

DATE ISSUED: July 29, 2004

REPORT NO: 04-177

ATTENTION: Land Use and Housing Committee
Agenda of August 4, 2004

SUBJECT: San Pasqual Valley Vision Plan Implementation

REFERENCE: San Pasqual Valley Vision Plan Dated May 5, 2004 (May 5, 2004 Meeting
of the Land Use and Housing Committee)

SUMMARY

Issue – Should the Land Use and Housing Committee direct the City Manager to start work on Directives 1 and 2 of the San Pasqual Vision Plan?

Manager's Recommendation – Direct that work begin on the directives with the understanding that time devoted to these two directives by Planning Department staff would reduce the level of service to one or more recognized community planning groups, and could delay review of development projects, or could cause work on other Council-directed efforts to be delayed.

Fiscal Impact – In addition to Planning Department staff time, costs for preparation of environmental documents for Land Development Code amendments could cause less money to be available for the General Plan Environmental Impact Report.

BACKGROUND

On May 5, 2004, Councilmember Brian Maienschein (District 5) presented the San Pasqual Valley Vision Plan to the Land Use and Housing Committee. The goal of the Vision Plan is to protect the San Pasqual Valley (Valley) from commercial development and to further protect the Valley's vital water resources. The Vision Plan contains ten directives that address various issues facing the Valley. For each directive, there are action items associated with implementing the goals for the Valley. These directives will amend and/or augment existing policies,

regulations and procedures that are currently in place to protect the agricultural and open space values of the Valley and its watershed.

The Land Use and Housing Committee directed the City Manager to report back to the Committee regarding the implementation of the first two directives in the Vision Plan. This report provides a summary of the components for implementation, required steps, and staff involvement for both of the directives.

DISCUSSION

Directive 1: Establish a Prohibition of any Further Commercialization of the Valley

This directive will involve the preparation of a Council Policy for City Council consideration that will reinforce the goals of adopted documents to maintain the Valley as an agricultural preserve. The General Plan and the San Pasqual Valley Community Plan identify the Valley as an agricultural preserve with significant open space values. Additionally, the Valley is within the Future Urbanizing Area designation and as such, an increase in intensity would not be allowed without a vote of the people. An issue has been identified regarding the Agricultural zone used to implement the land use plan. The Agricultural-Residential zone, AR-1-1, allows, in addition to a variety of agricultural uses, some non-agricultural uses. While approximately 11,000 acres of the Valley are City-owned, a significant portion is leased to private parties for agricultural purposes. Issues have been raised about the types of uses allowed through the leases as well as the process for reviewing them.

To implement this directive, a Council Policy should be developed that addresses the following:

- The desire of the City to preserve the Valley's significant agricultural areas, sensitive native habitats, and unique scenic and recreational qualities
- Protection of the Valley's watershed
- Reinforcement of existing land use policies applicable to the Valley
- Specific policies on the prohibition of further commercialization of the Valley
- Relationship to the San Dieguito River Park Concept Plan and the pertinent objectives and recommendation in that document (once it is accepted by the City of San Diego)
- Criteria for consideration of plan amendments or rezones that are proposed for the Valley
- The role of the San Pasqual and Rancho Bernardo Community Planning Groups in the review of proposals within the Valley
- Management, leasing and maintenance procedures that will eliminate future consideration of inappropriate uses
- Procedures for the review of leases that includes the review and analysis by appropriate City departments (including Planning, Water, and Development Services)
- MSCP resource issues related to new and/or expanded leases

It is possible that the implementation of this directive could necessitate an amendment to the San Pasqual Valley Community Plan. This would be determined as the Council Policy is developed and would depend on the magnitude of departure from the currently adopted plan. It is also

possible that the Real Estate Assets and Water Departments may need to modify some of their operating procedures to be aligned with new policies.

Once the policy is drafted, it will be scheduled for City Council for adoption. It would be appropriate to present the draft policy to a Council Committee prior to asking for action by the full City Council.

It is anticipated that this directive would take approximately one year to complete. It would involve the following City departments: Real Estate Assets, Planning, Water, and Development Services. This process would also involve several meetings with the San Pasqual and Rancho Bernardo Community Planning Groups.

Directive 2: Tailor Zoning within the Valley to Ensure the Preservation of the Valley's Existing Rural Character and to Encourage Appropriate Agricultural Uses

This directive will involve two steps: 1) the creation of a new Agricultural zone with very limited non-agricultural uses; and, 2) a rezone action for the City-owned property in the Valley to the new Agricultural zone. Currently, most of the Valley is zoned AR-1-1. This zone is equivalent to the previous A-1-10 zone and allows a number of agricultural uses as well as some non-agricultural uses. The adoption of the Land Development Code created a new General Agricultural zone, AG-1-1, but it has not yet been applied anywhere. The new zone expands the agricultural uses that are allowed but is more limiting on the non-agricultural uses. The AG-1-1 zone still allows a number of non-agricultural uses that may not be appropriate in the Valley.

To implement this directive, a new zone will have to be created and added to the Land Development Code. This will involve the following:

- Analysis of the uses currently allowed in the AG-1-1 zone by right and with a use permit
- Consideration of uses that are currently allowed in the AG-1-1 zone but may not be appropriate in an agricultural preserve such as golf courses and driving ranges, camping parks, single dwelling units and other limited residential uses, plant nurseries, mining and extraction facilities, and reuse of historic structures for inappropriate uses
- Consideration of uses that could be allowed with limitations such as size, location, and proximity to other uses
- Consideration of new uses that may be appropriate, such as open air markets for the sale of agriculture-related products and flowers and expanded agricultural operations
- Meetings with the San Pasqual and Rancho Bernardo Community Planning Groups as well as leaseholders in the Valley
- Discussions with the Water Department regarding potential impacts to City-owned property

The creation of a new zone will be processed as a Land Development Code amendment. This process will involve several meetings with other City departments and the public. After the draft zone is created, it should be presented to a Council Committee prior to the commencement of the public hearing process. Once the final draft is prepared, the environmental review is complete,

and the ordinance is prepared, it will be scheduled for a hearing before the Planning Commission for a recommendation. Then it will be scheduled for a City Council hearing for adoption.

The second part of this directive is applying the new zone to the Valley. This entails processing a rezone for the affected properties and involves the following:

- Initiation of the rezone process by the Planning Commission or City Council pursuant to Section 123.0103 of the Land Development Code
- Determining what properties to apply the new zone to (including whether it should be applied to any private properties)
- Mapping the boundaries of the proposed rezone
- Conducting environmental review on the proposed rezone
- Meetings with the San Pasqual and Rancho Bernardo Community Planning Groups as well as leaseholders in the Valley
- Preparation of hearing materials and ordinances

The final steps in this process will be the public hearings for adoption of the rezoning. This requires a recommendation by the Planning Commission and final action by the City Council.

It is anticipated that this directive will take approximately one year to complete. Both steps of this directive can be processed concurrently. However, these should not be completed concurrently with or prior to Directive 1. Some of the intermediate steps on both directives could be processed concurrently. It is important to establish the Council’s policy on agricultural lands prior to working on the implementation.

The following City departments will be involved in this directive: Planning, Development Services, Water, and Real Estate Assets.

CONCLUSION

The completion of both Directives 1 and 2 of the San Pasqual Valley Vision Plan will take a period of approximately one year and four months, and would involve staff and management from a number of departments. As previously stated in this report, Directive 1 (the policy) should be completed prior to action on Directive 2 (the implementation) since it is the basis for proceeding with Directive 2, although some work could proceed concurrently.

It has been suggested that the Planning Department be the lead on completing the first two directives. While the Planning Department does have key involvement in several aspects of the Vision Plan, the details on several of the issues lie with other departments that would have to contribute significantly to the effort. For example, development of amendments to the Land Development Code for a new Agricultural zone should be directed to Development Services’ work program for Code amendments.

The Planning Department has experienced a significant reduction in staffing over the last several years. The San Pasqual Vision Plan is not currently in the department’s work program. Adding these directives to the department’s work program would probably further reduce the level of

service to one or more recognized community planning groups, could delay review of development projects, or could cause work on other Council-directed efforts to be delayed. In addition to Planning Department staff time, costs for preparation of environmental documents for Land Development Code amendments could cause either a delay in the processing of the environmental document until funds are available to process the document, or less money could be available for the General Plan Environmental Impact Report.

Respectfully submitted,

S. Gail Goldberg, AICP
Planning Director

Approved: George I. Loveland
Assistant City Manager

LOVELAND/SGG/RJM/ah

Note: The attachment is not available in electronic format. A copy is available for review in the Office of the City Clerk.

Attachment: May 5, 2004 San Pasqual Valley Vision Plan