Community Development Element

PLAN

Balanced Community

"The City is committed to balancing community development and business interests with broader public health, safety and well-being."

One of the principal means of achieving the Vision and community development objectives and policies consists of directing where and what type of development should occur. The City is committed to balancing community development and business interests with broader public health, safety and well-being. The well-being of all residents - especially children, youth and families - is inextricably tied to the City's overall stability. The objectives and policies set forth a balanced community consisting of the downtown village, Broadway commercial corridor, business development areas and vital neighborhoods. Revitalization of the downtown village will enhance the physical heart of the City and expand the range of local shopping, social and recreational opportunities. Continued development of new commercial uses attracting regional shoppers will generate needed tax revenues for needed public services and infrastructure improvements while providing local residents with diversified shopping options. High quality jobs and additional tax revenue will be generated by light industrial, manufacturing and professional businesses.

Understanding the integral link between land use and transportation, redevelopment is emphasized around the trolley stations, bus corridors and SR-94 freeway. Focusing retail, office, apartments and condominiums around transit centers enables people to walk and bicycle to work and shop. This strategy reduces traffic congestion as well as improving regional air quality conditions. Concentrating commercial and business development near the freeway enables efficient regional access and protects outlying neighborhoods from offensive noise and traffic. Areas outside of the transportation hub, primarily consisting of established residential neighborhoods, are planned for enhancement rather than new, higher density development. In the following sections, the Land Use Plan is presented and described in detail.

Land Use Plan

The Land Use Plan for the City is illustrated in Figure CD-3 and shows where various types of development should occur. The Land Use Plan depicts eleven categories of land uses encompassing a range of residential, business and public uses. Table CD-1 summarizes the land

use categories. The four residential categories differ in housing type and density - the higher density categories permit more dwelling units in a given area than the lower density categories. Three business-oriented categories provide for commercial, professional office, manufacturing and industrial uses. A combination of higher density residential, office and retail uses comprise the mixed-use category. The remaining categories facilitate public and institutional uses, parks and recreational centers, and transportation uses such as roads and the trolley stations. The Land Use Plan also depicts eight Special Treatment Areas (STAs) requiring focused planning attention. Complete descriptions of the land use categories and the STAs are provided in subsequent sections.

The maximum amount of development that can occur within each category is also specified in Table CD-1. The concepts of density and intensity describe the level of development in a given area. Density is used to measure residential development while intensity is used to assess non-residential development (that is, commercial, light industrial, public and recreational uses). Density is defined as the number of dwelling units (or houses) per acre. Four units per acre is less dense than 20 units per acre. Densities below 14 units per acre usually consist of detached, separated houses while greater densities typically consist of attached units such as duplexes, apartments and condominiums.

The intensity of non-residential development is measured using the floor area ratio (FAR). The FAR is the ratio between the total gross floor area of all buildings on a lot and the total area of that lot. For example, a building with 5,000 square feet of floor area on a 10,000 square-foot lot would have a FAR of 0.5 while a building with 20,000 square feet of floor area on the same lot would have a FAR of 2.0. The greater the FAR, the larger the building and the greater number of stories.

"The Land Use Plan sets forth the community's goals regarding the future character of the City...transitions will be gradual."

The Land Use Plan sets forth the community's goals regarding the future form and character of the City. In some areas, the planned use shown on the Land Use Plan differs from the existing land use. These changes will not occur overnight. The transitions will be gradual and rely on favorable market conditions. New construction will only occur when property owners perceive benefits from new development. However, the Land Use Plan will mold new development according to the community's goals embodied in the *General Plan*. Table CD-2 shows the development capacity of the land use plan. If the land use categories were developed fully according to the permitted density/intensity, the level of development depicted in the table may be reached. The table also shows the population that could occur from *General Plan* implementation.

TABLE CD-1
PROPOSED LAND USE CATEGORIES AND DENSITIES/INTENSITIES

Land Use Categories	Maximum Development Per Net Acre (a, b, c)	Expected Development Per Net Acre (d)	Land Use Category Description
Low Density Residential	4 DUs/acre	3 DUs/acre	Detached houses. Typical uses include uses such as accessory dwelling units, churches, day care, open space, public facilities, home businesses and others which are compatible with the surrounding neighborhood.
Low/Medium Density Residential	7 DUs/acre	5.25 DUs/acre	Detached houses. Typical uses include uses such as accessory dwelling units, churches, day care, open space, public facilities, home businesses and others which are compatible with the surrounding neighborhood.
Medium Density Residential	14 DUs/acre	14 DUs/acre	Detached and attached houses, including duplexes and town houses, and limited condominiums and apartments. Typical uses include uses such as accessory dwelling units, churches, day care, open space, public facilities, home businesses and others which are compatible with the surrounding neighborhood.
Medium/High Density Residential	29 DUs/acre	24.5 DUs/acre	Duplexes, town houses, condominiums and apartments. Typical uses include uses such as accessory dwelling units, churches, day care, open space, public facilities, home businesses and others which are compatible with the surrounding neighborhood.
Mixed Use	43 DUs/acre and 2.0:1 FAR	20 DUs/acre; 1.25:1 FAR	Mix of residential (condominiums and apartments), retail and office uses within the same building, lot or area, with the intent of creating lively pedestrian-oriented villages near the trolley stations. Retail includes entertainment and neighborhood-serving businesses. Where mixes of uses occur within the same building, locate retail uses on the street level.
Retail Commercial	1.0:1 FAR	0.5:1 FAR	Retail operations providing a broad range of goods and services, catering to both local and regional customers. Includes shopping centers, department stores, grocery stores, professional services and other compatible retail businesses that are auto-oriented.
General Business	1.2:1 FAR	0.6:1 FAR	Professional office, wholesale businesses, research and development, high technology production, and sales. Includes commercial uses that support business uses.

Land Use Categories	Maximum Development Per Net Acre (a, b, c)	Expected Development Per Net Acre (d)	Land Use Category Description
Industrial	0.7:1 FAR	0.5:1 FAR	Mixture of manufacturing, processing, warehousing and storage uses that do not generate appreciable air and water pollutants, noise, hazardous materials and odors that might be offensive to residents and other businesses.
Public/Institutional Facilities	1.0:1 FAR	0.4:1 FAR	Public uses and service facilities, such as government offices and facilities, schools, public utilities, post office, libraries, fire and law enforcement stations, social service facilities and churches.
Parks/Recreation	0.5:1 FAR	0.1:1 FAR	Community and neighborhood parks, public recreation and community centers.
Transportation	N/A (e)	N/A	Streets, freeway and trolley corridors and stations, bus facilities, "park-and-ride" lots and associated rights-of-ways. If Caltrans permits development within the right-of-way after SR-125 freeway is constructed, the development must conform to the following designations: east and west of SR-125 - Retail Commercial, and south of the Broadway commercial corridor - same designation as the designation of adjacent properties.
Special Treatment Areas - Overlays I Downtown Village II Massachusetts Station III Regional Commercial IV Western Central Avenue Residential V Federal Boulevard Automobile Sales District VI Central Lemon Grove Avenue VII Troy Street/SR-125 Planning Area VIII Eastern Central Avenue Residential			

(a) The density of residential development is expressed in dwelling units per acre (DUs/acre). The intensity of non-residential development is expressed in floor area ratio (FAR), which is the ratio of building floor area to the land area.

(b) The maximum development represents the greatest level of development that can occur on individual parcels of land.

(c) The maximum density within the residential categories may be exceeded for projects providing affordable housing, in accordance with the density bonus provisions of Section 65915 of the California Government Code.

(d) The expected development reflects the fact that the development which has occurred to date has not reached the maximum allowed density or intensity, and future development is also expected to be less dense/intense that the permitted maximum. The expected development provides a more realistic picture of future development within the land use categories, and is therefore used to project population and buildout data.

(e) In general, development will not occur within transportation rights-of-way. Through negotiations with Caltrans, development may occur in the future SR-125 freeway right-of-way, near the SR-94 freeway. Such development will be subject to Caltrans lease requirements, and must be consistent with the Lemon Grove General Plan.

TABLE CD-2
LAND USE PLAN DEVELOPMENT POTENTIAL

LAND USE CATEGORY	ACRES	MAXIMUM DEVELOPMENT (a)	EXPECTED DEVELOPMENT (a)	DWELLING UNITS	THOUSAND SQUARE FEET	POPULATION (b)
Low Density Residential	146.9	Up to 4 du/ac	3 du/ac	442		1,224
Low/Medium Density Residential	1,160.8	4.1 - 7 du/ac	5.25 du/ac	6,094		16,881
Medium Density Residential	67.6	7.1 - 14 du/ac	12 du/ac	812		2,248
Medium/High Density Residential	75.0	14.1-29 du/ac	25 du/ac	1,875		5,194
Mixed Use	27.7	43 du/ac, 2.0:1 FAR	20 du/ac, 1.25:1 FAR	554	1,508.3	1,535
Retail Commercial	130.2	1.0:1 FAR	0.5:1 FAR		2,835.8	
General Business	46.4	1.2:1 FAR	0.6:1 FAR		1,212.7	
Industrial	32.2	0.7:1 FAR	0.6:1 FAR		841.1	
Public/Instituational	146.0	1.0:1 FAR	0.4:1 FAR		2543.9	965
Parks/Recreation	36.6	0.5:1 FAR	0.1:1 FAR		159.6	
Transportation	636.5	N/A	N/A			
TOTAL	2,506.0			9,777	9,101.3	28,046

(a) The maximum development and expected development is based on net acres.

(b) Population estimates are based on 2.77 persons per unit for the residential uses based on 1995 population data published by the California Department of Finance. For the institutional uses, the population estimate is based on the group quarters estimate for 2015 from SANDAG Series 8.

Special Treatment Areas

"STAs have significant potential for new development or redevelopment, or require special planning attention."

The Land Use Plan (Figure CD-3) designates seven Special Treatment Areas (STAs). The STAs have significant potential for new development or redevelopment, or require special planning attention. To ensure that future development achieves the community's goals, specific guidelines are established for each STA.

STA I, Downtown Village

The Downtown Village STA contains the traditional downtown commercial district located around the intersection of Broadway and Lemon Grove Avenue. A mix of retail and office uses presently dominate the STA, but some multiple-family residences also occur. Other important features include the downtown trolley station, City Hall and Fireman's Park. Downtown retains its traditional pedestrian-scale and is easily accessible from the SR-94 freeway, major roads, and bus and trolley service. Similar to traditional downtowns across the country, the downtown Lemon Grove retail market has declined due to the rising popularity of regional malls and large department stores. Many downtowns, however, have come back by providing unique shopping and recreational alternatives. A critical component of the City's redevelopment program, downtown has benefitted from past facade, circulation and parking improvements.

"The Downtown Village is planned for a lively mix of retail, office, condominium and apartment development supported by a variety of transportation options."

The Downtown Village is planned for a lively mix of retail, office, condominium and apartment development supported by a variety of transportation options. In addition to supporting the village residents, shops and restaurants will provide recreational opportunities for Lemon Grove residents and others from adjacent communities. The residential population will in turn increase the viability of the village shops. Trolley and bus lines traversing the village will allow residents to commute to regional work centers via transit while also providing access to the downtown village from nearby communities. To provide more opportunities for mixed use development, the traditional northern boundary of downtown is extended north by a half block. Future redevelopment programs must further define the downtown's market niche and establish strategies to compete with larger discount stores and regional malls.

To optimize village redevelopment efforts and achieve the community's objectives, the City anticipates preparing a specific plan that should address the following components.

- Regulations to implement the mixed land use concept, wherein a combination of shops, offices, civic facilities and multi-family

Main Street, circa 1940. Photo courtesy of Lemon Grove Historical Society.

residential development is encouraged within the same building, site or block. When mixed uses occur in the same building, the ground floor should be devoted to retail uses while using the upper floors for offices and/or residences.

- Incentive programs to assist businesses in redevelopment, facade enhancement and architectural renovations; signage upgrades and streetscape improvements; and development of second- and third-story mixed uses. Emphasize incentives to encourage housing development within the village.

- Entertainment uses such as restaurants, outdoor eateries, book and record stores, galleries and hobby shops.

- Use of the existing civic facilities and park as well as the future civic center as critical village components to heighten activity and community interaction.

- A village marketing program, developed in close coordination with the downtown businesses. The program should be diverse, strive to better position the village as a regional shopping center,

and include a downtown merchants association with the purpose of collaborative management, promotions and advertising.

- Local and regional activities, such as parades, farmers markets and festivals within the village, to create activity and generate business for the merchants.

- Locations for enhanced pedestrian access and crossings in addition to bicycle facilities. Storefront enhancements and circulation patterns (sidewalks, parking, transit access) to encourage walking throughout the village.

- Any additional parking needs required to accommodate the increased development. Acquisitions needed for additional parking areas will be identified and the City will consider reducing parking standards for mixed use development in conjunction with the planning and implementation of public parking areas.

- Appropriate relocation assistance for residents and businesses who are involuntarily displaced by public land acquisitions per the requirements of the California Community Redevelopment Law.

- Potential for artisan and craft production studios in the Downtown Village.

- Cultural and land use history of downtown, and incorporation of historical trends in the land use plan and architectural guidelines.

- Strategies to facilitate the economic use of historic buildings.

"Architectural design...can influence shops and restaurants patronage, desire to live in the village, and transit ridership."

Architectural design and aesthetic qualities will contribute to the success of downtown redevelopment. In addition to creating a fun and enjoyable place where people want to spend time, design can influence shops and restaurants patronage, desire to live in the village, and transit ridership. The specific plan for the village should address the following design considerations.

- Architectural, landscape, signage and lighting guidelines for both private and public areas reflecting Lemon Grove's small town image, while enhancing and unifying the retail commercial uses along Broadway. The use of art to enhance public areas will be considered.

- Pedestrian amenities to focus shoppers' attention towards shops and stores.

- An automobile traffic study and pedestrian movement plan to help eliminate conflicts with automobiles and encourage transit use, and includes pedestrian crossings along Broadway that are safe and aesthetically pleasing. Pedestrians should be given equal consideration at all roadway intersections. The specific plan should explore architectural, pavement and landscape treatments that create more sidewalk space and enhance pedestrian movement while facilitating traffic safety, parking and through movement of automobiles.

- To promote the village as an entry to Lemon Grove and a shopping destination, define village entry points and edges to create a sense of arrival similar to regional shopping centers.

- Since the village serves as one of the major entries to Lemon Grove, address the appearance and traffic movement at the intersections of Lemon Grove Avenue, North Avenue and the SR-94 freeway.

- To ensure consistent implementation of the design concepts, consider establishing a design review process for architectural design and plan implementation.

STA II, Massachusetts Station

"The Massachusetts STA...is planned to...1) increase use of trolley... 2) provide neighborhood shopping opportunities..."

The Massachusetts Station STA encompasses the existing commercial site across from the Massachusetts Avenue trolley station. Redevelopment of the site with a mix of residential and neighborhood commercial is planned to achieve two primary goals: 1) increase the number of residents that can walk to the trolley station and use the trolley to commute, and 2) provide neighborhood shopping opportunities to reduce driving and encourage walking and bicycling.

Development within the Massachusetts Station STA should strive to implement the following criteria.

- To foster the relationship between the residential and commercial uses and trolley ridership, development within the STA should relate to the trolley station through design, access, landscaping,

architectural theme and/or signage. Moreover, the STA should serve as the focal point for the southern portion of the City.

- The residential component should consist of condominiums and/or apartments, and not exceed the density established by the underlying land use category established in Table CD-1.

- The neighborhood commercial component should consist of stores and services serving the daily needs of the surrounding neighborhoods. Uses typically permitted in neighborhood commercial districts should be considered, such as a grocery store, pharmacy, dry cleaner, laundromat, video rental, shoe repair, deli and/or child care.

- Building heights should not exceed the elevations of the adjacent residences to reduce impacts to nearby neighbors.

- Encourage the developer to reduce the elevation of a portion of the site to the approximate elevation of Main Street using appropriate grading techniques. This would significantly increase the visibility and viability of the new stores and facilities. Reducing the elevation would also increase the permitted building heights established above.

- Implement recommendations to improve automobile safety at the intersection of Massachusetts and Lemon Grove Avenue.

- Study options to enhance pedestrian crossing from the STA to the Massachusetts Station.

- The developer should be required to prepare and process a specific plan establishing the site plan, building sizes, residential densities, design concepts, grading plan, infrastructure improvements and landscaping in addition to the above requirements.

- Consider assisting the development of housing with the Community Development Agency's Low/Moderate Income Housing Set-Aside Fund.

STA III, Regional Commercial

"The Regional Commercial STA is planned for continued redevelopment with large retail stores."

The Regional Commercial STA is planned for continued redevelopment with large retail stores. Uses within this STA shall serve both local residents and attract shoppers from adjacent communities. Good freeway access and visibility contribute to the area's suitability for regional commercial uses. In addition to diversified shopping opportunities, the regional commercial uses will generate tax revenue for needed public services and infrastructure. Some of the existing business and residential properties in the STA are unproductive and blighted, and new commercial development will also improve overall community aesthetic and development conditions. The STA is part of the City's Redevelopment Project Area.

The following policies apply to new development in the Regional Commercial District STA.

- Encourage large-lot retail uses on parcels comprised of at least one block or three acres.
- Promote retail uses that serve local residents and attract regional shoppers, and permit accessory or ancillary uses that contribute to the development and maintenance of a modern retail sales district.
- Strive for architecture and site design that enhances the surrounding area and overall Broadway commercial corridor. The bulky appearance of large buildings should be reduced using architectural details, and varied facades, roof lines and building materials. Require landscaping to soften and mask large buildings, break up uniform parking areas, and beautify the Broadway commercial corridor.
- Permit large retail stores to be visible from the SR-94 freeway without diminishing the visual image of the City from the freeway. Regulate signage and require landscaping and architectural details as necessary to avoid unsightly views of the backs of buildings.
- Use the redevelopment process as appropriate to assist projects with significant community benefits as needed (i.e., assistance with infrastructure improvements, lot consolidation, relocation, etc.).

- Residents and businesses who are involuntarily displaced by public land acquisitions must receive appropriate relocation assistance per the requirements of the California Community Redevelopment Law.

STA IV, Western Central Avenue Residential

"The Western Central Avenue Residential STA...is designated for residential development, similar to that found on neighboring properties."

The land within the Western Central Avenue Residential STA was originally designated as future right-of-way for the College Avenue extension project, (see Figure CD-3). The City abandoned the project and designated the right-of-way area for residential development, similar to that found on neighboring properties. With the exception of this STA, the right-of-way areas have since been developed or are subject to approved development plans. STA IV consists of a mixture of individually owned lots and some land owned by the City. The topography slopes moderately toward the center of the site and features a ravine running westward.

Development of the West Central Residential Development STA should conform to the following policies.

- Consistent with the Land Use Plan (Figure CD-3), restrict residential development to a maximum four dwelling units per acre, and lots should consist of a minimum of 10,000 square feet.

- Designating the ravine and an appropriate buffer as open space should be considered to protect the drainage and avoid potential impacts from flooding.

- Preserve the visual character of the topography through employment of sensitive grading techniques.

- The architecture, lot layout and building materials should be compatible with the residential development in surrounding neighborhoods.

- The site plan, design concepts, grading plan, infrastructure improvements and landscaping should reflect the above requirements.

STA V, Federal Boulevard Automobile Sales District

"STA V supports car dealerships and automotive services...which yield tax reserve for local public services and infrastructure..."

The Federal Boulevard Automobile Sales District STA illustrated in Figure CD-3 supports car dealerships and automotive services and shops. The highly visible freeway location contributes to the dealerships' success, which in turn yields tax revenue for local public services and infrastructure improvements.

The following policies apply to future development and business activities in the Federal Boulevard Automobile Sales District STA.

- Only permit car dealerships and related automotive services and shops.
- Require measures to reduce impacts to nearby residents, and monitor ongoing businesses for conformance with all applicable regulations and conditions.

STA VI, Central Lemon Grove Avenue

"STA VI is planned for continued use as a business district...requires special planning to avoid impacts to the community."

STA VI is planned for continued use as a business district. Due to steep slopes, access limitations and proximity to established neighborhoods, future development requires special planning to avoid impacts to the community. Future businesses should be limited to activities that generate low levels of traffic and noise. New development should be subject to the following conditions:

- A geotechnical study and incorporation of appropriate measures to protect the stability of the steep embankment at the rear of lots to the south as well as the geologic stability of both the new development and adjacent properties.
- A traffic study to identify access points from Lemon Grove Avenue that minimize disruptions to traffic flow.
- Relinquished vehicle access from Noble Street.
- Limiting the height of new structures to three stories or 35 feet, whichever is more restrictive.

STA VII, Troy Street/SR-125 Planning Area

"The purpose of STA VII is to alert property owners that future conditions could justify ...on- and off-ramps..."

The Troy Street/SR-125 Planning Area lies in the eastern portion of the City at the eastern terminus of Palm Avenue and Troy Street. The City's Freeway Agreement with Caltrans does not provide for the construction of on- or off-ramp connections to SR-125 at this location. Even though the City does not believe that on- and off-ramps are warranted at present, it acknowledges that the community's traffic circulation needs can change over a period of time. Therefore, the City will work with Caltrans, area property owners, and other interested groups and agencies to monitor the relationship between SR-125 and the City's system of streets. The purpose of STA VII is to alert property owners that future conditions could justify the construction of on- and off-ramps at Troy Street and SR-125. The boundaries of the STA are general and encompass the ultimate right-of-way of any potential freeway ramp. Development within the generalized STA boundaries can occur according to the provisions of the underlying land use category shown in the Land Use Plan (Figure CD-3).

STA VIII, Eastern Central Avenue

"...special planning policies are needed to help ensure that...new development blends in with nearby neighbors."

STA VIII lies with the established Central Avenue neighborhood yet within walking distance of downtown, the trolley station and planned civic center area. Some apartment and condominium development has occurred in recent years within the STA and continued development could help support downtown commerce and expand opportunities for transit use. Because preserving neighborhood quality is a primary community goal, the following special planning policies are needed to help ensure that the architecture and scale of new development blends in with nearby neighbors.

- Permit development of single lots at a density of 14 dwelling units per one acre.
- Allow development according to the Medium/High Density Residential designation (29 dwelling units per one acre) where lots have a minimum of 100 feet of frontage on a public street and a minimum size of 15,000 square feet.
- Limit development to a maximum of two stories in height or 25 feet, whichever is more restrictive.

Other Focus Areas

In addition to the Special Treatment Areas, the City plans to focus attention on enhancing and revitalizing several other areas including the established neighborhoods, emerging multiple-family neighborhoods, Broadway retail commercial, general business areas, Federal Boulevard industrial district, East Broadway, and existing Specific Plan areas. The following sections set for the plan for these areas.

Established Neighborhoods

"One of the community's primary goals is to protect and enhance established neighborhoods..."

One of the community's primary goals is to protect and enhance the established neighborhoods that comprise the majority of the City (see Figure CD-3). These neighborhoods mostly consist of houses constructed during the post-World War II real estate boom. Estate and farm houses from the early days are scattered throughout the City. Most houses and yards have been well maintained but some have a run-down appearance. Many of the neighborhoods lack sidewalks. In recent years, new development has largely consisted of subdividing large lots and constructing new detached houses or attached units (apartments or condominiums), or developing the remaining vacant lots.

William Lindsay's step-brother's home at 7575 Central Avenue, built in 1910. Photo courtesy of Lemon Grove Historical Society

New development and traffic have disrupted the tranquility of some neighborhoods in recent years. The Land Use Plan in Figure CD-3 is intended to stabilize the neighborhoods by focusing new apartment and condominium development in appropriate locations, and preventing additional multiple-family residential development in stable single-family residential areas. In limited areas, new single-family houses could be constructed. The City will require that all new residential development be integrated with the surrounding neighborhood through the use of suitable architecture and site design. Traffic and access affect neighborhood safety and peacefulness. The Mobility Element sets forth a plan to control traffic in the neighborhoods and reduce hazards related to speeding vehicles. A plan to construct sidewalks linking neighborhood activity centers is also established in the Mobility Element.

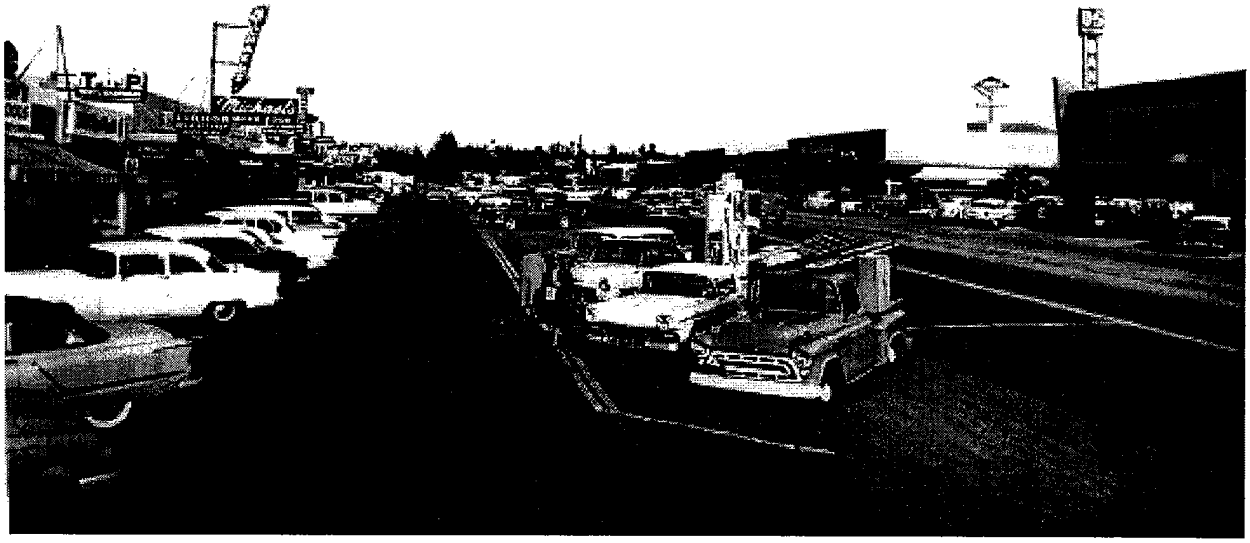
Advancements in communications technology are increasing the number of people that can conduct business from their homes. Neighborhoods benefit from home occupations when appropriately controlled. These benefits include increased security from people present in the neighborhood during the day, greater flexibility to meet family needs, and increased patronage of local commercial establishments. However, home occupations that generate traffic or noise, or involve storage of materials or cars, can conflict with residential life. The City will continue to enforce the Home Occupation Ordinance which establishes specific restrictions to protect neighborhood tranquility. Revisions to the Home Occupation Ordinance will be considered as needed to address work-at-home work home business trends.

"The City will actively encourage clean and safe neighborhoods..."

The City will actively encourage clean and safe neighborhoods through programs such as continued enforcement of the Abandoned Vehicles, Vehicle and Equipment Storage Ordinance and Weed Control and Waste Matter Ordinance, co-sponsoring Paint Lemon Grove and solid waste collection day for bulky items, and requiring compliance with all applicable building code and *Zoning Ordinance* requirements. The City will also monitor residential treatment facilities and group homes to help minimize neighborhood nuisances and disruptions. Facility operators and managers and the appropriate licensing agencies will be contacted as necessary to remedy disruptive situations.

Broadway Retail Commercial

Portions of the Broadway commercial corridor lie outside of designated Special Treatment Areas. While these areas are not subject to specific STA goals and policies, their continued revitalization will contribute to



Looking east on Broadway, from Imperial Avenue (now Lemon Grove Avenue), 1957. Photo courtesy of Lemon Grove Historical Society.

"...the Broadway commercial corridor ...will contribute to overall community stability, local shopping opportunities and municipal tax revenue."

overall community stability, local shopping opportunities and municipal tax revenue. The City will monitor the Broadway thoroughfare commercial activity and support redevelopment. The entire Broadway commercial corridor lies within the Redevelopment Project Area, and the Community Development Agency will provide assistance under the provisions of the California Community Redevelopment Law as feasible for projects providing public benefit. Strive to establish medical and dental offices due to the current lack of such services.

Skyline Commercial Center Concept

"...The City will monitor the market demand for a new commercial center..."

The southern portion of the City presently lacks a modern commercial center, forcing residents to drive to the northern part of the City for daily items. There is some current demand for a new commercial center at the southern end of Skyline Drive at Jamacha Boulevard, encompassing existing older commercial properties and the sizable church property. The SR-125 freeway project includes construction of an interchange at Jamacha Boulevard which could further increase the demand for new commercial development. The City will monitor the market demand for a new commercial center in this area once the freeway is constructed and consider any necessary General Plan and Zoning amendments required to facilitate such development.

General Business

The general business areas primarily lie north of the Downtown Village, adjacent to the SR-94 freeway. Additional property for business development occurs along Broadway, east of the planned SR-125 freeway. The General Business land use category provides for the continuation of the current mix of commercial, service and light manufacturing businesses. Dilapidated and run-down properties occur within the business areas, and some of the facilities were constructed without regard for community aesthetics. The business areas flank the freeway and are often first seen by visitors entering the City. Public investment in street improvements is needed and as businesses grow and prosper, the community hopes that business owners will reinvest in their properties and reduce the blighted appearance.

"Long-term goals...include redevelopment with office buildings for professional services in addition to new facilities for light manufacturing and commercial operations."

Long-term goals for the business areas include redevelopment with office buildings for professional services in addition to new facilities for light manufacturing and commercial operations. Proximity to the SR-94 freeway, planned SR-125 freeway and trolley in addition to the central location between downtown and the SR-94 bedroom communities make the business development areas attractive to business operators. Furthermore, the nearby downtown village provides amenities for employees and support services. The redevelopment process established by the California Community Redevelopment Law should be used to assist developers consolidate land and finance infrastructure improvements where feasible. Pedestrian-oriented settings linking the business areas to the downtown village and trolley station should be promoted in new projects.

Federal Boulevard Industrial District

"The Federal Boulevard area...is particularly suited for industrial activity."

The Federal Boulevard area has developed with a mix of industrial uses over the years, including manufacturing, storage and materials processing. These uses generate high quality jobs for local residents in addition to generating tax revenue. The area is particularly suited for industrial activities. Business operators enjoy easy access to the SR-94 freeway, and nearby residences above Federal Boulevard are protected from noise, odors, traffic and other nuisances by the topographic gradation. Some properties show signs of deterioration and deferred maintenance, but few vacancies occur. The Land Use Plan (Figure CD-3) permits continued industrial activity along Federal Boulevard and both business owners and the community desire revitalization.

Revitalization of the Federal Boulevard industrial district will occur as existing businesses prosper and reinvest in their facilities. The establishment of new businesses will also help renew the area. The City plans to actively assist existing and new businesses to obtain necessary permits for facility expansions and construction. The City will also market the area to business operators looking for new homes. When warranted by significant public benefit and potential blight elimination, the Community Development Agency anticipates using the redevelopment process to assist with infrastructure improvements.

The natural topography and drainage infrastructure inadequacies result in flooding during heavy rains. The flooding often disrupts business activities, causes property damage, and accelerates deterioration of the Federal Boulevard roadway. Because the City does not presently participate in the National Flood Insurance Administration (NFIA) program administered by the Federal Emergency Management Agency (FEMA), property owners cannot obtain federal flood insurance. Improving the Federal Boulevard drainage system, and participating in the NFIA program are City priorities. Having access to flood insurance may give property owners and businesses along Federal Boulevard incentive to reinvest and rehabilitate the area.

The industrial district is highly visible to SR-94 freeway drivers and serves as the western gateway to the City. The deteriorated appearance of some properties diminishes the visual image of the community. The City will compel property and business owners to ameliorate dilapidated properties by requiring aesthetic improvements as conditions of permits. The City will consider partnerships with property owners to enhance appearances from SR-94.

East Broadway

"The eastern section of Broadway... merits special planning attention."

The eastern extension of Broadway past Sweetwater Road merits special planning attention. The planned SR-125 freeway will generally follow Sweetwater Road and will connect with the SR-94 freeway via an 80- to 100-foot elevated interchange. The East Broadway area could become isolated from the remainder of the City, facilitating property dilapidation and blight. After careful study, the community has determined that the existing mix of business and multiple-family residential should continue.

The City plans to monitor the construction of the SR-125 freeway including an assessment of whether all required mitigation measures are properly implemented to reduce community impacts. Once the freeway is

constructed, excess right-of-way may be sold for development. The City will monitor reversion of right-of-way and consider amending the General Plan to establish any needed land use policies. Furthermore, Caltrans may lease freeway right-of-way under the interchange for development purposes. The City will work with Caltrans to limit any future development within the right-of-way to uses that are compatible with surrounding uses and consistent with the General Plan goals.

Reversion of Skyline Drive Neighborhood Commercial Area

"...commercial uses should revert back to single-family housing..."

A small commercial area presently occurs on the west side of Skyline Drive, in the middle of the block bounded by Dayton and Canton Drives. A mix of converted single-family homes and older commercial buildings are surrounded by single-family neighborhoods. The high number of vacancies, transient nature of the existing businesses, and run-down appearance reflect the low viability of commercial activity within this area. The Land Use Plan (Figure CD-3) shows that the commercial uses should revert back to single-family housing, compatible with the dominant land use pattern.

The commercial area is part of the Project Area established under the California Community Redevelopment Law. To assist in the transition from commercial to residential use, the Community Development Agency could exercise its redevelopment powers. The Community Development Agency will consider assisting residential development to meet the housing requirements of the Community Redevelopment Law. Any future development should be compatible with the density and scale of the surrounding neighborhood.

Existing Specific Plans

Only two specific plans are currently in effect in Lemon Grove: the *Village Grove Specific Plan* and *Broadway Commercial Project Specific Plan,* (see Figure CD-2). Both specific plan areas have been fully developed according to the plans with the exception of the commercial portion of the *Village Grove Specific Plan*. Future development or redevelopment within the specific plan areas should conform to the applicable policies unless the City amends the specific plans to accommodate deviations.

New Housing

Housing should be constructed for new residents, and some new housing should help meet the unique needs of under-served groups such as the elderly, single-parent families and the disabled. Declining areas can

benefit by new housing development as well. The Lemon Grove Housing Element establishes the City's plan for new housing development and compliance with the housing requirements legislated by the state.

New Development

"Housing should be constructed for new residents, and some new housing should help...under-served groups..."

Construction of new single-family homes could occur within STA IV, West Central Residential and the old Skyline Drive neighborhood commercial area. The City, however, is almost completely developed, and most new housing will consist of condominiums and apartments resulting from the redevelopment of lots with single houses or underutilized commercial areas. In addition to providing housing for the growing population, multiple-family residences serve the unique needs of seniors, small households and young adults.

The Land Use Plan identifies sites for new condominium and apartment development, (see Figure CD-3). The City will particularly focus new multiple-family residential development within STA I, Downtown Village and STA II, Massachusetts Trolley Station which are both planned as mixed use areas. Other emerging multiple-family neighborhoods are designated as Medium Density Residential and Medium-High Density Residential, and the Land Use Plan shows new development potentially occurring in the following areas:

- North of Lemon Grove Way, northeast of the downtown village and near the SR-94 freeway and planned SR-125 freeway;
- Massachusetts Avenue, between Broadway and Central Avenue;
- Along Central Avenue and north of Central Avenue, west of Massachusetts Avenue;
- South of Central Avenue, between Olive and Main Streets; and
- South of Pacific Avenue, between West and Buena Vista Streets.

"New condominium and apartment development should provide quality housing opportunities and uplift aesthetics."

New condominium and apartment development should provide quality housing opportunities and uplift aesthetics of the surrounding area. Future projects will be subject to the guidelines established below.

- New condominiums and apartments should positively contribute to the surrounding neighborhoods through the use of architecture that reflects and is compatible with the scale, design

characteristics, building orientation, landscaping, building materials and color of nearby residences.

- Landscaping should be incorporated to help new development blend in with the surrounding area and soften the appearance of new structures.

- The scale of new development should not overwhelm the surrounding area. The perceived bulk of new buildings can be reduced through the use of architectural detail, upper story setbacks, and variation in building materials.

- Acceptable noise levels shall be achieved through the use of suitable insulation, windows and ventilation systems pursuant to the state Title 24 standards.

- Play areas for children should be required either on the premises or within short, safe walking distances.

Lemon Grove Housing Element

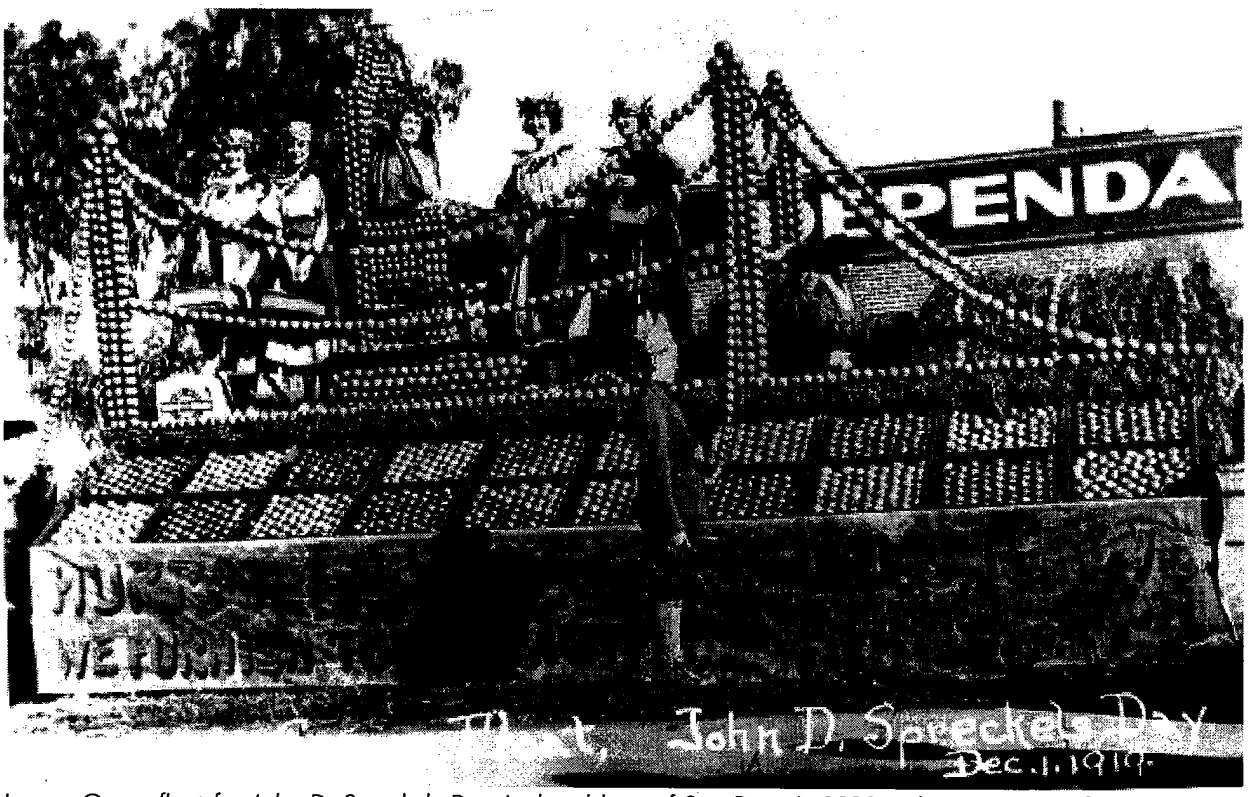
The City will continue implementing the Lemon Grove Housing Element, and periodically update the element to reflect population and development trends as required by state law. Besides assuring an adequate housing supply to accommodate Lemon Grove's fair share of regional growth, the City will focus on ensuring housing opportunities for special needs groups. Housing for female-headed households, large families, disabled persons, seniors and low income households is often limited but the shortfall can be partially offset by active facilitation by the City.

Community Life

"The small town character esteemed by modern-day residents is closely tied to active community life."

Lemon Grove has a rich history of community involvement. Early civic organizations, agricultural associations, social clubs and the Chamber of Commerce played essential roles in community development. Even while the small town grew into a city, residents and business owners continued to associate for the purposes of establishing needed civic facilities, helping the less fortunate, and socializing. The nearly 20-year grass roots effort to incorporate continues to serve as a source of civic pride.

The small town character esteemed by modern-day residents is closely tied to active community life. Lemon Grovers still participate in civic,



Lemon Grove float for John D. Spreckels Day (railroad king of San Diego), 1919. Photo courtesy of Lemon Grove Historical Society.

business, social and religious organizations yielding abundant community benefits. Protecting the small town character envisioned by the community involves enhancing and facilitating the community life of the next generation.

Civic Center

"Residents desire a hub for civic facilities, serving as the heart of the community."

Residents desire a central hub for civic facilities, serving as the heart of the community. Such a civic center could provide opportunities for cultural enrichment, establishing relationships with other residents, and participating in civic matters. Possible components include the library, City Hall, museum, public performance space, law enforcement station, recreation center, meeting space for community groups, and an open plaza or park.

A "Civic Center Concept Area" is delineated on the Land Use Plan (see Figures 3 and 11). The concept area lies along Lemon Grove Avenue in the area of the existing City Hall and fire station, and comprises the

southern portion of the downtown village. This location maximizes accessibility by trolley, bus, walking, cycling and driving, and allows the civic center to contribute to the overall revitalization of the historic downtown. The architecture of the civic center should be compatible with the village design themes and art could enrich public areas.

Due to the required capital expenditures, the civic center is considered a long-range goal. However, given the community's success in working together to achieve common goals, the prospects of establishing a dynamic, interactive civic center are excellent.

Public Events

"Public events - such as Old Time Days - stimulate community pride...and heighten the image of Lemon Grove to outsiders."

Public events - such as Old Time Days - stimulate community pride and involvement and heighten the image of Lemon Grove to outsiders. When outsiders attend such events, they learn about local businesses and shopping opportunities in addition to enjoying themselves. The City will continue to co-sponsor and help organize events like Old Time Days, Summer Concerts in the Park, Paint Lemon Grove and the Youth Easter Egg Hunt. New events reflecting the wide cultural interests of the citizenry will be considered, such as a farmers market in the downtown village or an ethnic fair. Advertising the events in adjacent communities will increase attendance.

Community Outreach

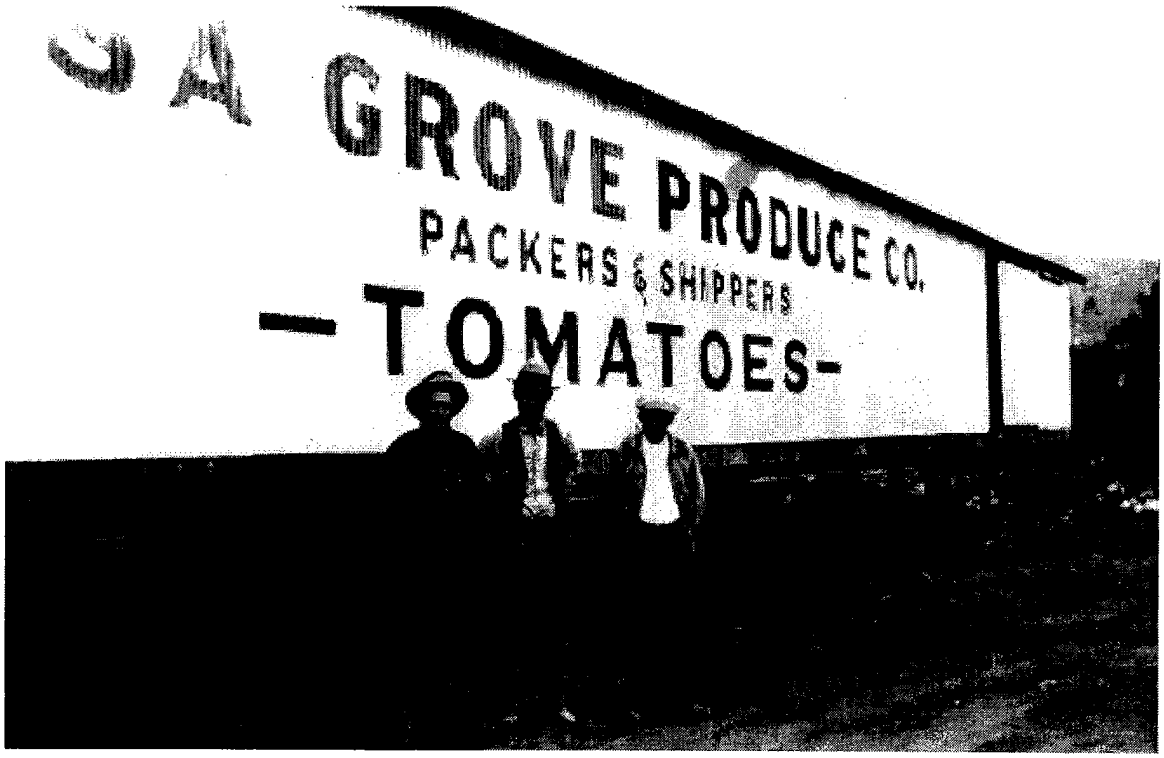
Community outreach programs can also bolster community life. Residents and business owners who are informed of community programs and events will be more likely to participate. Outreach programs should include programs like regular distribution of the City newsletter, holding annual neighborhood meetings, providing information at City Hall about volunteer programs, and using banners to advertise community events.

Economic Development

A strong, healthy economy is an important component of a stable community. Local businesses contribute local jobs, nearby shopping and service opportunities, and tax revenue for public infrastructure and services. With a strong economic sector, people can live, work and shop in the same community, and businesses investments will help prevent conditions of blight that affect many older cities. Moreover, healthy businesses are likely to contribute to the community. All of these benefits help contribute to increase property values and community stability. The City is committed to economic development that positively impacts community health and social justice in addition to job availability, economic revitalization and tax revenues.

"Lemon Grove has always supported an active business sector."

Lemon Grove has always supported an active business sector. More small businesses are established than larger ones, reflecting the relatively small size of the City and national economic trends. Businesses enjoy efficient freeway access via the SR-94 freeway (and the SR-125 freeway in the future), and affordable facility leases. Types of business include commercial enterprises ranging from the "mom-and-pop" shop to large department stores and dealerships, professional services, and light



Mesa Grove Produce, east of Costabella Drive and north of Lemon Grove Way, circa 1910. Photo courtesy of Lemon Grove Historical Society.

industries including manufacturing, materials processing and warehousing.

"Diversifying and expanded local shopping opportunities will allow sales tax paid by locals residents to be reinvested back into the community rather than benefitting other communities."

To strengthen the business sector, the City will promote Lemon Grove as a hub to serve the SR-94 corridor bedroom communities. The City offers a unique combination of freeway accessibility, close proximity to both downtown San Diego and east county communities, and capacity for expanded commercial, light industrial and professional office development. Small businesses will particularly be fostered to increase high quality jobs and make the best use of the smaller business districts. A business climate and investment conditions that encourage entrepreneurs and developers will be cultivated. This will be accomplished in part by investing in public improvements in the business areas, and continuing ongoing communications with the business community to identify economic development opportunities and constraints.

Expanded commercial uses will benefit the community. Many residents travel outside of the City to shop for goods other than groceries and sundry everyday items. Diversifying and expanded local shopping opportunities will allow sales tax paid by locals residents to be reinvested back into the community rather than benefitting other communities. Residents will also benefit from the increased convenience. Revitalization of the downtown village will focus on unique, "one-of-a-kind" shops, restaurants and entertainment uses while larger, national chain department stores will be encouraged to the west on Broadway. Both of these retail environments will serve local residents in addition to attracting shoppers from adjacent communities.

Community Design/ Aesthetics

"Lemon Grove retains a small-town character, and the prevalent land use patterns, architecture and mature landscaping reflect the post-war development boom."

The aesthetics of a community - the feeling of beauty and identification - significantly contribute to people's satisfaction and enjoyment. Views and noticeable boundaries help define a city, create a "sense of place," and provide a sense of arrival. Landmarks serve as identifiable visual images of the community. Strong aesthetics foster civic pride and attract newcomers, thereby strengthening property values. In addition, visitors drawn to the area benefit local businesses.

Lemon Grove retains a small-town character, and the prevalent land use patterns, architecture and mature landscaping reflect the post-war development boom. Older structures constructed just after the turn of the Twentieth Century serve as reminders of the community's agricultural origins. The City has some distinct landmarks such as "The Lemon" and the downtown trolley station but the boundaries are generally ambiguous.

Due to the age of the City, some properties show signs of neglect and the wide mix of site designs and architecture project an image of a "hodge-podge" rather than a cohesive, pleasant town. Several programs will enhance the small town image of Lemon Grove, strengthen visual identify, and enhance community aesthetics.

Gateways and Boundaries

"Broadway and Lemon Grove Avenue should be celebrated as community boulevards..."

To evoke a sense of arrival, gateways to the community and major thoroughfares will be reinforced. The downtown village will serve as the primary gateway from the SR-94 freeway. The intersections of College Avenue/Broadway and Massachusetts Avenue/Broadway in addition to the Massachusetts trolley station will provide secondary gateways. Redevelopment within these gateways will incorporate designs and landscaping that reflects Lemon Grove's small town image. Broadway and Lemon Grove Avenue should be celebrated as community boulevards with distinctive landscaping, banners and directional signage.

Many people in the greater San Diego region only know Lemon Grove by the visual image from the SR-94 freeway. Some of the commercial, light industrial, storage and residential uses occurring along the freeway are run-down and lack appropriate screening by fencing or landscaping. The disorderly view diminishes the passer-by's as well as the local resident's perception of the community, and discourages people from visiting. Cleaning-up the view from the freeway will involve enforcing existing building codes and regulations and implementing greater screening. The City plans to coordinate with Caltrans to construct decorative fencing or walls and establish substantial landscaping along the freeway edges. A future signage program could alert freeway travelers to the unique shopping opportunities in the downtown village and along Broadway, and direct people to the civic center (once constructed). Clean-up efforts could also involve continuing efforts to remove billboards and relocating overhead utility lines underground.

Public Areas

"Attractive public areas...contribute to a scenic community."

Attractive public areas such as parks, medians, parking areas, sidewalks, civic buildings and schools contribute to a scenic community. Public areas can beautify the surroundings when landscaping is properly maintained, trash is picked-up, and hard surfaces are routinely cleaned. Because aggressive maintenance can tax the City's limited resources, the City will promote volunteer clean-up programs. The City also plans

to continue coordinating with the school district to improve the appearance of neighborhood schools.

One of the most visible public spaces consists of the trolley corridor. The tracks extend the entire length of the City, from the southern boundary and up through downtown, and parallel Lemon Grove Avenue, a primary transportation arterial. Beautifying the trolley corridor will enrich the entire community in addition to making Lemon Grove an attractive destination for trolley riders. Landscaping enhancements are planned for the trolley right-of-way as well as the Lemon Grove Avenue medians.

Design Standards

"...new development must positively contribute to enhanced... commercial/ business districts and neighborhoods."

New development can strengthen community aesthetics by providing pleasing architecture and landscaping and/or helping to clean-up an area by rejuvenating blighted properties. New development can alternatively diminish aesthetics by detracting from or overshadowing surrounding features. For continued beautification of Lemon Grove, new development must positively contribute to enhanced visual quality, within both the commercial/business districts and neighborhoods. The Zoning Ordinance should be revised to establish minimum design standards for all land use types. A design review process for multiple-family residential, commercial, mixed use, business and light industrial development will further protect the community from obtrusive projects.

Interjurisdictional Coordination

Lemon Grove is an integral part of the greater San Diego metropolitan area. Many issues affecting the quality of life of local residents transcend jurisdictional boundaries, such as economic conditions, traffic, air quality, open space and population growth. The City will participate in regional planning forums addressing environmental, development and economic issues that affect Lemon Grove. Greater participation will allow representation of the City's best interest, facilitate more effective local implementation of regional programs, and increase the probability of receiving funding from regional, state and federal sources for local programs.

To become more involved in regional planning, City elected officials and staff should serve on regional boards and commissions. The City also plans to review and comment on proposed regional plans, specifically focusing on the feasibility of local implementation and the plans' effects on Lemon Grove. Development proposals in adjacent communities should also be reviewed to identify potential impacts to Lemon Grove.

As a long-term goal, an adjustment to the City boundaries will be considered so that they coincide with the school district boundaries, natural features and the circulation network. This would increase the effectiveness of infrastructure planning. Cooperatively with adjacent jurisdictions, the City should study the benefits of boundary modifications to better serve the residents of Lemon Grove.