auto Parts, Harbor Freight, fitness center, and office uses), which makes them more expensive and less attractive to redevelop.

Overall, the Project strengthens and enhances the character of the existing residential neighborhood on Moss Street by removing incompatible and blighted industrial uses and is consistent with any future uses associated with a possible future L Street station.

## **CONCLUSIONS**

The Project will not induce nor prevent potential future uses of other industrial lands in the area. It will generate a significant positive annual revenue for the City indefinitely. It will contribute positively to the community character of southwest Chula Vista by enhancing the existing residential neighborhood and supporting the future Bayfront Development Project. It is consistent with and implements the policies and goals of the General Plan. Finally, it is an appropriate transitional use between the existing and possible future uses of adjacent lands, including the possible future uses associated with a new trolley station at L Street.

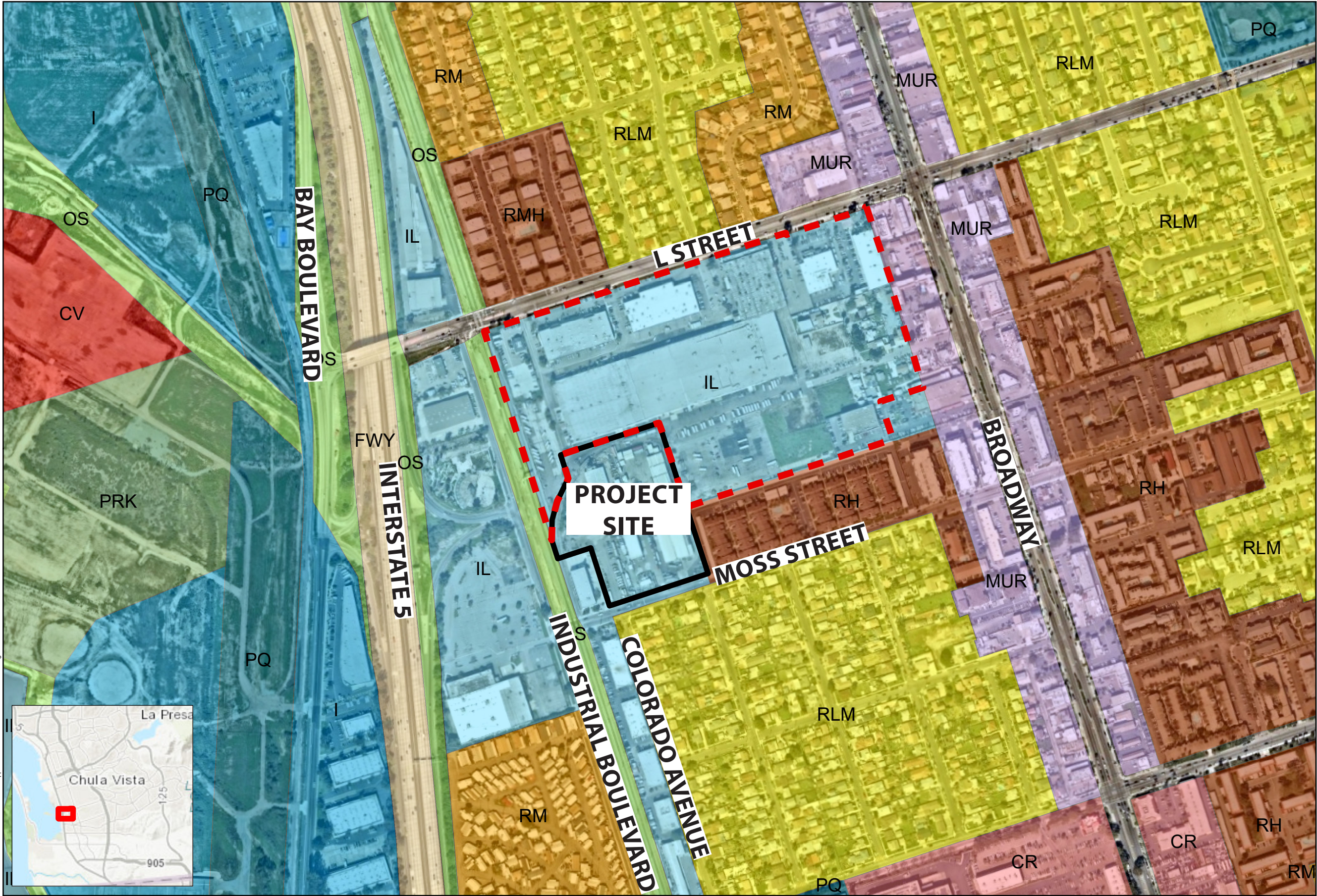




# Appendix

## EXHIBITS 1-7:

8. Existing General Plan Designation
9. Project Site and Areas of Consideration
10. E and H Street Stations – Surrounding Land Uses
11. Area of Consideration with L Street Station
12. Bayfront Project
13. Citywide Industrial Lands
14. Nearby Public Facilities





 Project Site  
 Area of Consideration

### Project Site General Plan Amendment

Shoppoff Realty Investments proposes an amendment to the City of Chula Vista's General Plan to allow development of a new condominium complex on a degraded 7-acre limited industrial site at 676 Moss Street (Project Site).

The general plan amendment will convert the land use designation on the Project Site from Limited Industrial to High-Density Residential (R-3).

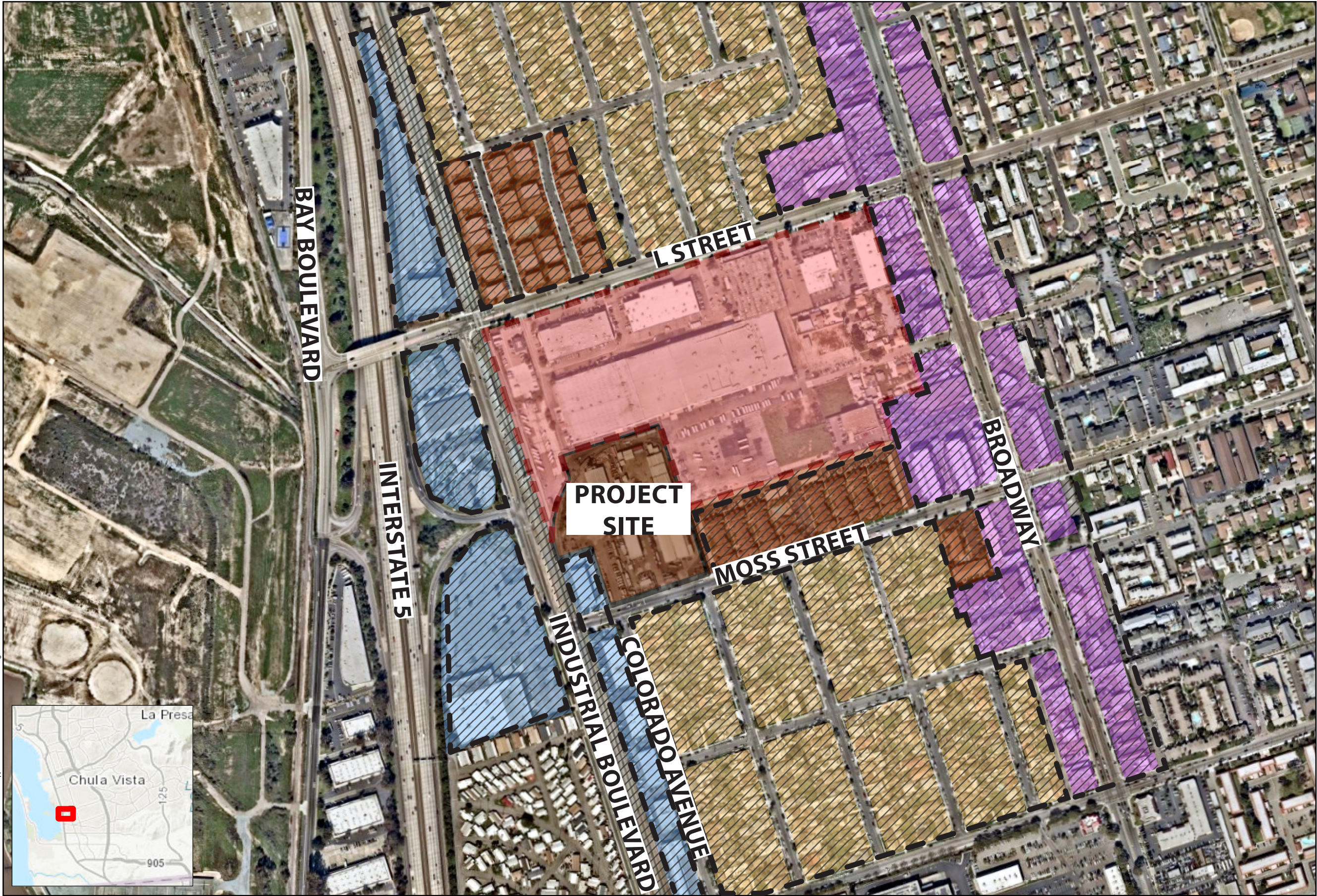
### Area of Consideration

Adjacent to the project site is an area of approximately 30 acres of limited industrial land (Area of Consideration). Most of the Area of Consideration is owned by the Sweetwater Union Highschool District, and is developed with a mix of industrial, commercial, and office uses.

In the future, the Area of Consideration may have potential for redevelopment and conversion to more intensive residential or commercial uses. Most existing structures and uses would need to be removed from the Area of Consideration for significant redevelopment to be viable.

The 676 Moss Street Project does not propose to change any land uses in the Area of Consideration. This analysis was conducted to evaluate the compatibility of the project with both existing and potential uses in the Area of Consideration. The project is highly compatible with both the existing industrial uses and potential commercial, residential, or mixed uses.





- Project Site
- Area of Consideration
- Not Subject to Change
- Limited Industrial
- Low to Medium Density Residential
- High Density Residential
- Mixed Use Residential

**Not Subject to Change**

- Naturally affordable housing
- Stable Neighborhoods
- New Development
- Industrial uses west of Colorado Ave.
- Mixed Use Residential along Broadway

**Area of Consideration**

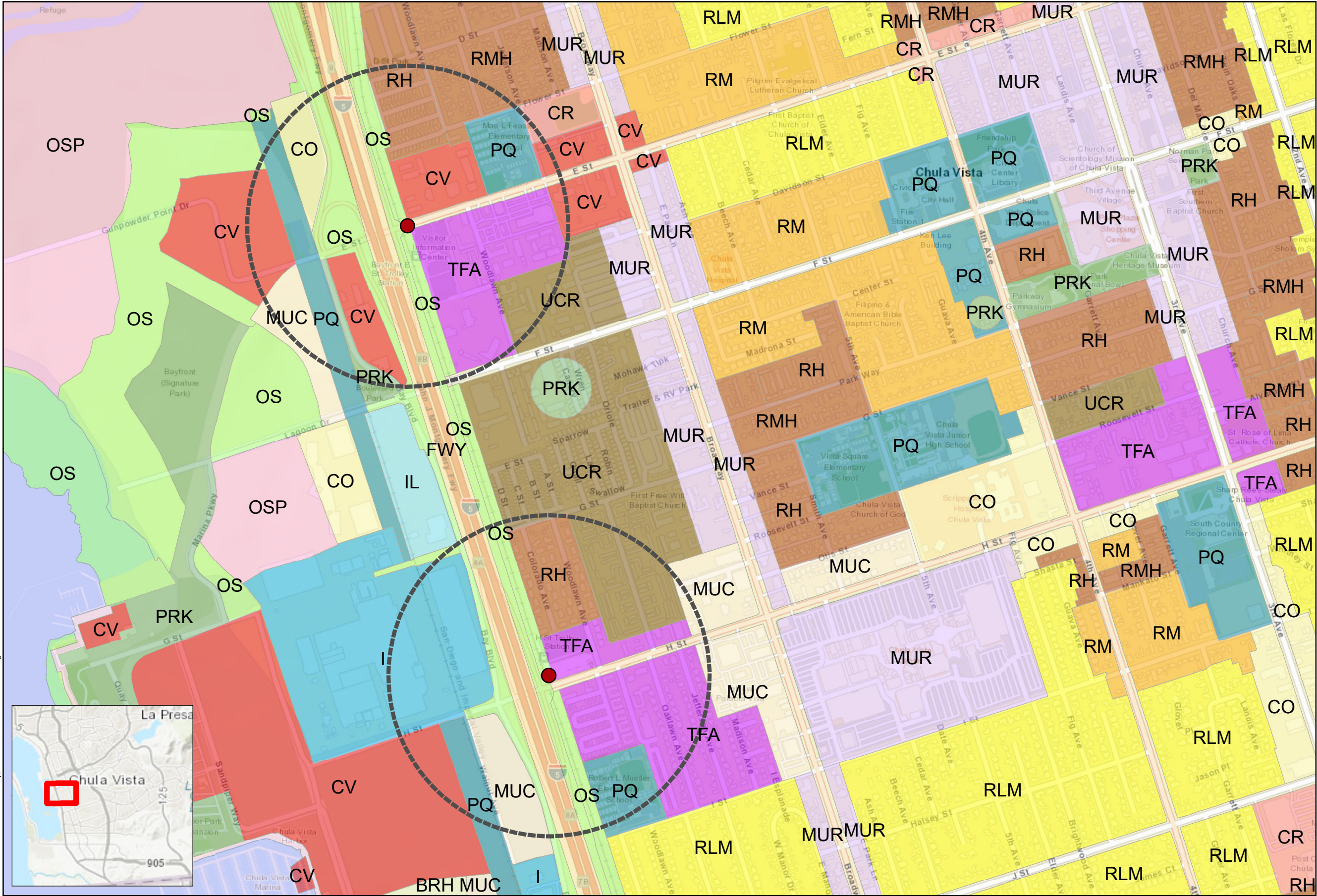
- Potential uses for the Area of Consideration include:
- Limited Industrial (existing)
  - High Density Residential
  - Urban Core Residential
  - Mixed Use Residential
  - Mixed Use Commercial
  - Mixed Use Transit Focused Area

**676 Moss Street Project**

- Creates consistent and balanced residential land uses on both sides of Moss Street from Broadway to Colorado Avenue.
- Strengthens and enhances the character of the existing residential neighborhood on Moss Street by removing incompatible and blighted industrial uses.
- Is compatible with:
  - Existing light industrial uses in the Area of Consideration.
  - Existing light industrial uses at 694 Moss Street.
  - Potential high density residential, urban core, transit-focused mixed use, and commercial visitor uses in the Area of Consideration.
- Neither requires nor precludes redevelopment in the Area of Consideration.
- Preserves industrial uses west of Colorado Avenue.
- Invests millions of dollars into an underutilized and blighted property.
- Provides a logical land use transition and buffer from low-medium density residential south of Moss Street. The Project would buffer homes south of Moss Street from:
  - Existing limited industrial uses in the Area of Consideration.
  - Any potential urban core, transit focused, or commercial development in the Area of Consideration.







Existing Stations

Existing Station Quarter Mile Radius

E Street Station

General Plan Land Use Designations surrounding the E Street Station include:

- Residential High Density
- Mixed Use Transit Focus Area
- Urban Core Residential
- Commercial Visitor
- Open Space
- Mixed Use Commercial
- Public/Quasi-Public
- Residential Medium High Density
- Commercial Retail

H Street Station

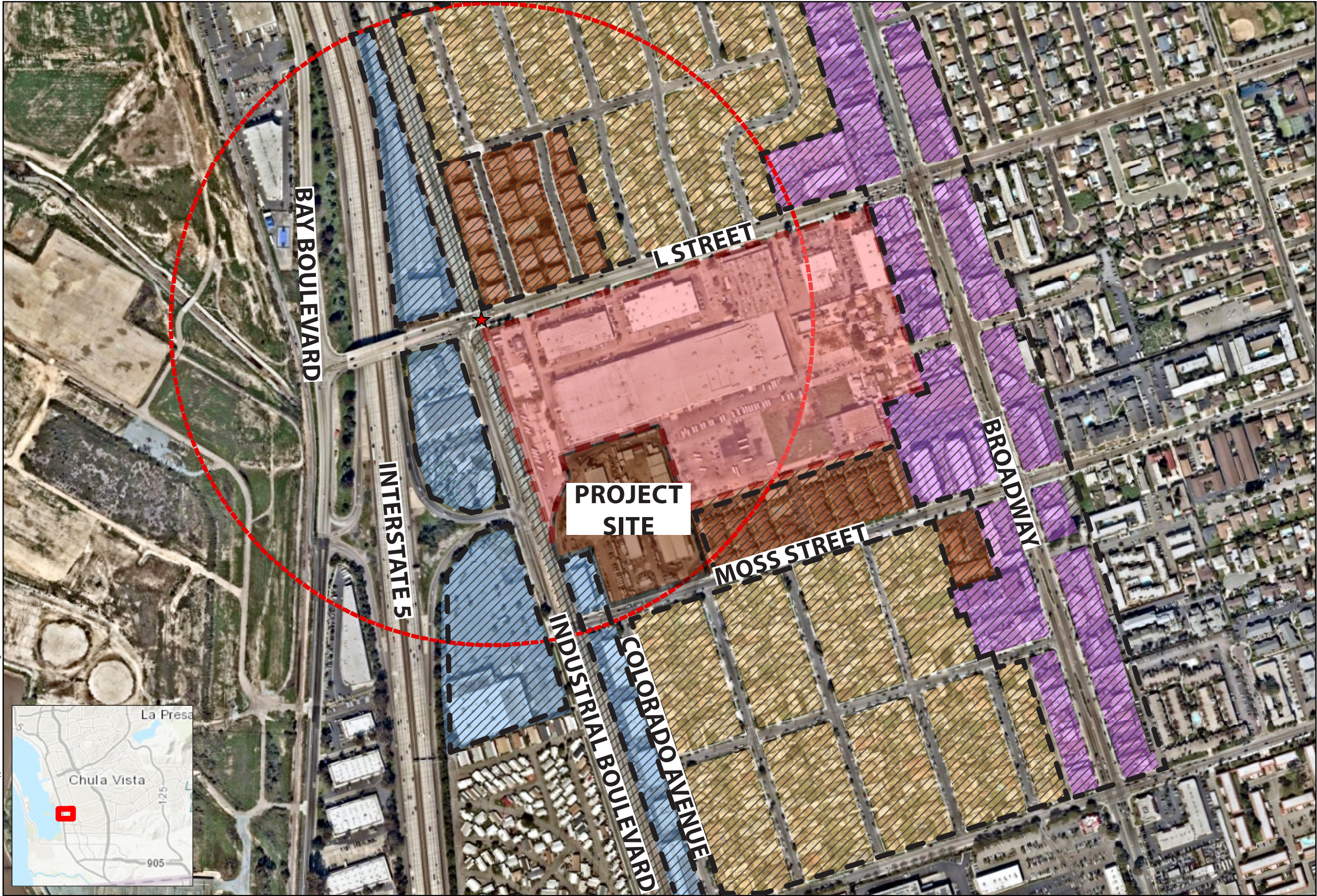
General Plan Land Use Designations surrounding the H Street Station include:

- Residential High Density
- Mixed Use Transit Focus Area
- Urban Core Residential
- Commercial Visitor
- Industrial
- Open-Space
- Mixed Use Commercial
- Public/Quasi-Public

Implications on 676 Moss Street Project

The High Density Residential designation proposed for the project site is reflective of comparable land uses within a quarter mile of the E and H Street Trolley Stations. If an L Street Station was proposed or desirable, the proposed condominiums at 676 Moss Street would complement and strengthen the viability of the station. The high density residential would be compatible with other potential transit-supportive uses, such as Mixed Use Transit Focus, Urban Core Residential, and Commercial Visitor.





- Project Site
- Area of Consideration
- Not Subject to Change
- Limited Industrial
- Low to Medium Density Residential
- High Density Residential
- Mixed Use Residential
- Potential L Street Station
- Potential Station 1/4 Mile Radius

### L-Street Station

The project would neither require nor preclude the construction of a new MTS trolley station at the intersection of Industrial Boulevard and L Street.

Existing residential uses north of L Street may need to be redeveloped with higher density residential or mixed use commercial to create densities and intensities necessary to support an L Street Station.

The industrial property along the west side of Industrial Boulevard is not suitable for new residential uses due to the limited vehicular and pedestrian access and proximity to Interstate 5.

### 676 Moss Street Project

The high density residential condominiums at 676 Moss Street are compatible with neighboring uses both with or without an L Street Station.

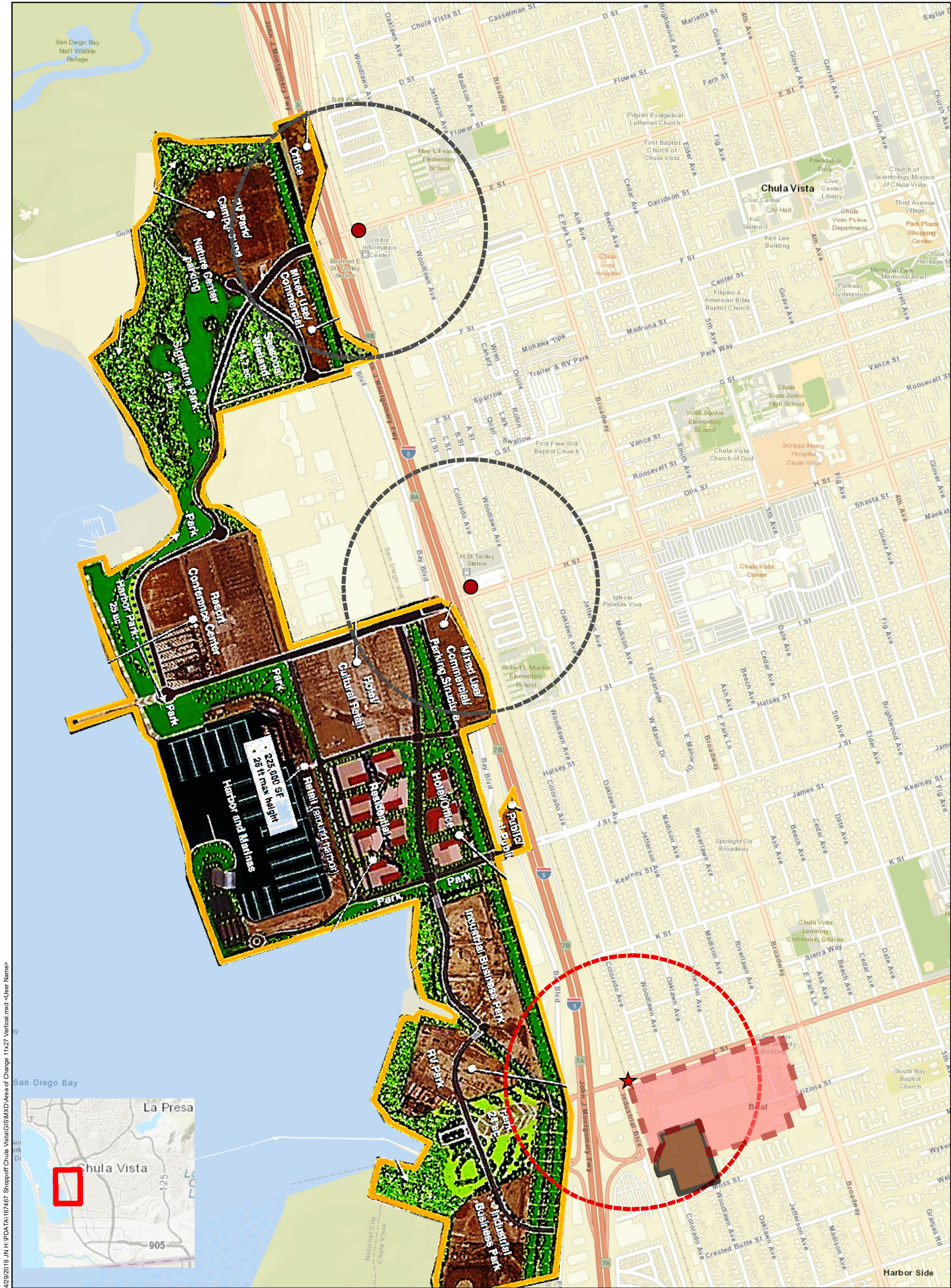
The project would meet SANDAG minimum density requirements (20 du/ac) necessary to support a trolley station.

676 Moss Street is not ideal for Urban Core Residential or Mixed Use Residential because Moss Street is a two lane, Class III Collector with no room for expansion. These uses along Moss Street would necessitate significant right-of-way improvements and street widening to create appropriate vehicle accessibility. Additionally, Urban Core or Mixed Uses could overwhelm the existing low-medium residential developments. Very high density uses (Urban Core) would be better suited along L Street, which has sufficient street width and infrastructure to support densities greater than 27 du/ac.

### SANDAG

A conversation with SANDAG indicated that adding a new trolley station is a highly involved, complex process. MTS may not have capacity for a new station due to high existing ridership levels on the Blue Line.





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- Area of Consideration
- Project Site
- Potential L Street Station
- Potential Station 1/4 Mile Radius
- Existing Stations
- Existing Station 1/4 Mile Radius

### Bayfront Project

The Chula Vista Bayfront project will create:

- 275,000 square foot convention center
- 1,600 resort-hotel rooms
- 200 acres of open space
- 2,300 construction jobs
- 7,600 permanent jobs
- 475 million dollars in yearly revenue

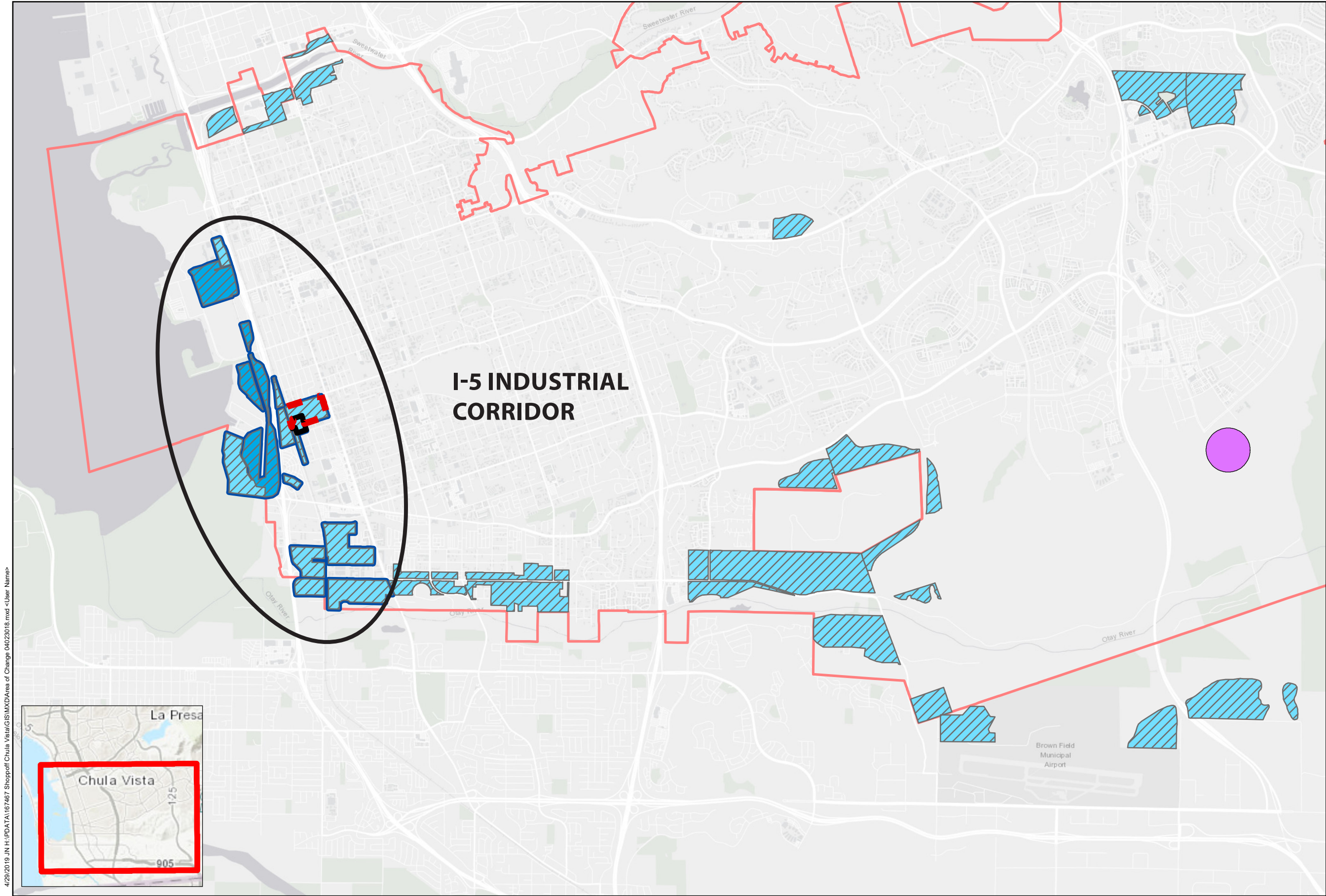
### 676 Moss Street Project

The 676 Moss Street Condominiums would complement the Bayfront project by adding new residential units close to a major employment area. The portion of the Bayfront closest to the project site is proposed for industrial, recreational and open-space uses.

### L Street Station

The southern quarter of the Bayfront Project is unlikely to create enough jobs to independently support an L Street Station, as the highest intensity retail and employment is based around H Street, which is already served by a trolley station. The addition of a new station would require negotiations between the City of Chula Vista and SANDAG.





**Legend**

- Project Site
- Area of Consideration
- Industrial Corridor
- City Limit

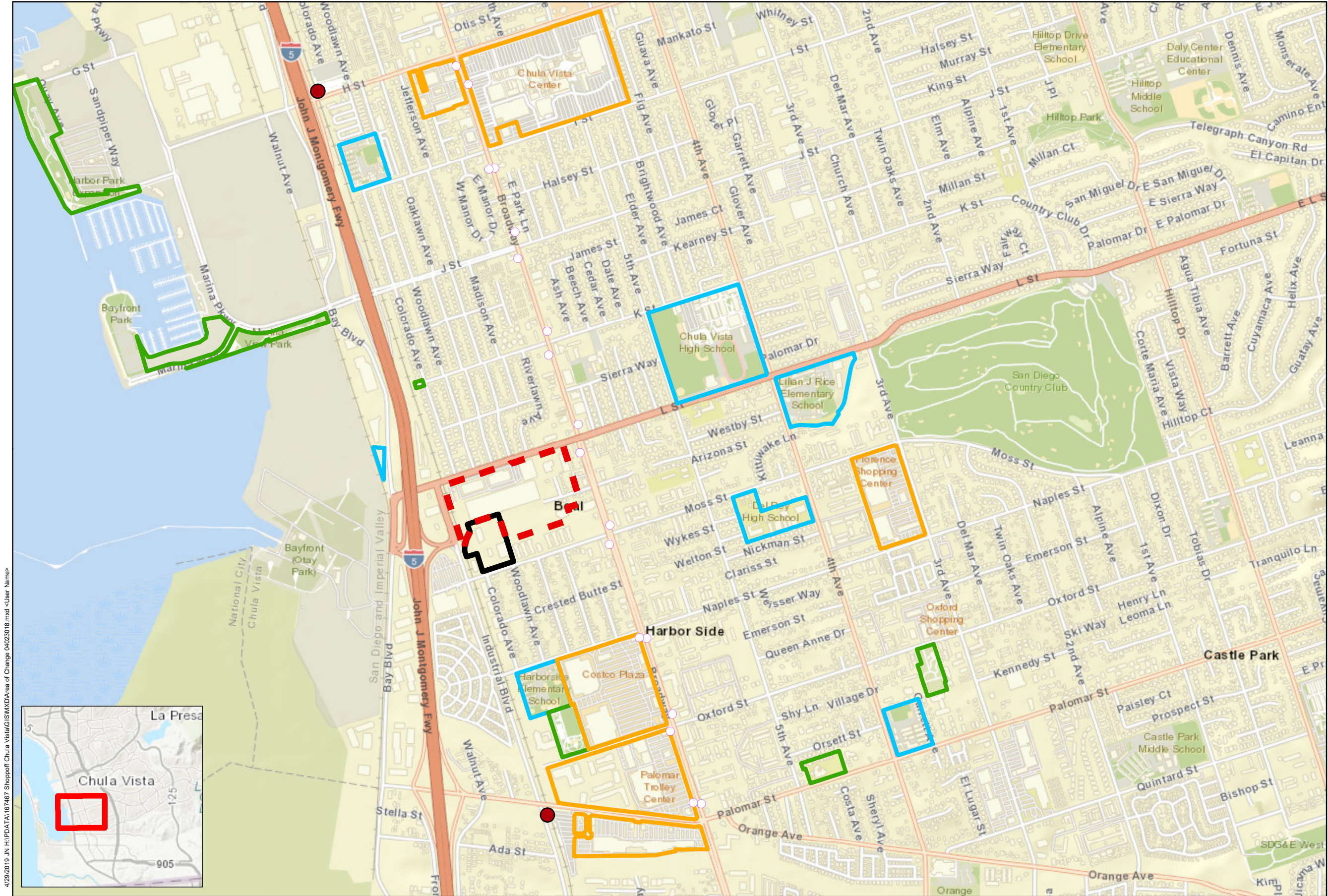
**General Plan Industrial CODE**

- I
- IL
- RTP

The I-5 Industrial Corridor contains roughly 470 acres of industrial land.

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