

RESOLUTION NUMBER R-287609

ADOPTED ON JULY 9, 1996

WHEREAS, TIMOTHY GRAVES, representing Calprop Corporation, appealed the decision of the Planning Commission in denying the initiation of an amendment to the East Elliott Community Plan and Progress Guide and General Plan; and

WHEREAS, the matter was set for public hearing on July 9, 1996, testimony having been heard, evidence having been submitted, and the City Council having fully considered the matter and being fully advised concerning the same; NOW, THEREFORE,

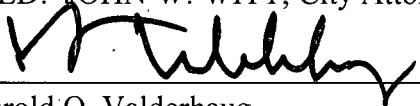
BE IT RESOLVED, by the Council of The City of San Diego, that this City Council adopts those findings with respect to the initiation of an amendment to the East Elliott Community Plan and Progress Guide and General Plan as set forth in Report to the Planning Commission No. P-96-051, a copy of which is attached hereto and made a part hereof.

The above findings are supported by the minutes, maps and exhibits, all of which are herein incorporated by reference.

BE IT FURTHER RESOLVED, that the appeal of Timothy Graves, is denied, the decision of the Planning Commission is upheld, and the initiation of an amendment to the East Elliott Community Plan and Progress Guide and General Plan is hereby denied.

APPROVED: JOHN W. WITT, City Attorney

By

  
\_\_\_\_\_  
Harold O. Valderhaug  
Head Deputy City Attorney

HOV:ps  
09/16/96  
Or.Dept:Clerk  
R-97-290



# Report to the Planning Commission

DATE ISSUED: February 9, 1996 REPORT NO. P-96-051  
ATTENTION: Planning Commission, Agenda of February 15, 1996  
SUBJECT: INITIATION OF AN AMENDMENT TO THE EAST ELLIOTT  
COMMUNITY PLAN AND PROGRESS GUIDE AND GENERAL  
PLAN  
OWNERS: See Attachment 1  
APPLICANT: CALPROP Corporation

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**SUMMARY:**

Issues:

1. Does the proposed community plan amendment meet criteria specified in the Municipal Code for the initiation of a land use plan amendment?
2. Should the amendment area be expanded to include all of the East Elliott Community Plan area?

Planning Department Recommendation:

1. Deny the initiation of the proposed amendment.
2. If the Planning Commission approves the initiation, the Planning Department recommends that the amendment area be expanded to include all of the East Elliott Community Plan area.

Environmental Impact: If initiated, the proposed plan amendment and any related discretionary actions would be subject to environmental review.

Fiscal Impact: City costs associated with processing these amendments would be borne by the applicant.

Code Enforcement Impact: None with this action.

Housing Affordability Impact: None with this action.

**BACKGROUND:**

Applicants representing 36 parcels or approximately one-third of the East Elliott Community Plan area (Attachment 2) have applied for a community plan amendment to add a landfill site designation to East Elliott for the purpose of

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accommodating a private landfill. The area is currently designated Very Low Density, Open Space, and Sanitary Fill Site (the existing County landfill) in the Elliott Community Plan, adopted on April 29, 1971. (The Tierrasanta Community Plan, adopted in July 1982, superseded that portion of the Elliott Community Plan applicable to Tierrasanta and Mission Trails Regional Park.)

An application to update the East Elliott Community Plan was submitted by property owners in 1987, but processing of that amendment was later suspended by the applicant. In 1993 the City Council requested that a landfill site study that includes sites in East Elliott be expedited to resolve whether or not the City would pursue a public landfill in East Elliott, so that the disposition of the property could be decided. That study has not yet been completed.

Amendments to the Elliott Community Plan are also proposed as part of the Multiple Species Conservation Program (MSCP). The proposed changes would restrict residential development to a 117 acre area on the eastern edge of the community. The remainder of the community is proposed to be designated for open space except for a 12 acre commercial parcel and the existing 474 acre County landfill site in the central portion of the community. The number of residential units at buildout is proposed to decrease from 1700 to 500. Related to the possibility of an additional landfill being sited in East Elliott, the June 21, 1995 draft plan language includes the following text:

This plan language also recognizes the possibility that a portion of the area west of Sycamore Canyon (within the Oak and Spring Canyon watershed) which is designated in this plan for open space use, could be considered for use as a landfill expansion in the future. Many environmental factors will need to be carefully considered prior to a decision to expand the landfill area beyond the 474 acres in Sycamore Canyon.

The October 31, 1995 draft of the Multiple Species Conservation Plan includes conditions under which a landfill could be constructed in East Elliott. These are related to limitations on the acreage of use, habitat restoration, wildlife movement, and mitigation measures (Attachment 3).

This item was originally scheduled for February 1, 1996, at which time the City Manager asked for a continuance for further discussions among staff. The Planning Commission at that time asked for additional information regarding the private landfill issue, Multiple Species Conservation Program, and General Plan language related to landfills and development in canyons.

#### DISCUSSION:

The City of San Diego Land Development Ordinance (Section 111.0703) states that an amendment to a land use plan may be initiated if any of the following initial criteria apply:

- (1) The amendment is appropriate due to a mapping or textual error or omission made when the original Land Use Plan or Local Coastal Program was adopted or during subsequent amendments.

**(2) Denial of initiation would jeopardize the public health, safety or general welfare.**

**(3) The amendment is appropriate due to a material change in circumstances since the adoption of a Land Use Plan or Local Coastal Program whereby denial of initiation would result in a hardship to the Applicant by denying any reasonable use of the subject real property.**

The proposed amendment does not meet any of the above criteria. However, the Land Development Ordinance also states that an amendment may be initiated if all of the following supplemental criteria are met.

Staff believes that two of these criteria are not met. This conclusion is based upon additional input from the Environmental Services Department in conjunction with the review of issues raised by the Planning Commission.

**(1) The Proposed Land Use Plan or Local Coastal Program amendment is consistent with the goals and objectives of the Progress Guide and General Plan.**

The Public Facilities, Services, and Safety Element recommends the pursuance of a regional system of solid waste management. A regional system is embodied in the County Integrated Waste Management Plan (Attachment 6) which considers only publicly owned landfills in the City of San Diego. A private landfill would be considered inconsistent with this waste management plan and with this General Plan goal.

The Open Space, Conservation, and Urban Design elements of the General Plan address canyon and hillside areas of the City. Each includes findings, goals, guidelines, standards, and recommendations to help determine whether particular areas should be preserved and/or how they should be developed. These standards would be utilized in the review of potential landfill impacts, but do not categorically preclude development.

Attachment 4 contains applicable excerpts from the General Plan, including sections from the Public Facilities, Open Space, Conservation, and Urban Design elements.

**(2) The proposed Land Use Plan or Local Coastal Program amendment appears to offer a public benefit to the community or City.**

Ongoing City and regional efforts are underway to locate new landfills and to potentially enter into joint ownership of Sycamore landfill with the County. A concurrent private landfill effort in East Elliott would be detrimental to these efforts and not considered in the public interest. The Environmental Services Department cites the fact that state law gives total discretion to local government agencies on the extent and means of providing solid waste services, including waste disposal facilities. The attached memorandum from the Environmental Services Department (Attachment 5) further describes these issues.

**(3) Public services appear to be available to serve the proposed increase in intensity of use.**

The required public services and facilities, with the exception of road access, are expected to be minimal.

**(4) City staff is available to process the proposed Land Use Plan or Local Coastal Program amendment without any work being deferred on General Fund-supported programs or ongoing Updates.**

If initiated, costs associated with staff review of the proposed amendment will be borne by the applicant. The Planning Department work program allocates staff time for the processing and reviewing this plan amendment. Thus, the proposed amendments would not impact General Fund-supported programs.

Since two of the above supplemental criteria cannot be met, the Planning Department recommends denial of the plan amendment initiation.

If the Planning Commission initiates the amendment, it should be noted that neither the Planning Department nor the Planning Commission are committed to recommend in favor or denial of the proposed amendments.

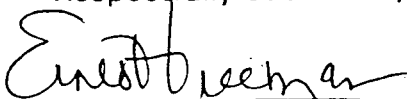
**Expansion of Amendment Area**

Section 111.0702(b)(3) of the Land Development Code states with regard to applications for community plan amendments that: "The Planning Department may include a larger area or additional land in the amendment." If the Planning Commission elects to initiate the amendment, staff recommends that the entire East Elliott Community Plan area be included in this plan amendment study so that a comprehensive update can be accomplished.

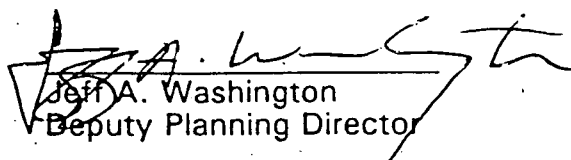
**Consolidated Hearing Date**

Section 111.0704 of the Municipal Code directs that a schedule be established each year for conducting land use plan amendment hearings. The purpose of the schedule is to establish consolidated hearing dates for geographical areas of the City in order that the combined impacts of those amendments can be considered at the same time. It is anticipated that this provision may be eliminated from the Municipal Code as a "regulatory relief" measure. No schedule for calendar year 1996 consolidated hearings has been established at this time.

Respectfully submitted,



Ernest Freeman  
Planning Director



Jeff A. Washington  
Deputy Planning Director

WILHOIT:(235-5249):sml

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**ATTACHMENTS:**

- 1. List of Applicants**
- 2. Plan Amendment Location Map**
- 3. MSCP Landfill Conditions**
- 4. General Plan Excerpts - Public Facilities, Open Space, Conservation, and Urban Design Elements**
- 5. Memorandum from Environmental Services Department**
- 6. County Integrated Waste Management Plan (Planning Commissioners only)**

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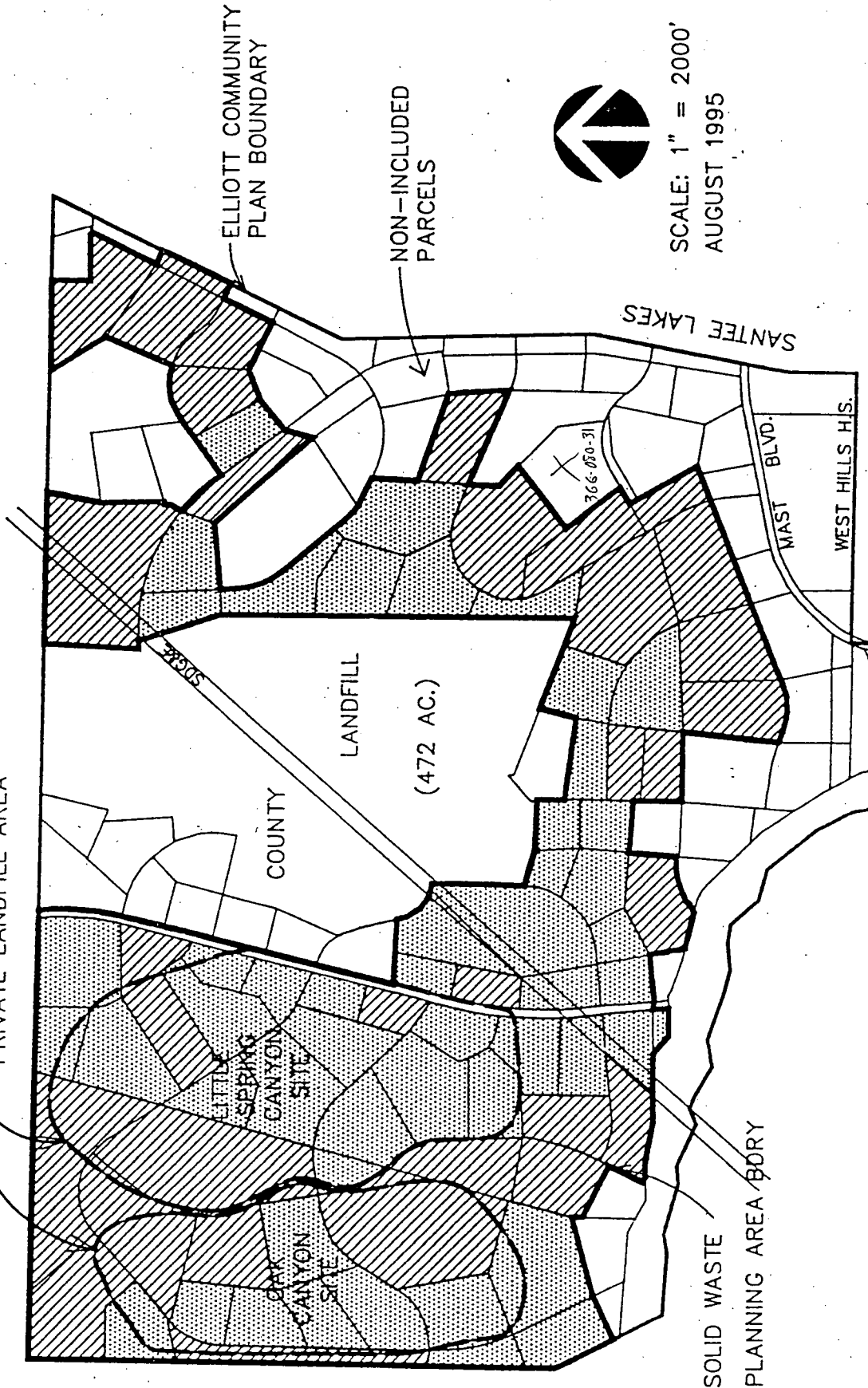
Applicants [Parcels Participating in the Land Fill Application]:

<u>Owner</u>	<u>Assessor's Parcel #</u>	<u>Acres</u>
Barghout, Khader & Gorgette Et Al	366-070-33	9.31
Black, Charles	366-021-12	32.25
Brehm, Forrest W.	366-040-23	15.00
Brody, Laurence S.	366-030-29	20.00
Brody, Laurence S.	366-070-46	21.00
Brody, Laurence S.	366-030-43	21.00
Cairncross, Sharilynn E. Et Al	366-030-30	12.00
Churchill, Fred B. & Betty F.	366-050-25-01	16.00
Coad, Thomas F. & Cynthia P. Trs	366-050-27	5.28
CP Land Development Corp.	366-070-62	17.63
CP Land Development Corp.	366-022-02	59.14
CP Land Development Corp.	366-021-04	22.66
CP Land Development Corp.	366-022-03	37.65
CP Land Development Corp.	366-061-02	59.61
Durkin, Patrick J. & Caroline S.	366-071-24	20.70
Eagle Properties Et Al [Bob Allen]	366-022-01	47.53
Knott, Joseph A. & Carol K.	366-081-04	27.00
McNerney, James & Patricia H.	366-070-47	18.00
Mumma , Gail E. Tr Et Al	366-021-10	16.97
Nigra , John O. & Helena L. Trs	366-080-29	38.27
Patria, Inc.	366-080-21	20.00
Patria, Inc.	366-081-05	10.00
Patria, Inc.	366-080-26	10.00
Patria, Inc.	366-081-02	22.00
Patria, Inc.	366-081-03	23.00
Patria, Inc.	366-050-24	17.00
Patria, Inc.	366-080-30	22.00
Patria, Inc.	366-050-28	24.00
Patria, Inc.	366-050-30	27.00
Reed , Velois M. Tr	366-030-40	9.00
Roy, Harry W. & Ima E.	366-080-23	35.00
Salmu, Hikmat & Layla Et Al	366-040-32	59.79
Ward, Harmon J. Jr. & Caletta M. Et Al	366-080-16	10.22
Applicants Total Acreage:		806.01

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# PROPOSED ELLIOTT COMMUNITY PLAN AMENDMENT

OUTLINE OF PROPOSED PRIVATE LANDFILL AREA



SCALE: 1" = 2000'  
AUGUST 1995

	CPA & PLANNED DISTRICT APPLICANTS	806.01 AC.	50.2%
	OTHER PRIVATELY OWNED PROPERTY IN THE PLANNING AREA	799.61 AC.	49.8%
	<b>TOTAL</b>	<b>1605.62 AC.</b>	<b>100%</b>

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EXCERPTS FROM THE DRAFT MULTIPLE SPECIES CONSERVATION PLAN  
Revised October 31, 1995

Page 12, Paragraphs B2 and B3

*Preserve Guidelines*

**B2** Maintain the existing County landfill with eventual reuse as a passive park/preserve. An adequate buffer (1,000 feet) should be maintained around the landfill. Development of a future closure plan for the landfill shall incorporate measures to transition from the future use to the preserve. If the landfill site is redeveloped as an active park, consideration of adjacency issues such as lighting and noise will be required.

**B3** In the event that a future City landfill is located in East Elliott [westerly of the County landfill], the area shown for development [easterly of the County landfill] will revert to open space/preserve use. Development of a landfill would not require an amendment to the Plan if the extent of impacts associated with the landfill are essentially equivalent to the eastern development. The determination of equivalency shall be based on the following:

- The landfill development footprint and all ancillary uses (roads, recycling centers, etc.) shall not exceed 25% of the MSCP Preserve area in East Elliott (including the area that reverts to open space).
- Active landfill operations including ancillary uses and all other areas of native habitat modification shall be no greater in area than the eastern area that will revert to open space.
- Areas that are no longer receiving waste shall be restored with native species, while fulfilling maintenance measures required by law. Areas will be considered part of the active landfill operations until a habitat restoration program is initiated.
- Development of the landfill shall not preclude wildlife movement through more than one of the three wildlife corridors in East Elliott (i.e. Spring, Oak or Quail Canyon).

All mitigation for landfill impacts, including ancillary uses, should occur in the East Elliott area. Evaluation of any impacts to covered species shall occur at such time that a landfill footprint is determined. Avoidance, transplantation, or other mitigation measures will be determined at that time.

GENERAL PLAN  
EXCERPTS

## Public Facilities, Services and Safety

The public facilities and services that have been identified are those that are publicly managed and which have a direct influence on the location and allocation of land use. These services are schools, libraries, police, fire, water, sanitation and flood control.

The guiding goal in allocating services is to program these public facilities at a time and level to complement accompanying development. One should not precede the other, in fact the installation of public service can be used as a forceful tool in guiding and timing development in desired locations.

The Public Services, Facilities and Safety Element directly affects, and is directly affected by, those other General Plan elements that can be described as development-oriented. For without the entire range of services and facilities represented by this element, development is plainly infeasible. On the other hand, it is enormously important that the quality and quantity of the services and facilities provided be geared to the nature and intensity of the development that is prevailing and/or projected. But most important, that facilities and services be timely developed so as not to impact the capacity and ability of the City to provide the service.

### FINDINGS

#### Schools

One of the most important of the public services is the provision of schools and the offering of quality education to the residents of the City. San Diego is fortunate in having many levels of education available; Universities and Colleges, an excellent Adult Education Program, numerous junior colleges, and the very necessary elementary and secondary school system. This section on schools will only address the lower educational level.

The San Diego Unified School District is the largest in the County serving the majority of the City. It is not, however, the only district serving City residents. In addition to the San Diego Unified School District, there are 16 smaller districts, including elementary and secondary levels which service the suburban, peripheral areas of the City.

A serious persistent problem for most of the school districts has been the provision of schools in the rapidly developing areas of the City. The City of San Diego through Council Policy 600-10 requires that schools as well as other public facilities be available concurrent with need in the development. There is also City Council Policy 600-22 which requires certain basic information of the school districts pertaining to school availability and the impact on schools by proposed rezoning changes and new housing developments or redevelopments. The basis for this policy is to allow the City authorities a reasonable opportunity to make informed judgements and decisions on proposed developments. Under City Council Policy 600-22, developers must obtain a letter of school availability from the districts if developments are located outside of what is considered to be the older, urbanized areas of the City (see map). In areas where letters are not required, the school districts nonetheless, supply the City with school data pertinent to the proposed development.

To implement The City of San Diego Council policies, the San Diego Unified School District in 1971, adopted a policy for Determining the Availability of Schools. Currently, the policy, after being revised in 1977, contains procedures for determining capacities and school availability as well as guidelines for administering the policy as it relates to developer participation in providing school facilities. A fundamental factor in the applications of the district's policy is enrollment capacity for each school which is updated on an annual basis.

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shown no adverse environmental effect to the ocean water and sea life. The question of air quality is to prove and have accepted the degree to which air pollution is self generated versus that which is transported from other metropolitan areas.

The awareness generated by the concerns of growth and the eventual impact on needed services is far more important than the outcome of other issues (secondary treatment plants) which in time are resolved on the basis of compromise. Looking toward the long-range, the goal should be to pursue a means of total reclamation of usable water from sewerage, plus utilizing all the by-products of the treatment process.

## GOAL

### PURSUE A RECYCLEABLE APPROACH TO LIQUID WASTE MANAGEMENT

## RECOMMENDATIONS

- Permit the extension of sewerage lines only when in conformance with adopted regional, City and community plans, and the holding and treating capacity of the existing plants.
- Actively work toward the waiver of a Secondary Treatment Plant.
- Continue the program of seeking a means of waste water reclamation.

## FINDINGS

### Sanitation — Solid Wastes

Refuse disposal has commanded increasing attention in past years, primarily because of the rapidly rising volumes of material to be collected and disposed, and the greater difficulties attached to disposal due to public attitudes toward the location of landfill sites. If this service is to be operated efficiently at a reasonable cost, then the disposal site should be located close to the generating source of waste products, which in this case are the people living in San Diego. There are at present nine sanitary fills in what is considered the

Coastal area of San Diego County. Of these nine sites, five have a projected closing date by 1978. One located in Oceanside will be filled by 1982 and the remaining three have a life span until the year 2000. None of the three sanitary landfills which have a capacity to the year 2000 are located close to population concentrations, and only one is the The City of San Diego.

The two basic problems associated with Solid Waste Management is first, the assumed right of the public to consume and to accept without questioning, products that are marketed in packages that are not necessary or in containers that cannot be recycled. And, two, finding a method or means of disposing of the waste material. The first problem is a side effect of affluence and which is being recognized to some extent. However, the accumulated effect is very difficult to reverse and would require national policy and commitment to affect substantial change. The second problem, decisions made on locating additional landfill sites and or alternative methods of disposal are directly influenced by negative community attitudes.

## GOAL

### PURSUE A REGIONAL SYSTEM OF SOLID WASTE MANAGEMENT THAT IS OPERATED BY ONE AGENCY WITH THE MAJOR TASK OF ENFORCEABLY MANAGING THE GENERATION, COLLECTION, STORAGE, REUSE AND DISPOSAL OF SOLID WASTE.

## RECOMMENDATIONS

- Sanitary landfill sites to be located regionally providing efficient service and cost.
- Develop resource recovery plants, similar to the El Cajon Demonstration Project constructed under an Environmental Protection Grant.
- Continue to pursue new techniques and methods of solid waste disposal so as to phase out the use of sanitary landfills.
- Encourage the use of existing recycling centers for glass and paper through continual public awareness programs.
- Utilize land fill sites when closed for beneficial public use: parks, wildlife habitats.

## Open Space

Open space may be defined as land or water areas generally free from development or developed with low intensity uses that respect natural environmental characteristics. Open Space is generally non-urban in character and may have utility for park and recreation purposes; conservation of land, water, or other natural resources; and for historic or scenic purposes.

The California Government Code describes some of the more important uses of Open Space.

- "Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat fish and wildlife species; areas required for the ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.
- Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- Open space for public health and safety, including but not limited to, areas which re-

quire special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality".

- Open space to control urban form, which may include the utilization of the varied terrain and natural drainage systems in guiding and controlling the form of development.
- Open space for scenic and visual enjoyment for relief from continuous urban development and to help provide for the preservation of areas having outstanding scenic qualities.

Inasmuch as the intent of preserving open space is to conserve the natural resources of the City, the overlap between the Conservation Element and open space is apparant. The Open Space Element is also very closely tied to Recreation and the City's park system, and to Cultural Resources which discusses the historic and cultural aspects of San Diego.

A direct association is made to the Seismic Safety Element in the identification of floodplains and steep slopes, both geological hazards, and a component of the open space system. And lastly the open space system is an integral implementation tool of the Urban Design Element in the creation of cohesive neighborhoods and communities.

## FINDINGS

The Open Space Element is perceived as one of the tools for protecting San Diego's quality of life. It supports the conservation and enhancement of San Diego's existing communities and seeks to aid in the recreation of new communities which strive to retain and enhance natural amenities.

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The open space system is based upon the natural features of the San Diego coastal plain. It capitalizes on the drainage systems, particularly the river valleys and adjoining steep hillsides which interrupt the coastal plain and link the ocean with the coastal mountain range.

Because the drainage systems contain alluvial soils and ground water they often provide good agricultural potential. Since they also often support lush stands of vegetation they are an important asset in establishing the natural amenity or quality of life for San Diego. San Diego's many canyons and valleys are not only scenic but are often particularly suitable for use as natural parks.

The limited utility of drainage systems for intensive urban development often provides an opportunity to utilize them as natural relief from urbanization in already built up areas. Similarly, canyon and hillside open spaces give form to urbanization and can enhance established neighborhood environments thus conserving the "quality of life" in San Diego's communities.

In reviewing the land characteristics of the coastal plain it is apparent that open space may also function to protect the public health, safety, and general welfare. For this reason, steep areas of unstable soil and floodplains may be restricted to development intensities that are consistent with open space objectives.

An objective of the Open Space Element is that open spaces be multi-functional. Some systems may have attractive vegetation and/or wildlife, contain streams or estuaries, and also have potential for agricultural use. Some systems may also have scenic or cultural-recreational value for future park use. In other cases, the public health, safety, and general welfare may be protected through the prevention of intensive urbanization.

### Open Space Categories

Open spaces shown on the Open Space Plan Map are divided into three components: 1) Public and Semi-Public Open Space, 2) Other Open Spaces, and 3) Open Space Subsystems Outside San Diego City.

**Public and Semi-Public Open Space.** This category consists primarily of the many resource based parks that are located throughout the City. These unique parks contain fea-

tures that not only distinguish the open space system but add significantly to the overall image and quality of life typical of San Diego. Also included in this category is the large City owned agricultural preserve in the Lake Hodges- San Pasqual Valley. Another significant publicly owned area is the Federal installation on Point Loma that includes both the Naval facility and the Cabrillo National Monument. Finally, open spaces acquired through community and neighborhood assessment districts and open space dedications resulting from the subdivision process are categorized as public and semi-public open space.

**Other Open Space Subsystems.** Open Space that is designated in adopted community plans forms the mainstay of this category. Also included are proposed resource based parks and proposed additions to existing resource based parks. The undeveloped portions of riverine floodplains were also made a part of this component. These floodplains were delineated by HUD and the U.S. Army Corps of Engineers in connection with the National Flood Insurance Program.

**Open Space Subsystems Outside San Diego City.** These areas represent extensions of systems within the City that fit compatibly with jurisdictions outside the City.

### GOAL

- ESTABLISH AN OPEN SPACE SYSTEM WHICH PROVIDES FOR THE PRESERVATION OF NATURAL RESOURCES, THE MANAGED PRODUCTION OF RESOURCES, THE PROVISION OF OUTDOOR RECREATION, THE PROTECTION OF PUBLIC HEALTH AND SAFETY, AND THE UTILIZATION OF THE VARIED TERRAIN AND NATURAL DRAINAGE SYSTEMS OF THE SAN DIEGO COMMUNITY TO GUIDE THE FORM OF URBAN DEVELOPMENT.

### GUIDELINES AND STANDARDS

Although there is virtually total agreement as to the need for open space, there is by no means agreement as to specific need standards. However, it is apparent that standards for the designation of open space should primarily consider the extent to which the uses of open space alluded to earlier in this element can be identified and accommodated. In addition

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- Specific City funds (Environmental Growth Fund) should be earmarked and priorities established for the purpose of acquiring open space as a part of the City's Capital Improvement Program.
- The establishment of community-neighborhood assessment districts should be encouraged for the acquisition of open space.
- Impact fees and/or open space dedications should be required where appropriate to provide open space in new developments.
- The City should establish an office whose function is to obtain supplemental open space acquisition funds from federal, state, and county programs, and to assist community groups in establishing and implementing community and neighborhood open space programs.
- The City should cooperate with adjacent jurisdictions and other governmental entities to preserve the open space systems shown on the Open Space Plan Map that are outside the City.

### Floodplains & Hillside

Because of the size of The City of San Diego and the diverse character of land areas which may have utility for open space, it may not be possible to acquire all of the systems proposed in this element. For this reason, lands included in floodplains, steep hillsides, and some agricultural areas should be permitted to develop consistent with the appropriate zoning that is applied to them.

The purpose and intent of regulating floodplains is to control land use and development in a manner that protects the public health, safety, and general welfare. Floodplain regulations also seek to reduce the financial burden of the City by eliminating the need for the construction of expensive flood control facilities. In attaining these goals, floodplain regulations also tend to conserve the environmentally sensitive qualities of floodplains.

- Floodplain regulations should be applied to all areas subject to flooding as identified by the National Flood Insurance Program.
- Concurrent with the floodplain zoning program, plans should be prepared for all major drainage systems. Such plans should distinguish between urban (e.g. Mission Valley)

and nonurban systems (e.g. San Dieguito Valley). These plans should emphasize preservation rather than protective approaches, retention of agriculture in floodplains, encouragement of water conservation techniques, and the development of park and recreational uses wherever possible.

The purpose and intent of regulating hillsides is to provide for the reasonable use of slopes exceeding 25 percent gradient while protecting the public health, safety, and general welfare. These regulations seek to insure that development results in minimum disturbance of natural terrain and does not create soil erosion, silting of lower slopes, slide damage, flooding problems, and severe cutting or scarring. Careful administration of hillside regulations also serves to protect environmental resources that are associated with hillsides, to protect significant views of and from hillsides, to maintain a clear sense of natural hillside topography in steeply sloping areas, and to encourage sensitive forms of development of San Diego's hillsides.

- Where hillsides falling within the HR category exist and the community desires to acquire such systems, their acquisition should be given priority over development; however in the event that acquisition is not possible within a reasonable time period development should be permitted in conformance with the HR Zone.

### Agriculture

The purpose of adopting agricultural regulations is to provide appropriate zoning of areas which are rural in character, and presently may be zoned for agricultural purposes, only on an interim basis. It is intended that the agricultural zones be applied to undeveloped areas not yet ready for urbanization and awaiting development, those areas where agricultural usage may be reasonably expected to persist, or areas designated as open space in the general plan.

- That permanent agricultural zones be applied in areas where climate, ground water quality, and soil conditions are conducive to the production of agricultural products on an economically viable basis.
- That a Council policy be established which identifies the City's intent to establish

## Conservation

Although many of the words and specialized meaning used in connection with conservation were unfamiliar to the average person ten years ago, environmental concerns are not new. For nearly 100 years, special interest groups and individuals have been actively involved in the conservation of major natural resources: redwood forests, buffalo herds, areas of unique scenic quality. But recently conservation has become a major concern in urban areas.

Conservation is the planned management, preservation, and wise utilization of natural resources. Its objective is to prevent the wasteful exploitation or destruction or neglect of resources. It involves both identification of a community's natural resources and adoption of policies for their preservation, development and wise use.

The Conservation Element interrelates closely with many other elements of the Progress Guide and General Plan. The most important relationships are with the conservation of energy and the efforts to balance supply and demand for water, to manage the stock of available land, and to reduce moving-source air pollution. Conservation considerations also directly effect the open space pattern of the City, particularly in defining areas not suitable for urbanization. The Urban Design Element which stresses, among other things, the management and preservation of natural areas and unique land qualities; minimum disturbance of natural terrain; public use of bayfront and shoreline; and water conservation.

### Land resources

Topographically, San Diego is a broad coastal plain drained to the ocean by many canyons and valleys. It ranges in width from ten to twenty miles. Within this coastal plain there is a wide variety of significant land features: shoreline, river beds, floodplains, upland mesas, valleys, rolling hills, steep cliffs and mountains. Elevations range from sea level to

nearly 1,600 feet within City limits. Perhaps the most characteristic topography is mesa terraces intersected by numerous canyons that drain to the ocean.

Land resources are considered to be the natural characteristics that make up the earth's surface. These include soils, beaches, hills, cliffs, canyons and agricultural lands. Erosion and flooding of these resources are related considerations.

## FINDINGS

### Landforms and Land

"Land" is an area within which development and other activities take place or are planned, and "Landforms" are distinctive natural topographic features of the San Diego area. Both land and land forms, in this sense, are in limited supply and must be considered natural as well as esthetic resources. Land uses which do not use the available land to best advantage or which destroy the topography detract from the City's appearance, deplete its stock of resources, and contribute to erosion and sedimentation.

Three legislative tools are currently used by the City to control the use and alteration of land and landform: the Land Development Control Ordinance, the Hillside Review Overlay Zone, and Planned Development regulations. The Land Development Control Ordinance seeks to provide for "the orderly administration of private contract work in the public rights-of-way and to protect the public interest and safety in the development of private property by 1) regulating grading, 2) establishing minimum standards governing slope stability and drainage, and 3) effecting ... the restoration of natural ground cover through appropriate erosion control planting and irrigation". Essentially, no person can undertake any land development work as defined in this ordinance without first having obtained a permit to do so.

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The Hillside Review Zone Ordinance regulates the use of slopes exceeding 25 percent. Its purpose is to provide supplemental regulations to insure that San Diego's canyons, valleys and hillsides are developed in a manner that respects and maintains the character of the landscape. No grading or construction is permitted within a Hillside Review Zone until the project is approved by the Planning Director or the Planning Commission.

Under Planned Residential Development and Planned Commercial Development regulations, departures are allowed from the usual development controls to permit clustering of units and their better integration with the topography, which serves to preserve natural landforms.

### Beaches and Shoreline

The nearly twenty miles of San Diego's shoreline must be given a top rank among the City's most valuable assets.

Although constituting but a small fraction of the approximately 20,000 miles of ocean shoreline within the continental United States, the local shoreline is outstanding because of the uniformly high quality of its sandy beaches. In addition, such beaches in combination with a Mediterranean-type climate are found in few other areas of the world, much less in the United States. Sandy beaches and cliffs are the two dominant elements of the City shoreline. Mission Beach is an example of fine sandy beach, devoid of rocks or obstructions. The La Jolla Coves area is the other extreme, cliffs ascending directly from the water. There are also cliffs with beach, such as Torrey Pines Reserve; and other areas have pebbly or sandy beaches in small indentations in the cliffs, such as Bird Rock and Sunset Cliffs. In all, nearly 60 percent of the City's shoreline is beach, with 87 percent of the shoreline in public or semi-public ownership. In view of the heavy use, both recreational and research, that both beach and non-beach shoreline receive, it is obviously desirable that additional shoreline be acquired as opportunities present themselves.

The State Public Outdoor Recreation Commission recommends that the major portion of California's coast should be permanently available for public use. The California Coastal Act of 1976 responds to the public concern for

protecting and enhancing coastal resources and directs local governments to prepare local coastal programs in accordance with the Act's policies. The policies of the Act, which must be followed in local coastal program, are designed to guide development in the coastal areas, beach and lagoon resource management, and conservation of the unique qualities and nature of the coast.

### Erosion

As with landforms everywhere, San Diego's are under constant attack from forces of erosion. While most such forces are natural in origin, they receive increasing assistance from man's activities. Natural forces include heat and cold, the chemical and scouring action of water, wind, and tides, and the combined action of wind and water at the shoreline. Human interference includes improper grading, destruction of ground covers, dams and concrete stream channels, ocean jetties and breakwaters along the coast.

Though hillsides and slopes are naturally in constant downward motion, and this movement of sand and rock material is desirable to maintain beaches, extreme and localized erosion of slopes is not desirable. Development often results in removal of the natural plant cover and root systems and cutting into easily eroded, sterile, underlying material which cannot support subsequent growth. Not only does this process allow excessive erosion of the exposed earth, but also resultant changes in groundwater levels can dissolve the natural soil cementing agents and produce even further destruction of both the eroding area and the downstream areas.

The eroding and depositing of shoreline beaches is also a continuing physiographic process. Whether growth or recession will occur in any given place depends on a number of inter-related factors, including the amount of available beach sand and the location of its source. Since streams and rivers are by far the most important source of sand, any change in their flow (as from damming or channeling) can permit erosion to prevail. Because of a significant diminution of the sand sources which rebuild them, many local beaches are now being eroded and are threatened with extinction. Groins and other projections from the shoreline also obstruct the natural movements of sand along the water's edge. In addition,



## RECOMMENDATIONS

### Land and Landforms; Erosion; Soils

- Encourage use of Planned Residential Development and Planned Commercial Development procedures in canyons and on hill-sides.
- Continue studies of proposed revisions to floodplain zoning and development of flood-plain development guidelines.
- Develop a Mission Valley community plan which recognizes and enhances its flood-plain and riverbed character.
- Continue study of proposed revisions to the Hillside Review Ordinance and develop-ment of hillside development guidelines.

### Beaches and Shoreline

- Provide suitable access to all public beach and shoreline areas.
- Acquire remaining private beach and shore-line areas for public use.

### Agricultural Lands

- Adopt enabling legislation to permit owners of prime agricultural lands to take advantage of the provisions of the Williamson Act.
- Continue water reclamation research programs with the aim of providing inexpensive means of leaching soils and preventing salt water intrusion in addition to cheaper irrigation.

### Water Resources

The use, conservation, supply and distribution of water are critical issues in every city. Since almost every urban activity is dependent to some extent on water, it is in the best interests of the public to insure that water supplies are properly planned and managed. A second major consideration is the impact of water on the landscape: in the form of runoff, flooding, groundwater levels and surface water features. A third aspect is the use and preservation of water for recreational or esthetic purposes, including the support of water-based wildlife and plant life. Water management and

conservation must directly provide for all these considerations.

## FINDINGS

### Rivers, Stream, Lakes, Reservoirs

There are five major rivers within or partially within the City: the San Dieguito, San Diego, Sweetwater, Otay and Tia Juana Rivers. Due mainly to the dry climate and local impounding reservoirs, most of these are normally dry except during periods of abnormally heavy rainfall. In addition to the five rivers, there are also numerous canyons and creeks which drain the area.

The City's available water is stored in surface lakes and underground basins. There are three fresh-water lakes within the City, used to store potable water: Lake Murray, Miramar Reservoir, and Lake Hodges. The City also owns and operates seven more reservoirs within San Diego County (Upper Otay, Lower Otay, El Capitan, San Vicente, Sutherland, Barrett and Morena) and several small storage facilities, and major water filtration and treatment installations at Miramar, Murray and Otay Reservoirs. In addition to the surface lakes, there are numerous groundwater basins throughout the area which are important for agricultural production. These include the San Dieguito Valley, Lake Hodges basin, San Pasqual Valley, San Diego River basin, and the Tia Juana River basin. Contamination and pollution of stored water are controlled by strict enforcement of sanitation rules at the reservoirs and watersheds. The City also maintains strict control over the quality of its filtered and treated "delivered" water.

The City has three sources of water for domestic, commercial and industrial uses. Ninety percent of the local water supply is imported, via two aqueducts, from the Metropolitan Water District of Southern California. This imported water is stored in the City's holding reservoirs. These reservoirs are also designed to collect surface runoff from their watershed areas - which, during years of normal to heavy precipitation, can be a significant amount.

As a supplementary source, the City draws from wells in the Lakeside areas when the groundwater table and water quality permit. Existing aqueducts and storage facilities are capable of providing enough water to support

## Urban Design

Urban Design is a process to foster environmental quality as the city changes. It is the complex interaction of physical and psychological factors relating to our urban environment. In a real sense, urban design provides the sense of place, of diversity and of distinctiveness so often lacking in land use plans.

*"How does a city face what is really a massive socio-esthetic catastrophe? How does it keep its individual quality and style against the onslaught of scaleless, quality-less, value-destroying, speculative construction that produces pedestrian lookalikes and disaffected citizens without pride of place or community? . . .*

*How do you help cities to think about the problem and to devise answers; ways to exercise the 'city option' of style, quality and continuity that make a satisfying and identifiable place to live?"*

Ada Louise Huxtable "Lessons in How to Heal the City's Scars"

*"The concept of the public welfare is broad and inclusive. The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled."*

United States Supreme Court, 1954 *Berman vs. Parker*, 348 US 26, 75 Supreme Court 98, Ed. 27 (1954)

The pattern of a city is the visual framework composed of the natural base upon which the city rests, together with the built or man-made environment. The pattern is not rigid but rather one of balance and compatibility with diverse and random features fitting together to form the whole. The pattern of San Diego's appearance is perhaps the basis of the city's quality.

San Diego will grow and change, but the city is already here and what is here will continue to be a major determinant of form and quality.

A careful look at what should be saved and repaired in the existing city is the first task. Conservation of the natural setting is an urgent priority as is preserving the older parts of the city. Much of the city needs repair and restoration in varying degrees. As in any city that has grown fast, mistakes have been made. Public use and public access have been preempted. The public environment is all too often simply the left-over space between.

The Urban Design Element deals with the preservation, rehabilitation, and re-use of existing man-made facilities. The Element also addresses the integration of new development with the natural landscape or within the framework of an existing community, with minimum impact on that community's physical and social assets. The Urban Design Element will also serve as a springboard for innovative legislation to deal with development more effectively than present controls do.

This Element is vital in implementing logical and planned growth as well as cohesiveness between all other elements in the Progress Guide and General Plan. The various elements address the quality, location, timing and sequence of development and facilities, but they do not necessarily address the issue of form and human feeling that new development should take, nor do they describe an ideal to which new development should aspire. These issues are Urban Design issues. Implementation of the other elements of the General Plan alone will not improve the quality of the environment, but the combination of these elements carried out under the guidance of the criteria of the Urban Design Element will more fully address that quality.

### An Image of San Diego

#### FINDINGS

The image of the City can be more fully defined as environmental cognition. It refers to the

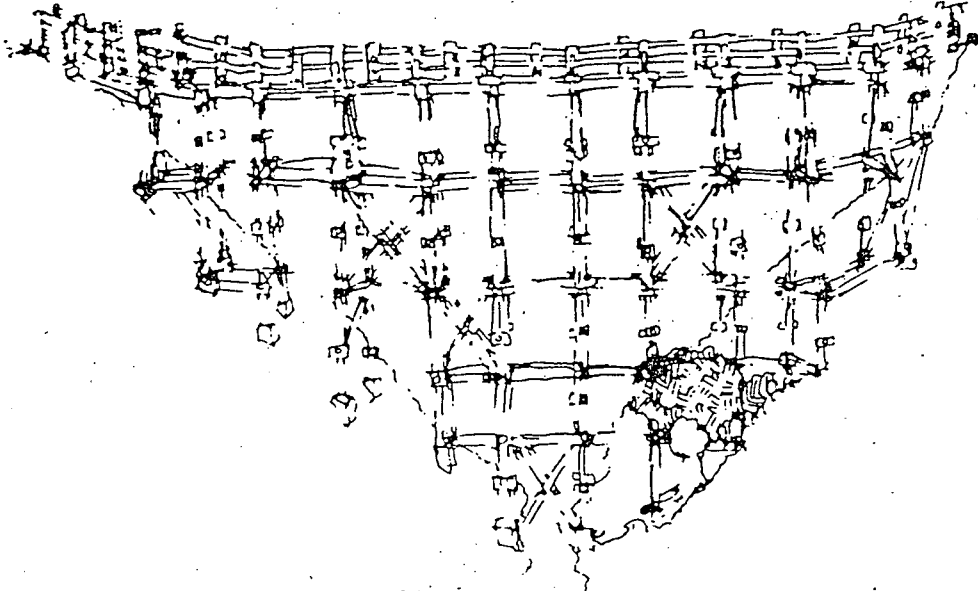
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give a sense of time and place and reduce the amount of stress in urban life. Views on a pleasant and varied pattern give a comforting sense of living with the environment.

The image also helps people to identify communities and neighborhoods, particularly those in which they themselves live. Recognition of such areas by their prominent features,

## GOAL

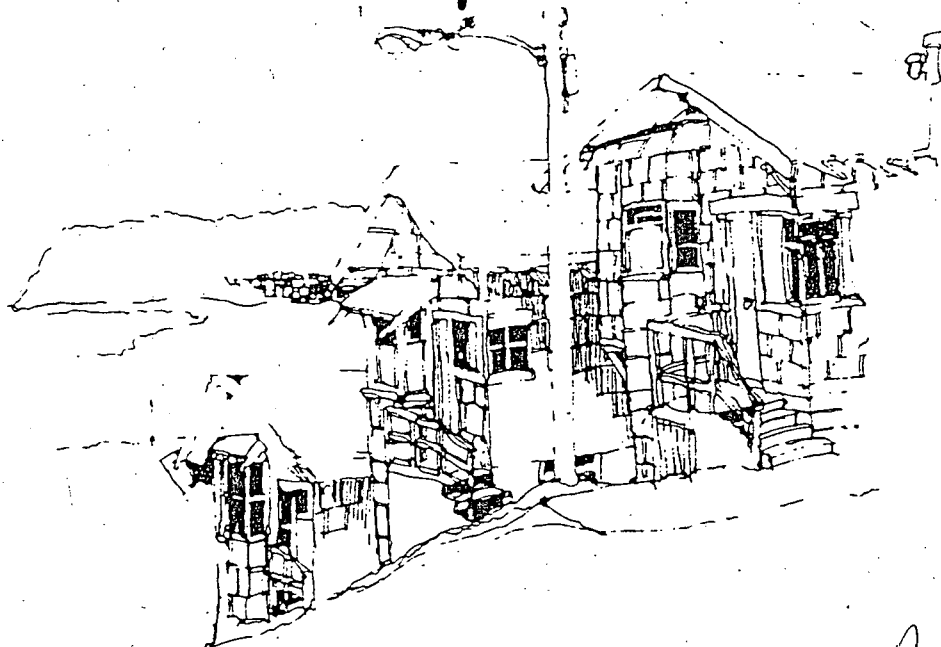
- DEVELOPMENT OF A COMPREHENSIVE CONCERN FOR THE VISUAL AND OTHER SENSORY RELATIONSHIPS BETWEEN PEOPLE AND THEIR ENVIRONMENT.

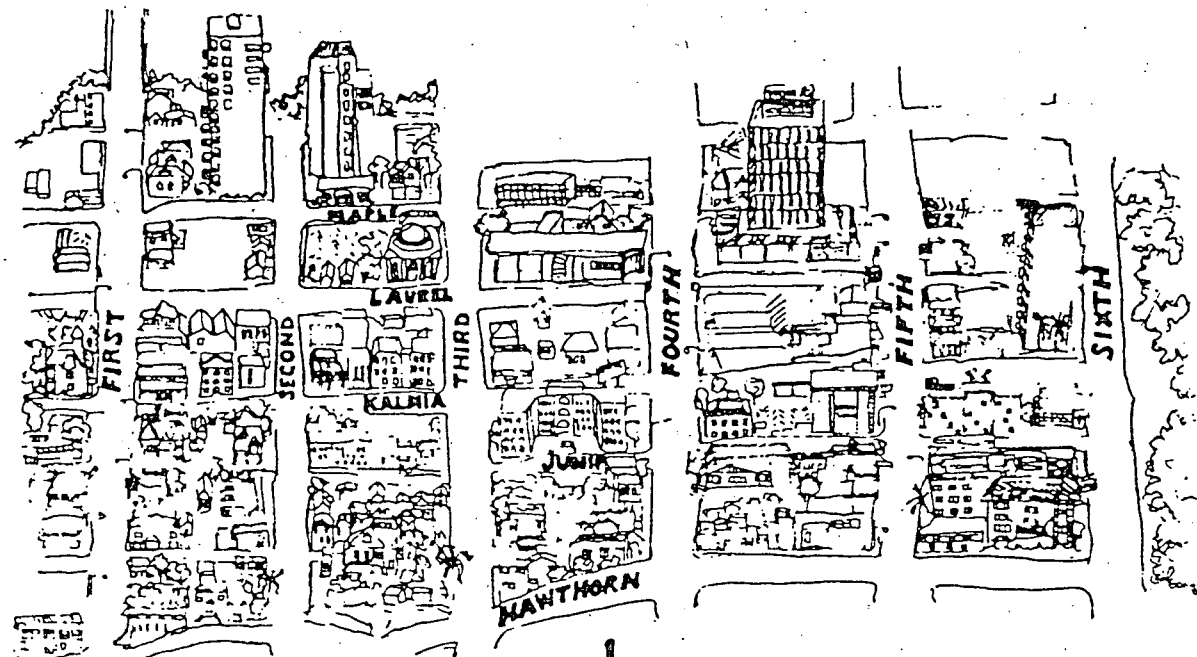


their edges and their centers for activity breaks up a large and intense city into units that are visually and psychologically manageable. Furthermore, awareness of communities and neighborhoods increase the pride in one's area and in one's own life.

## GUIDELINES AND STANDARDS

- RECOGNIZE AND PROTECT MAJOR VIEWS IN THE CITY WITH PARTICULAR ATTENTION TO THOSE OF OPEN SPACE AND WATER.





Views contribute immeasurably to the quality of the city and to the lives of its residents. Protection should be given to major views whenever it is feasible, with special attention to the characteristic views of open space and water that reflect the natural setting of the city and give a colorful and refreshing contrast to man's development.

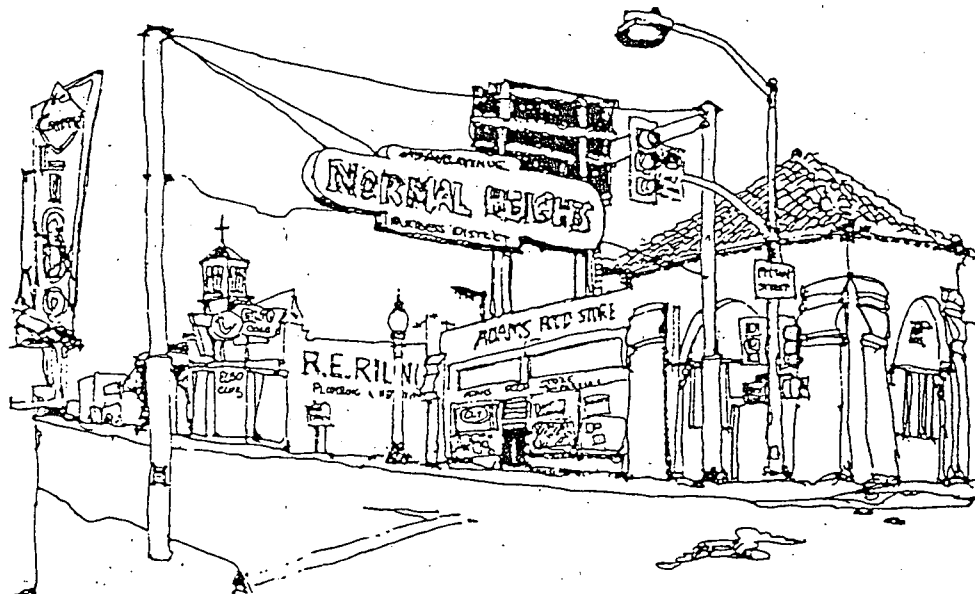
- **RECOGNIZE THAT BUILDINGS, WHEN SEEN TOGETHER PRODUCE A TOTAL EFFECT THAT CHARACTERIZES THE CITY AND ITS COMMUNITIES.**

The relationships of building forms to one another, to other elements of the city image and to the City's residents should be moderated so that effects will be complementary

and harmonious. The general pattern of development should emphasize the topographic form of the city and the importance of centers of activity. Structures should stand out prominently in the city scape only when they signify the presence of important community facilities and occupy visual focal points that benefit from buildings and structures of such design.

- **EMPHASIZE THE UNIQUE CHARACTER OF EACH COMMUNITY.**

The design of public improvements and to some extent those for private properties as well, should capitalize on opportunities to emphasize the distinctive nature of communities and neighborhoods. Landscaping can take



into account differences in climate among communities. Distinctiveness can also be imparted by preservation and high lighting of topographic and architectural features common to an area and recognition of the diversity of life styles and preferences of the various groups that make-up the city.

• **PROTECT AND PROMOTE OPEN SPACE SYSTEMS THAT DEFINE COMMUNITIES.**

Visually prominent features such as drainage basins, canyons, hillsides and flood plains often define the edges of communities and neighborhoods. They can create an awareness of areas within the total city framework and should be reinforced.

• **INCREASE THE VISIBILITY OF MAJOR DESTINATION AREAS AND OTHER POINTS FOR ORIENTATION.**

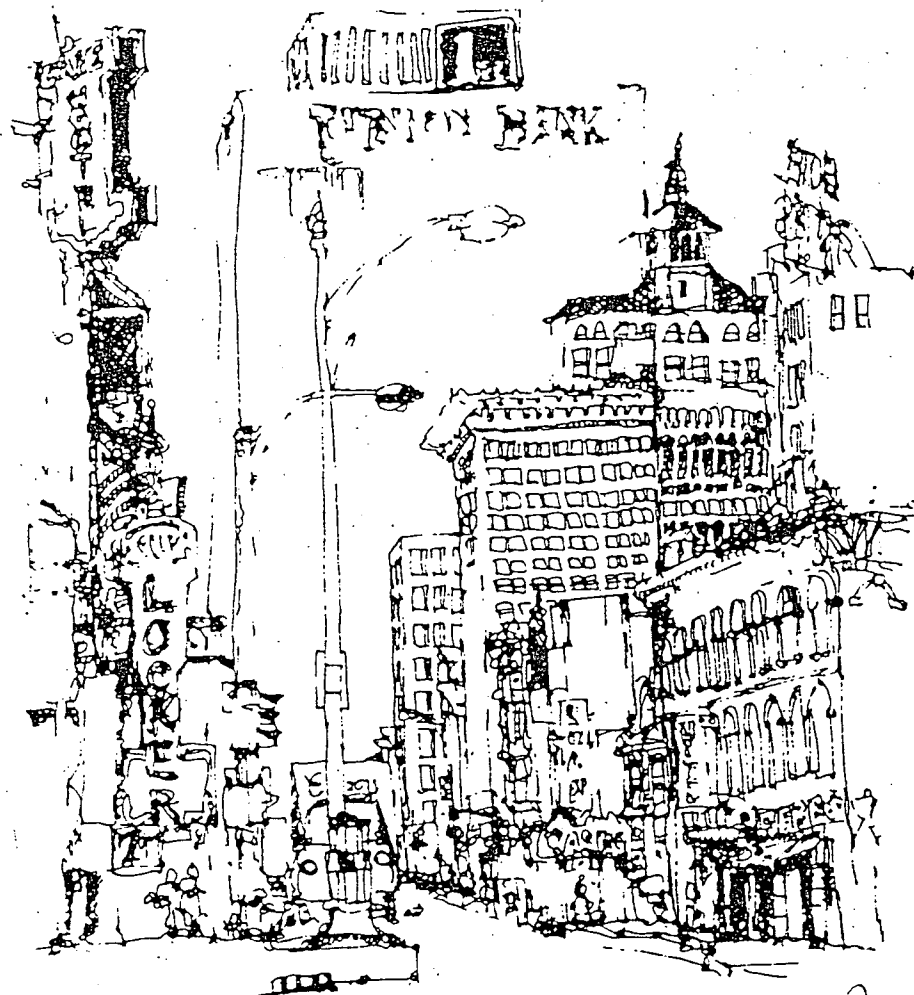
The design of streets, the determination of street use and the control of land uses and building types along streets should all be car-

ried out with the visibility of such orienting features taken into account. Views from streets and other public areas should be preserved, created, and improved where they include the water, open space, large buildings and other major features.

• **RECOGNIZE THE RELATIONSHIP OF LAND TO STRUCTURE AND THE NATURE AND IMPORTANCE OF THE NATURAL LANDFORMS AND THE NATURAL ENVIRONMENT.**

If a new form must be given to the land, the final form should have a strong, smoothly flowing character typical of the existing hills. The basic character of the original site should provide the theme with adjustments to make the slopes gentle. Particular attention should be paid to the transition areas where the existing terrain stops and earthwork begins.

• **CONTINUE SYSTEMATIC REVIEW AND EVALUATION OF THE CITY'S ZONING, SUBDIVISION, AND BUILDING REGULATIONS TO INSURE A CONSCIOUS**



to, and use of, the amenities of the City by different social groups, and recommendations for more equitable distribution.

### The Natural Base

In the urban environment of San Diego, there are parts of the natural landscape that have not changed. These features, the valleys and canyons and the shoreline, provide a feeling and relief from the crowding and stress of city life. As the City grows the keeping of these features becomes more difficult. Preservation and enhancement programs must be undertaken if the City is to keep a sense of unspoiled nature for future generations.

## FINDINGS

### The Valleys and Canyons

The valleys, canyons, and hillsides are San Diego's priceless assets. The flat-floored valleys hold the water and the vegetation, and have been left open until recently, since new housing has avoided the flood plain and occupied high mesas. But now the valleys are facing development pressures despite the flood dangers.

Fingering out from the long valleys, the narrow, brushy canyons, too steep for building, penetrate the city. They are a naturally connected system of open space that is close to almost every community. Many canyons show signs of use by local children, and a few have walking trails. Most lie unused - inaccessible to their neighborhoods, in many cases severed from these neighborhoods by urban development at their base where they connect to the valleys. Heavy machinery can fill them over or terrace them to make flat building sites. But cost, flood danger, erosion, and respect for the land all argue against tampering with this natural drainage system.

Development trends in recent years have brought about many problems. Technological progress has dealt more with quantity rather than quality. Man has resculptured the terrain, remaking the environment, resulting in a sterile landscape. Constantly expanding development has eradicated the unique character and identity of natural land forms. For miles in each direction neighborhoods and their houses become virtually indistinguishable.

### The Shoreline

Many people value the ocean shore as the most important asset of the city. Although much of San Diego's shore is in public ownership, some of that is military ownership, and in other cases access is difficult because of the steep slopes, indirect routes, or the possessiveness of local shore communities.

San Diego has a fairly wide range of income and housing in its coastal neighborhoods, but economic realities pressure for higher densities and higher rents. Some large buildings have been constructed, strongly objected to by beach communities who feared a solid line of structures walling off the shorelines. Concern over this possibility precipitated the passage of Propositions "D" (30 foot coastal height limit) and 20 (The California Coastal Initiative), in 1972. Unfortunately, the 30 foot height limit has done little toward resolving the problem of "walling off", since if height is not permitted, the bulk of the building will expand to achieve the same desired and permitted density. An alternative could be the development of performance standards which would deal with variations of particular circumstances.

The Silver Strand, the logical beach to serve the South Bay communities, is mostly under Navy control and the approach is circuitous and expensive. San Diego Bay, a unique and intimate expanse, has limited accessibility. Ocean Beach, Mission Beach, and the La Jolla shore are heavily used but parking is difficult. The bluffs at Torrey Pines shelter a magnificent strand, ideal for vigorous people willing to climb down to it, but inaccessible to others.

The basic question to be answered is how much of the shore should be accessible to whom, and by what means. Shore communities should not have exclusive rights, nor should tourist accommodations be able to appropriate special frontages. The diversity of beach character and diversity of access should be maintained. There should be less reliance on the car, and more on the feet, or by bicycles and public transportation.

## GOAL

- PRESERVE THE NATURAL BASE OF THE CITY; THE VALLEYS, CANYONS, HILLSIDES AND SHORELINE BY ENCOURAGING DEVELOPMENT TO RESPECT A VANISHING RESOURCE

## GUIDELINES AND STANDARDS

### The Valleys, Canyons and Hillsides

- **MAINTAIN THE CHARACTER OF THE UNDEVELOPED VALLEYS, CANYONS AND HILLSIDES.**

Confine development to the mesas and less sensitive areas of the canyons and protect the hillsides and rims, as well as the floor, so that the rural character of the valley or canyon is preserved, and erosion and flood damage is prevented. Flood plain and hillside zoning must be much more tightly drawn and specifically applied. Structures should be kept back from the rims, with few exceptions. Valley sides should be left to their natural vegetation, and the valley floors should be devoted to open space uses which are unharmed by flood. No further channeling of the streams should be permitted.

- **VALLEYS AND CANYONS SHOULD NOT BE CONSIDERED AS RIGHT-OF-WAY**

**FOR HIGHWAYS AND FUTURE TRANSIT LINES UNTIL ALL OTHER ALTERNATIVES HAVE BEEN EXPLORED.**

Not only do highways destroy the natural character, they inevitably bring further development. The uses which most need their access are above, on the mesas, and this means even more ramps to get up there. Except for short local routes serving valley uses, roads should cross canyons and valleys at right angles, **SAN DIEGO HAS A UNIQUE OPPORTUNITY TO DEVELOP AS A TWO-LEVEL CITY - ONE LEVEL A GREENWAY UNDISTURBED BY CITY TRAFFIC.**

- **PARTS OF THE VALLEY AND CANYONS SHOULD BE ECOLOGICAL PRESERVES. OTHERS, CAMPGROUNDS AND PARK LANDS FOR CHILDREN TO EXPLORE.**

Agricultural, recreational and educational uses could be located there, wherever the natural character can be maintained. But uses which mean large gatherings and extensive parking lots - even public - do not belong.

### Grading Principles

The steeper the natural slope, the more severe the cut and fill required to produce level areas and the higher the resulting banks.

Therefore, in steep terrain:

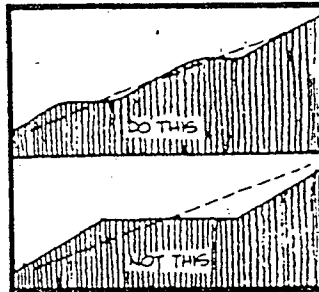
- Lower the requirements for level areas; e.g., narrower streets, smaller yards, etc.
- Make level areas in smaller increments to minimize bank height; e.g., split streets, multi-level houses and yards, etc.
- Create level areas by structure rather than by grading on extreme slopes; e.g., platform houses, decks, etc.

In level terrain:

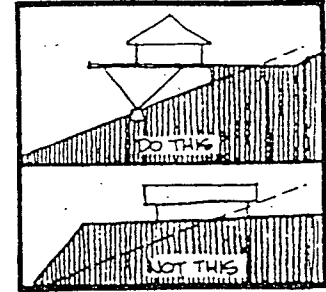
Create interest by building up earth forms.

In all terrain:

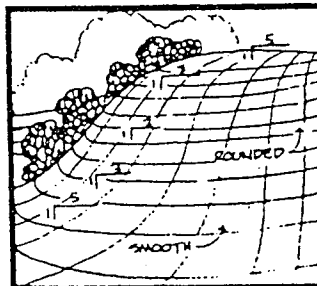
Preserve smooth flowing planes in the ground form. Steep slopes are difficult to plant and maintain and nature breaks down sharp edges, so avoid them in the first place.



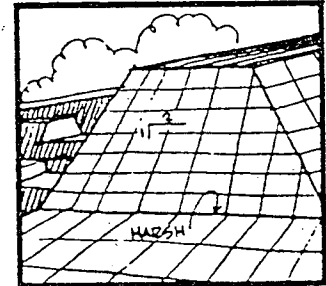
Make level areas in smaller increments.



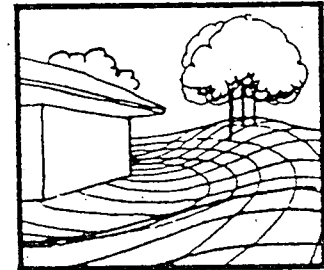
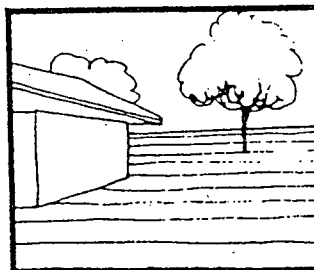
Create level areas by structure rather than grading.



Retain smooth flow of ground form; minimize steep slopes.



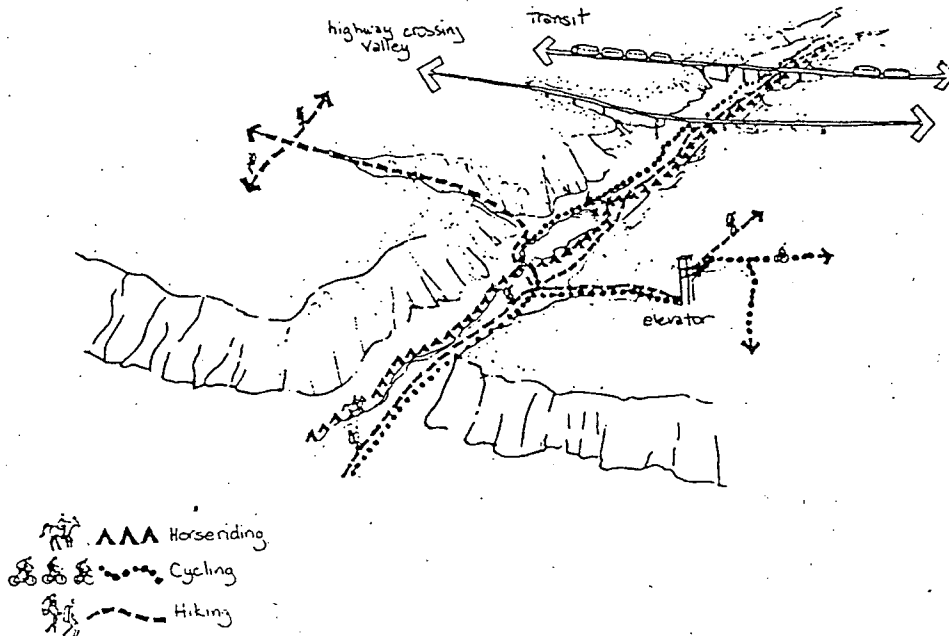
Avoid harsh, easily eroded forms and high, steep banks.



In level terrain, create interest by building earth forms.

- **A COMPLETE TRAIL SYSTEM - FOR WALKING, CYCLING, AND HORSEBACK RIDING - SHOULD BE DEVELOPED ALONG THESE NATURAL VALLEYS.**

places it should be set farther back. Forward of that line, the land should be given to water-related public recreation, or occasionally leased to low and moderately-priced commer-



Since they penetrate the region at regular intervals and run from mountains to sea on easy grades, they are ideal for recreational travel, and might even be a component in the movement of bicycle commuters. Selected canyons could be developed as connectors between the communities and the valleys; while others could serve for strolling, exploration and local connections.

- **ALLOW FOR A REASONABLE USE OF HILLSIDE AREA.**

Sensitive development, built in a way which complements the natural character of hillsides and relates well to the regional open space system, should be encouraged. Environmental resources, significant public views and a clear sense of hillside topography must be protected. Recontour rather than cut and fill if earth moving is necessary.

### The Shoreline

- **NEW DEVELOPMENT SHOULD BE BACK FROM THE WATER'S EDGE.**

Whenever possible, development of vacant land and redevelopment should be at least 100 yards back of the beach or shore and set well behind the brow of the bluff. In many

cial recreation open to the general public. Where possible parking should be kept on the inland side of shoreline roads.

- **MAKE THE BEACHES ACCESSIBLE WITHOUT DESTROYING THE LOCAL COMMUNITIES BEHIND THEM.**

Major transportation and parking should be kept well back of the beach, with frequent foot access. Elephant trains, bicycles, mini-busses, and boardwalks should predominate along the coast, reaching back to the major routes, while discreet public access routes run down the bluff faces. Continuous shore roads are not needed, but connected cycle and foot trails run along the ocean, both behind the strand and along the rim of the bluffs.

- **ENCOURAGE HOUSING OF MIXED PRICE AND TYPE TO LOCATE ALONG THE SHORE.**

Densities should be allowed to increase moderately in this zone in accordance with adopted community plans, but bulk and character must be controlled. The existing mix of income should be protected, and a mix insured in any new development. Quotas of low and moderately priced housing may have to be imposed, for the privilege of developing shore-front property. Residential use, and its attend-



CITY OF SAN DIEGO  
MEMORANDUM

DATE: February 7, 1996

TO: Ernest Freeman, Planning Director

FROM: Richard L. Hays, Environmental Services Director via  
George I. Loveland, Deputy City Manager

SUBJECT: EFFORTS TO DEVELOP PUBLIC LANDFILL CAPACITY

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At the February 1, 1996 Planning Commission hearing, additional information regarding the provision of public landfill capacity was requested. This memorandum describes the significant efforts that have been made by the City to provide safe, economical, and environmentally-sensitive long-term disposal options for its residents. Since the passage of the People's Ordinance of 1919, San Diego Municipal Code Section 66.0123, the City has provided residential refuse collection services, licensed commercial waste collection services, and owned and operated landfill disposal facilities to manage wastes generated in the City.

Under State law, Public Resource Code sections 40057, 40058, and 40059, local governing bodies have complete discretion over the extent and means of providing solid waste services including waste disposal facilities. The City Council may choose to provide these services using City forces, using another public agency, or contracting with, licensing, or franchising a solid waste enterprise to perform those services. In the late 1980's, State law further shifted responsibility for solid waste disposal and waste management planning from the County to the City level. The Integrated Waste Management Act (AB939) requires each jurisdiction to ensure a minimum 15-year disposal capacity. The City's existing Miramar Landfill is expected to provide capacity through the year 2015.

The City has been investigating the siting of a replacement for the Miramar Landfill since 1987, when the City and the County of San Diego entered a Joint Powers Agreement to jointly study potential landfill sites in San Diego County. Two potential sites were identified in the City of San Diego: Upper Sycamore and Oak Canyons. On May 4, 1992, the City Council adopted Resolution No. RR-279897, which authorizes the expenditure of funds to study these sites. In February 1993 the City Council directed the Environmental Services Department to evaluate the entire East Elliott area for potential landfill sites. Two additional sites were evaluated: Spring Canyon and a combined Spring/Oak Canyon. These actions are consistent with the City's Progress Guide and General Plan, which includes "schools, libraries, police, fire, sanitation and flood control [emphasis added]" as "public facilities and services that have been identified . . . [as] publicly managed and which have a direct influence on the location and allocation of land."

The consultant for the City and County, Ogden Energy and Environmental Services, performed site analysis and preliminary engineering for the proposed City and County sites until September 1993, when the County notified Ogden that it was suspending work on the County's sites until further notice. Ogden continued to evaluate the City sites, conducting geotechnical, groundwater, archeological and biological studies, and developing preliminary landfill designs and site feasibility reports. To date over 1.5 million dollars have been spent on this project; the CIP budget for the landfill siting project is attached.

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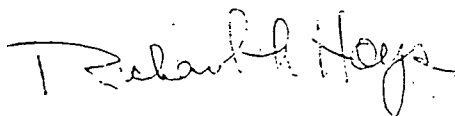
Finalization of Ogden's reports and preparation of an Environmental Impact Report are expected to commence, pending negotiations between elected officials and staff from the County and City regarding the potential for acquisition or joint use of the Sycamore Landfill.

The City and County landfill siting studies are summarized in the attached draft County Integrated Waste Management Plan (CoIWMP). As mandated by AB939, the County in cooperation with all of the local jurisdictions is in the process of finalizing the CoIWMP to replace the existing County Solid Waste Management Plan (CoSWMP) adopted in 1986. The CoIWMP is a comprehensive planning document that includes the Source Reduction and Recycling Element (SRRE), Household Hazardous Waste Element (HHWE), and Nondisposal Facility Element (NDFE) prepared and approved by each jurisdiction; a Countywide Summary Plan, which summarizes the programs and facilities described in these documents; and a Countywide Siting Element, which identifies existing and tentatively proposed facilities that would provide 15-year disposal capacity from the year 1995. A final draft of the CoIWMP is scheduled for review by the Local Task Force (SANDAG) on February 23, 1996. Before submittal to the California Integrated Waste Management Board in April 1996, the CoIWMP must be approved by the County and a majority of the cities containing a majority of the population of the incorporated area of the County.

Copies of the CoIWMP are available from the County Solid Waste Division. Chapter 7 of the CoIWMP describes the tentative sites being considered for landfills, and includes the sites identified in the siting study sponsored by the City and County. Pages SE-41 through SE-51 contain the pertinent information on the sites proposed for a public landfill in the City of San Diego. The CoIWMP and the City of San Diego SRRE and NDFE anticipate private-sector participation in waste diversion activities, but only public waste disposal options in the City of San Diego. Private proposals would require amendments to these planning documents, and financial issues and issues related to government responsibility would have to be addressed and resolved.

The current Miramar Landfill has the capacity to manage all of the waste generated in the City of San Diego through 2015 and the City is actively pursuing a follow-on site to provide disposal capacity through the remainder of the 21st century. Therefore, it would not appear that additional public benefit would be realized by concurrent efforts to site a private landfill within the City of San Diego. We believe this is a major policy issue that the City Council has not yet had a need or the opportunity to consider.

Thank you for the opportunity to provide this information. If you require further information, please contact Robert Epler, Assistant Environmental Services Director at 492-5025.



Richard L. Hays  
Environmental Services Director



George J. Loveland  
Deputy City Manager

Attachments:

1. County Integrated Waste Management Plan
2. CIP budget for Landfill Siting

R- 287609

CITY OF SAN DIEGO  
CAPITAL IMPROVEMENTS PROGRAM

CIP NO. 37-254.0 TITLE: NEW LANDFILL SITE - PHASE I	DEPARTMENT: ENVIRONMENTAL SERVICES DEPT EXPENDITURE: LAND 43,000,000 ENGR/CONSTR 4,641,250	REFUSE DISPOSAL REVENUE SOURCE EXPEND/ENCUMB CONT APPROP 47,641,250 ENTFRD C 2,071,250 2,500,000	COUNCIL DISTRICT CITYWIDE COMMUNITY PLAN INITIAL SCHEDULE 88/93/--	FY 1996 3,000,000 FY 1997 3,000,000 FY 1998 3,000,000 FY 1999 3,000,000 FY 2000 3,000,000 FY 2001 4,000,000 FY 2002 DL 4,000,000
47,641,250 TOTAL 2,071,250 2,500,000 3,000,000 3,000,000 3,000,000 3,000,000 4,000,000			DL 4,000,000	

**Description:** This project provides for the development of a new landfill including acquisition, design and construction of entry roads and drainage systems, excavation, stockpiling, and spreading of earthen materials and purchase of mitigation property.

**Justification:** The City must continue to have adequate disposal facilities for the solid waste it generates each year. Technology to recover and/or convert portions of the refuse material to an energy base are being explored and developed. However, it appears that there will always be a need for landfilling part of the generated waste stream and residue from other solid waste disposal facilities.

**Scheduling:** Preliminary design and permitting were scheduled in FY 1990 through FY 1996. Land acquisition, final design, and construction were scheduled to begin in FY 1995 and continue through FY 2005. Due to the extended useful life of the Miramar Landfill, land acquisition, permitting, final design, and construction are rescheduled to continue through 2010.

**Relationship to General and Community Plans:** The City's General Plan Guidelines and the community plans do not provide for this project. An amendment to these plans will be required prior to implementation.

**Operating Budget Effect:** None.

CIP No. 37-254.0

R 287609