



THE CITY OF SAN DIEGO  
**REPORT TO THE CITY COUNCIL**

DATE ISSUED: November 28, 2007 REPORT NO. 07-194

ATTENTION: Land Use and Housing Committee  
Agenda of December 5, 2007

SUBJECT: General Plan Update

REFERENCE: Manager's Report Nos. 03-019, 03-115, 03-204, 03-205, 03-206, 04-149,  
05-038, 05-161  
Council Report Nos. 06-025, 06-056, 06-095  
Planning Commission Report Nos. P-03-183, P-03-227, P-03-333,  
PC-04-220, PC-05-070, PC-05-183, PC-05-26, PC-05-304, PC-06-092,  
PC-06-149, PC-06-215, PC-06-216, PC-07-099, PC 07 158

REQUESTED ACTION:

Recommend City Council approval of the General Plan Update.

STAFF RECOMMENDATION:

Recommend that the City Council adopt the Public Hearing Draft General Plan (September 2007), with corrections noted in **Attachment 3**, to replace the Strategic Framework; Transportation; Commercial; Industrial; Public Facilities, Services, and Safety; Open Space; Recreation; Redevelopment; Conservation; Energy Conservation; Cultural Resources Management; Seismic Safety; and Urban Design Elements of the *Progress Guide and General Plan*.

SUMMARY:

**Background**

In 1999, the City started the planning process for the Strategic Framework Element (SFE) of the General Plan. The goal of the SFE process was to establish a working vision and set of core values for the City that would guide future planning and development review efforts, and be the foundation for the comprehensive update to the *Progress Guide and General Plan*. The SFE

planning process integrated the work contained in planning documents generated by citizen committees, workshops, and City Council actions from previous years. It included five phases of public outreach as follows:

- Growth projections forums;
- Growth issues forums and Citizen Committee formed to guide development of the element;
- Alternative strategies and preferred strategy selection workshops and meetings;
- Citywide community planning group workshops; and,
- Public workshops and hearings.

In October of 2002, the San Diego City Council adopted the Strategic Framework Element and certified the Final Environmental Impact Report (LDR No. 40-1027; SCH No. 2001061069 dated August 27, 2002). The Strategic Framework Element set forth the City of Villages strategy and a comprehensive slate of citywide policies as the City's plan for growth and development. In January of 2003, following the SFE adoption, the City began the comprehensive update to the *Progress Guide and General Plan* (1979 General Plan) using the SFE as a guide. Since then, there have been numerous public meetings as described in the "Community Participation" section of this report.

Milestones in the General Plan Update process include:

- January 2003 - Following the SFE adoption, the City began the comprehensive General Plan Update. The Housing Element update was underway under separate cover and timeline to facilitate compliance with state requirements. Over a two year period a series of panel discussions/public forums and stakeholder meetings were held, and preliminary drafts of elements, or sections of elements, were distributed to interested parties.
- February 2004 - The City Council approved five innovative projects to become Pilot Village demonstration projects for the City of Villages strategy of smart growth in San Diego. The projects that were selected are dispersed throughout the City and represent a variety of approaches and styles to demonstrate how villages can revitalize existing neighborhoods while retaining their individual character. The pilot villages are in various stages in the planning and development process.
- July 2004 - The General Plan Monitoring Report was prepared to fulfill an Action Plan requirement that staff monitor progress in implementing the Strategic Framework Element.
- April 2005 - The Discussion Draft General Plan was released for public review.
- May-June 2005 - The Discussion Draft General Plan was presented to nearly all of the community planning groups and numerous interest groups and stakeholders. Edits were made to the Discussion Draft General Plan based on written comments and comments provided at public meetings.
- July 2005 - The July 2005 Draft General Plan was released for public review. Planning Commission, Land Use and Housing Committee, community planning groups, and the public expressed concerns with this draft.
- August 2005-July 2006 - The Draft General Plan was edited based on input from the public, elected officials, and Planning Commissioners.
- May-June 2006 - Revised working drafts of the General Plan elements were posted to the City's website.
- October 2006 - The October 2006 Draft General Plan was released for public review and work began on a Program Environmental Impact Report (PEIR) for the General Plan Update.

- December 5, 2006 - The Housing Element update was adopted on a separate schedule, per state law.
- April 25 2007 - The Draft PEIR was released for public review.
- June 25, 2007 - The PEIR public comment period ended.
- September 19, 2007 - The Public Hearing Draft was released.
- September 28, 2007 - The PEIR was finalized. (Website posting occurred on Oct. 2, 2007.)
- November 8, 2007 – The Planning Commission recommended City Council adoption of the General Plan.

## Overview

The Public Hearing Draft General Plan (Draft General Plan) sets out a long-range vision and comprehensive policy framework for how the City should plan for projected growth and development, provide public services, and maintain the qualities that define San Diego over the next 20 to 30 years (see **Attachment 1**). The Draft General Plan does not change land use designations or zoning on individual properties, but rather provides the framework and policy direction for future community plan updates, discretionary project review, and implementation programs.

The Draft General Plan's guiding principles are to achieve:

1. An open space network formed by parks, canyons, river valleys, habitats, beaches, and ocean;
2. Diverse residential communities formed by the open space network;
3. Compact and walkable mixed-use villages of different scales within communities;
4. Employment centers for a strong economy;
5. An integrated regional transportation network of transit, roadways, and freeways that efficiently link communities and villages to each other and to employment centers;
6. High quality, affordable, and well-maintained public facilities to serve the City's population, workers, and visitors;
7. Historic districts and sites that respect our heritage;
8. Balanced communities that offer opportunities for all San Diegans and share citywide responsibilities;
9. A clean and sustainable environment; and,
10. A high aesthetic standard.

Since less than four percent of the City's land remains vacant and available for new development, the Draft General Plan policies focus on the reinvestment in existing communities needed to support long term growth. The Draft General Plan continues to implement the adopted City of Villages strategy to focus future housing, retail, employment uses, educational, and civic uses in mixed-use village centers of different scales. By directing growth primarily toward village centers, the Draft General Plan supports the preservation of established residential neighborhoods and the management of growth over the long term. The pattern of development envisioned in the City of Villages strategy will not be affected by the rate of growth, but the number of villages, and the demand for development within individual villages, will be influenced by population growth pressures, public support, the rate at which infrastructure deficiencies can be remedied, and real estate market conditions. The Village Propensity Map (Land Use and Community Planning Element, Figure LU-1) illustrates existing areas that already exhibit village characteristics, and areas that may have a propensity to develop as village areas.

This map does not change land use designations or zoning, nor does it require that village development occur in high propensity areas.

The City has developed the plan within the context of state requirements, regional plans and population forecasts, and the issues and needs unique to the City. California mandates that all local jurisdictions prepare a general plan that establishes policies and standards for future development, housing affordability, and resource protection. With the exception of the Housing Element, the state does not mandate when a general plan should be updated, but it does encourage jurisdictions to keep general plans current through regular updates. In addition, the State General Plan Guidelines (2003) identify 15 to 20 years as a typical time horizon for a general plan, and further state that a general plan “based upon outdated information and projections is not a sound basis for day-to-day decision-making and may be legally inadequate.” A general plan must include the following mandatory elements: Land Use, Circulation, Housing, Conservation, Noise, Open Space, and Safety. However, the state provides flexibility in the presentation of elements and the inclusion of optional elements that best meet the needs of a jurisdiction.

The City’s Draft General Plan is comprised of an introductory Strategic Framework section and nine elements: Land Use and Community Planning; Mobility; Economic Prosperity; Public Facilities, Services and Safety; Urban Design; Recreation; Historic Preservation; Conservation; and Noise. The update to the Housing Element was adopted by the City Council on December 5, 2006. A summary of each element, along with major issues, is provided on a Fact Sheet included as **Attachment 2** of this report.

### **General Plan Edits**

The Public Hearing Draft, dated September 2007, reflects edits made to the previously distributed October 2006 Draft General Plan. Changes to the plan are shown in strike-out/underline formatting to recognize stakeholders’ and the public’s time investment in reviewing and commenting on the October 2006 draft, and to facilitate public review. Corrections to the Public Hearing Draft are shown in **Attachment 3**. In addition, a clean copy of the Strategic Framework section of the General Plan, and a copy of the Village Propensity Map (Figure LU-1), is provided in **Attachment 4**.<sup>1</sup>

The General Plan Update has been an iterative process involving the public, staff, and decision-makers since the first Discussion Draft was released in April 2005. The revisions to the October 2006 draft that have garnered the most public interest are discussed below.

### Climate Change

In response to public comments, Assembly Bill 32 (the Global Warming Solutions Control Act), and a letter of comment from the state Attorney General’s Office, the Draft General Plan and the Final PEIR have been revised to more comprehensively address global climate change. In summary, the City has: (1) modified the policy language of the October 2006 Draft General Plan

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<sup>1</sup> After General Plan adoption, the Strategic Framework section will be printed separately, and offered along with a compact disc of the entire General Plan, to provide the public with an accessible and economical version of the plan.

to expand and strengthen climate change policies; (2) incorporated the related policies into the Mitigation Monitoring and Reporting Program (MMRP) for the Final EIR, to ensure that policies to reduce greenhouse gas emissions (GHG) are imposed on future development and City operations; and, (3) initiated work on a General Plan Action Plan to identify measures such as new or amended regulations, programs and incentives to implement the GHG reduction policies. The Conservation Element of the General Plan has been revised to incorporate an overview of climate change issues and establish comprehensive policies that would reduce future GHG emissions. A key new Conservation Element policy (CE-A.2) is to “reduce the City’s carbon footprint,” and to “develop and adopt new or amended regulations, programs and incentives as appropriate to implement the goals and policies set forth” related to climate change. Additional policies have been added to “collaborate with climate science experts” to allow informed public decisions (CE-A.3) and to “regularly monitor and update the City’s Climate Protection Action Plan (CE-A.13).” The overall intent of these new policies is to unequivocally support climate protection actions, while retaining flexibility in the design of implementation measures which could be influenced by new scientific research, technological advances, environmental conditions, state and federal legislation, or other factors.

Staff received a second letter from the Attorney General dated October 29, 2007. Deputy Attorney General Sandra Goldberg recognized revisions already made to strengthen climate change policies, and suggested edits to seven Conservation Element policies. In response, staff is proposing edits to Policies CE-A.9, CE-A.10 (see PF-I.2 edit), CE-A.11, and CE-F as shown in **Attachment 3**; and recommends that Attorney General comments regarding CE-A.5, CE-A.5.d, and CE-A.6 be addressed through the General Plan Action Plan (see **Attachment 9**).

In addition, the Draft General Plan Land Use and Community Planning; Mobility; Urban Design; and Public Facilities, Services and Safety elements have been edited to better support GHG reduction and climate change adaptation goals. These elements contain policy language related to sustainable land use patterns, alternative modes of transportation, energy efficiency, water supply, and GHG emissions associated with landfills. The General Plan also calls for the City to employ sustainable building techniques, minimize energy use, maximize waste reduction and diversion, and implement water conservation measures. The City’s efforts to reduce GHG emissions are further bolstered by existing City programs including the Sustainable Community Program, the Climate Protection Action Plan, the Environmentally Preferable Purchasing Program, and numerous City Council policies addressing resource conservation and management. Overall, the plan addresses climate change through the City of Villages strategy and a wide range of resource conservation and management policies that promote sustainable development and reduce greenhouse gas emissions.

Climate change also raises concerns over San Diego’s long term water supply. The Draft General Plan addresses Water Infrastructure in the Public Facilities, Services and Safety Element in Section H, and Water Resources Management in the Conservation Element in Section D.

### Wild Fire-Related Edits

At the Planning Commission hearing of November 1, 2007, Planning Commissioners asked staff to better address issues related to wildfires. Staff responded as follows:

- New discussion text added to Section D of the Public Facilities, Services and Safety Element to address San Diego’s fire propensity and to emphasize the importance of providing defensible space between open space and urban areas;

- Policy UD-A.3.p added to call for structures to be designed to be fire-resistant; and
- Policy CE-B.6 added to call for defensible space through the management of brush and use of transitional landscaping.

These edits were approved by the Planning Commission and are shown in **Attachment 3**.

### Economic Prosperity Element

The Draft Economic Prosperity Element (EPE) proposes a balanced approach to economic prosperity through both economic diversity and protection of industries which contribute the most to the region's economy. Base sector industries bring new wealth to the region by exporting goods, services, and intellectual property. In San Diego, the economic base is primarily composed of industries in the manufacturing, visitor industries, technological industries, and national security and international relations sectors. The amount of non-base sector uses such as public sector uses, commercial services, and retail is directly proportionate to the size of the population and strength of the economic base. While non-base sector uses provide essential services and jobs for residents, they cannot expand beyond the capacity of the economic base on which they are dependent. The EPE seeks to retain approximately half of the City's industrial land (this percentage will increase after the Otay Mesa community plan update) for base sector uses primarily through identification and protection of industrial lands, heightened analysis for proposals that would convert or collocate with industrial lands, and a menu of community plan land use designations (found in the Land Use and Community Planning Element, Table LU-4).

Prime Industrial Lands (PIL) have been mapped to comprehensively identify industrial areas that are critical to sustaining the City's economic base, as shown in **Attachment 5.a**. The boundaries in each community are depicted in more detail in **Attachment 5.b**. These lands were mapped to ensure that a high level of scrutiny is applied when evaluating future discretionary projects; however, the PIL map does not redesignate or rezone property, nor does it influence the processing of ministerial permits. While some base sector uses can occur in office settings, the industrial land protections are specifically designed to help ensure that land remains available for the types of industrial uses that rely on chemicals, trucks, or other potentially hazardous substances, and/or need operating flexibility that may not be compatible with other land uses. To protect the industries that use these lands, as well as the health and safety of the neighbors of industrial lands, staff proposes to prohibit the mixing of industrial uses in these areas with potentially sensitive uses. The PIL Matrix (see **Attachment 5.c**) describes how such lands were identified in each community. The list of Communities with Prime Industrial Lands (see **Attachment 5.d**) and community recommended maps (see **Attachment 5.e**) specify which community planning groups recommended boundaries that differ from staff's analysis (Navajo, Scripps Ranch, and Kearny Mesa).

New language presented in the Public Hearing Draft General Plan (Policy EP-A.12) allows for future amendments to the PIL map boundaries to occur if warranted based on analysis that would occur through the community planning process. Please note that some copies of the Draft General Plan were printed with an error: Policy EP-A.12.a should conclude with the word identification, rather than designation. This revised language, and additional corrections to the EPE, is provided in **Attachment 3**.

In recognition of the need for additional workforce housing, the EPE specifies that non prime-industrial lands may convert to residential uses if justified based on an analysis of suitability factors and the contribution of the area in question to the local economy, and subject to certain requirements such as a distance separation between industrial and residential uses. Collocation (the integration of residential and industrial uses on the same premises) is encouraged in industrial areas where non-industrial uses, such as commercial retail and office uses, predominate.

The Draft General Plan provides a menu of seven “Community Plan Designations” that fall under the General Plan “Industrial/Employment” land use category. These designations are to be applied through the community plan update/amendment process. The designations offer communities a fuller range of industrial land use choices, from “Business Park-Residential,” which allows a wide range of employment and residential uses, to “Heavy Industrial,” which provides for industrial uses with nuisance or hazardous characteristics, than exists in current community plans.

Since the October 2006 Draft was released, staff has participated in numerous stakeholder meetings on this topic and has reviewed letters of comment on the Draft General Plan and Draft PEIR. The Public Hearing Draft reflects edits that were made as a result of public input and an effort to clarify certain policies, including:

- Recognition that future amendments to the PIL map may occur (EP-A.12);
- Greater flexibility in the range of uses to be considered within PIL areas (EP-A.14 and A.15);
- A new land use designation, International Business Park, which would provide additional flexibility in the Otay Mesa community, was added to Table LU-4 (note that this section of the table should have been printed as underlined, to indicate that it is new since the October 2006 Draft);
- Explicit language that any of the Industrial/Employment land use designations may be applied in PIL areas, (EP-A.15); and
- Greater emphasis on providing workforce housing within or near employment areas (EP-A.6 and EP-A.11).

**Attachment 5.f** provides answers to frequently asked questions regarding the Prime Industrial Lands protections.

#### Population-Based Parks and Equivalencies

The Draft Recreation Element acknowledges that variations exist among communities with respect to the total park and recreation facilities, and population-based park acreage. As the City evolves into a fully urbanized environment and land costs rise, the need for creative solutions to meet park and recreation needs has become increasingly important. Of primary concern is how to provide park and recreation facilities in older neighborhoods that developed prior to current park standards, where there is: limited undeveloped land readily available, a lack of funding resources to enable opportunistic acquisitions, high land costs, and dual objectives for providing affordable housing and park land. The needs of urbanized neighborhoods and the potential use of equivalencies were discussed at a joint workshop of the Planning Commission, and Park and Recreation Board on July 19, 2007. As a result of the workshop, and additional consultation with stakeholders, staff drafted edits to the Recreation Element policies that are now reflected in the Public Hearing Draft General Plan.

The Draft General Plan maintains the existing General Plan population-based park acreage, which is generally accepted to be 2.8 acres per 1,000 population, although the existing 1979 General Plan acknowledges that there is “considerable variation among the various communities (p. 312),” and calls for population-based facilities to “ideally constitute between 1.0 – 3.9 acres/1,000 population . . . (p. 316).” In previous drafts of the Recreation Element, staff had proposed a 2.4 acre per 1,000 guideline (July 2005) and introduced the concept of park “equivalencies” (October 2006). Equivalencies are alternative methods of providing recreation facilities.

Key recent edits include:

Recreation Element Tables RE-3, RE-4 and RE-5 are new and replace the previous Tables RE-3 and RE-4 from the October 2006 Draft. These new tables address park guidelines, recreational facilities, and equivalencies. More specifically:

- Table RE-3 maintains the 2.8 acres per 1,000 guideline, but expands the types of parks that can qualify to meet this standard and the anticipated service areas for various parks (see also Policy RE-F.8);
- Table RE-4 includes revisions to the Recreational Facilities Guidelines;
- Table RE-5 is a new table that identifies guidelines for possible equivalencies; and
- Policy RE-F.9 has been revised to delete the “enhancements” concept, to delete the direction to prepare a new Council Policy as an interim implementation tool, and to specify that any future use of equivalencies will be location-specific to be further vetted through the Parks Master Plan or community planning efforts.

#### General Plan, Community Plan, and Zoning Consistency

The General Plan Update has raised questions on the roles of the General Plan and community plans; internal consistency among the General Plan and community plans; what zoning tools will be needed to implement land use plans; and what will occur during the time period when the updated General Plan is in effect, while many community plans are in need of updates.

Regarding land use consistency, it is important to note that the General Plan does not change the land use designation or zoning of specific properties, and that the General Plan land use map is a compilation of the adopted community plan land use maps. If a project is consistent with the community plan land use designation, then it is consistent with the General Plan land use designation. To clarify this point:

- Policy LU-C.1.b has been added as follows: “Rely on community plans for site-specific land use and density/intensity designations and recommendations;” and
- Policy LU-C.1.c has been drafted to address potential policy inconsistencies between a community plan (or a proposed amendment to a community plan) and the General Plan, as follows: “Maintain consistency between community plans and the General Plan, as together they represent the City’s comprehensive plan. In the event of an inconsistency between the General Plan and a community plan, action must be taken to either: 1) amend the community plan, or 2) amend the General Plan in a manner that is consistent with the General Plan’s Guiding Principles.”

Regarding zoning tools:

- Policy LU-F.1 calls for the City to “Apply existing or new Land Development Code (LDC) zone packages or other regulations as needed to better implement the policy recommendations” of the City’s land use plans.



The adopted LDC contains a variety of zones and development regulations. The General Plan Action Plan, however, will contain implementation actions that require LDC amendments (see also discussion below under General Plan Implementation). For example, the General Plan contains extensive policies on mixed-use, village development and a recommended action item is to create a new mixed-use zone. While the General Plan policies could be implemented by existing commercial/mixed-use zones, or by the existing Urban Village Overlay Zone, staff recommends that a new mixed-use zone be created in the future to more fully implement the General Plan policies. The desire to create or amend regulations in the LDC to better implement the updated General Plan does not indicate that inconsistencies are being created by the new General Plan. When the LDC was adopted, it was anticipated that community plan updates, or the General Plan Update, could contain policies or recommendations that would best be implemented through new zoning packages or regulations. A recent proposed edit includes the addition of a new policy in the Land Use Element Section C, to indicate that community plans are to provide population density and development intensity standards.

### Public Health and Active Living

There was substantial public review and comment relating to how the General Plan approaches public health issues related to active living and facilitating healthy food choices. Opportunities for active living are generally greater in pedestrian- and transit-oriented neighborhoods, where people can walk or bike to meet some of their everyday needs. The Draft General Plan supports efforts to improve the potential for active living through: the City of Villages strategy for walkable, mixed-use neighborhoods; Mobility Element policies to improve the City's pedestrian, transit, and bicycling networks; Urban Design Element policies relating to pedestrian orientation and public spaces; and Recreation Element policies addressing park and recreation facilities. In addition, the Conservation Element, Section L, was edited to describe how the City can support the availability of local food choices by providing opportunities for community farms and gardens, and public spaces for farmers' markets (see p CE-43 and Policy CE-L.5). The Recreation Element also addresses community gardens (see Policies RE-D.7, RE-D.8, and RE-F.6). **Attachment 6** identifies additional policy references related to these issues.

On November 8, 2007, the Planning Commission asked staff to consider adding additional discussion text relating to the public health benefits of walkable communities. Staff concurs that additional discussion text on this topic should be added to page ME-7, which will be provided for the December 5, 2007 LU&H meeting.

### **Final Program Environmental Impact Report**

The Development Services Department has prepared a Final PEIR for the Draft General Plan. A PEIR, as defined by the CEQA 15168(a), is:

“An EIR which may be prepared on a series of actions that can be characterized as one large project and are related either geographically, as logical parts in the chain of contemplated actions, in connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program, or as individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways.”

The Final PEIR describes the environmental setting for the Draft General Plan and identifies potential environmental impacts, the significance of the potential impacts, and mitigation framework to avoid or reduce potentially significant adverse environmental impacts. It also addresses cumulative impacts, growth-inducing impacts, effects found not to be significant, irreversible environmental effects, and alternatives. The environmental setting section contains a description of the status of public facilities within the City, including detailed tables identifying park acreage by community, and extensive mapping of public facilities and/or service areas related to libraries, police facilities, fire and lifeguard facilities, and schools.

While the PEIR analyzed Draft General Plan policies are designed to promote smart growth, sustainability, and environmentally responsible development, the environmental impacts associated with the implementation of the Draft General Plan were found to be significant and unavoidable in all issue areas. This determination was made not because the policies themselves are considered harmful to the environment, but because there are impacts related to population growth, and uncertainty related to future implementation through community plan land use designations, applied zoning, and proposed development. As such, even the No Project alternative could result in similar or worse impacts as the Draft General Plan. Since the degree of impact and applicability, feasibility, and success of mitigation framework measures cannot be adequately known for each future specific development project at the program level of analysis, program level impacts were called out as significant and unavoidable. The PEIR concludes that the full impacts of any future specific development project under the General Plan can only be determined at the project level of analysis.

The Enhanced Sustainability alternative was found to meet all of the project objectives and was identified as the environmentally superior alternative. Through the climate change edits described above, the City has incorporated the principal objectives of this alternative into the Draft General Plan, so that the Draft General Plan now approaches the level of impacts estimated to occur under the Enhanced Sustainability alternative. In addition, the City has incorporated the principal environmental objective of the Increased Parking Management alternative into the Draft General Plan to further reduce environment effects related to air quality and traffic.

Copies of the 38 letters of comments received on the Draft PEIR, along with staff responses, are included on the Final PEIR. Staff responses to public comments are also reflected in edits made to various sections of the Final PEIR, as well as the Draft General Plan. The revisions to the PEIR and Draft General Plan serve to clarify and amplify information and mitigation in response to public comments, but do not result in the identification of new or increased environmental impacts requiring the recirculation of the PEIR. The revisions to the draft PEIR, with the exception of a new Section 9 - Mitigation, Monitoring and Reporting Program, are shown in strikeout/underline format.

The City is the lead agency for preparation and adoption of the Draft General Plan PEIR. This PEIR is intended for use by City decision-makers, other responsible or interested agencies and the general public in evaluating the potential environmental impacts that may result from the implementation of the Draft General Plan. The PEIR is provided as **Attachment 7**, under separate cover.

### **General Plan Implementation**

Implementation of the General Plan will be accomplished through a broad range of legislative and regulatory actions that will ultimately influence private and public development. Key

implementation tools include: community plan and facilities financing plan updates, LDC amendments, redevelopment plans, Capital Improvement Program projects, development permits, and resource conservation and management plans. Specific implementation measures that will be brought forward in the next month include LDC amendments to reflect changes to the plan amendment initiation criteria, and to the 1979 General Plan growth management tier system. Implementation actions that will follow General Plan adoption include a comprehensive Infrastructure Finance Strategy; a Quimby Act/Park Fee Ordinance; additional LDC amendments and other actions (see **Attachment 8** for more information on upcoming code amendments).

When the Strategic Framework Element was adopted in 2002, a Five Year Action Plan was brought forward as a companion item to identify specific measures needed to implement the Element. Many of the identified action items were related to completing the comprehensive General Plan Update. To close out this Five Year Action Plan, staff is in the process of preparing an updated General Plan Monitoring Report that will identify which actions have been completed, are underway, or not completed. A new General Plan Action Plan has been partially drafted and is attached to this report as an information item (see **Attachment 9**). Within 60 days subsequent to the City Council's adoption of the General Plan, this new Action Plan, along with the updated General Plan Monitoring Report, will be brought forward in final form, beginning with the Planning Commission.

### **Alternatives**

The updated General Plan is based upon the vision, core values, and City of Villages strategy contained within the Strategic Framework Element and adopted by the City Council in 2002. The Planning Commission could recommend that the City Council does not adopt an updated General Plan, or that the City Council adopt a General Plan with recommended edits.

### FISCAL CONSIDERATION:

The update to the General Plan, with its emphasis on directing new growth to areas served by transit, will better position the City of San Diego to compete for TransNet Smart Growth Incentive Funding, state bond measure Proposition 1C funds, and other smart growth funding sources. Action items identified in the General Plan Action Plan, which will be brought forward at a later date, will have fiscal impacts due to staffing and budgetary needs for the implementation of the updated General Plan.

### PREVIOUS COUNCIL and/or COMMITTEE ACTION:

The LU&H Committee has played a significant role in the General Plan Update process through workshops that have occurred over a four-year period. See **Attachment 10.a** for more information.

### COMMUNITY PARTICIPATION and PUBLIC OUTREACH EFFORTS:

Public outreach has taken place throughout the General Plan Update process. Since January 2003, over 250 workshops, forums, presentations, and working meetings have been held with community planning groups, the CPC, the general public, and stakeholder and interest groups. Workshops and presentations have been given to the full San Diego City Council, the Land Use and Housing Committee of the City Council, and the Planning Commission. The public and stakeholders have had opportunities to both receive information and provide input on the Draft General Plan at each

of these public meetings. In addition, staff has received many letters of comment, which are listed in **Attachment 10.b**.

- Planning Commission Recommendation – On November 8, 2007 the Planning Commission voted unanimously to recommend City Council approval of the General Plan Update and certification of the Program EIR. The Planning Commission made separate motions on each element, with recommended edits for staff and City Council consideration, as documented in **Attachment 12**.
- Community Planning Group Recommendation – On November 7, 2007, the Community Planners Committee (CPC) voted 13-3-3 to support the General Plan as amended by various motions, which are documented in **Attachment 11**. The through Council Policy 600-9 is the recognized advisory body for preparation, adoption and amendment of the General Plan. The CPC has devoted a substantial amount of time to the General Plan effort and has closely followed its progress. The CPC provided detailed comments on each element of the July 2005 and the October 2006 draft documents, and have most recently been reviewing the September 2007 Public Hearing Draft. The CPC's element-by-element motions on previous drafts are also recorded in **Attachment 11** of this report.
- Land Use and Housing Technical Advisory Committee – (TAC) - On November 14, 2007 the TAC voted to request that five remaining points of concern regarding the General Plan be addressed prior to adoption of the General Plan. A TAC representative will present these points of concern at the LU&H meeting of December 5, 2007.

#### KEY STAKEHOLDERS and PROJECTED IMPACTS:

- Overall Impact – The General Plan Update is a program of citywide significance that has drawn a great deal of public comment. The General Plan is a long-range policy document that does not result in direct impacts to specific properties or individuals, as there are no changes to the application of land use designations or zoning with the General Plan Update. However, some property owners are concerned that the identification of their properties on the proposed Prime Industrial Lands (PIL) map will have an impact on their property rights.
- Environmental Impact – The City, as lead agency, has prepared a Final PEIR No. 104495 (SCH No. 2006091032) for the proposed Draft General Plan in accordance with the State of California Environmental Quality Act (CEQA) Guidelines. A Mitigation, Monitoring and Reporting Program consisting of a Mitigation Framework will be implemented. However, since the degree of impact and applicability, feasibility, and success of mitigation framework measures cannot be adequately known for each future specific development project at the program level of analysis, program level impacts were called out as significant and unavoidable. The PEIR concludes that the full impacts of any future specific development project under the General Plan can only be determined at the project level of analysis.
- Housing Affordability Impact – The Draft General Plan is consistent with the adopted FY 2005-2010 Housing Element. The Housing Element identified the ongoing General Plan Update as a further step in implementing the City of Villages concept and various Housing Element action items. The General Plan does not directly impact housing affordability as it

does not include amendments to land uses or change planned housing capacity in the City. However, the strategy to direct housing into areas supported by public facilities and transit would provide opportunities for the development of housing at densities considered affordable.

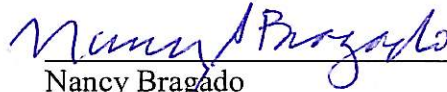
## CONCLUSION

The General Plan is intended to provide a strategy for the future development that values the distinctiveness of San Diego's communities while recognizing that San Diego is a major metropolis. The plan targets growth into distinctive village centers, protects the City's canyons and open spaces, strives for a sustainable use of resources, and seeks to preserve a high quality of life for future generations. The General Plan relies upon the community plans to provide the site-specific guidance that will lead to implementation of many of the General Plan policies, and the continued involvement of an engaged citizenry to monitor its implementation.

Respectfully submitted,



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ANDERSON/NSB/ah

### Attachments:

1. Public Hearing Draft General Plan (distributed under separate cover and available at: <http://www.sandiego.gov/planning/genplan/index.shtml>)
2. General Plan Fact Sheet
3. Corrections/Edits to the Public Hearing Draft
4. Draft General Plan - Strategic Framework Section, Clean Copy and Village Propensity Map
5. Economic Prosperity Backup Materials:
  - a. Citywide Prime Industrial Land Maps
  - b. Community Prime Industrial Lands Maps
  - c. Prime Industrial Lands Matrix
  - d. Communities With Prime Industrial Land
  - e. Community Group Recommended Prime Industrial Lands Map
  - f. EPE Question and Answer Sheet
6. General Plan Public Health Related Policies Matrix
7. Final EIR (distributed under separate cover and available at <http://www.sandiego.gov/planning/genplan/peir.shtml>)
8. Memorandum on Upcoming Code Amendments

9. Working Draft Action Plan
10. Public Contact Records:
  - a. Public Meeting Log
  - b. Public Correspondence Log
11. Community Planners Committee (CPC) Motions handout and Recommendations Matrix
12. Planning Commission Motions and Recommendations

Note: Due to the size of the attachments, its distribution will be limited to the Committee binders and the City of San Diego website ([www.sandiego.gov/cityclerk/officialdocs/legisdocs/-index.shtml](http://www.sandiego.gov/cityclerk/officialdocs/legisdocs/-index.shtml)). A copy is also available for review in the Planning Division, located in the City Administration Building, 202 C Street, on the 4<sup>th</sup> and 5<sup>th</sup> floors and Office of the City Clerk.