

# **Introductory Sections and Land Use and Community Planning Element**

Contents:

- 1.a Vision and Core Values  
Foundation for Planning
- 1.b Strategic Framework
- 1.c Land Use and Community Planning Element

# Vision and Core Values

This General Plan provides a vision, core values and policy guidance to balance the needs of a growing city while enhancing quality of life for current and future San Diegans. It provides a strategy, the City of Villages, for how the City can enhance its many communities and neighborhoods as growth occurs over time. It does not, however, encourage or mandate a specific amount of growth. Rather, it presents ten elements that overall provide a comprehensive “blueprint” for the City of San Diego’s evolution in the next twenty-plus years.

## Vision Statement

*We have a special role as stewards of a remarkable resource, a city on the Pacific of great cultural and physical diversity. In the 21st century, San Diego must continue to evolve in harmony with its exceptional natural environment, always treasuring the unique character of its neighborhoods, striving for equity, and celebrating the rich mosaic that is San Diego.*

## Core Values

The following values provide the foundation of the General Plan and they will help preserve and build on what is good in San Diego. These core values were developed with the guidance of the Strategic Framework Citizen Committee and through a multi-year dialogue with San Diegans in numerous community forums. They fall into three categories: our physical environment, our economy, our culture and society.

### **Our Physical Environment**

#### We Value:

- The natural environment.
- The City’s extraordinary setting, defined by its open spaces, natural habitat and unique topography.
- A future that meets today’s needs without compromising the ability of future generations to meet their needs.
- The conservation, preservation, and environmental quality of natural resources.
- Parks and public spaces, accessible by foot, transit, bicycle, and car, as areas for neighborhood, community and regional interaction and convenient recreation.

- The availability of public facilities, infrastructure, transit, information infrastructure, and services as essential to neighborhood quality and as necessary companions to density increases.
- A compact, efficient, and environmentally sensitive pattern of development.
- Walkable communities with tree-lined streets.
- A convenient, efficient, aesthetically pleasing, and multi-modal transportation system.

## **Our Economy**

### We value:

- The health, economic prosperity, and well-being of our citizens.
- A diverse economy to achieve a rising standard of living for all San Diegans.
- Mutually beneficial cultural and economic ties with Mexico and our neighbors in Latin America.
- Regional coordination to resolve regional growth issues, and regional collaboration to meet economic prosperity goals.

## **Our Culture and Society**

### We value:

- Social equity.
- Safe and secure neighborhoods.
- The physical, social and cultural diversity of our City and its neighborhoods.
- Housing affordability throughout the city and an overall diversity of housing types and costs.
- Schools as an integral part of our neighborhoods and equitable access to quality educational institutions.
- The City's multiplicity of arts, cultural, and historical assets.

# Foundation for Planning

*San Diego has the location and the physical foundation in general for an important, perhaps a great city. Its people are awake to its needs, and are resolved to meet them.*

*-John Nolen, 1908*

## The City's Modern Planning History

Planning consultant John Nolen wrote these words as a preface to San Diego's first grand vision statement of the 20th century. He looked at a young city (incorporated on March 27, 1850) with a population of less than 40,000 and imagined what it could become.

Against the backdrop of what Nolen considered San Diego's "permanent attractiveness beyond all other communities," he envisioned development of a civic center of downtown public buildings, more urban open space, parks and playgrounds, and a bayfront with promenades and public amenities. He urged San Diegans to build a city that capitalized on its many natural assets and enviable climate. Nolen's goals are still relevant today and they were the basis for many of the planning decisions that shaped San Diego in the past century.

Since the Nolen Plan was commissioned, San Diego has grown from a small border town to a thriving metropolis of nearly 1.3 million people, complete with many distinct and diverse neighborhoods. Approximately one-half of the county's growth traditionally occurs within the City. The City's growth and evolution have served as a catalyst for the development of numerous planning visions and plan documents. Through the years, all of the plans have shared a somewhat common vision. They have sought preservation of unique neighborhoods, good jobs and housing for all San Diegans, protection and enhancement of the environment, development of a diverse economy, an efficient and useful public transit system, well-maintained public facilities and services, and careful management of the growth and development of the city.

During the 1960s, the City engaged in a comprehensive planning process to prepare the first Progress Guide and General Plan, and in 1967 the City Council adopted and the electorate ratified that document as the first General Plan for the City of San Diego. In 1974, planning consultants Kevin Lynch and Donald Appleyard, with funding received through a grant from the prominent San Diego Marston family, produced *Temporary Paradise?* This groundbreaking study focused upon the natural base of the city and region; it recommended that new growth complement the regional landscape to preserve its precious natural resources and San Diego's high quality of life. *Temporary Paradise?* served as the foundation for, and major influence on, the subsequent comprehensive update of the Progress Guide and General Plan adopted in 1979.

The City experienced both significant growth and a serious recession over the two following decades. Residential development reached the city's jurisdictional boundaries. Also, the City's economic base evolved from tourism and defense to include high technology research and manufacturing, and international trade. The citizens of San Diego reacted to the growth and change by participating in numerous visioning efforts; they produced several documents, ballot initiatives, and programs of note: Urban Form Action Plan, Regional Growth Management Strategy, the Livable Neighborhoods Initiative, Towards Permanent Paradise, the Renaissance Commission Report, and many others.

Based upon the planning principles and shared common values in all of these documents, the City Council adopted the Strategic Framework Element in 2002 to guide the comprehensive update of the entire 1979 Progress Guide and General Plan and the implementation of the Action Plan. The 1979 Progress Guide and General Plan primarily addressed the development of vacant land and it was largely successful in ensuring that new communities were built with adequate public facilities. It presumed, however, that the City's Capital Improvements Program would provide public facilities needed by infill growth in urbanized communities. Due to reduced City revenue available for public facilities following adoption of the Progress Guide and General Plan, new facilities were not built concurrent with infill growth. While a program of creating financing plans for urbanized communities was subsequently adopted, collecting a "fair share" from infill development has not provided enough funds to build new facilities. Additionally, new development cannot be held accountable for the facilities deficiencies that preexisted in urbanized communities. New strategies, therefore, are necessary to address existing public facilities shortfalls and growth pressures within those neighborhoods.

## Role and Purpose of the General Plan

Planning is a critical component in assisting a city in its evolution, as well as protecting the health, safety, and welfare of its residents. The State of California considers the general plan to be a "constitution for development," the foundation upon which all land use decisions in a city or county are to be based. It expresses community vision and values, and it embodies public policy relative to the distribution of future land use, both public and private. Recognizing this, State law requires each city (and county) to adopt a general plan to guide its future, and mandates through the Government Code that the plan be periodically updated to assure its relevance and value. It also requires the inclusion of seven mandatory elements: Land Use, Circulation, Housing, Conservation, Noise, Open Space, and Safety. In addition, State law permits the inclusion of optional elements which address needs, objectives, or requirements particular to that city or county.

The land use element of the City's General Plan is called the Land Use and Community Planning Element, and it incorporates more than 50 community, specific, precise, and subarea plans. Few jurisdictions in the State have the size, diversity, and land use patterns that the City has that necessitate community-based land use plans. Nine additional elements address issues of citywide and regional significance: Mobility, Economic Prosperity, Public Facilities/Services and Safety, Urban Design, Recreation, Cultural Resources, Conservation, Noise, and Housing. State law requires internal consistency, meaning that no policy conflicts can exist, either textual or diagrammatic, between components of the General Plan, including optional elements, and that no one element may take precedence over another. This also means that community plans, while addressing community-specific issues, must be consistent with the policies of the rest of the General Plan and with each other.

The updated General Plan offers new policy direction in a variety of areas dealing with urban form, neighborhood character, historic preservation, public facilities, recreation, conservation, mobility, housing affordability, economic prosperity, environmental justice and equitable development. As we find that less than 10 percent of the City's land is vacant and available for new development, the City must shift from developing vacant land to reinvesting in existing communities. Therefore, new policies have been created in order to support changes in development patterns that emphasize combining housing, employment centers, schools, and civic

uses in high level activity areas in the city. The General Plan also recognizes and explains the critical roles of the community planning program and the various community plans as the vehicles to tailor the City of Villages strategy for each community in the city. It also outlines the plan amendment process, other implementation strategies, and considers the continued growth of the city beyond the year 2020.

## Other Applicable Planning Law

In addition to the State Planning and Zoning Law, which addresses a variety of planning related issues, including but not limited to the preparation, adoption or amendment of a general plan, there are other State and Federal laws that also influence development of local policies found in the City's General Plan. For instance, Federal laws such as the Endangered Species Act, Clean Water Act, and Clean Air Act have been instrumental in shaping local policies designed to achieve stated purposes under these acts. The Endangered Species Act of 1973 was enacted by the U.S. Senate and House of Representatives to provide for the conservation and protection of endangered and threatened species of fish, wildlife, plants, and their habitat. Subsequent to this enactment, the California Endangered Species Act was ratified, which generally parallels the main provisions of the federal act. Based on principles from both laws and the California Natural Community Conservation Planning Act, the Multiple Species Conservation Program (MSCP) was developed at the local level. It is a comprehensive, long-term habitat conservation planning program that covers approximately 900 square miles (582,243 acres) in southwestern San Diego County. It was developed cooperatively by participating jurisdictions/special districts in partnership with federal/state wildlife agencies, property owners, and representatives of the development industry and environmental groups.

The Clean Water Act, formerly known as the Federal Water Pollution Control Act of 1972, which was renamed in 1977. This law is intended to protect water quality. As the Regional Water Quality Control Board (RWQCB) implements sections of the Clean Water Act, and State laws, it develops programs to prevent, reduce, or eliminate ground and surface water contamination and requires point source dischargers to obtain waste discharge permits. Under this permit, the City was required to develop a Storm Water Pollution Prevention Program (SWPPP) which specifies year-round storm drain monitoring, pollution elimination programs, code compliance, reporting to the RWQCB, and public education.

The primary objective of the Clean Air Act is to establish Federal standards for various pollutants from both stationary and mobile sources and to provide for the regulation of polluting emissions via State implementation plans. The act stipulates requirements to prevent significant deterioration of air quality where air quality exceeds national standards, and to provide for improved air quality in areas which do not meet Federal standards. The General Plan's Mobility Element and Conservation Element contain policies designed to reduce greenhouse gas emissions as well as pollution resulting from motor vehicles.

As previously mentioned, State laws also play a role in shaping City policies as they are related to a variety of topics, including but not limited to the following: housing, redevelopment and airport land use planning. State law requires preparation of a Housing Element every five years to set forth housing policies and to assess how successful the City has been in meeting the goals and objectives of the previous Housing Element. A key requirement is that the City show how many units of housing could potentially be developed on land that is zoned and designated for housing and that is currently vacant or underdeveloped.

Under the California Community Redevelopment Law, redevelopment is a tool created by State law to assist local governments in eliminating blight from a designated area, where blight consists of the physical and economic conditions within an area that cause a reduction of, or lack of, proper utilization of that area. Redevelopment can also assist with aspects of development, reconstruction and rehabilitation of residential, commercial, industrial and retail districts. Specific redevelopment related policies are found under the Economic Prosperity Element, and these policies are intended to help the City redevelop and revitalize underutilized areas.

With regards to airport land use planning, State law's purpose is to protect public health, safety, and welfare by ensuring the orderly expansion of airports and the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards within areas around public airports, to the extent that these areas are not already devoted to incompatible uses. Airport land use compatibility issues are further addressed under the Land Use and Community Planning Element to meet the purpose and intent of the law.

## Coastal Act

The California Legislature adopted the California Coastal Act in 1976 to “protect, maintain, and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and artificial resources (Public Resources Code Section 30001.5) for the benefit of current and future residents and visitors.” The law applies to property within the Coastal Zone as delineated on a set of maps adopted by the Legislature. The law establishes the Coastal Commission to regulate development in portions of the Coastal Zone and to work in partnership with local government, specifically 15 coastal counties and 58 cities, of which the City of San Diego is one, to manage the conservation and development of coastal resources through comprehensive planning and regulatory programs, and Local Coastal Programs (LCPs). A Local Coastal Program is the Coastal Act term referring to certified land use plans and implementing ordinances (see sidebar below).

In the City, Coastal Act policies are integrated into each of the community plans, as they are updated, to govern the land uses within the coastal zone and to provide protection to coastal resources as further specified under Chapter 3 of the Coastal Act. This is true of community plan areas located either wholly or partially within the coastal zone. See Figure FP-1 for the Coastal Zone Boundary and community plans that implement the Coastal Act.

## Regional Context/Inter-jurisdictional Coordination

In a county that continues to grow both through redevelopment of existing areas and in new communities, regional coordination is critical to help guide the location of new growth and the placement of regional-serving facilities.

The City of San Diego plays a leading role in regional planning. This role includes working with other cities throughout San Diego County and agencies in allocating the region's population projections and necessary housing units, refining the regional arterial transportation network, expanding transit services, developing a long-term airport solution for the region, assuring availability of adequate sources of water and utilities for urban needs, and achieving goals for a regional open space network.

The City continues to coordinate and work closely with San Diego Association of Governments (SANDAG), the region's land use and transit planning agency. The City of San Diego General Plan is designed to complement and support the Regional Comprehensive Plan adopted by SANDAG in 2004, which addresses the region's growth, while preserving natural resources and limiting urban sprawl. The objective to increase residential and employment concentrations in areas with the best existing and future transit connections supports regional planning goals and transit vision. In addition, it is important to recognize that San Diego's location on the U.S.-Mexico border offers many distinct opportunities and continued coordination on binational planning is needed to promote collaborative solutions. SANDAG's Binational Planning and Interregional Planning Program, through its Borders Committee of the SANDAG Board of Directors, addresses important binational, intergovernmental, and interregional issues, such as transportation infrastructure, economic development, and environmental planning as well as preservation.

## San Diego Planning Area/Sphere of Influence/Municipal Boundary Adjustments

Under the authority of the State, the Local Area Formation Commission (LAFCO) regulates, through approval or denial, any boundary changes proposed by a city. Although LAFCO does not have the power to initiate boundary changes on its own, LAFCO coordinates the orderly development of a community through reconciling differences between city and county plans, so the most efficient urban service arrangements are created for the benefit of area residents and property owners.

The City of San Diego's lead role in regional planning includes working with other jurisdictions and agencies in refining the City's boundaries. The expansion of city boundaries can help discourage urban sprawl by providing organized and planned growth, the efficient delivery of urban services, such as police, fire, water and sanitation, and the preservation of open space. By discouraging sprawl, the City can limit the misuse of land resources and promote a more cost-efficient delivery of urban services. Both the State and County of San Diego support the expansion of cities to provide urban services, rather than the expansion of special districts.

The City of San Diego is generally bounded by the County of San Diego and City of Escondido to the north; cities of Poway, Santee, El Cajon, La Mesa, and Lemon Grove to the east; the Mexican border to the south; and the Pacific Ocean as well as cities of Solana Beach, Del Mar and Imperial Beach to the west. The city covers nearly 330 square miles and is located in the southwestern corner of California.

A "Sphere of Influence" which is used to determine the most logical and efficient future boundaries for cities, is the physical boundary and service area that a city is expected to serve. In 1985, LAFCO determined the City of San Diego's Sphere of Influence to be co-terminus with its jurisdictional boundaries. The entire planning area for the City is also comprised of 50 community planning areas where 42 of these areas have recognized community planning groups that are responsible for advising the City on community goals and development proposals as well as providing official recommendations to the City on land use related matters.

Areas shown in the Figure FP-2, Prospective Annexation Areas map, include both islands of unincorporated land within the city, and unincorporated areas that share common geographic features and are bordered by the same natural boundaries as the contiguous city area. Land within the areas designated on the map can be reviewed for the possibility of annexation upon the initiative of either the landowner or the City. Additionally, from time to time, the City may determine that services could be provided more efficiently to areas just inside or outside our boundaries. In those cases, there may be consideration of jurisdictional boundary adjustments after appropriate land use, fiscal and economic analyses are prepared.

## Relationship to Other City Policy/Plan Documents

Other City policies and plan documents provide support to the General Plan as they further strengthen the citywide policies stated in the General Plan by providing specific guidance on a variety of development-related matters. For instance, several City Council Policies adopted by resolution of the City Council provide direction on a variety of development-related subject areas and they also establish procedures by which certain actions and/or functions are performed. Existing Council Policies cover topics, such as public infrastructure, facilities and services, engineering matters, economic development, code enforcement, and real estate management. Additionally, the City has adopted master plans, such as the Bicycle Master Plan, park master plans, Utilities Undergrounding master plan, Metropolitan and Municipal Wastewater master plans, and master street tree plans that guide certain aspects associated with development.

While master plans and other policy documents exist in the City, the General Plan is the primary land use planning document that establishes citywide policies and provides guidance for future development in the City. Therefore, all other policy or planning documents must be consistent with the General Plan's goals and policies.

In order to address the need for public facilities in the various communities as related to their growth, the City has public facilities financing plans which are companion documents to community plans. These documents identify lists of major public facilities in the areas of transportation (streets, storm drains, traffic signals, etc.), libraries, park and recreation facilities, and fire stations that are needed to serve the needs of the community over the upcoming years. These documents also identify fees that are necessary to help mitigate costs of public facilities required as a result of development in the communities.

In terms of regulatory policies, the Land Development Code chapters 11 through 15 of the Municipal Code contain the City's planning, zoning, subdivision and building regulations that help implement the General Plan. Also, a Land Development Manual provides information to assist in the processing and review of applications by covering aspects of submittal requirements, required fees and deposits as well as establishing development standards and guidelines.

## Plan Organization: Elements/Topics/Focus

The General Plan is comprised of ten elements that together provide direction for growth and development in the city in the next twenty-plus years. All of the elements are interlinked through common goals where there is synergy among the elements. No one element takes precedent over another and each element must be considered in the context of the entire General Plan. Balancing a variety of important issues is a constant challenge; however, the General Plan

has reconciled any apparent inconsistency between goals and policies of the various elements. It is the vehicle for dealing with competing interests. The ten elements are listed further below, but first, it is important to mention that the Strategic Framework Element that was adopted in October of 2002 established the vision and guiding policies upon which this General Plan is based. It included citywide goals, policies and a comprehensive strategy, known as the City of Villages, to determine where and how new growth and development should occur to ensure the long-term environmental, social, and economic health of the City and its many communities.

**Land Use and Community Planning-** The Land Use and Community Planning Element provides direction regarding location and method for future growth and development that will ensure creation of balanced communities, preservation as well as enhancement of the many communities and neighborhoods located within the city. This Element establishes and identifies the strong linkage between the General Plan and community plans. It also provides the overall policy direction for preparation and updates of community plans.

As the General Plan provides an overall vision, core values and policy guidance to balance the needs of the City of San Diego, the community plans provide specific policy direction that is tailored for specific community planning areas from the general citywide policies contained in the General Plan. Community plans together represent a very significant and vital component of the Land Use and Community Planning Element of the General Plan as they provide the more detailed land use designations and distribution of land uses at the smaller geographic level of community or neighborhood planning areas. Community plans also provide the level of specific detail and tailored policy recommendations that are needed when recognized community planning groups and City staff review development projects being proposed in the community.

**Mobility-** The Mobility Element contains policies designed to help the City manage congestion and develop a multi-modal transportation network. This Element emphasizes the importance of linking land use and transportation planning. Its policies address the need to develop a balanced transportation system that meets the needs of drivers, pedestrians, bicyclists, and transit riders.

**Urban Design-** The Urban Design Element offers guidance on how to create great buildings, neighborhoods, and public spaces. The policies strive to capitalize on San Diego's natural beauty and unique neighborhoods by calling for development that respects the natural setting, enhances the distinctiveness of our neighborhoods, strengthens the natural and built linkages, and creates mixed-use, walkable villages.

**Economic Prosperity-** The Economic Prosperity Element is a new element combining the previous Commercial, Industrial, and Redevelopment elements. It provides comprehensive and cohesive citywide policies to address employment land availability, regional infrastructure, business development, education and workforce development, the jobs-housing balance, and border issues.

**Public Facilities, Services, and Safety-** The Public Facilities, Services, and Safety Element addresses public facility standards and guidelines and the equitable provision of public facilities and services throughout the city. The Element provides policy direction on citywide priorities for facilities, guidance for community plan facilities elements, financing options for public facilities, and establishes policies to maintain service levels as the population grows.

**Recreation-** The Recreation Element sets forth policies to improve equitable public access to recreational resources and facilities, protect and enhance population and resource-based parks and open space, and expand options for how communities can meet existing park and recreation standards. This Element also establishes and refines recreation standards that are flexible but provide an equivalent level of service.

**Conservation-** The Conservation Element addresses natural resource conservation and preservation, pollution prevention, and sustainable environmental practices. Conservation policies seek to achieve healthy natural ecosystems, and to protect and enhance the quality of life in San Diego for existing and future generations. Policy topics include landform preservation, water supply, biological diversity, waste management and efficient building design among others.

**Cultural Resources-** The Cultural Resources Element includes policies to ensure protection and enhancement of historic and cultural resources as future growth in San Diego shifts from building on vacant land to reinvesting in existing communities. The Element also emphasizes the need to foster greater public participation and education as part of the preservation effort as well as the need to strengthen historic preservation planning within a broader land use planning process.

**Noise-** The Noise Element includes policies to establish a pattern of land uses and noise abatement measures to ensure that future development and redevelopment minimizes the exposure of community residents to excessive noise. The Element is especially important as the City of San Diego begins to target growth into specific commercial infill areas consistent with transit-oriented development design guidelines and with a mix of uses.

**Housing-** The Housing Element is updated in accordance with the five-year cycle mandated by State law and is produced under separate cover. It includes policies and programs to assist with the provision of adequate housing to serve San Diegans of every economic level and demographic group.

With the City of Villages in mind as the main strategy or focus for how the City can enhance its many communities and neighborhoods as growth occurs over time, each of the elements identify plan issues that need to be addressed to implement this strategy and that in fact helped guide the creation of specific policies for the updated General Plan. These issues cover areas dealing with urban form, neighborhood quality, mobility, public facilities, economic prosperity, environment, conservation, noise and housing affordability. Detailed policies under each of the ten elements cover aspects and topics that provide a comprehensive understanding of the City's "blueprint" for future development.

# Strategic Framework

## Purpose and Intent

To shape growth in the City by capitalizing on the unique and treasured assets of our communities, while preserving their character and the City's natural resources.

To guide updates and ongoing implementation of the General Plan and community plans.

## Plan Issues

- Population forecasts indicate that the City's population will continue to increase over the next 30 years
- Less than 10 percent of the City's land is vacant and available for new development, meaning the City must shift from developing vacant land to reinvesting in existing communities
- The City faces a significant shortfall in public facilities and services
- There is a need to address traffic congestion and other quality of life concerns
- Housing has been increasingly unaffordable and unavailable throughout the city

## Introduction

The Strategic Framework Element of the General Plan was adopted in October of 2002. This purpose of this element was to establish the vision and guiding policies upon which a comprehensive General Plan update would be based. The Strategic Framework Element set forth the City of Villages strategy for growth and development, along with a slate of citywide policies intended to address a broad range of issues facing the City. The City of Villages strategy represents a comprehensive approach to guiding future development. The strategy recognizes that while the City is a thriving metropolis, it remains a City of Villages with distinctive neighborhoods and communities.

Because topic-specific policies have been relocated to other elements, the Strategic Framework Element now plays the role of showing how the City of Villages strategy fits into the other elements. Descriptions of Strategic Framework Element topic areas are included below, with summaries of key policies and references to where additional policy development has occurred within the ten General Plan elements.

## Framework Policies

### Urban Form

San Diego is one of a few major metropolitan areas built upon and around a canyon system. The City's urban form is loosely based upon a naturally connected system of open space, characterized by valleys, canyons and mesas. These natural features also define the boundaries and gateways into the City's distinct neighborhoods. As San Diego grows, its urban form must increasingly respect the existing natural template, provide stronger linkages between communities, and create diverse village centers.

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Allow the natural environment to define and shape the City's form.	Conservation Element - Open Space and Landform Preservation section
Protect urban canyons, significant hillsides and ridgelines, and community open spaces.	Conservation Element - Open Space and Landform Preservation section
Focus more intense commercial and residential development in pedestrian-oriented village centers.	Land Use and Community Planning Element - Village Categories section

### Neighborhood Quality

As San Diegans, we value the distinctive character, safety and security, diversity, and sense of community in the City's many neighborhoods. Many of our older communities are loved for their architectural style, mix of uses, tree-lined streets and distinctive shopping districts. Others are drawn to newer suburban locations because of the excellent public facilities and new home choices. The City's strategy must preserve the best qualities of our neighborhoods, improve elements that do not function well, and provide for the needs of future generations. Neighborhood and urban centers will contain various mixes of commercial, employment, and housing uses. Centers will also include public gathering spaces, civic or educational uses, walkable, tree-lined streets, and opportunities for arts and culture. Historic resources will be addressed in a comprehensive manner and, where present, will be incorporated into many of the village centers.

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Develop alternative methods of providing parks and recreational areas to meet the needs of urban and built-out communities.	Recreation Element - Joint Use and Cooperative Partnerships section

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Include significant public spaces in village centers.	Urban Design Element - Public Spaces and Civic Architecture section
Promote safety and security.	Urban Design Element - Crime Prevention Through Environmental Design (CPTED) section
Increase walkability in City neighborhoods, and improve opportunities for bicycle and transit use.	Mobility Element - Walkable Communities, Transit First, and Bicycling sections
Promote arts, culture, and history.	Urban Design Element - Public Art & Cultural Amenities section

### Public Facilities and Services

The provision of adequate infrastructure and public facilities is the key component for the entire strategy. Public facilities like schools, parks, and police services must keep pace with population growth and development. In order to achieve progress in remedying existing public facilities shortfalls and to provide high quality public facilities and services in the future, new growth must have a more compact urban form, greater joint use efficiencies must be achieved, new sources of revenues must be secured, and facilities and services must be better tailored to meet the needs of diverse communities.

Financing strategies and options that address existing and future public facilities needs are included under the Public Facilities, Services and Safety Element of the General Plan. The Public Facilities, Services and Safety Element also sets forth a strategy for prioritizing public facilities needs on a citywide basis while Community Facilities Elements will establish overall policy direction on the character, prioritization, and mix of needed facilities for each community. Community Facilities Elements will provide policy guidance for the development of Public Facilities Financing plans. The financing plans will identify existing and future facilities needs in each community, and available funding sources that could be used to meet those needs. A wide range of community input will be required to determine which types of facilities best suit the needs of each community, taking into account unique neighborhood character and urban form.

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Facilitate development patterns that can be served by adequate infrastructure.	Public Facilities, Services and Safety Element - Evaluation of Growth, Facilities, and Services section  <i>***This is proposed section title for next draft. July draft title: Public Facility and Service Provision Strategy***</i>

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Focus infrastructure investments in communities that have a demonstrated need for such resources.	Public Facilities, Services and Safety Element - Public Facilities and Services Prioritization section
Use citywide resources to ensure that community facilities, open space, and infrastructure improvements are provided (to address existing deficiencies).	Public Facilities, Services and Safety Element - Public Facilities Financing section
Require new development to contribute to public facilities commensurate with the level of impact.	Public Facilities, Services and Safety Element - Evaluation of Growth, Facilities, and Services section  ***This is proposed section title for next draft. July draft title: Public Facility and Service Provision Strategy***

## Conservation and the Environment

San Diego's beauty and character is in large part due to its unmatched natural resources. San Diego's mountains, beaches, bays, canyons, and other natural landforms define the City. Some of the most unique, and unfortunately threatened and endangered plants and animals in the nation are concentrated in this region. Our future quality of life hinges on the protection of these natural resources to safeguard San Diego's beauty and biodiversity, and to ensure an adequate supply of resources such as energy and water for the future.

The City of San Diego is committed to protecting and restoring natural resources, preventing harm to the environment and human health, and promoting a sustainable future that meets short-term objectives without compromising San Diego's long-term needs. Environmental quality is a key to the City's quality of life and long-term economic prosperity. The City of San Diego's commitment to conservation and the environment will help guide future decision-making, policies, and programs.

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Conserve, protect and restore natural resources.	Conservation Element - Open Space and Landform Preservation section Recreation Element - Preservation section and Open Space Lands and Resource-Based Parks section
Work toward citywide development of sustainable buildings.	Conservation Element - Sustainable Development and Urban Forestry section
Prevent pollution and reduce urban runoff.	Conservation Element - Urban Runoff Management section

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Promote environmental education.	Conservation Element - Environmental Education section Recreation Element - Preservation section

## Mobility

The City of Villages strategy calls for a convenient, efficient, and attractive multi-modal transportation system that encourages trips to be made by pedestrians, bicyclists, and transit riders. This system should improve mobility for San Diegans by providing faster, competitive, even preferred, alternatives to the automobile for many trips in the region.

To realize this vision, transportation and land use planning must be closely linked. This includes retrofitting and redeveloping portions of existing neighborhoods and roadways and designing new streets and centers to fully integrate land use, circulation, and urban design. The goal is to maximize the ability of people to move about comfortably and efficiently by foot, bicycle and transit, and to reduce automobile dependence.

Thoughtful land use planning may also reduce the need for vehicular travel, because goods and services would be conveniently located near homes and jobs. For San Diegans to enjoy freedom of mobility in the future, dramatic improvements to our transit system and focused improvements to streets and highways need to be made. Future road improvements to enhance the connectivity of the transportation network will need to be balanced with goals of protecting neighborhood character and environmental resources.

While villages are intended to have a variety of uses and services that meet many of the daily needs of the people living and working within them, villages are not expected to be self-sufficient enclaves. San Diego's most dense neighborhoods, urban centers, and corridors will be linked to each other and to the region through high quality, rapid transit services. In order to make transit the first choice for many of the region's trips, the San Diego region must strive for: a rich network of high-speed routes, ten-minute service frequencies, extensive use of transit priority measures, walkable community designs, stations integrated into neighborhoods, and customer focus in services and facilities. The goal is to create a world-class transit system that is competitive with the automobile.

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Integrate land use and transportation planning to improve mobility.	Land Use and Community Planning Element - Village Location Criteria Mobility Element - Introduction
Increase capacity and operational improvements to streets and highways.	Mobility Element - Streets and Freeways section
Manage parking.	Mobility Element - Parking Management section

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Support implementation of transit improvements that will help make transit the first choice for many types of trips in the region	Mobility Element - Transit First section
Promote walkable, tree-lined streets.	Mobility Element - Walkable Communities section

### Housing Supply and Affordability

A consistently increasing housing supply is needed to accommodate future population growth. In addition, new forms of housing and housing at higher densities is needed due to anticipated demographic shifts, a shortage of land available for traditional single-family housing, the high cost of land, and to enable the workforce to live in locations that are near or accessible to employment centers. The provision of affordable housing also assists the City of San Diego in meeting social equity and economic prosperity goals. Key policy measures to ensure a variety of housing types and range of affordability options include:

<i>Strategic Framework Element Policy Summary</i>	<i>Corresponding General Plan Element</i>
Ensure that the housing supply accommodates future population growth.	Housing Element - Goal 1 (discussion of overall housing supply)
Balance the distribution of affordable housing among communities.	Housing Element - Goal 1 (discussion of Inclusionary Housing policy)
Concentrate future residential density increases in the Regional Center area, Subregional Districts, and Urban and Neighborhoods Village Centers.	Land Use and Community Planning Element - City of Villages Strategy section
Establish policies to allow areas within the Subregional Districts to collocate employment and higher density residential uses and to adopt design standards to mitigate land use conflicts.	Economic Prosperity Element - Regional and Subregional Employment Districts section

### Economic Prosperity and Regionalism

To address the shortage of available land used for employment, the land appropriate for future employment uses should be designated in key areas throughout the city, including recognizing underutilized land that could be redeveloped for employment uses. Subregional Districts and Urban Village Centers (further defined under the Land Use and Community Planning Element) will play an important role in the City's economic prosperity strategies by providing the appropriately designated land and infrastructure needed to support business development and a variety of employment and housing opportunities. Key strategies to increase economic prosperity include:

<b><i>Strategic Framework Element Policy Summary</i></b>	<b><i>Corresponding General Plan Element</i></b>
Use employment lands efficiently.	Economic Prosperity Element - Industrial and Commercial Land Use sections, and Regional and Subregional Employment Districts section
Increase middle-income employment opportunities.	Economic Prosperity Element - Employment Development section
Retain and expand businesses that diversify the economic base and offer high-quality employment opportunities.	Economic Prosperity Element - Business Development section and Employment Development section
Promote education and job training.	Economic Prosperity Element - Education and Workforce Development section
Lead regional collaboration and strengthen border relations.	Economic Prosperity Element - International Trade and Border Relations section Public Facilities, Services and Safety Element - Public Facilities and Services Prioritization section

### Equitable Development Policy Recommendations

Equitable development is defined as “the creation and maintenance of economically and socially diverse communities that are stable over the long term, through means that generate a minimum of transition costs that fall unfairly on lower income residents.”<sup>1</sup> If carefully framed, gentrification can help meet the goal of equitable development by creating a greater income mix in a neighborhood and providing new economic opportunities.

<b><i>Strategic Framework Element Policy Summary</i></b>	<b><i>Corresponding General Plan Element</i></b>
Create and maintain stable, economically and socially diverse communities through means that distribute equitably the costs and benefits of development.	Land Use and Community Planning Element - Balanced Communities section Equitable Development section
Ensure that residents can afford to remain in their community when it is improved.	Land Use and Community Planning Element - Equitable Development section

<sup>1</sup> Maureen Kennedy and Paul Leonard, *Dealing With Neighborhood Change: A Primer on Gentrification and Policy Changes*. (The Brookings Institution Center on Urban and Metropolitan Policy, April 2001), p.4.

## Behind the City of Villages Strategy

The analysis in this section was used in the development of the Strategic Framework Element policies. While the City of Villages strategy represents the City's new approach for shaping how the City will grow, it builds upon a strong legacy of growth management and environmental protection measures.

The essence of the Strategic Framework Element is the City of Villages strategy, a wide-ranging approach to improving the quality of life for all San Diegans. The strategy addresses the urban development trends of the past and the challenges of the near future, while outlining implementation strategies for the continued growth of the City beyond the year 2020. The focus of the strategy is determining where and how new growth and redevelopment occur to ensure the long-term environmental, social, and economic health of the City and its many communities. The strategy seeks to target growth in village areas and it must strengthen neighborhoods, not diminish them. Conceptually, the City of Villages reinforces and enhances the existing patterns of development found in the City's communities. It draws upon the strengths of San Diego's natural environment, neighborhoods, commercial hubs and employment centers. San Diego needs a well defined strategy for investing finite City resources for the greatest public benefit. The City of Villages strategy will help to accomplish this objective and ensure the future prosperity of the City and its residents.

The City of Villages strategy was developed after a thorough analysis of the experiences of the past, existing opportunities and constraints, and trends for the future. City staff worked in conjunction with the Strategic Framework Citizen Committee to analyze the impacts of population trends, development patterns and legislative policy decisions of the past and future. The most recent data on population trends and cultural diversity are discussed in the Land Use and Community Planning Element.

### **Urban Form Development Patterns**

#### Phased Development Areas and Proposition 'A'

In 1979, the Progress Guide and General Plan established a growth management program entitled, Guidelines for Future Development. The guidelines were designed to require a phasing of growth and development in the outlying areas of the city, in accordance with the availability of public facilities and services, and to redirect growth into the central business district and established neighborhoods. This growth management program established the three tiers of growth: Urbanized, Planned Urbanizing, and Future Urbanizing areas. The General Plan encouraged intensive and varied development in the Urbanized area, a portion of the city consisting of established, built-out neighborhoods and the downtown core. Development in the Planned Urbanizing area's newly developing communities primarily along the I-5 and I-15 corridors could occur, but Council Policies were established which required developers to pay for the construction of all necessary public facilities through either a Facilities Benefit Assessment (FBA) or other financing mechanisms.

In 1979, the Future Urbanizing Area (FUA) located at or adjacent to the city boundaries was largely vacant and zoned for agricultural use. The General Plan discouraged urban and suburban

levels of development in the FUA, unless and until the Urbanized and Planned Urbanizing areas were sufficiently built. The intent was to discourage leapfrog development and inefficient use of the City's facilities and services. As a result, there was a significant increase in the amount of growth in the Urbanized area. Whereas only ten percent of all new residential growth in 1979 occurred in the urbanized area, by 1983, that number had increased to sixty percent. During the late 1980s and throughout the 1990s, the momentum shifted again to the Planned Urbanizing area, but a substantial amount of residential development continued to occur each year in the Urbanized area up through the time of the recession in the early 1990s.

In the mid-1980s, developers began to pursue projects within the northern portion of the city in the North City Future Urbanizing Area (NCFUA). In 1984, the City Council approved a development in the La Jolla Valley at the extreme northern edge of the city. San Diego residents grew concerned that the City would approve such an intense development in apparent conflict with adopted growth management policies, and without the benefit of comprehensive planning. The City Council's action prompted a voter-initiated ballot measure, Proposition 'A' – the Managed Growth Initiative. This initiative required approval of a majority vote of the people for phase shifts from Future Urbanizing to Planned Urbanizing area, retroactive to the date prior to approval of the La Jolla Valley development. The ballot measure provided that the “provisions restricting development in the Future Urbanizing Area shall not be amended except by majority vote of the people” except for “amendments which are neutral or make the designation more restrictive in terms of permitting development.” Consequently, after the passage of Proposition 'A,' in the absence of voter approval, development in the FUA continued to be limited to extremely low-density, estate residential projects, a few low intensity recreational uses, and agriculture.

### Planning and Phase Shifts for Proposition 'A' Lands

Concern over losing so much of the urban reserve to unplanned, low density development resulted in City Council adoption of a moratorium on NCFUA development, while the City prepared and adopted a comprehensive amendment to the Progress Guide and General Plan. This amendment, the NCFUA Framework Plan, was adopted in 1992. The plan established an interconnected open space system and divided the NCFUA into five subareas. The plan called for moderate density residential projects in mixed-use centers surrounded by lower density development, the integration of pedestrian-oriented design, and the use of landform grading techniques. By 1998, the voters had approved phase shifts for three major subareas.

The City has also undertaken other planning efforts to address land use in the remainder of the Future Urbanizing area subject to its jurisdiction. In 1995, the City Council adopted a comprehensive update to the San Pasqual Valley Plan that recommended the preservation of San Pasqual Valley for agricultural use and open space. Additionally, in 1996, the City adopted a specific plan for the Del Mar Mesa that limits residential development and sets aside over half of the plan for the purposes of habitat preservation. Furthermore, federal, state, county, and other jurisdictions have participated with the City in planning for open space and habitat preservation in the San Dieguito and Tijuana River valleys, also part of the Future Urbanizing area. As a result of these planning efforts, the City, with voter concurrence, has effectively determined for the most part where future development should and should not occur for the foreseeable future.

One of the primary purposes behind the adoption of the Phased Development areas system was to ensure the timely provision of public facilities as growth occurred. The City developed the Facilities Benefit Assessment (FBA) and other financing programs to assist with the accomplishment of this requirement. Funds collected through these particular mechanisms, however, can only be used for capital expenditures. Once a public facility is constructed, the City must turn to other funding sources for operation and maintenance, primarily the general fund. The public facility phasing and sequencing components of the tier system therefore will no longer be relevant when the City reaches build-out according to community plans.

### Infill Development

The City of San Diego's 1979 Progress Guide and General Plan was successful in reversing two related trends: rapid growth on the northern periphery of the city, and slowed growth in the central, older core. The growth management strategy, however, had unintended consequences as intensive redevelopment of the older core neighborhoods occurred without sufficient public facilities. Poor architectural design and site planning characterized many of the new projects, since many new apartment buildings were out of scale with the prevailing architectural character of the older neighborhoods. Ultimately, public opposition to infill development resulted in a reluctance to accept additional growth and prompted new multiple-family development regulations to address design issues.

### Auto-Oriented Development

Single-family construction of larger homes continued to dominate the market as the century came to a close. This resulted in rapid consumption of land around the periphery of the city, especially to the north. Throughout the 1990s, developers continued to build larger single-family subdivisions, characterized by a hierarchical street layout with cul-de-sacs feeding onto collector and arterial roads, and segregated land uses. Such a development pattern makes an effective transit program difficult to implement, resulting in much of the northern city becoming highly auto-dependent.

### Open Space

The City and region have made significant strides with respect to open space preservation. As the 1990s began, San Diegans continued to express concerns regarding the lack of comprehensive open space planning and preservation within the city and throughout the region, and the failure of existing regulations to protect sensitive habitat and land form. Interconnected habitat preservation areas had not been clearly identified, and serious deficiencies in open space management and acquisition funding existed. Habitat preservation occurred on an ad hoc, project-by-project basis, and was scattered around the city. During the second half of the decade, the City engaged in a comprehensive habitat planning program, the Multiple Species Conservation Program (MSCP), to establish an interconnected open space preserve throughout the region. The MSCP established a preserve area, the Multiple Habitat Planning Area (MHPA), and a specific set of regulations for development adjacent to (and to a limited extent within) the preserve, and developed a funding strategy to acquire key parcels of land.

Despite the tremendous advance in habitat planning and preservation that the MSCP represents, challenges remain. Specifically, some community planning advocates are concerned that the

MSCP may have preempted efforts to preserve other open spaces, such as urban canyons and significant landforms, located outside of the MSCP preserve. Additionally, development of sensitive lands, where it is permitted, continues to be marred by poor design and insensitive grading techniques that have resulted in the destruction of ridgelines and other environmental impacts. Finally, open space linkages between communities and the integration of open space, scenic resources, and active recreation into neighborhoods rarely occur.

San Diego has almost reached its current plan build-out, with the exception of Otay Mesa in the southern portion of the city. Here the City wrestles with the conflict between open space acquisition of developable land and the resultant loss of potential urban uses. The outstanding urban form challenge is to accommodate and redirect growth so that it preserves the existing, desirable, characteristics of established neighborhoods and builds character into new neighborhoods. Furthermore, a successful growth strategy must address how to provide the open space and transportation linkages to create a unified structure for the City as a whole, while maintaining and enhancing the diverse character of its individual neighborhoods, and distinctive natural landform.

## **Public Facilities and Financing**

Provision and maintenance of the City's infrastructure and public facilities have been severely strained in the last two decades. Public facilities discussion and policies, as well as a proposed financing strategy, have been moved from the Strategic Framework Element to the Public Facilities, Services and Safety Element.

## **Conservation and the Environment**

### San Diego Conservation History and Challenges

Although the environmental movement is recognized more as a recent phenomenon, San Diego has a long history of planning for open space protection. Beginning in 1868, the City of San Diego Board of Trustees set land aside for a city park, later named Balboa Park. John Nolen's 1908 comprehensive plan for San Diego called for development to conform to and respect the natural environment.

San Diego has had many successful open space planning and preservation efforts. An amendment to the City Charter in 1972 established the Environmental Growth Fund, two-thirds of which could be used as debt service for bond issuance to acquire, improve, and maintain open space for park or recreational purposes. By 1984, these monies had funded the purchase of 10,800 acres of open space. Additionally, San Diego voters approved Proposition C in 1978, which authorized the sale of bonds to purchase open space.

In 1979, with the adoption of the Progress Guide and General Plan, an Open Space Element was included that established the goals of providing an open space system for natural resource protection, recreation, public health and safety, urban form guidance, and scenic and visual enjoyment.

In 1987, the City's Residential Growth Management Program included a policy recommendation to allow topography and environmentally sensitive lands to define the City's urban form. In response, the City Council adopted the Resource Protection Ordinance (RPO) in 1989. In 1997, the Environmentally Sensitive Lands (ESL) regulations were created to simplify implementation of both RPO and the Multiple Species Conservation Program (MSCP).

Although the ESL regulations have been instrumental in the City's progress towards its conservation and open space goals, the negative impacts to citywide housing goals and facility financing plans have not been fully analyzed or mitigated. In addition, the development allowed through RPO permits has often not been visually compatible with the adjacent environmentally sensitive lands, especially in terms of grading and building design.

### State and Federal Resource Protection

Over the last thirty years, conservation issues have become increasingly more important to the general public. The environmental movement, and in particular, federal and state laws enacted in the late 1960s and 1970s have shaped the planning process to focus on environmental protection. Most state and federal laws currently address specific natural resources. In particular, the Endangered Species Acts (State and Federal), the Clean Air Acts (State and Federal), the Clean Water Act (Federal), the California Environmental Quality Act (CEQA), the Federal Resource Conservation and Recovery Act (RCRA), and the National Environmental Policy Act (NEPA) have affected local efforts towards natural resource protection.

The State Legislature enacted the California Environmental Quality Act (CEQA) in 1970. CEQA requires jurisdictions to inform decision makers and the public about a project's environmental effects, identify ways to avoid environmental damage, prevent avoidable environmental damage, and disclose why a project is approved. CEQA has provided the land use planning link to resource protection.

Despite increased incorporation of resource protection into the planning process, seamless coordination between local, state and federal agencies has often been difficult to achieve. Locally, however, the Multiple Species Conservation Program (MSCP) is a successful example of coordination between participating jurisdictions, wildlife agencies, property owners, and representatives of the development industry and environmental groups. The plan is designed to meet the habitat needs of multiple species, rather than focusing preservation efforts on one species at a time. Although this is a huge step toward implementing the Endangered Species Act in San Diego, a funding gap for land acquisition, the implementation goal of the MSCP, still exists.

Other challenges remain to achieve the goals of State and Federal legislation. Environmental protection legislation, including the Clean Air Act and Clean Water Act, has traditionally focused on emission standards, best available practices, and targeted point-source dischargers, such as heavy industry. However, the emphasis is now shifting to reducing the impact of non-point dischargers, which includes households. The region must find meaningful ways to reduce air, water, and land pollution through broad-based solutions such as reducing automobile dependency, safely disposing of household hazardous materials, and reducing pollutants entering the storm drains.

The provision of water and water quality has emerged as a major conservation issue in the San Diego region over the past decade. Scientific and public concern over the dramatic loss of wetlands has led to the passage of legislation aimed at preserving and restoring the remaining wetlands, and preventing urban storm water runoff and non-point source pollution. Watershed planning, the provision of increased urban vegetation, and reducing impervious surfaces (i.e. roads and parking lots) pose potential challenges and solutions for addressing these issues.

## **Mobility**

San Diegans value mobility and consider it an important aspect of their quality of life. Most rely on the automobile as their primary means of transportation. Other transportation options have become less viable due to post World War II development patterns and infrastructure decisions that have favored an auto-based transportation network. The transportation system has been developed in accordance with federal and state programs, as well as local programs such as the Regional Transportation Plan (RTP), the City's Progress Guide and General Plan, community plans, various council policies, and the City's Street Design Manual. The goal of transportation planning has been to anticipate and accommodate future travel demand based on existing needs and future forecasts. Design standards are in place to ensure safe and functional facilities. The emphasis in this region has traditionally been on providing optimal automobile traffic flow.

The effectiveness, cost, and long-term sustainability of our auto-focused system are now being reexamined. For example, freeway widening has been shown to provide only temporary congestion relief as extra lanes draw new vehicle trips to the system that would not have otherwise occurred. In addition, there is a growing recognition that improving automobile circulation must be balanced with other community values, such as preserving neighborhood character and sensitive environmental resources.

During the 1990s, efforts to solve congestion problems with multiple approaches have resulted in greater regional interest in transit and bicycle facilities, and in the development and implementation of programs in the areas of transportation demand management, transportation systems management, and intelligent transportation systems. Better coordination of transit and land use planning, including promotion of more walkable, mixed-use communities as described in the City's Transit-Oriented Development (TOD) Design Guidelines, is also acknowledged as part of the solution. The shift toward seeking multi-modal solutions also occurred at the federal level with passage of the Intermodal Surface Transportation Efficiency Act in 1991.

It is clear that a transportation planning strategy based on providing capacity improvements on freeways and roadways cannot solely meet the increasing travel demand of the region. Not only will congestion increase, but there is also a growing concern that there will be insufficient parking as well as roadway space. By one estimate, if current trends continue, the one million new residents forecasted for the region by the year 2030 will be driving 685,000 cars. These cars will require approximately 3.5 million new parking spaces or the equivalent of 37 square miles of parking lots. The central challenge for the future is to enhance mobility by creating walkable, mixed-use communities that are linked by superior bicycle and transit systems.

## **Housing Supply and Affordability**

Demand for housing options is increasing as the City's developable land is vanishing. San Diego lacks a variety of housing types that are affordable to different income levels. The trend of not developing at the maximum density allowed, or rezoning to lower densities to allow more single-family homes, has reduced the potential housing stock in San Diego. Current residential development is mostly geared toward upper-end single-family and multifamily units. San Diego's demographics suggest a need for attached rental housing with units of more than two bedrooms and entry level, for-sale, multifamily and single-family homes. Accessible housing options for persons with disabilities must also be considered.

A number of issues impact San Diego's housing affordability, including the national and local economy, in addition to local supply and demand. High economic growth tends to negatively impact most people's ability to purchase or rent housing because of market demand and limited supply. Affordable housing is generally unavailable for lower income households. This is exacerbated during times of increased economic growth. The dominance of single-family and lower-density multifamily units in San Diego County has resulted in an insufficient supply of housing units.

During the late 1990s, a period of rapid economic growth, housing became less affordable for San Diegans. In 1998, the National Association of Homebuilders ranked San Diego as the fifteenth least affordable homeowner market in the country. In 2000, San Diego was ranked the ninth least affordable. From 1996 to 2000, rents increased in San Diego 36 percent, with a vacancy rate in 2000 of approximately one to three percent.

These trends are not unique to San Diego. The Federal Department of Housing and Urban Development reports that nationwide the number of homes and apartments affordable to families with low-wage incomes is decreasing. Affordable housing opportunities are shrinking with rents rising at twice the rate of general inflation (1999), and the number of people with low-income jobs is increasing. The decline in federal and local assistance for rent and income restricted housing units has also resulted in fewer units affordable to low income households.

Challenges to creating new housing units in San Diego include land availability, financing, traffic constraints, and environmental impacts. San Diego's developable land continues to decrease, meaning that new housing units will have to occur through infill or redevelopment. Infill and redevelopment create a different challenge in increasing the housing stock because both development costs and neighborhood opposition tend to be higher in existing communities.

## **Economic Growth**

For most of the 20th century, San Diego's economy has been closely tied to federal defense expenditures. It began with the Navy bases during World War I, followed by the Marines and shipbuilding. Aerospace manufacturing growth followed World War II. In the last quarter of the 20<sup>th</sup> century, San Diego became a vacation destination due to its climate and natural beauty. During much of the 1980s, the growth of uniformed services, military contracts, and the visitor industry together made San Diego the fastest growing major city in the United States. This

growth fueled a volatile real estate market that drove up housing prices and created speculative development, stimulating both residential and commercial sprawl.

When the Cold War ended, San Diego lost nearly 50,000 high technology defense jobs over a period of four years, partially contributing to a downward spiral for the economy. San Diego's economic condition was exacerbated by a worldwide recession resulting from corporate restructuring, and the collapse of the savings and loan industry. Housing construction all but ceased and entire shopping centers failed. School districts and local governments dramatically pared back services as tax revenues diminished, and the State retained a larger share of tax dollars to balance its declining budget. Only the tourism sector of San Diego's economy, with its comparatively low paying jobs, continued to grow in the early 1990s.

San Diego reinvented its economy during the 1990s. While some defense contractors vanished, others found commercial niches for their knowledge-based technologies. Electronics manufacturing growth in Tijuana's maquiladoras stimulated research and development, pilot manufacturing, and office functions in San Diego. The global surge in internet and wireless technologies in the late 1990s made San Diego's combination of high tech development, manufacturing capabilities and high quality of life one of the world's most desirable high technology business locations. By 1998, the loss of defense contracting jobs had been more than replaced with the "new economy" jobs.

The "new economy" comes with an awareness that the City of San Diego is part of a larger economic region, that quality of life and natural resources are economic assets, that there is a need for connected vital centers with more living and working choices, and that the City must be able to adapt quickly to change. The supply of vacant developable employment land has decreased to a critical point in the city, especially in locations preferred by "new economy" industries. Dwindling employment lands must be used more efficiently to sustain job growth, and there will be an increasing demand for reuse-infill development in older areas. San Diego faces other challenges in promoting long-term economic prosperity. San Diego has been experiencing declining middle-income job opportunities and a concentration of lower income populations. San Diego continues to create more jobs, with knowledge-based jobs fueling the high end of the economic spectrum. However, manufacturing, which has provided the most solid middle class job opportunities, continues to decline as a percentage of employment. The growing visitor industry and retail and business service occupations do not typically offer middle-income jobs with medical benefits. The region's remaining middle class occupations tend to be in government and private business ownership.

Low-income families accounted for 13 percent of the region's population in 1999. Declining middle-income job opportunities and increasing housing costs add to the problems of concentrated poverty and poor school performance. The social and physical costs of concentrated poverty greatly exceed the limited resources of social programs and redevelopment efforts.

Once the top performing education state, California now ranks near the bottom. The lack of resources for local schools has inhibited their ability to provide a skilled labor force, forcing employers to look outside the region to find quality employees.

The rapid increase in housing prices will steadily increase pressure on salaries. This could cause the regional economy to succumb to inflation, making San Diego less cost competitive as a place to do business. The capacity of regional infrastructure has been declining. Border infrastructure lags behind the increase in border trade. Despite growth in tourism and international trade, San Diego's airport is less than a third the size of the next smallest airport among major U.S. cities. Both water and power supplies are under pressure to meet the region's growing need.

In summary, an Economic Prosperity strategy for San Diego must encourage a rising standard of living that is equal to or above the national trend as measured by real per capita income.

## Beyond 2020

The City of Villages concept and accompanying growth strategies embodied in the Land Use and Community Planning Element are intended to guide future development in San Diego well beyond the year 2020. This is a long-range proposal that will not be fully implemented in many parts of the city until after 2020. Some of the urban nodes contemplated as future villages are currently experiencing demand for intensified use and have infrastructure in place. These nodes could develop in accordance with the City of Villages strategy in the next few years while other areas will not achieve urban village characteristics until much later.

### **Village Evolution**

Over the next few years, the greatest share of redevelopment and village development will initially occur in the older developed central communities. However, it is anticipated that there will be a gradual shift to newer suburban areas as communities developed after World War II begin to age and experience redevelopment pressure. After 2020, it is anticipated that a significant share of redevelopment and village development will occur in the northern portion of the city, particularly in those areas that experienced initial development after 1970.

Some of the most significant potential urban village locations that may become available in the long term are on sites that are now used for military and airport uses and are not currently planned for urban development. These sites could include San Diego International Airport, Brown Field, Montgomery Field, the Marine Corps Recruit Depot, and portions of Marine Corps Air Station Miramar. Lindbergh Field, for example, has been suggested as a site that could, if the airport is relocated, support a variety of uses that could take full advantage of bay views and proximity to downtown. Redevelopment of these airport and military sites is currently uncertain and would likely occur after 2020.

An even more important trend anticipated after 2020 than the establishment of new urban villages will be the continued evolution of existing villages. In the dynamic process of urban development, some villages, including the pilot projects, will begin to form during the next decade, combining residential and retail uses. Within several years, these villages may add local office uses such as doctors and dentists offices. Still later they may include larger scale employment components. A common feature of all the villages will be ease of walking between residential units, transit stops, public facilities, and basic commercial uses. However, as the villages become more fully developed, their individual personalities will become more defined and their development patterns will become more varied and distinctive.

It is anticipated that the functions of most individual villages will develop in a gradual, organic manner rather than be quickly established through the construction of a few large projects. After 2020, some of the villages may take on specialized functions that cannot be predicted at the present time. For example, some villages could eventually contain regional entertainment centers while other villages gain renown as specialized shopping districts. Still other areas will have a wide mix of uses with no particular emphasis.

## **The Rate of Village Development**

Infrastructure that is currently lacking must be in place before potential villages can begin to accept higher density residential development and/or additional commercial uses. Transit is currently inadequate in many of the areas that could be considered as potential village locations. While some of the older communities in the city are already ripe for redevelopment, and intensification could enhance their existing village characteristics within ten to fifteen years, other potential urban village locations are characterized by relatively new shopping centers and housing that will not be ready for redevelopment for fifteen to twenty years or more.

The rate at which the City of Villages concept can be applied throughout the city will be determined largely by the rate at which infrastructure deficiencies can be remedied. Transit will be particularly crucial. As urban area transit service is improved, many potential village locations could begin to develop in accordance with the City of Villages concept. The rate of implementation is dependent upon available funding, public support, and political will. However, even if transit deficiencies and other infrastructure needs are fully addressed in the next two decades, it is likely that the transition from the current auto-oriented pattern of development to a more transit and pedestrian-oriented development pattern will take up to forty years to be fully achieved. The current automobile-dominated urban development pattern in San Diego has occurred over several decades and the incremental land use and transportation changes sought will likely take almost as long to realize.

Finally, a significant factor that will influence the pace at which the City of Villages strategy will be implemented is the rate of future population growth in the San Diego region. The pattern of development envisioned in the City of Villages concept will not be impacted by the rate of growth, but the rate of development of individual villages will be dependent in part on the region's population growth rate.

## **Lifestyle Trends**

Certain demographic trends that are already evident in San Diego will be more fully developed by the year 2020 and thereafter. These trends include a steadily increasing elderly proportion of the population and fewer people living in detached single-family units. Many elderly people are unable or choose not to drive. The creation of a more pedestrian and transit-oriented urban pattern around village nodes will provide more options to this population group than the auto-oriented pattern of development that has been prevalent in the recent past. Under the City of Villages strategy, more seniors may not need housing developed that specifically serves senior citizens, instead they may choose mixed-use, mixed-income neighborhoods that are accessible by transit or walking to a full-range of services and facilities.

Another trend that is currently in a beginning stage in San Diego, but that will be far more evident in the future, is the desire by an increasing segment of the population to live in an urban, rather than a suburban, setting. By 2030, San Diego will offer a broader choice of residential lifestyles resembling more mature cities such as Chicago and San Francisco. This will be the case in part because the chief advantage of suburbia in the postwar era – a home surrounded by a large yard – has already become unattainable for most San Diego residents because of the high cost and scarcity of land.

Many of the trends that will impact development and planning in the years after 2020 cannot be accurately predicted at the present time. The degree to which shortages of water and energy may impact future growth patterns is unknown. Federal funding levels for regional public facilities cannot be projected. It is already apparent that a shortage of buildable land combined with continued desirability of living in San Diego will result in a continued lack of affordable housing and high rents for office and retail space. The traditional low density pattern of development characterized by single-family subdivisions, auto-oriented retail centers and campus-type business parks will not meet the needs of this city and region in the years after 2020.

Both the Strategic Framework and Land Use and Community Planning Elements are intended to provide a positive response to growth and development trends by providing an enlightened strategy for the future development of the City – a strategy that builds upon what is good in our communities and ensures high quality conditions of life for future generations.

# Land Use and Community Planning Element

## Purpose and Intent

To provide direction regarding location and method for future growth and development that will result in a sustainable development pattern, and at the same time, maintain or enhance quality of life in our communities.

## Plan Issues

- Citywide land use recommendations are needed for the implementation of the City of Villages strategy
- As the City continues to grow, there is a need to address the importance of balanced communities and affordable housing
- Community plans vary in terms of format and content addressed, which poses a challenge for implementation of citywide policies
- The roles and relationships between the General Plan and community plans are not currently well defined and established
- Land use designations are not standardized throughout the City in order to help implement General Plan goals and the City of Villages strategy
- Existing (2006) housing capacity as identified through community plan designations must be maintained or increased in order to meet San Diego's fair share of regional housing needs
- There is a need to ensure compatibility between future land uses and airport operations

## Introduction

According to State law, and by common practice in many California General Plans, the Land Use Element is the central organizing element for the General Plan as a whole. Internal consistency is required by State law; no one Element or plan may take precedence over the other. However, the Land Use Element, provides guidance on policy development on all issues of citywide and regional significance. Therefore, the Land Use and Community Planning Element serves as the final arbiter on how the City of San Diego should evolve and mature over the next twenty-plus years.

The Land Use and Community Planning Element (for ease of reference, this element will be referred to as the Land Use Element) provides the reader with an understanding of existing conditions and growth projections pertaining to the City's land use distribution and population

demographics. This understanding becomes crucial in realizing and comprehending any shifts in City's demographics that in turn helps us better plan for the City's future. The element also contains the goals and policies regarding topics of planning related to coastal resources, balanced communities, and evaluation of growth. Most importantly, however, it emphasizes the role of each community plan as a critical component of the City's General Plan. As one of the largest cities (both geographically and by population) in the State of California, San Diego relies upon all of its adopted community, specific, precise, subarea, and park master plans to provide more detailed and parcel-specific land use, design, transportation, and implementation proposals. The Land Use Element establishes the structure to respect the diversity of each community and allows the City to meet its responsibilities under State planning law regarding the distribution of land use, density and intensity. This element also includes policy direction to govern the preparation of community plans.

The Land Use Element provides citywide direction on how to implement the City of Villages strategy. The community planning program is the mechanism which then tailors and applies the citywide goals and policies that are relevant to each community planning area in the city. Ultimately, successful implementation of all ten elements of the General Plan relies upon the inclusion and translation of the General Plan's Vision and Core Values, goals, and policies into everyday decisions made by City staff and the decision makers; ultimately, it relies upon the oversight of the San Diego citizenry.

## Existing Conditions and Growth Projections

### Population Demographics

In 2000, the City had a population of 1,223,400 people, which was approximately a 40 percent increase from 1980. According to most recent forecast data available, the City will continue to grow, however at a slower rate and lower percentage rate of change than what the City experienced during the period of 1980-2000, and especially during the 1980s. It is projected that the City will experience an overall 23 percent change in population growth from 2000 to 2020. During the 80s and mid to late 90s, the City had an annual growth rate of about 2 percent or higher. Based on forecast data, the yearly growth rate will slowly decline from approximately 1.2 percent from 2000 to 2010, to approximately one percent from 2010 to 2020, and below one percent from 2020 to 2030.

In terms of age distribution, it is estimated that by year 2030, the population in age group of 17 and under will have experienced a growth of 9 percent compared to 146 percent for age group of 65 and over. This trend towards a much slower growth rate and greater increase in population aged 65 and over when compared to a younger age group is also accompanied by a steady increase in the median age over the years. From 1980 to 2000, the median age has increased from 29.3 to 32.6 and it is expected to continue to increase to 38.2 by year 2030.

Cultural diversity is an important aspect of life throughout the region and the city. This diversity is reflected in San Diego's arts and culture, architecture, and the social fabric of the hundreds of neighborhoods that comprise the City. San Diego is becoming increasingly multicultural; the City is one of the most ethnically and culturally diverse places in the nation. Our residents, who have come from all parts of the world to live here, speak more than 100 different languages.

Approximately 49 percent of San Diego's population is White, 25 percent is Hispanic, 8 percent is Black, and 14 percent is Asian and Pacific Islander. American Indian and "Other" comprise the remainder of the population. SANDAG's 2030 forecast projects that over the next 30 years, San Diego's Hispanic and Asian population will increase significantly. The Hispanic population is expected to increase by 81 percent between 2000 and 2030 while the Asian and Pacific Islander segment of the population is expected to grow by 56 percent by year 2030. San Diego can be proud that a study by the University of Michigan's Population Study Center ranked San Diego as the fourth least segregated City among the nation's 20 largest metropolitan areas.

## **Land Use - Present and Planned**

Currently, the City's land use distribution is associated with a wide variety of land use designations that are applied throughout the city. A total of approximately 160 different land use designations can be found throughout the planning areas in the city where, in fact, many of these designations share similar definitions and basically have the same land use meaning. Therefore, 26 standardized land use designations have been developed and grouped into seven generalized land use categories to implement the General Plan goals and the City of Villages strategy. The intent is to have standardized land use designations that remain consistent among the various community plans as they are updated and/or amended in the future (see Table LU-3). The land use categories according to basic characteristics are as follows: Parks and Open Space, Agriculture, Residential, Commercial Employment, Retail, and Services, Industrial Employment, Institutional and Public and Semi-Public Facilities, and Multiple Use.

Although the Land Use Element of the General Plan is defining categories of land use designations, this element is not changing the planned land use distribution for the City. Land use designations are established at the community plan level. It is envisioned that during plan updates and amendments, proposals for specific land use changes will be analyzed and recommendations made to balance community goals with implementation of the City of Villages strategy and citywide goals.

Using information from SANDAG's Regional Land Use Database, the following table illustrates the acreage distribution for existing and planned land uses in the city as they are grouped into the seven General Plan land use categories. Planned land uses are the recommended land uses as identified in the adopted community plans.

**Table LU-1 Existing and Planned Land Uses**

General Plan Land Use Category	Existing		Planned		Percent Change
	Acres	% of Total	Acres	% of Total	
Agriculture	5,668	2.6	3,670	1.7	-35.25%
Commercial Employment, Retail, and Services	6,443	3	5,904	2.7	-8.37%
Industrial Employment	8,984	4.1	12,276	5.6	36.64%
Institutional & Public and Semi-Public Facilities <sup>a</sup>	35,984	16.4	36,121	16.5	0.38%
Multiple Use	--	--	3,170	1.4	--
Park and Open Space <sup>b</sup>	61,611	28.1	64,787	29.6	5.15%
Residential	50,929	23.2	55,911	25.5	9.78%
Roads / Freeways <sup>c</sup>	30,106	13.7	30,474	13.8	1.22%
Water Bodies <sup>c</sup>	6,925	3.2	6,925	3.2	0
Vacant	12,588	5.7	--	--	--
<b>Total</b>	<b>219,238</b>	<b>100.0</b>	<b>219,238</b>	<b>100.0</b>	<b>--</b>

<sup>a</sup> This land use category includes 24,284 of existing acres of military use and 25,898 of planned acres of military use.

<sup>b</sup> This land use category includes 2,578 acres of water bodies that are recreational areas and located within park and open space areas.

<sup>c</sup> Not a General Plan land use category, however, it is included to provide an accurate account for total acreage in the city. Water bodies identified here are not for recreational purposes.

All of the seven land use categories, except for Agriculture and Commercial Employment/Retail and Services, will experience some rate of increase in their total acreage in accordance with planned land use maps found in adopted community plans or other land use plans in the City. At the same time, these land use categories, as existing and planned, will continue to generally represent the same amount of acreage captured out of the total City's acreage. The Agriculture land use category, which is currently mostly located in the extreme northern and southern portions of the city, experiences a decline in land area due to shift in designation to allow other uses, such as industrial, residential, and park and open space. Also, the Multiple Use category will emerge as this land use is identified mostly within the central urbanized communities and downtown area. It is interesting to point out that Industrial Employment lands will experience the greatest change with an increase of approximately 37 percent as called out in adopted community plans if pertinent land use designations are implemented. Industrial designated lands are mostly found in the central and southern portions of the city where research and development, manufacturing, warehouse and distribution facilities have traditionally established due to availability of large parcels of land and ease of access to major freeways corridors.

Land uses that fall under the Commercial Employment, Retail, and Services use category are evenly distributed throughout the city in order to address the commercial related needs of the various community planning areas, and it will continue to be evenly dispersed in the City per adopted land use plans. Although commercial-related designated lands will decline by 8 percent,

these lands will continue to represent about 3 percent of the total acreage for the City. Land devoted to Park and Open Space will experience some minor increase; this increase could be partially attributed to joint use of public facilities, such as parks, schools and swimming pools. Residential, Multiple Use and Park and Open Space categories show minor increases in total acreages due in part to redesignations from Agriculture lands and Commercial Employment to allow for additional residential developments, mixed-use projects in central urbanized areas as well as recreational opportunities in the northern and southern parts of the city.

## **The Role of Infill Development**

As the majority of the city is developed, infill development and redevelopment will play an increasingly significant role in providing needed housing, jobs, and services in our communities. Done well, infill development is also a part of a comprehensive strategy to provide public facilities in the City. Infill developments must pay development impact fees commensurate with their levels of impact and in some cases provide additional exactions. Larger projects may also be instrumental in helping communities achieve specific facilities goals, such as the provision of new schools as a part of the City Heights Urban Village. However, new development alone cannot bear the responsibility of addressing existing facility deficiencies. It is incumbent upon the City to employ other resources to ensure that existing deficiencies are corrected as growth occurs.

### **A. City of Villages Strategy**

#### **Goal**

- Mixed-use villages located throughout the City and connected by high quality transit.

#### **Discussion**

The City of Villages strategy is to focus growth into mixed-use activity centers that are pedestrian friendly, centers of community, and linked to the regional transit system. The strategy draws upon the strengths of San Diego's natural environment, neighborhoods, commercial centers, institutions, and employment centers. The strategy focuses on the long-term economic, environmental, and social health of the City and its many communities. It is a strategy designed to allow each community to consciously determine where and how new growth should occur, and requires that new public facilities be in place as growth occurs. The strategy seeks to target future growth into village areas as identified in community plans, but it assumes no particular rate of growth.

The term "village" is defined as the mixed-use heart of a community where residential, commercial, employment, and civic uses are all present and integrated. Each village will be unique to the community in which it is located. However, villages will be pedestrian friendly and characterized by inviting, accessible and attractive streets, and include public spaces for community events. These spaces will vary from village to village and may consist of: public parks or plazas, community meeting spaces, outdoor gathering spaces for residents and visitors, passive or active open space areas that contain desirable landscape and streetscape design

amenities, or attractive outdoor dining and market activities. Villages will offer a variety of housing types and rents/prices. Over time, villages will be increasingly connected to each other and to the regional transit system. The mix of land use should also include needed public facilities such as schools, libraries, or other community facilities as appropriate in each community. Basic parameters related to recommended village categories and locations are included in the descriptions below.

## Village Categories

Implementation of the strategy relies upon the designation and development of village sites. The following categories of villages and development areas provide a framework for implementation of the City of Villages strategy and policy recommendations. Village land use designations (located in Table LU-2 General Plan Land Use Categories) will be applied, and their precise boundaries, specific mix of uses, specific density and intensity ranges, and the amount and definition of required public or civic space, or semi-public space within proposed village areas will be determined through the community plan update and amendment process. This can be accomplished through the adoption of detailed design and development guidance in either the Community Identity Element of each community plan at the time of a comprehensive update, or the application of the appropriate zoning and permit requirements through the amendment process.

**Regional Center (Downtown)** - The Centre City Community Plan area has a unique role to play in the 21st century development of the San Diego region. Downtown has remained the administrative and legal center of San Diego County and it has recently re-emerged as the most important cultural and entertainment center in the region. Development of the Gaslamp Quarter, San Diego Convention Center, and Horton Plaza has resulted in downtown becoming an increasingly important destination for visitors. Downtown offers the most convenient and extensive transit connections and has emerged as one of the most exciting pedestrian environments in the region.

**Subregional Employment Districts** - Subregional Employment Districts are major employment and/or commercial districts within the region containing corporate or multiple-use office, industrial, and retail uses with some adjacent multi-family residential uses. Existing Subregional Districts include the Mission Valley/Morena/Grantville and University/Sorrento Mesa areas. Emerging districts include the Otay Mesa, Midway/Pacific Highway, and Kearny Mesa areas.

**Urban Village Centers** - Urban Village Centers are higher density/intensity areas located in subregional employment districts. They are characterized by a cluster of more intensive employment, residential, regional and subregional commercial uses that maximize walkability and support transit. Site planning for Urban Village Centers should focus upon the integration of public gathering spaces and civic uses. University Towne Center and the higher density development surrounding it is one example of an existing Urban Village Center. The Urban Village and Regional Commercial land use designations can be applied to these sites depending upon their density, intensity and residential component.

**Neighborhood Village Centers** - Neighborhood Village Centers should be located in almost every community plan area. They are neighborhood-oriented areas with local commercial, office, and multi-family residential uses, including some structures with office or residential space above

commercial space. Neighborhood Village Centers will contain public gathering spaces and/or civic uses. Uses will be integrated to the maximum extent possible in order to encourage a pedestrian-oriented design and encourage transit ridership. Neighborhood Village Centers range in size from approximately three acres in the most urbanized portions of the city to more than one hundred acres in vacant or redevelopable areas. The core commercial area surrounding the Kensington Branch Library along Adams Avenue and the Fort Stockton/Goldfinch area in the Mission Hills neighborhood are examples of existing Neighborhood Village Centers. The Neighborhood Village and Neighborhood Commercial land use designations can be applied to center sites depending upon the residential component.

**Community Village Centers** - Community Village Centers are similar to Neighborhood Village Centers, but serve a larger area. Community Village Centers may also have a more significant employment component than a neighborhood village. The Uptown District in Hillcrest and downtown La Jolla are examples of existing Community Village Centers. The Community Village and Community Commercial land use designations may be applied to community center sites that will contain land uses and intensities that serve a larger geographic area other than the immediate neighborhood.

**Transit Corridors** - The City contains a significant number of commercial corridors in urbanized communities that offer reuse potential and provide important linkages between urban, community and neighborhood village centers. Many of these existing corridors have a "Main Street" character in that they are: lively and vital; pedestrian-friendly; home to a rich variety of small businesses, restaurants, and homes; and served by high frequency transit service. Transit corridors provide valuable new housing opportunities as residents along transit corridors have easy access to transit and provide a built-in population base that helps support the local businesses. Infill projects along transit corridors will focus on maintaining or enhancing this Main Street character through attention to site and building design, land use mix, housing opportunities, and a variety of streetscape improvements.

### Village Locational Criteria

There are many factors to consider when designating village sites including: capacity for growth, existing public facilities or an identified funding source for facilities, existing or an identified funding source for transit service, community character, and environmental constraints. Certain physical characteristics and existing conditions, such as the location of parks, fire stations, transit routes, and existing and community plan designated land uses, have been mapped using Geographic Information Systems (GIS) as shown in Figure LU-1. This figure identifies existing areas that exhibit village characteristics and areas that may have a propensity to develop as village areas based on the above characteristics; it does not take the place of site specific planning. Actual village locations will be designated in community plans with the input from recognized community planning groups and the use of locational criteria established below under the Policies section. Community plans will also house site specific design guidelines to ensure the successful implementation of each site. Many community plans already identify sites suitable for mixed-use and provide extensive design and development policy guidance for development of those sites.

## **Policies**

### Designation of Villages

- LU-A.1. Designate a hierarchy of village sites for citywide implementation.
- a. Affirm the position of Centre City as the regional hub by maintaining and enhancing its role as the major business center in the region and encouraging its continued development as a major urban residential center with the largest concentration of high density multi-family housing in the region. See the Centre City Community Plan for more detailed information (provide web link).
  - b. Encourage further intensification of employment uses throughout Subregional Employment Districts and where appropriate, the collocation of medium to high density residential uses with employment uses may also occur, consistent with policies in the Land Use Element and Economic Prosperity Element.
  - c. Designate Neighborhood and Community Village Centers in community plans throughout the City, consistent with the locational criteria in this section.
    1. Establish residential density and commercial intensity ranges based upon: center size, location, surrounding community character, and availability of public facilities and transit services.
    2. Identify underutilized land which could be made available in the next 20 years for other types of uses.
  - d. Revitalize transit corridors through the application of plan designations and zoning that permits a higher intensity of mixed-use development. Include some combination of: residential above commercial development, employment uses, commercial uses, and higher density residential development.

### Village Locational Criteria

- LU-A.2. Identify sites suitable for village-type development that will complement the existing community fabric or help achieve desired community character, with input from recognized community planning groups.
- LU-A.3. Identify and evaluate potential village sites considering the following physical characteristics:
- Shopping centers, districts, or corridors that could be enhanced or expanded;
  - Community or mixed-use centers that may have adjacent existing or planned residential development;
  - Vacant sites that are outside of open space or community-plan designated single-family residential areas;
  - Areas that have significant remaining development capacity based upon the adopted community plan; and
  - Areas that are not subject to major development limitations due to topographic, environmental, or other physical constraints.
- LU-A.4 Evaluate whether a proposed village site can be served by existing or planned public facilities and services, including transit services.

LU-A.5. Require environmental review and additional study for potential village locations, with input from community planning groups, to determine if these locations are appropriate for mixed-use development and village design.

## B. General Plan Land Use Categories

### Goal

- Land use categories and designations that remain consistent as community plans are updated and/or amended.

### Discussion

All of the existing land use designations applied in community plans throughout the city were grouped into seven generalized categories according to basic characteristics: Residential, Commercial Employment, Retail, and Services, Multiple Use, Industrial Employment, Institutional and Public and Semi-Public Facilities, Park and Open Space and Agriculture. These seven land use categories are depicted in the General Plan Land Use Map (see fold-out) and they are further described below in terms of the recommended community plan land use designations that have been created to help implement the General Plan goals and the City of Villages strategy. The General Plan Land Use Categories Table (Table LU-2) establishes the linkage between General Plan land use categories, as depicted in the General Plan Land Use and Streets Map, and the more specific existing community plan land use designations. Table LU-2 also includes recommended standardized community plan designations that have been created to implement the General Plan goals and the City of Villages strategy. These standardized land use designations will also help ensure consistency among community plans as they are updated or amended.

### Residential

This land use category is comprised of land use designations that can address a variety of housing types such as: single-family, multi-family, mobilehome park, military housing and student housing. There are seven density range classifications (very low, low, low medium, medium, medium high, high, very high).

### Commercial Employment, Retail and Services

This category includes the village designations and other commercial designations that allow a variety of commercial, retail, civic, office, limited industrial and service-type uses in a variety of mixed-use settings. Housing may be allowed, required or prohibited depending upon the mix of uses that are permitted.

## Multiple Use

A variety of uses and mixed-use settings are allowed and these settings vary widely among community plans depending upon specific use recommendations. Therefore, a standardized designation was not created to allow each community plan to best tailor uses that are appropriate in a mixed-use setting within a specific community.

## Industrial Employment

This is a category that includes a variety of uses, such as office, research and development, light manufacturing, warehouse storage, wholesale and distribution, as well as manufacturing with hazardous characteristics among others. Office uses are limited in some designations but permitted in conjunction with industrial uses in others depending upon the emphasis and nature of the land use designation and its main purpose.

## Institutional, Public and Semi-Public Facilities

This category addresses uses that are identified as public or semi-public facilities in the community plan and which offer public and semi-public services to the community. Uses may include, but are not limited to: airports, military lands, community colleges, university campuses, landfills, communication and utilities, transit centers, water sanitation plants, schools, libraries, churches, police and fire facilities, cemeteries, post offices, hospitals, park and ride lots, government offices and civic centers.

## Park and Open Space

This category encompasses land use designations that cover passive and active park and recreational areas (indoor and outdoor) that are population-based, as well as natural resource-based. It also includes any parcel or area of land or water which is essentially unimproved or developed with very low intensity uses. Open space may be devoted for the preservation of natural resources, historic or scenic purposes and habitats for fish and wildlife species as well as serve as passive recreational area.

## Agriculture

This category includes areas that are rural in character and very low density or areas where agricultural uses are predominate. This category also addresses a wide range of agriculture and agriculture-related uses such as: dairies; horticulture nurseries and greenhouses; raising and harvesting of crops; raising, maintaining and keeping of animals; separately regulated agriculture uses; and single dwelling units when applicable.

**Table LU – 2 General Plan Land Use Categories**

General Plan Land Use	Recommended Community Plan Designations	Existing Community Plan Designations
Park and Open Space	Open Space Population-based Park Natural Resource-based Park	<ul style="list-style-type: none"> <li>• Active/Passive Park</li> <li>• Active Use Parks</li> <li>• Amenity Open Space</li> <li>• City-owned Open Space</li> <li>• Community Open Space</li> <li>• Community Park</li> <li>• Dedicated Park Lands</li> <li>• Equestrian /Recreation</li> <li>• Existing Commercial Recreation</li> <li>• Golf Course</li> <li>• Historic Park</li> <li>• MHPA</li> <li>• Mini Park</li> <li>• Neighborhood/Community Park</li> <li>• Neighborhood Park</li> <li>• Park</li> <li>• Park Institutional Park/Open Space</li> <li>• Parks and Pool</li> <li>• Private Commercial Recreation</li> <li>• Private Recreation</li> <li>• Public Park</li> <li>• Public Recreation</li> <li>• Recreational</li> <li>• Recreation Center</li> <li>• Recreation Commercial</li> <li>• Regional Park</li> <li>• School/Park</li> <li>• School Playground</li> <li>• School Recreation</li> <li>• Skate Park</li> <li>• Sport Complex</li> <li>• Sports Field</li> <li>• State Park</li> <li>• Village Green</li> <li>• Zoological Park</li> </ul>
Agriculture	Agriculture	<ul style="list-style-type: none"> <li>• Agriculture</li> <li>• Other Community Open Space/Agriculture</li> </ul>
Residential	Residential - Very Low Residential – Low Residential - Low Medium Residential - Medium Residential - Medium High Residential - High Residential - Very High	<ul style="list-style-type: none"> <li>• Cluster</li> <li>• Core Residential</li> <li>• Detached Residential</li> <li>• Duplex</li> <li>• Estate Residential</li> <li>• Exclusively Residential</li> <li>• Fraternity Area</li> <li>• Garden Low</li> <li>• High Residential</li> <li>• Higher Density Attached</li> <li>• Low Medium Residential</li> <li>• Low Residential</li> <li>• Lower Density Attached</li> <li>• Medium High Residential</li> <li>• Medium Residential</li> <li>• Mobile Home</li> <li>• Mobile Home Park</li> <li>• Moderate Income</li> <li>• Navy Housing</li> <li>• Very High Residential</li> </ul>

General Plan Land Use	Recommended Community Plan Designations	Existing Community Plan Designations
Commercial Employment, Retail, and Services	<ul style="list-style-type: none"> <li>Neighborhood Village</li> <li>Neighborhood Commercial</li> <li>Community Village</li> <li>Community Commercial</li> <li>Urban Village</li> <li>Regional Commercial</li> <li>Office Commercial</li> <li>Visitor Commercial</li> <li>Heavy Commercial</li> </ul>	<ul style="list-style-type: none"> <li>• Border Commercial</li> <li>• Business Commercial</li> <li>• Commercial</li> <li>• Commercial Development</li> <li>• Commercial Fishing/Marine Related</li> <li>• Commercial Industrial</li> <li>• Commercial Limited</li> <li>• Commercial Recreation</li> <li>• Community Commercial</li> <li>• Community Shopping</li> <li>• Core Commercial</li> <li>• General Commercial</li> <li>• General Commercial w/Residential</li> <li>• General Commercial w/Limited Light Manufacturing</li> <li>• Hotel/Office</li> <li>• Hotel/Residential</li> <li>• Medical Offices – Hospital Related</li> <li>• Navy Commercial</li> <li>• Neighborhood Shopping</li> <li>• Office Commercial</li> <li>• Professional Office</li> <li>• Regional Commercial</li> <li>• Resort Commercial</li> <li>• Resort Recreation</li> <li>• Specialized Commercial</li> <li>• Specialty Commercial</li> <li>• Student Oriented Commercial</li> <li>• Support Commercial</li> <li>• Tourist Commercial</li> <li>• Town Center</li> <li>• Transportation Commercial</li> <li>• Visitor Commercial</li> </ul>
Industrial Employment	<ul style="list-style-type: none"> <li>Business Park</li> <li>Business Park - Residential Allowed</li> <li>Scientific Research</li> <li>Light Industrial</li> <li>Heavy Industrial</li> </ul>	<ul style="list-style-type: none"> <li>• Business/Industrial Park</li> <li>• Employment Center</li> <li>• Employment Center/Transit Center</li> <li>• Exclusively Industrial</li> <li>• Extractive Industry</li> <li>• General Industrial</li> <li>• Industrial</li> <li>• Industrial and Business Park</li> <li>• Industrial Business Park</li> <li>• Industrial: Natural Resources</li> <li>• Industrial Park</li> <li>• Industrial Parking</li> <li>• Light Industry</li> <li>• Light Industry Commercial Use</li> <li>• Light Manufacturing</li> <li>• Military Related Industry</li> <li>• Restricted Industrial</li> <li>• Sand and Gravel Open Space</li> <li>• Scientific Research</li> <li>• Storage</li> </ul>

General Plan Land Use	Recommended Community Plan Designations	Existing Community Plan Designations
Institutional and Public and Semi-Public Facilities	Institutional (specific use to be denoted with an icon in community plan)	<ul style="list-style-type: none"> <li>• Airport</li> <li>• Airport Overlay</li> <li>• Cemetery</li> <li>• Civic</li> <li>• Community Centers</li> <li>• Community Facilities</li> <li>• County Facility</li> <li>• Cultural Center</li> <li>• Education/Institutional</li> <li>• Government Service</li> <li>• Hospital</li> <li>• Institutional/Utilities</li> <li>• Library</li> <li>• Military</li> <li>• Mission and School</li> <li>• Mixed Public Use</li> <li>• Multi-use School Site</li> <li>• Neighborhood Facility</li> <li>• Parking/Parks</li> <li>• Parking/School</li> <li>• Police Station</li> <li>• Post Office</li> <li>• Public Facilities</li> <li>• Public/Quasi Public Use</li> <li>• Schools (elementary, Junior, High)</li> <li>• Transit Center</li> <li>• Transportation Use</li> <li>• University Campus</li> <li>• Utilities</li> </ul>
Multiple Use	No recommended designation; see community plan for use recommendations	<ul style="list-style-type: none"> <li>• Commercial</li> <li>• Commercial/Mixed Use</li> <li>• Commercial/PDO</li> <li>• Commercial/Residential</li> <li>• Commercial/Residential/Industrial</li> <li>• Core/Retail</li> <li>• Gaslamp Quarter</li> <li>• Hotel/Office</li> <li>• Hotel/Residential</li> <li>• Institutional</li> <li>• Light Industry/Commercial</li> <li>• Local Mixed Use</li> <li>• Marina</li> <li>• Mixed Use</li> <li>• Mixed Use Core</li> <li>• Multiple Use</li> <li>• Office</li> <li>• Recreation Visitor/Marine</li> <li>• Residential/Office</li> <li>• Very High Commercial</li> <li>• Village</li> <li>• Visitor Commercial</li> </ul>

## General Plan Land Use and Street System Map

The General Plan Land Use and Street System Map depicts generalized land use categories, as previously explained, within the City of San Diego and identifies the planned street system, freeways, expressways, arterials, and collector streets needed to serve vehicular transportation demand resulting from the buildout of the City in accordance with this General Plan. The map is based upon a composite of the more detailed land use and circulation system maps adopted for each community. The General Plan Land Use and Street System Map allows the reader to understand the distribution of land use and its connection to the transportation network. The land use categories are not precise enough to guide project level development; however, they are a tool to assist in citywide and regional analysis. It is not a replacement or substitution for community or other adopted land use plans where parcel specific land uses are designated.

### Planning Areas

The City of San Diego has more than fifty planning areas, as illustrated in Figure LU-2, Planning Areas Map. The community planning program has a long and diverse history; the earliest community plans were adopted in the 1960s. Each document is a unique reflection of the issues and trends facing the community and corresponding strategies to implement community goals. Some communities have specific and precise plans in place to further refine community plan recommendations; however, in the future it is the City's goal to utilize community plans and community plan amendments over the use of specific and precise plans thereby reducing the use of supplemental land use policy plans to reflect community specific policy implementation.

## **Policies**

### Residential

- LU-B.1. Protect stable residential neighborhoods from intrusion of incompatible land uses.
- LU-B.2. Achieve an overall mix of housing types to add diversity to neighborhoods and to increase housing supply.
  - a. Incorporate a variety of multiple-family housing types in multiple-family project areas.
  - b. Incorporate a variety of single-family housing types in single-family projects/subdivisions.
  - c. Build townhomes and small lot single-family homes as a transition between higher density homes and lower density single-family neighborhoods.
  - d. Identify sites that are suitable for revitalization and for the development of additional housing.

### Commercial Employment, Retail and Services

- LU-B.3. Distribute a range of regional, community, and neighborhood serving commercial uses at appropriate locations throughout the City.
  - a. Regional commercial development is intended to accommodate large-scale, high

intensity development with a broad mix of office, commercial service, retail, wholesale, and limited manufacturing uses.

- b. Community commercial are intended to provide for a range of development patterns from pedestrian-oriented to auto-oriented strip commercial streets.
- c. Neighborhood serving commercial uses are intended to provide areas for smaller scale, lower intensity, locally serving uses.

LU-B.4. Determine where commercial uses should intensify in villages and other areas served by transit, and where it should be limited or convert to other uses where it is underutilized at the community plan level.

LU-B.5. Determine the appropriate mix of village land uses at the community plan level with attention to:

- Surrounding neighborhood uses;
- Uses that are missing from the community;
- Community preferences; and
- Public facilities and services.

LU-B.6. Recognize that various villages may serve specific functions in the community and city; some villages may have an employment orientation, while others may be major shopping destinations, or primarily residential in nature.

### Multiple Use

LU-B.7. Provide opportunities for community-specific mix of uses as needed in community plans.

### Industrial Employment

LU-B.8. Protect key employment areas from encroachment from non-industrial uses while providing areas for secondary employment and supporting uses.

LU-B.9. Consider collocation in areas characterized predominately by office development, or areas in transition where significant encroachment of non-industrial uses has already occurred.

### Institutional, Public and Semi-Public Facilities

LU-B.10. Provide areas for public, semi-public, and institutional uses that are needed to provide opportunities for a full range of community-serving uses to locate within the community.

### Park and Open Space

LU-B.11. Preserve the City's landforms, parks and open spaces that serve as habitat and/or provide recreational opportunities.

## Agriculture

LU-B.12. Retain prime agricultural productive lands in agricultural usage, as identified in community plans.

## C. Community Planning

### **Goals**

- Community plans clearly established as essential components of the General Plan to provide focus upon community-specific issues.
- Community plans structurally consistent yet diverse in their presentation and refinement of citywide policies to address community and neighborhood goals.
- Land use designations that remain consistent as community plans are updated and/or amended to enable comprehensive analysis of City's growth.
- Community plans that maintain or increase planned density of residential land uses in appropriate locations.
- The provision of citywide resources to address existing public facilities deficiencies.
- Public facilities provided by new development commensurate with their level of impact.

### **Discussion**

State law defines a community plan as part of the General Plan and recognizes its function in larger city and county jurisdictions. The Land Use Element is one of the seven mandatory elements as defined by California state law, and as such, it must designate the general distribution and general location of land uses throughout the city. The Land Use Element must also provide a range of recommended density and/or intensity ranges for each category of land use. In a larger and more diverse jurisdiction such as San Diego, the Land Use Element serves as a foundation upon which community plans are developed. In San Diego, the community plans are an important chapter of the Land Use Element and are relied upon to provide the more detailed designation and distribution of land uses at the smaller geographic level of community or neighborhood planning areas. The community plans are an essential and completing component of the Land Use Element and allow the City to satisfy state law.

## Roles and Relationships - General Plan and Community Plans

The updated General Plan provides a vision, core values and policy guidance to balance the needs of the City of San Diego while enhancing the quality of life of current and future residents. It includes ten elements that provide a comprehensive "blueprint" that will guide the City's

growth in the next twenty plus years: Land Use and Community Planning, Mobility, Urban Design, Economic Prosperity, Public Facilities/Services and Safety, Recreation, Cultural Resources, Noise, Conservation, and Housing (under separate cover).

In the City of San Diego, the community plans together represent a very significant and vital component of the Land Use and Community Planning Element of the General Plan. Community plans are a central part of the General Plan in that they contain more detailed land use designations and distribution of land uses than is possible at the citywide level. Community plans address specific geographic areas of the city, defining locally the more general citywide policies that are established in the General Plan.. This structure is necessary because of the city's diverse geography, development patterns, and cultural and ethnic communities, and other variations. Community plans provide the level of information and community specific detail that is needed in order to review and assess proposed public and private development projects However, it is important to emphasize that community plans are policy documents that do not contain regulatory information.

While the community plan addresses specific community needs, its policies and recommendations must be in harmony with other community plans, the overall General Plan, and citywide policies. For instance, in order to maintain consistency with the Housing Element of the General Plan and State housing law, community plans must continue to identify areas appropriate for both single-family and multi-family development, in new growth areas as well as in already developed areas where it may be appropriate to modify existing development patterns. Community plans are the vehicle for implementing State law pertaining to provision of housing opportunities, and meeting the City's housing needs and regional share goal. Regional share goals are` determined for each local jurisdiction within the San Diego region by SANDAG. These goals are the projected share of regional housing needs for all income groups, calculated for each five-year housing element cycle. As community plans designate land uses and assign densities, they must preserve or increase planned density of residential land uses to ensure compliance with the City's regional share goal. Implementation of community-based goals may cause a shift in densities within or between community planning areas, but together they must maintain or increase overall density and housing capacity.

### Community Plan Land Use Designations

Standardized land use designations have been created to implement General Plan goals and the City of Villages strategy. Table LU-3 Community Plan Land Use Designations includes the designation, descriptions of each of the designations, definitions, special considerations and density and intensity ranges. The table is a significant tool for use during the plan update and/or amendment process to provide specific direction regarding the location of desired land uses. Standardized designations were developed to ensure that in the future, as community plans are updated or amended, land use designations will remain consistent among the various community plans. Uses can be tailored, however, through specific recommendations in plan text and/or footnotes on a land use map to denote emphasis or to limit uses.

**Table LU-3  
Community Plan Land Use Designations**

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
Open Space/Parks			
Open Space		Applies to land or water areas generally free from development or developed with very 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, primarily passive; conservation of land, water, or other natural resources; or historic or scenic purposes.	N/A
Population-based Parks Natural Resource-based Parks		Provides for areas designated for passive and/or active recreational uses. It will allow for facilities and services to meet the recreational needs of the community as defined by the community plan.	N/A
Agriculture <sup>1</sup>			
Agriculture		Provides for areas that are rural in character and very low density or areas where agricultural uses are predominate. This designation is intended to accommodate a wide range of agriculture and agriculture-related uses such as: dairies; horticulture nurseries and greenhouses; raising and harvesting of crops; raising, maintaining and keeping of animals; separately regulated agriculture uses; and single dwelling units when applicable.	(Low density residential estates)1 du/10 ac - 1 du/ac
Residential <sup>1</sup>			
Residential - Very Low		Provides for single-family housing within the lowest density range.	0 - 4 du/ac
Residential - Low		Provides for both single-family and multi-family housing within a low density range.	5 - 9 du/ac
Residential - Low Medium		Provides for both single-family and multi-family housing within a low medium density range.	10 - 14 du/ac
Residential - Medium		Provides for both single and multi-family housing within a medium density range.	15 - 29 du/ac

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
Residential - Medium High		Provides for multi-family housing within a medium high density range.	30 - 44 du/ac
Residential - High		Provides for multi-family housing within a high density range.	45 - 74 du/ac
Residential - Very High		Provides for multi-family housing within the highest density range.	75+ du/ac
Commercial <sup>1, 2, 3</sup>			
Neighborhood Village	Residential Required	Provides housing in a mixed-use setting and convenience shopping, civic uses, and services serving an approximate three mile radius.	.25 to 2.0 FAR 15 to 45 du/ac
Neighborhood Commercial	Residential Permitted	Provides local convenience shopping, civic uses, and services serving an approximate three mile radius. Housing may be allowed only within a mixed-use setting.	.25 to 2.0 FAR 15 to 45 du/ac
	Residential Prohibited	Provides local convenience shopping, civic uses, and services serving an approximate three mile radius.	.25 to 2.0 FAR
Community Village	Residential Required	Provides housing in a mixed-use setting and serves the commercial needs of the community at large, including the industrial and business areas. Integration of commercial and residential use is emphasized; civic uses are an important component. Retail, professional/administrative offices, commercial recreation facilities, service businesses, and similar types of uses are allowed.	.25 to 2.0 FAR 30 to 74 du/ac
Community Commercial	Residential Permitted	Provides for shopping areas with retail, service, civic, and office uses for the community at large within three to six miles. It can also be applied to Transit Corridors where multi-family residential uses could be added to enhance the viability of existing commercial uses.	.25 to 2.0 FAR 30 to 74 du/ac
	Residential Prohibited	Provides for shopping areas with retail, service, civic, and office uses for the community at large within three to six miles.	.25 to 2.0 FAR
Urban Village	Residential Required	Serves the region with many types of uses, including housing, in a high intensity, mixed-use setting. Integration of commercial and residential use is emphasized; larger, civic	.25 to 2.0 FAR 30 to 110 du/ac

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
		uses and facilities are a significant component. Uses include housing, business/professional office, commercial service, and retail.	
Regional Commercial	Residential Permitted	Serves the region, from five to twenty five plus miles, with a wide variety of uses, including commercial service, civic, retail, office, and limited industrial uses. Residential uses may occur only as part of a mixed-use (commercial/residential) project.	.25 to 2.0 FAR 30 to 74 du/ac
	Residential Prohibited	Serves the region, from five to twenty five plus miles, with a wide variety of uses, including commercial service, civic, retail, office, and limited industrial uses.	.25 to 2.0 FAR
Office Commercial	Residential Permitted	Provides for office employment uses with limited, complementary retail uses. Residential uses may occur only as part of a mixed-use (commercial/residential) project.	.25 to 1.5 FAR 15 to 44 du/ac
Visitor Commercial	Residential Permitted	Provides for the accommodation, dining, and recreational uses for both tourists and the local population. This designation is intended for land located near employment centers and areas with recreational resources or other visitor attractions. Residential uses may occur only as part of a mixed-use (commercial/residential) project.	.25 to 2.0 FAR 30 to 74 du/ac
Heavy Commercial	Residential Prohibited	Provides for retail sales, commercial services, office uses, and heavier commercial uses such as wholesale, distribution, storage and vehicular sales and service. This designation is appropriate for transportation corridors where the previous community plan may have allowed for both industrial and commercial uses.	.25 to 1.0 FAR
<b>Industrial</b> <sup>1, 2</sup>			
Business Park	Office Use Permitted	Provides for areas characterized by office development and also permits research, product development and light manufacturing with enhanced design features. It is appropriate to apply in areas primarily characterized by office development with some light industrial uses.	.25 to 3.0 FAR
Business Park-Residential Permitted	Office Use Permitted	Applies in areas where employment and residential uses are located on the same	.25 to 3.0 FAR

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
		premises. Permitted employment uses include those listed in the Business Park designation. Multi-family residential density to be specified in the community plan. Development standards which address health and compatibility issues will be included in future zones.	
Scientific Research	Office Use Limited	Provides for activities limited to scientific research, product development and testing, engineering and any other basic research functions leading to new product development with only limited manufacturing. Office uses, except corporate headquarters, are not permitted, except as accessory to the primary use or as direct support for scientific research uses.	.25 to 3.0 FAR
Light Industrial	Office Use Limited	Allows a wider variety of industrial uses than the Business Park designation and Scientific Research designation by permitting a full range of manufacturing activities and adding secondary industrial uses such as warehouse storage, distribution and transportation terminals. Only corporate headquarters office use and single-tenant office uses associated with corporate headquarter establishments and industrial uses, even on separate premises, are permitted. Otherwise, only limited office or commercial uses should be permitted which are accessory to the primary industrial use. Heavy industrial uses such as extractive and primary processing industries that have significant nuisance or hazardous effects are excluded.	.25 to 3.0 FAR
Heavy Industrial	Office Use Limited	Provides for industrial uses emphasizing base-sector manufacturing, wholesale and distribution, extractive, and primary processing uses with nuisance or hazardous characteristics. For reasons of health, safety, environmental effects, or welfare these uses should be segregated from other uses. Non-industrial uses, except corporate headquarters, should be prohibited.	.25 to 3.0 FAR
Institutional			

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
Institutional		Provides a designation for uses that are identified as public or semi-public facilities in the community plan and which offer public and semi-public services to the community. Uses may include but are not limited to: airports, military facilities, community colleges, university campuses, landfills, communication and utilities, transit centers, water sanitation plants, schools, libraries, police and fire facilities, cemeteries, post offices, hospitals, park and ride lots, government offices and civic centers.	N/A
<p><sup>1</sup> Density and intensity ranges will be further refined in each community plan within the range established in this table. For uses located within an airport influence area, the density and intensity ranges should be consistent with the Airport Land Use Compatibility Plan and Air Installation Compatible Use Zone study or steps should be taken to overrule the Airport Land Use Commission.</p> <p><sup>2</sup> Consult the Economic Prosperity Element for policies related to the commercial and industrial land use designations.</p> <p><sup>3</sup> Commercial land use designations may be combined to meet community objectives.</p>			

## Preparation and Format of Community Plans

The Community Plan Preparation Manual, a separate companion manual to the General Plan, includes detailed procedures to help implement the community plan preparation policies. It includes direction on how to prepare a community plan that works in concert with the General Plan in order to reduce the range of topics that each community plan must address, and to focus the plan on community-specific, on-the-ground issues. For example, the General Plan contains overall policies for public spaces, while the community plan would identify specific sites where the public space should be located. It also provides information on process, recommended timeline and steps necessary to carryout the preparation of a community plan. In addition, the manual includes a recommended table of contents with all the major headings or chapters that need to be addressed in the plan. Typically, a community plan will include an introduction or executive summary that addresses the plan vision and environmental setting, and chapters or typical plan elements that cover major community issues, with plan recommendations and implementation measures.

Overall, the Community Plan Preparation Manual is intended to help accomplish the task of developing the community plan as a community specific, implementation ready document that puts into effect citywide goals via recommendations tailored to meet specific community and neighborhood needs.

Public input is essential in ensuring that tailored community and neighborhood needs are addressed in the community plan. Stakeholders in a community, along with the recognized community planning group, play a major role and are key partners in creating a plan that sets forth a joint vision for the future of a community. Therefore, a community plan must include

specific recommendations about how to achieve this vision, while addressing community specific issues that are unique to the area.

Frequent users of community plans include, but are not limited to recognized community planning group members and other community stakeholders, as well as the City Council, Planning Commission, City staff, property owners, developers and other public agencies. Therefore, community plans must be understandable documents that deliver clear recommendations, which will be implemented via their translation into everyday decisions made pertaining to their communities.

### Evaluating New Growth

The City must carefully balance how to allow and encourage growth in focused areas with the absolute requirement for the timely provision of public facilities. Historically, communities have not fully welcomed the idea of new growth when public facilities deficiencies exist. And while development is a critical component in any plan to revitalize older, urbanized neighborhoods, it cannot alone bear the burden of addressing existing facility deficiencies.

New development, however, even as it assumes its fair share of the provision of public facilities, has the potential to diminish the City's ability to assure that adequate levels of service standards are maintained concurrently with the growth. It is incumbent upon the City to evaluate and approve all new development based upon its implementation of the General Plan and community plan. It is also incumbent upon the City, therefore, to employ other resources to ensure that existing deficiencies are corrected as growth occurs. More information on evaluating new growth and its relationship to facilities and services can be found under the Public Facilities, Services, and Safety Element of the General Plan.

### Community Facilities Prioritization

Each community must have the opportunity to establish, through their adopted community plan, a specific framework to address the shortfall in public facilities and services. This will involve the preparation of a community-specific public facilities prioritization schedule (see Public Facilities, Services, and Safety Element for policies regarding prioritization). Additionally, each new development proposal must be carefully evaluated to determine both its benefit to and impact upon the community to ensure that it contributes to public facilities commensurate with the level of impact. Individual new development proposals will be evaluated to determine if the proposals will or will not adversely affect the General Plan and to ensure that they do not compound existing public facility deficiencies. Adequacy of various types of public facilities and services, such as water supply and distribution system, wastewater system, fire stations, schools, libraries, and police stations will be identified and analyzed when discretionary projects are submitted to the City. More information on prioritization can be found under the Public Facilities, Services, and Safety Element of the General Plan.

## **Policies**

## Community Plan Preparation/Format/Content

- LU-C.1. Establish each community plan as an essential component of the Land Use Element with clear links to General Plan goals and policies.
- a. Building upon and/or refine citywide policies as needed to reflect community and neighborhood-specific issues.
  - b. Ensure that every community plan is consistent with other community plans and the General Plan as together they represent a valuable component of the City's "blueprint" and establish the policy framework to guide the development and evolution of the City over a long-term planning horizon.
- LU-C.2. Prepare community plans to address aspects of development that are specific to the community, including distribution and arrangement of land uses (both public and private); the local street and transit network; location, prioritization, and the provision of public facilities; community-specific urban design guidelines; site-specific recommendations to preserve and enhance natural and cultural resources; and coastal resource policies (when within the Coastal Zone).
- a. Incorporate precise plan and specific plan policies and recommendations into community plan updates.
  - b. Draft each community plan as visionary yet achievable, and avoid creating a plan that is a "wish list" or a vague view of the future.
  - c. Provide plan policies and a land use map that are detailed enough to provide the foundation for a fair and predictable land use planning and development review process.
- LU-C.3. Maintain or increase the City's supply of land designated for various residential densities as community plans are prepared, updated, or amended.
- LU-C.4. Draft and adopt community plans within a reasonable timeline to ensure that the City's land use policies are maintained as up-to-date and relevant, and that implementation can be achieved.
- a. Utilize the recognized community planning group meeting as the primary vehicle to ensure public participation.
  - b. Include all community residents, property owners, business owners, civic groups, agencies, and City departments who wish to participate in both planning and implementing the community vision.
- LU-C.5. Apply the recommended land use designations and zoning at the time of a plan update/amendment to clearly communicate where (and where not) particular land uses are desirable.

## Evaluating New Development

- LU-C.6. Evaluate individual new development proposals to determine if the proposals will or will not adversely affect the General Plan, and to ensure that they do not compound existing public facility deficiencies.

## D. Plan Amendment Process

### Goals

- Plan amendments approved to better implement the General Plan and community plan goals and policies.
- A well defined process that addresses how plan amendments occur.
- Allow for changes that will assist in enhancing and implementing the community's vision.

### Discussion

The General Plan is a comprehensive and long range document; it is adopted to express a citywide vision for the future and to guide how that vision is implemented through private and public development. Although the vision remains constant, the means of its achievement are more subject to changing demographics, technologies, economics, and federal and state laws. As such, the General Plan must be a flexible document, allowing for changes that ultimately assist in enhancing and implementing the vision. Too many, too frequent or inappropriate changes, however, can diminish the expressed vision, and sidetrack its implementation.

It is necessary, therefore, to establish a fair, orderly, and well defined process to govern how amendments occur. This process will ensure that all proposed amendments are reviewed for internal consistency with the vision, values and goals of the General Plan. The General Plan Amendment Manual, a companion document to the General Plan, contains specific guidance on when an amendment is required, issues to be addressed through processing, and recommended timelines.

### Initiation

The City of San Diego is unique among jurisdictions in that the process to amend the General Plan requires either Planning Commission or City Council initiation before the plan amendment process and accompanying project may actually proceed. While it is the first point of consideration by a decision maker (the Planning Commission or City Council), it is a limited decision. It is neither an approval nor denial of the plan amendment and accompanying development proposal (some plan amendments are presented without a development proposal). The decision maker should not discuss the details of the development proposal, but rather focus upon the more fundamental question of whether the proposed change to the General Plan is worthy of further analysis based upon compliance with the Initiation Criteria (provided below).

Although applicants have the right to submit amendment requests to the City, not all requests merit study and consideration by City staff and the decision makers. The initiation process allows for the City to deny an application for amendment if it is clearly inconsistent with the major goals and policies of the General Plan. Most importantly, the initiation process allows for early public knowledge and involvement in the process as a whole. Additionally, the Planning

Commission has the opportunity to direct City staff to evaluate specific factors during the processing of the proposed plan amendment.

### Public Hearing Process

After initiation, the plan amendment may be processed and brought forward to public hearing, subject to the permit processing, environmental review, and public hearing procedures specified in the Land Development Code. The Planning Commission and the City Council will consider the factors as described in LU-D.14. and LU-D.16. in making a determination to approve or deny the proposed amendment during the public hearings.

## **Policies**

### Land Use Plan Amendment

- LU-D.1. Require a General Plan and community plan amendment for proposals that involve: a change in community plan adopted land use or density/intensity range; a change in the adopted community plan development phasing schedule; or a change in plan policies, maps, and diagrams.
- LU-D.2. Require an amendment to the public facilities financing plan concurrently with an amendment to the General Plan and community plan when a proposal results in a demand for public facilities beyond projections in the community plan and public facilities financing plan.
- LU-D.3. Evaluate all plan amendment requests through the plan amendment initiation process to determine whether it is appropriate to process and present the proposal to the Planning Commission or City Council for consideration.
- LU-D.4. Accept the submittal of plan amendment requests during the update process of a community plan only up until such time when the traffic study, prepared for the community plan update process, is still being reviewed by City staff and has not yet been finalized or completed.

### Technical Amendment Initiation

- LU-D.6. Initiate a technical amendment without the need for a public Planning Commission hearing when the Planning Department determines, through a single discipline Preliminary Review, that the proposed amendment is appropriate due to a map or text error and/or omission made when the land use plan was adopted or during subsequent amendments and/or implementation.
- LU-D.7. Initiate a technical amendment without the need for a public Planning Commission hearing when the Planning Department determines, through a single discipline Preliminary Review that the proposed amendment is necessary to address other technical corrections discovered during implementation.

- LU-D.8. Initiate a technical amendment without the need for a public Planning Commission hearing when the Planning Department determines, through a single discipline Preliminary Review, that the proposed amendment is necessary to ensure the public health, safety or welfare.
- LU-D.9. Initiate a technical amendment without the need for a public Planning Commission hearing when the Planning Department determines, through a single discipline Preliminary Review, that the amendment is proposed to identify the location and design of a public facility already identified in the adopted Capital Improvements Program (CIP).
- LU-D.10. Initiate a technical amendment without the need for a public Planning Commission hearing when the Planning Department determines, through a single discipline Preliminary Review that the amendment is required to comply with changes in state or federal law or applicable findings of a court of law.
- LU-D.11. Initiate a technical amendment without the need for a public Planning Commission hearing when the Planning Department determines, through a single discipline Preliminary Review, that the amendment is appropriate to revise language concerned solely with a process or procedural matter or an appendix to update information.
- LU-D.12. Subject technical amendments to the processing procedures identified in the General Plan Amendment Manual.

### Criteria for Initiation of Amendments

- LU-D.13. Require that General Plan and community plan amendment initiations (except those determined to be technical as specified in LU-D.5. through LU-D.11.) be decided by the Planning Commission with right of appeal to the City Council by the applicant.
- LU-D.14. Recognize the ability of the City Council to initiate a General Plan and community plan amendment when direction is received from the City Council to conduct the preparation of a plan amendment.
- LU-D.15. Require that the Planning Department present and make a recommendation of approval or denial to the Planning Commission based upon compliance with all of the three initiation criteria as follows: the amendment request appears to be consistent with the goals and policies of the General and Community Plan and any community plan specific amendment criteria; the proposed amendment provides additional public benefit to the community as compared to the existing land use designation, density/intensity range, plan policy or site design; and public facilities appear to be available to serve the proposed increase in density/intensity, or their provision will be addressed as a component of the amendment process.
- LU-D.16. Acknowledge that initiation of a plan amendment in no way confers adoption of a plan

amendment, that neither staff nor the Planning Commission is committed to recommend in favor or denial of the proposed amendment, and that the City Council is not committed to adopt or deny the proposed amendment.

### Plan Amendment Processing

LU-D.17. Evaluate specific issues that were identified through the initiation process as well as any additional community specific amendment evaluation factors.

LU-D.18. Address the standard plan amendment issues prior to the Planning Commission decision at a public hearing related to level and diversity of community support; appropriate size and boundary for the amendment site; provision of additional benefit to the community; implementation of major General Plan and community plan goals, especially as related to the vision, values and City of Villages Strategy; and provision of public facilities.

## E. Planning for Coastal Resources

### Goals

- Certification of community plans as the City of San Diego’s Local Coastal Program Land Use Plans.
- Preservation and enhancement of coastal resources.

### Discussion

The land use plan and implementing zones which are adopted as part of each community plan update meet the Coastal Act’s requirement that coastal land use provisions be sufficiently detailed to indicate the kind, location, and intensity of land uses. Coastal protection and enhancement strategies vary within each of the 18 community and other land use plan documents (see Table LU-4 Community Planning Areas within the Coastal Zone), but all are prepared consistent with a standardized framework of issues modeled upon the Coastal Act policies.

Barrio Logan/Harbor 101	Ocean Beach
Carmel Valley	Otay Mesa/Nestor
Del Mar Mesa	Pacific Beach
La Jolla	Pacific Highlands Ranch
Midway/Pacific Highway Corridor	Peninsula
Mira Mesa	Torrey Hills

<b>Table LU-4 Community Planning Areas Within The Coastal Zone *</b>	
Mission Bay Park	Tijuana River Valley
Mission Beach	Torrey Pines
North City Future Urbanizing Area -San Dieguito River Valley -North City Local Coastal Program	University

\* Planning areas may be located either wholly or partially within the Coastal Zone.

## Different Types of Coastal Jurisdiction

The City of San Diego has jurisdiction to issue Coastal Development Permits for areas of the Coastal Zone where the Coastal Commission has certified the Local Coastal Program (LCP). This constitutes a majority of the area within the Coastal Zone.

"Areas of deferred certification" are a category of land in the Coastal Zone. In these areas, the Coastal Commission has not yet certified the City's land use plan, and therefore retains coastal development permit authority. Areas of deferred certification can be a part of a land use plan that was certified, but permit authority for these areas has not transferred to the City. Areas of deferred certification may become part of the certified LCP in the future.

There are also "areas of original jurisdiction" that are not a part of the City's LCP where the Coastal Act intends jurisdiction to remain with the Coastal Commission.

## **Policies**

- LU-E.1. Incorporate community specific policies into Coastal Zone community plans during community plan update and/or amendments to address the Coastal Act policies direction regarding biological resources and geologic stability, circulation, parking, beach impact area, public access, recreational opportunities, visitor-serving, and visual resources.
- LU-E.2. Ensure consistency of all coastal planning policies with the regional, citywide, and other community specific planning policies included in each General Plan Element.
- LU-E.3. Ensure that community plans contain policies to implement Chapter 3 of the Coastal Act and that the Land Development Code contains provisions to fully implement those policies.

## **F. Consistency**

### **Goal**

- Adopt zoning concurrently with community plan updates and amendments to ensure consistency with community plan land use designations.

## **Discussion**

Despite the fact that state law exempts charter cities from the zoning consistency requirement, it is the City of San Diego's practice to apply zoning that is consistent with community plan land use designations to ensure their implementation. Zoning is one of the primary plan implementation measures. As the *California General Plan Guidelines 2003* state, "the success of a general plan, and in particular the land use element, rests in part upon the effectiveness of a consistent zoning ordinance in translating the long-term objectives and policies contained in the plan into everyday decisions."

It is the City of San Diego's policy that the Municipal Code contain adequate regulations, in the Land Development Code chapters, to ensure that the policies and recommendations of adopted land use plans (the community, specific, and precise plans, as well as the General Plan) are clearly applied to new development. The adopted land use plans provide guidance and set the framework for the implementing regulations found in the Land Development Code.

Zoning will be reviewed and changed as appropriate, especially at the time of community plan update or amendment, to assure that revised land use designations or newly-applicable policies and recommendations can be implemented through zoning and development regulations.

The Government Code states that "the General Plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency." This concept means that no policy conflicts can exist, either textual or diagrammatic, between the components of a General Plan. Different policies must be balanced and reconciled within the plan.

## **Policies**

### Zoning Consistency

LU-F.1. Ensure that the regulations of the Land Development Code address implementation of the policy recommendations of the General Plan; land use designations of the community plans; other goals and policies of the community plans; and community-specific policies and recommendations through tailored use and development regulations.

### Plan Consistency

LU-F.2. Assess project consistency for public and private projects based upon their conformance with the General Plan and community plan-specified land use, density/intensity, design guidelines, and other General Plan and community plan policies especially related to open space preservation, community identity, mobility, and the timing, phasing, and provision of public facilities.

## Internal Consistency

- LU-F.3. Ensure that review for internal consistency includes all elements of the General Plan, as they have equal legal status and no element can take precedence over another.
- LU-F.4. Ensure consistency among all elements as well as consistency within each element by reviewing text, maps, and diagrams within a General Plan so that they are all in agreement with each other.
- LU-F.5. Ensure that all goals and policies established in a community plan are consistent with the overall General Plan.

## G. Airport Land Use Compatibility

### **Goal**

- Protection of the health, safety, and welfare of persons within an airport influence area by minimizing the public's exposure to high levels of noise and risk of aircraft accidents.

### **Discussion**

Airports affect future land uses and at the same time land uses can affect airports in that incompatible land uses can restrict airport operations or lead to the closure of an airport. The State requires that the San Diego County Regional Airport Authority Board, as the Airport Land Use Commission (ALUC), prepare Airport Land Use Compatibility Plans for each public-use airport and military air installation in the County. Refer to the Mobility Element for the location and description of the airports in the City.

A compatibility plan addresses compatibility between airports and future land uses that surround them by addressing noise, overflight, safety, and airspace protection concerns to minimize the public's exposure to excessive noise and safety hazards within the airport influence area for each airport over a twenty-year horizon. Since the ALUC does not have land use authority, the City implements the compatibility plan through land use plans, development regulations, and zoning ordinances.

When a compatibility plan is amended or updated, the City is required to submit the land use plans, development regulations, and zoning ordinances that are within an airport influence area to the ALUC for a consistency determination. At the same time when an action is proposed to amend or update a land use plan (general plan, community plan, and specific plan), airport plan, development regulation, and zoning ordinance within an airport influence area, the City is required to submit these actions to the ALUC for a consistency determination prior to adoption of the action.

The City can revise the proposed action to meet ALUC's determination or the City Council may overrule their determination by a two-thirds vote if it makes specific findings that the proposed action is consistent with the purposes of protecting public health, safety, and welfare, minimizing

the public's exposure to excessive noise, and minimizing safety hazards within areas surrounding the airport.

## Compatibility Factors

The compatibility factors (safety, airspace protection, noise, and overflights) vary by airport. Though the intent to protect public health, safety and welfare is the same, land use policies are specific to each airport and community plan. The following sections identify the planning process and factors the City would consider when evaluating General Plan and community plan policies and future land use designations to ensure consistency with a compatibility plan.

### **Safety**

When designating future land uses, the City evaluates the consequences and severity of an accident if one were to occur, the number of people in high accident risk areas, and the existing densities and intensities. The City evaluates critical land uses and infrastructure in high accident risk areas to limit future locations. Critical land uses include children's schools, childcare centers, hospitals, convalescent homes, places of worship, and other uses in which the mobility of occupants is effectively limited. Critical infrastructure includes power plants, electrical substations, public communications facilities, and other facilities in which the damage or destruction of the facility would cause adverse effects to public health and welfare beyond the vicinity of the facility.

### **Airspace Protection**

Although the Federal Aviation Administration has no authority to regulate or control the use of land around airports, it advises development project applicants, the Airport Authority, and the City whether a proposed development would be an obstruction to air navigation; and, if so, whether the obstruction would create a hazard. The particular hazards of concern are structures that pose an airspace obstruction, land uses that create wildlife hazards, particularly related to birds, and land use characteristics that create visual or electronic interference with air navigation. For existing or future uses, airport operators can purchase or have avigation easements dedicated from a property owner to prohibit the development of structures or growth of trees or prohibit visual and electrical interference in the acquired airspace.

### **Noise**

Refer to the Noise Element for an additional discussion regarding airport noise associated with aircraft operations within the city and the Land Use - Noise Compatible Standards for determining land use compatibility.

### **Overflights**

Overflights of aircraft can be bothersome to people who are sensitive to the presences of aircraft overhead. Depending on the location, dedication of avigation easements or recorded deed notices can be required to assure that future property owners are aware of an aircraft operating

overhead. The state also requires real estate disclosures for all property transactions within an airport influence area.

## **Policies**

- LU-G.1. Work with the ALUC to develop policies that are consistent with the state and federal regulations and guidelines and that balance airport land use compatibility goals with other citywide and regional goals.
- LU-G.2. Ensure that the General Plan, community plans, airport plans, development regulations and zoning ordinances affected by an airport influence area are consistent with the Airport Land Use Compatibility Plan or have the City Council take steps to overrule the ALUC.
- LU-G.3. Evaluate general aviation airports expansions and future heliports on the basis of aviation and land use need and the impacts on surrounding land uses.
- LU-G.4. Submit all airport/heliport master plans and development plans to the ALUC prior to City Council adoption.
- LU-G.5. Coordinate with the Navy and Marine Corps to ensure that future land use and General Plan or community plan amendments are consistent with the Installation Compatible Use Zone study for military air installations.
- LU-G.6. Encourage civilian and military airport operators, to the extent practical, to:
  - Ensure safe airport operations to minimize noise and safety concerns;
  - Purchase land within the airport runway protection zone, given available funding sources, to protect airport operations; and
  - Obtain aviation easements or deed restrictions from property owners within the airport influence area to prevent air navigation obstructions and increase awareness of aircraft operating overhead.

## **H. Balanced Communities**

### **Goal**

- Ensure diverse and balanced neighborhoods and communities with housing available for households of all income levels.

### **Discussion**

On December 26, 1972, the City Council of the City of San Diego adopted Council Policy 600-19 concerning the need to foster balanced community development in the city. Essentially, this policy recognizes the importance of developing economically balanced communities so as to avoid residential concentration of low-income families and assure an appropriate housing balance throughout the city.

On May 20, 2003, the City Council adopted an Inclusionary Housing Ordinance which requires all new residential developments of two units or more to provide affordable housing and it also allows for a variety of methods to ensure that the Inclusionary Housing requirements are met. Currently, this ordinance is the most effective tool that the City has identified and put into effect in order to promote balanced communities and ensure that new residential development in the city contributes towards the provision of affordable housing units. The required affordable housing units are either provided on the same site as the market-rate units, or in-lieu fees are paid by the developer which are deposited into the Inclusionary Housing Trust Fund for priority use in the same community planning area from which the funds were collected, thereby supporting the City's goal of economically balanced communities. The affordable housing units can also be provided on a different site but within the same community planning area, which again supports balanced communities. In order to build required affordable housing units outside of the subject community planning area, further analysis must be conducted by the San Diego Housing Commission.

The City of Villages strategy addresses the concept of jobs/housing balance with its goal to link diverse villages to each other through the regional transit system. Through an interlinked network of villages - jobs, housing, and specialized services could be made more accessible to each other even if they are not located in the same community. It is anticipated that individual villages located throughout the city will offer unique mixes of uses and services, as well as opportunities for affordable housing and employment. Village sites are to contribute to citywide needs and are to function as an integrated part of the community and city.

## **Policies**

- LU-H.1. Disperse affordable housing projects throughout the City in order to achieve a balance of incomes in all neighborhoods and communities so that no single area experiences a disproportionate concentration of housing units affordable to very low, low and median income households.
- LU-H.2. Provide linkages between employment type uses and housing via an integrated transit system while improving access to village sites located throughout the city.

## **I. Environmental Justice**

### **Goals**

- A just and equitable society.
- Equitable distribution of public facilities, infrastructure and services.
- Improved mobility options and accessibility in every community.
- Safe and healthy communities.

### **Discussion**

Environmental justice is defined in federal and State of California law as “the fair treatment of people of all races, cultures and income levels with respect to the development, adoptions, implementation and enforcement of environmental laws, regulations and policies.” Environmental justice is achieved when everyone, regardless of race, culture, gender, disabilities, or income, enjoys the same degree of protection from environmental and health hazards and equal access to and meaningful participation in the decision-making process to have a healthy environment in which to live, learn, and work. It is more than an important goal in land use and transportation planning; it is a prerequisite in obtaining federal transportation funds and other grant monies.

Additionally, the State of California has an expectation that local governments will adopt policies to ensure the provision of the equitable distribution of new public facilities and services, and to expand opportunities for transit-oriented development, among other considerations. The City of Villages strategy and emphasis on transit system improvements, transit-oriented development, and the citywide prioritization and provision of public facilities in underserved neighborhoods is consistent with environmental justice goals. The following policies are designed to address environmental justice through broadening public input, determining the benefits and burdens of transportation projects, and designing and locating public facilities that are accessible to all.

## **Policies**

- LU-I.1. Ensure environmental justice in the planning process through meaningful public involvement.
  - a. Assure potentially affected community residents that they have opportunities to participate in decisions that affect their environment and health and that the concerns of all participants involved will be considered in the decision making process.
  - b. Increase public outreach to all segments of the community so that it is holistic and informative.
  - c. Consult with California Native American tribes to provide them with an opportunity to participate in local land use decisions at an early planning stage, for the purpose of protecting, or mitigating impacts to cultural places.
- LU-I.2. Balance individual needs and wants with the public good.
- LU-I.3. Implement development policies that equitably protect public health, safety and welfare, and that incorporate the needs of those who are disenfranchised in the process.

## **Public Facilities**

- LU-I.4. Prioritize and allocate citywide resources to provide public facilities and services to communities in need.
- LU-I.5. Guarantee meaningful participation for all community residents in the siting and design of public facilities.

LU-I.6. Provide equal access to public facilities and infrastructure for all community residents.

### Transportation

LU-I.7. Treat all people fairly with respect to the development, adoption, implementation and enforcement of transportation policies, plans, and projects.

LU-I.8. Expand public outreach on transportation policy, projects, and operations in order to get input from ethnic minorities, low income residents, persons with disabilities, the elderly and other under-represented communities. Ensure that people who are directly impacted by a proposed action are given opportunities to provide input.

LU-I.9. Design transportation projects so that the resulting benefits and potential burdens are equitable. Some of the benefits of transportation programs include improved accessibility, faster trips, more mobility choices, and reduced congestion. Common negative consequences include health impacts of air pollution, noise, crash-related injuries and fatalities, dislocation of residents, and division of communities.

LU-I.10. Improve mobility options and accessibility for the non-driving elderly, disabled, low income and other members of the population.

- a. Work with San Diego Association of Governments (SANDAG) to implement small neighborhood shuttles and local connectors in addition to other services.
- b. Increase the supply of housing units that are in close physical proximity to transit and to everyday goods and services, such as grocery stores, medical offices, post offices, and drug stores.

LU-I.11. Implement the City of Villages concept for mixed-use, transit-oriented development as a way to minimize the need to drive by increasing opportunities for individuals to live near where they work, offering a convenient mix of local goods and services, and providing access to high quality transit services.

### Environmental Protection

LU-I.12. Ensure environmental protection that does not unfairly burden or omit any one geographic or socioeconomic sector of the City.

LU-I.13. Eliminate disproportionate environmental burdens and pollution experienced by historically disadvantaged communities.

LU-I.14. Create appropriate buffer zones to help alleviate or minimize potential hazards of certain types of land uses.

LU-I.15. Plan for the equal distribution of potentially hazardous and/or undesirable, yet necessary, land uses, public facilities and services, and businesses to avoid over concentration in any one geographic area, community, or neighborhood.

LU-I.16. Ensure the provision of noise abatement and control policies that do not disenfranchise, or provide special treatment of, any particular group, location of concern, or economic status.

## J. Equitable Development

### Goal

- Community and neighborhood specific strategies and implementation measures to achieve equitable development.

### Discussion

Implementation of the City of Villages strategy carries a risk of gentrification. The term gentrification has various definitions. The definition used here is “the process by which higher income households displace lower income residents of a neighborhood, changing the essential character and flavor of that neighborhood.”<sup>2</sup>

Gentrification is a process that is neither wholly good nor bad, and the negative aspects of gentrification can be minimized if equitable development is achieved. Equitable development is defined as “the creation and maintenance of economically and socially diverse communities that are stable over the long term, through means that generate a minimum of transition costs that fall unfairly on lower income residents.”<sup>3</sup> If carefully framed, gentrification can help meet the goal of equitable development by creating a greater income mix in a neighborhood and providing new economic opportunities. By improving the housing stock and job market in older urban neighborhoods, gentrification can also help fight urban sprawl by helping older neighborhoods successfully compete with the suburbs for investment dollars. Both public and private sector partners must act early in the revitalization process to promote equitable development and to ease or eliminate the adverse consequences of gentrification.

The City of San Diego can take a leadership role in defining and implementing some of these strategies. Others require action by the private sector, other government agencies and community-based partners. In fact, many of the most successful programs have been initiated and implemented by the residents of affected areas. Neighborhood-specific action plans should expand upon and further define these general strategies based on the needs of individual neighborhoods, available resources and willing partners. These action plans will be adopted as a part of village master plans or other long-range plans as appropriate.

Balanced commercial development in the City of San Diego’s communities and quality of life assets, such as recreational opportunities, mobility, unique neighborhoods and an active public

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<sup>2</sup> Maureen Kennedy and Paul Leonard, *Dealing With Neighborhood Change: A Primer on Gentrification and Policy Changes*. (The Brookings Institution Center on Urban and Metropolitan Policy, April 2001) p.5.

<sup>3</sup> Kennedy and Leonard, p.4.

life are important components vital to the future of San Diego. As San Diego's population grows and developable land decreases, many communities have experienced changes in the mix of commercial land uses because of rising rents. There are actions that can be taken to address the shortages of more affordable commercial spaces available to new entrepreneurs and growing businesses. In addition, there may be some communities that find traditional community-serving businesses are being displaced and the establishment of new local businesses is difficult. The community plan update process will provide an opportunity to identify what type of business growth is desirable in each community through a process of public discussion. Although they may share some features, commercial stabilization strategies are unique to each community. These will be established as community specific policies in each community plan.

In some instances, public activities, such as redevelopment efforts or public facility expansion or improvement can result in a physical displacement of a business. Often, business relocation is to a site outside the city. Care should be taken to avoid unwarranted displacement.

## **Policies**

### Land Use and Community Planning and Community Development

- LU-J.1. Ensure development of balanced communities that take into account community wide involvement and participation.
- a. Develop village plans with the involvement of a broad range of neighborhood, business, and planning groups.
  - b. Invest strategically in public infrastructure and offer development incentives that are consistent with the neighborhood's vision.
  - c. Build affordable housing to retain a diverse income mix in neighborhoods.
  - d. Reduce overall market-wide housing pressures by increasing the supply of market-rate housing.
  - e. Recognize the important role that schools play in neighborhood life and look for opportunities to form closer partnerships among local schools, residents, neighborhood groups, and the City with the goal of improving public education.
  - f. Ensure that neighborhood development and redevelopment addresses the needs of older people, particularly those disadvantaged by age, disability, or poverty.

### Balanced Commercial Development

- LU-J.2. Minimize potential adverse effects of gentrification.
- a. Maintain adequate investment in regional infrastructure over time to ensure its longevity.
  - b. Support communities' efforts to identify the desired business growth model for their area and implement a strategy to achieve that goal.
  - c. Preserve and expand the existing business base with an emphasis on local ownership of businesses and/or assets.
  - d. Ensure that new development serves the retail, employment and service needs of local residents.
  - e. Encourage local employment within new developments and provide entrepreneurial opportunities for local residents.

- f. Assist existing business owners in accessing programs that can provide financial assistance and business consulting services. Such programs include Small Business Administration loans, façade renovation and redevelopment assisted forgivable loans.
- g. Consider, in redevelopment and community plan update and amendment processes, where businesses displaced by commercial gentrification can be relocated.

## K. Proposition 'A'

### Goal

- Future growth and development that includes the public in the planning approval process.

### Discussion

#### The Managed Growth Initiative

In 1985, the electorate adopted Proposition 'A,' an initiative amending the Progress Guide and General Plan to require approval of a majority vote of the people for shifting of land from the Future Urbanizing to the Planned Urbanizing Area phase of growth or development. The ballot measure further provided that the “provision restricting development in the Future Urbanizing Area shall not be amended except by majority vote of the people except for amendments which are neutral or make the designation more restrictive in terms of permitting development.” As required by the ballot measure, the full text is included herein:

Section 1. “No property shall be changed from the ‘future urbanizing’ land use designation in the Progress Guide and General Plan to any other land use designation and the provisions restricting development in the future urbanizing area shall not be amended except by majority vote of the people voting on the change or amendment at a Citywide election thereon.”

Section 2. Definitions. “For purposes of this initiative measure, the following words and phrases shall have the following meanings:”

- a. “Progress Guide and General Plan shall mean the Progress Guide and General Plan of the City of San Diego, including text and maps, as the same existed on August 1, 1984.”
- b. “Change in Designation” or change from ‘Future Urbanizing’ shall mean the removal of any area of land from the future urbanizing designation.
- c. “Amendment” or “amended” as used in Section 1 shall mean any proposal to amend the text or maps of the Progress Guide and General Plan affecting the future urbanizing designation as the same existed in the Progress Guide and General Plan on August 1, 1984 or the land subject to said designation on August 1, 1984, except amendments which are neutral or make the designation more restrictive in terms of permitting development.”

- Section 3. Implementation. “The City Council, City Planning Commission, and City staff are hereby directed to take any and all actions necessary under this initiative measure, including but not limited to adoption and implementation on any amendments to the General Plan and zoning ordinance or citywide, reasonably necessary to carry out the intent and purpose of this initiative measure. Said actions shall be carried forthwith.”
- Section 4. Guidelines. “The City Council may adopt reasonable guidelines to implement this initiative measure following notice and public hearing, provided that any such guidelines shall be consistent with the intent and purpose of this measure.”
- Section 5. Exemptions for Certain Projects. “This measure shall not prevent completion of any project as to which a building permit has been issued pursuant to Section 91.04.03(a) of the San Diego Municipal Code prior to the effective date of this measure; provided, however, that the project shall cease to be exempt from the provisions of Section 91.02.0303(d) of the San Diego Municipal Code or if the said permit is suspended or revoked pursuant to Section 91.02.0303(e) of the San Diego Municipal Code.”
- Section 6. Amendment of Repeal. “This measure may be amended or repealed only by a majority of the voters voting at an election thereon.”
- Section 7. Severability. “If any section, subsection, sentence, phrase, clause, or portion of this initiative is for any reason held to be invalid or unconstitutional by any Court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this initiative and each section, subsection, sentence, clause, phrase, part or portion thereof would have been adopted or passed irrespective of the fact that any one or more sections, subsections, sentences, clauses, phrases, parts of portions be declared invalid or unconstitutional.”

### Proposition 'A' Lands

By 2005, phase shifts, per Proposition 'A' and the Guidelines for Future Development, have occurred for the land determined to be appropriate for more urban levels of development within the planning horizon of this General Plan. The City also completed planning efforts to address land use in the remainder of the Future Urbanizing Area subject to its jurisdiction. The City Council adopted a comprehensive update to the San Pasqual Valley Plan that requires the preservation of the San Pasqual Valley for agricultural use, open space, and Multiple Habitat Preservation Area (MHPA - see Conservation Element for more detail). Additionally, the City adopted a specific plan for the Del Mar Mesa that severely limits residential development to rural densities and sets aside over half of the plan area as MHPA. Furthermore, federal, state, county and other jurisdictions have participated with the City in planning for open space and habitat preservation in the San Dieguito and Tijuana River Valleys.

Proposition 'A' lands also include military and other lands not subject to the City's jurisdiction. In the past, the City Council has chosen to follow the development intensity restrictions and the requirement for a vote of the people to approve an amendment to shift the area from Future to Planned Urbanizing Area as specified in Proposition 'A,' upon receipt of jurisdiction over former military installations.

## Tiers

As described, the phased development areas system has, for the most part, expired. The City has grown into a jurisdiction with primarily two tiers, see Figure LU-3 Proposition 'A' Lands Map:

- Proposition 'A' Lands – (as previously defined) characterized by very low-density, residential, open space, natural resource-based park, and agricultural uses; and
- Urbanized Lands – characterized by older, recently developed, and developing communities at urban and suburban levels of density and intensity.

As of 2005, communities formerly known as planned urbanizing were largely completed according to the adopted community plan, and of that group, the oldest were beginning to experience limited redevelopment on smaller sites.

One of the primary purposes behind the adoption of the phased development areas system was to ensure the timely provision of public facilities as growth occurred. In the Planned Urbanizing Area, the City developed the Facilities Benefit Assessment (FBA) and other financing programs to accomplish this requirement. Funds collected through these particular mechanisms, however, can only be used for capital expenditures. Once a public facility is constructed, the City must turn to other funding sources for operation and maintenance, primarily the general fund and maintenance assessment districts. The public facility phasing and sequencing components of the tier system, therefore, will no longer be relevant when the City reaches build-out according to community plans.

Phasing growth in established, urbanized neighborhoods is problematic, especially when communities are already deficient in public facilities and services. Strict adherence to a phasing program with unit caps and facility thresholds could result in precluding growth, even if consistent with the community plan and desired by the community for the purposes of revitalization and meeting other community goals.

## **Policies**

- LU-K.1. Identify non-phase shifted lands as Proposition 'A' lands and no longer refer to them as Future Urbanizing area.
- LU-K.2. Follow a public planning and voter approval process consistent with the provisions of this Land Use Element of the General Plan for reuse planning of additional military lands and other areas if and when they become subject to the City's jurisdiction.

## **L. Annexations**

### **Goals**

- Identification of prospective annexation areas to limit urban sprawl, avoid duplication of urban services in an efficient manner, and preserve open space.
- Annexation of county islands within the City of San Diego boundaries.

## Discussion

Prospective annexation areas include two County islands of unincorporated land within the city, and unincorporated areas that share common geographic features and are bordered by the same natural boundaries as the contiguous city area. Land located within these prospective areas can be reviewed for the possibility of annexation upon the initiative of either the landowner or the City.

## Policies

- LU-L.1. Identify prospective annexation areas for long-range planning purposes that will avoid duplication of services with special districts; promote orderly growth and development and preserve open space, as necessary, on its periphery; and promote a more cost-efficient delivery of urban services to both existing areas that already have urban services and future development areas that require urban service extensions from contiguous city areas.
- LU-L.2. Evaluate whether or not to submit an annexation application to LAFCO.
- a. Analyze the present and planned land uses for the proposed annexation.
  - b. Assess the present and future need for urban services and facilities.
  - c. Review the fiscal impact of the proposed annexation to the city.
  - d. Identify whether the proposal represents an orderly and logical extension of city boundaries.
  - e. Assess the ability of the City to provide urban level services.
  - f. Determine whether the proposal would induce residential growth.
  - g. Determine whether the proposal would provide provisions for affordable housing.
  - h. Determine whether the proposal would provide provisions for open space.
  - i. Evaluate the effect of the annexation to any relevant social or economic aspects of interest.
  - j. Verify and determine the level of support on the part of affected property owners and area residents.
- LU-L.3. Include areas, upon their annexation, in the appropriate community planning area and ensure that future development implements the policies and recommendations of the General Plan and applicable community plan.
- LU-L.4. Pursue annexation of the county islands listed below based upon a review of the preceding factors, and the fact that the City of San Diego has provided efficient delivery of urban services, roadways and other major public facilities to these areas for many years: the Davis Ranch, an approximately 77-acre property, designated for industrial use, located adjacent to Interstate 15 within the Scripps Miramar Ranch Community Planning Area; the Mount Hope Cemetery, an approximately 100-acre property, designated as a public cemetery, located within the Southeastern San Diego Community Planning Area.