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.
- Land use designations are not standardized throughout the city.
- 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.
- Existing 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 (for ease of reference, this element will be referred to as the Land Use Element) serves as the final arbiter on how the city of San Diego should evolve and mature over the next 20-plus years.

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 planning topics, such as coastal resources, balanced communities, and equitable development. 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 further refines citywide policies when needed as they relate 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. During the 80s and mid to late 90s, the city had annual growth rates of approximately two percent or higher. It is projected that the city will experience an overall 23 percent change in population growth from 2000 to 2020.

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 nine 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, eight percent is Black, and 14 percent is Asian and Pacific Islander. American Indian and "Other" comprise the remainder of the population. The San Diego Association of Government's (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-4). The land use categories according to basic characteristics are as follows: Parks, Open Space and Recreation; Agriculture; Residential; Commercial Employment, Retail, and Services; Industrial Employment; Institutional, 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 redesignating or 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 two tables illustrate the city's acreage distribution in terms of existing uses and planned land use designations as they are grouped into the seven General Plan land use categories. Existing uses represent those uses as they are currently found throughout the city. Planned land uses are the recommended land use designations as identified in the adopted community plans. It should be noted that existing uses may not always match the planned land use designations for certain sites as specified in the adopted community plans. Therefore, for instance, a site may have

agricultural uses on it while the planned land use designation calls for residential use. Existing uses may be located on sites with planned land use designations that allow other types of uses that have not yet been implemented in accordance with the adopted community plans.

TABLE LU - 1A Existing Uses

General Plan Land Use Category	Existing Uses	
	Acres	% of Total
Agriculture	6,055	2.8
Commercial Employment, Retail, and Services	7,887	3.6
Industrial Employment	8,928	4.1
Institutional, Public and Semi-Public Facilities [a]	37,103	16.9
Multiple Use	--	--
Park, Open Space and Recreation [b]	60,654	27.6
Residential	52,389	23.9
Roads / Freeways / Transportation Facilities [c]	31,291	14.3
Water Bodies [c]	6,932	3.2
Vacant [c]	8,002	3.6
TOTAL	219,241	100.0

a. This land use category includes 26,547 of existing acres of military use.
b. This land use category includes 2,578 acres of water bodies that are recreational areas and located within park and open space areas.
c. 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.

TABLE LU - 1B Planned Land Uses

General Plan Land Use Category	Planned Land Uses	
	Acres	% of Total
Agriculture	3,670	1.7
Commercial Employment, Retail, and Services	6,114	2.8
Industrial Employment	12,278	5.6
Institutional, Public and Semi-Public Facilities [a]	36,545	16.7
Multiple Use	4,534	2.1
Park, Open Space and Recreation [b]	62,686	28.5
Residential	55,987	25.5
Roads / Freeways / Transportation Facilities [c]	30,495	13.9
Water Bodies [c]	6,932	3.2
Vacant [c]	--	--
TOTAL	219,241	100.0

a. This land use category includes 26,547 of planned acres of military use.
b. This land use category includes 2,578 acres of water bodies that are recreational areas and located within park and open space areas.
c. 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.

As shown in Tables LU-1A and B, the land use categories, as existing uses and planned land uses, 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, will experience a decline in land area if planned land use designations are implemented accordingly to what is shown in the adopted community plans. The multiple use category will emerge as a land use category where it is mostly identified within the central urbanized communities and downtown area. It is interesting to point out that residential will experience the greatest change in terms of increase in use if associated land use designations are implemented in accordance with adopted community plans. Industrial designated lands are mostly found in the northern 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 freeway corridors.

Existing 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. If land use designations throughout the city are fully implemented per adopted community plans, a decline in commercial uses will take place. The institutional, public

and semi-public facilities land use category will experience the least amount of change where the great majority of lands designated for these types of facilities are actually being used to accommodate these uses. Vacant land, as shown in Table LU-1A, is comprised of lands considered to be developable (for example, stand alone parking lots not associated with a specific use and vacant undeveloped land in urbanized communities) as well as undevelopable vacant land (for example, cemeteries and landfills) in the city. Table LU-2 includes data specific to developable vacant land in the city and how it is planned designated per the adopted land use plans in order to allow for future growth and development.

TABLE LU - 2
Breakdown of Vacant Developable Land in Terms of Planned Land Use Designations

General Plan Land Use Category Planned Land Uses	Vacant Developable Acres	% of Total
Commercial Employment, Retail, and Services	617	9.1
Industrial Employment	2,107	31.2
Institutional, Public and Semi-Public Facilities	702	10.4
Multiple Use	423	6.3
Residential	2,907	43.0
TOTAL ACRES (Vacant Developable)	6,756	100.0

As shown in Table LU-2 above, 43 percent of the total vacant developable land in the city is designated for residential uses while another 31 percent is designated for industrial related uses.

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.

What is a Village?

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–3 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 Areas - Subregional Employment Areas are major employment and/or commercial districts within the region containing corporate or multiple-use office, industrial, and retail uses with some adjacent multifamily 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 multifamily 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 100 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 already exhibit village characteristics and areas that may have a propensity to develop as village areas based on having some of 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 multifamily housing in the region (see the Centre City Community Plan for more detailed information, visit the website at http://www.ccdc.com/planupdate/index.html).

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, 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-3) establishes the linkage between General Plan land use categories, as depicted in the General Plan Land Use and Street System Map, and the more specific existing community plan land use designations. Table LU-3 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

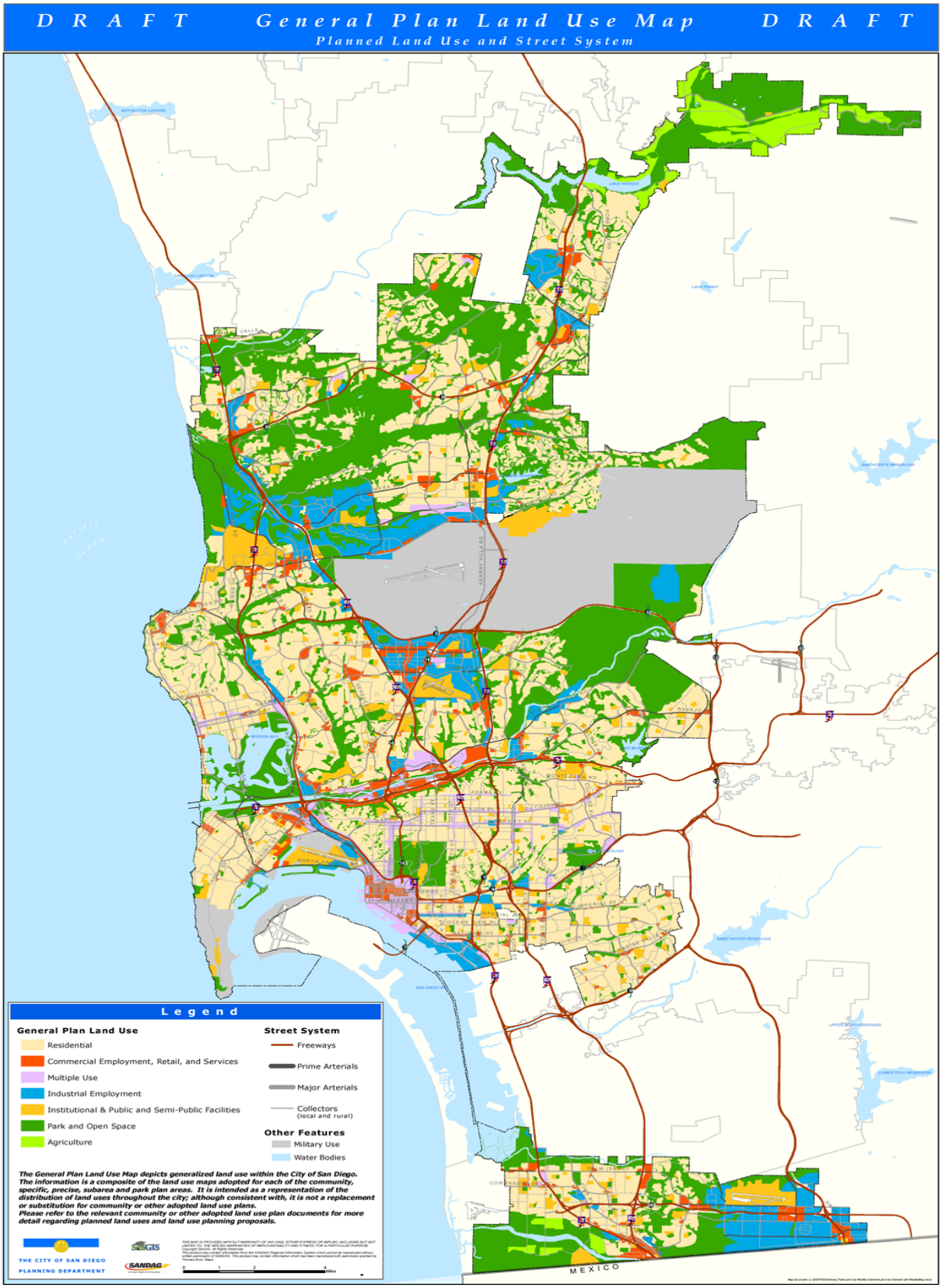
This land use category is comprised of land use designations that can address a variety of housing types such as: single-family, multifamily, mobile home park, military housing and student housing. There are seven density range classifications (very low, low, low medium, medium, medium high, high, very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


D R A F T General Plan Land Use Map D R A F T
Planned Land Use and Street System
Legend
General Plan Land Use
Residential
Commercial Employment, Retail, and Services
Multiple Use
Industrial Employment
Institutional & Public and Semi-Public Facilities
Park and Open Space
Agriculture
Street System
Freeways
Prime Arterials
Major Arterials
Collectors (local and rural)
Other Features
Military Use
Water Bodies
The General Plan Land Use Map depicts generalized land use within the City of San Diego. The information is a composite of the land use maps adopted for each of the community, specific, precise, subarea and park plan areas. It is intended as a representation of the distribution of land uses throughout the city; although consistent with, it is not a replacement or substitution for community or other adopted land use plans.
Please refer to the relevant community or other adopted land use plan documents for more detail regarding planned land uses and land use planning proposals.
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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, Open Space and Recreation

This category encompasses land use designations that cover passive and active park and recreational areas (indoor and outdoor) that are population-based, natural resource-based or privately owned. 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 – 3 General Plan Land Use Categories

General Plan Land Use	Recommended Community Plan Designations	Existing Community Plan Designations		
Park, Open Space and Recreation	• Open Space • Population-based Park • Natural Resource-based Park • Private/ Commercial Recreation	• Active/Passive Park • Active Use Parks • Amenity Open Space • City-owned Open Space • Community Open Space • Community Park • Dedicated Park Lands • Equestrian /Recreation • Existing Commercial Recreation • Golf Course • Historic Park • MHPA	• Mini Park • Neighborhood/ Community Park • Neighborhood Park • Park • Park Institutional Park/Open Space • Parks and Pool • Private Commercial Recreation • Private Recreation • Public Park • Public Recreation	• Recreational • Recreation Center • Recreation Commercial • Regional Park • School/Park • School Playground • School Recreation • Skate Park • Sport Complex • Sports Field • State Park • Village Green • Zoological Park
Agriculture	• Agriculture	• Agriculture	• Other Community Open Space/Agriculture	
Residential	• Residential - Very Low • Residential - Low • Residential - Low Medium • Residential - Medium • Residential - Medium High • Residential - High • Residential - Very High	• Cluster • Core Residential • Detached Residential • Duplex • Estate Residential • Exclusively Residential • Fraternity Area	• Garden Low • High Residential • Higher Density Attached • Low Medium Residential • Low Residential • Lower Density Attached • Medium High Residential	• Medium Residential • Mobile Home • Mobile Home Park • Moderate Income • Navy Housing • Very High Residential
cial Emplo yment, Retail, and Servic	• Neighborhood Village • Neighborhood	• Border Commercial • Business Commercial	• General Commercial w/Residential	• Regional Commercial • Resort Commercial

TABLE LU – 3 General Plan Land Use Categories

General Plan Land Use	Recommended Community Plan Designations	Existing Community Plan Designations		
	Commercial • Community Village • Community Commercial • Urban Village • Regional Commercial • Office Commercial • Visitor Commercial • Heavy Commercial	• Commercial • Commercial Development • Commercial Fishing/Marine Related • Commercial Industrial • Commercial Limited • Commercial Recreation • Community Commercial • Community Shopping • Core Commercial • General Commercial	• General Commercial w/Limited Light Manufacturing • Hotel/Office • Hotel/Residential • Medical Offices – Hospital Related • Navy Commercial • Neighborhood Shopping • Neighborhood Commercial • Office Commercial • Professional Office	• Resort Recreation • Specialized Commercial • Specialty Commercial • Student Oriented Commercial • Support Commercial • Tourist Commercial • Town Center • Transportation Commercial • Visitor Commercial
Industrial Employment	• Business Park • Business Park - Residential Permitted • Scientific Research • Light Industrial • Heavy Industrial	• Business/ Industrial Park • Employment Center • Employment Center/Transit Center • Exclusively Industrial • Extractive Industry • General Industrial • Industrial	• Industrial and Business Park • Industrial Business Park • Industrial: Natural Resources • Industrial Park • Industrial Parking • Light Industry • Light Industry Commercial Use	• Light Manufacturing • Military Related Industry • Restricted Industrial • Sand and Gravel Open Space • Scientific Research • Storage

TABLE LU – 3 General Plan Land Use Categories

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)	• Airport • Cemetery • Civic • Community Centers • Community Facilities • County Facility • Cultural Center • Education/ Institutional • Government Service	• Hospital •Institutional/ Utilities • Library • Military • Mission and School • Mixed Public Use • Multi-use School Site • Neighborhood Facility	• Police Station • Post Office • Public Facilities • Public/Quasi Public Use • Schools (elementary, Junior, High) • Transit Center • Transportation Use • University Campus • Utilities
Multiple Use	• No recommended designation; see community plan for use recommendations	• Commercial • Commercial/ Mixed-use • Commercial/ PDO • Commercial/ Residential • Commercial/ Residential/Industrial • Core/Retail • Gaslamp Quarter	• Hotel/Office • Hotel/Residential • Institutional • Light Industry/ Commercial • Local Mixed-use • Marina • Mixed-use • Mixed-use Core	• Multiple Use • Office • Recreation Visitor/Marine • Residential/Office • Very High Commercial • Village • Visitor Commercial

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, together they serve as a tool to assist in citywide and regional analysis. The map 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.

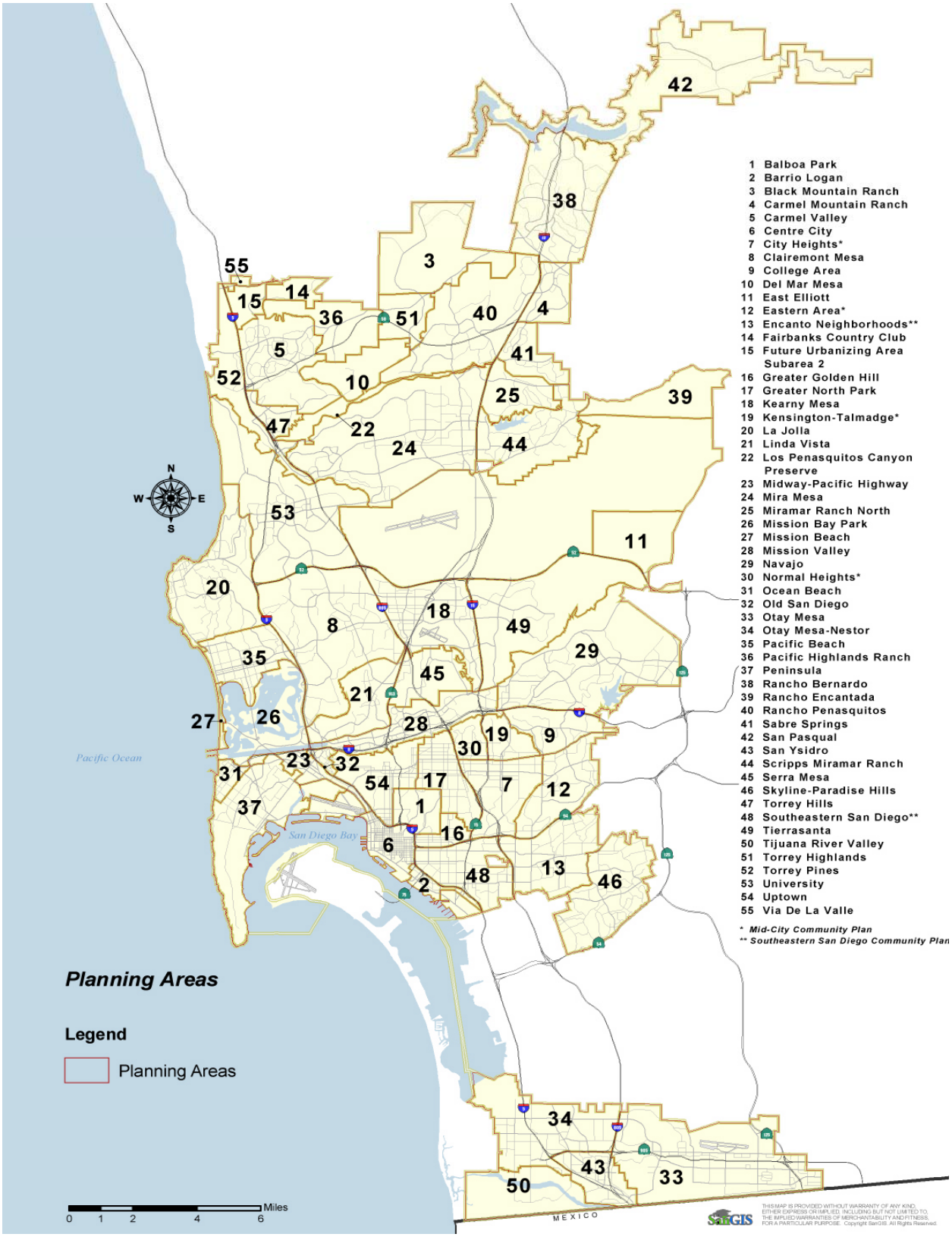
Policies

Residential

LU-B.1. Protect stable residential neighborhoods from intrusion of incompatible land uses.

LU-B.2. Achieve an overall mix of different housing types to add diversity to communities and to increase housing supply.

a. Incorporate a variety of multifamily housing types in multifamily 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.


1 Balboa Park
2 Barrio Logan
3 Black Mountain Ranch
4 Carmel Mountain Ranch
5 Carmel Valley
6 Centre City
7 City Heights*
8 Clairemont Mesa
9 College Area
10 Del Mar Mesa
11 East Elliott
12 Eastern Area*
13 Encanto Neighborhoods**
14 Fairbanks Country Club
15 Future Urbanizing Area Subarea 2
16 Greater Golden Hill
17 Greater North Park
18 Kearny Mesa
19 Kensington-Talmadge*
20 La Jolla
21 Linda Vista
22 Los Penasquitos Canyon Preserve
23 Midway-Pacific Highway
24 Mira Mesa
25 Miramar Ranch North
26 Mission Bay Park
27 Mission Beach
28 Mission Valley
29 Navajo
30 Normal Heights*
31 Ocean Beach
32 Old San Diego
33 Otay Mesa
34 Otay Mesa-Nestor
35 Pacific Beach
36 Pacific Highlands Ranch
37 Peninsula
38 Rancho Bernardo
39 Rancho Encantada
40 Rancho Penasquitos
41 Sabre Springs
42 San Pasqual
43 San Ysidro
44 Scripps Miramar Ranch
45 Serra Mesa
46 Skyline-Paradise Hills
47 Torrey Hills
48 Southeastern San Diego**
49 Tierrasanta
50 Tijuana River Valley
51 Torrey Highlands
52 Torrey Pines
53 University
54 Uptown
55 Via De La Valle
* Mid-City Community Plan
** Southeastern San Diego Community Plan
Pacific Ocean
San Diego Bay
MEXICO
N
S
E
W
Planning Areas
Legend
Planning Areas
0 1 2 4 6 Miles
SanGIS

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

LU-B.4. Determine where commercial uses should be intensified within villages and other areas served by transit, and where it should be limited or converted to other uses because 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 nonindustrial 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 nonindustrial 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 city and throughout the communities.

Park, Open Space and Recreation

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 designated in community plans and adopted land use 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 specific community goals.
- Land use designations that remain consistent among the various community plans 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.
- Preserve significant industrial lands and intensify employment uses where transit is available.
- 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 plan that will guide the city's growth in the next 20-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 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 multifamily 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-4, 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 – 4 Community Plan Land Use Designations

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)[1]
Open Space/Parks/Recreation			
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		Provides for areas designated for passive and/or active recreational uses, such as community parks and neighborhood parks. It will allow for facilities and services to meet the recreational needs of the community as defined by the community plan.	N/A
Resource-based Parks		Provides for recreational parks to be located at, or centered on, notable natural or man-made features (beaches, canyons, habitat systems, lakes, historic sites, and cultural facilities) and are intended to serve the citywide population as well as visitors.	N/A
Private/Commercial Recreation		Provides for private recreational areas or commercial recreation that do not meet the definition of population-based or resource-based parks, but that still provide recreational opportunities.	N/A
Agriculture 1			
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

TABLE LU – 4 Community Plan Land Use Designations

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)[1]
Residential [1]			
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 multifamily housing within a low density range.	5 - 9 du/ac
Residential - Low Medium		Provides for both single-family and multifamily housing within a low medium density range.	10 - 14 du/ac
Residential - Medium		Provides for both single and multifamily housing within a medium density range.	15 - 29 du/ac
Residential - Medium High		Provides for multifamily housing within a medium high density range.	30 - 44 du/ac
Residential - High		Provides for multifamily housing within a high density range.	45 - 74 du/ac
Residential - Very High		Provides for multifamily housing within the highest density range.	75+ du/ac (upper end of the range to be determined by the adopted land use plan and associated implementing ordinances)
Commercial [1, 2, 3, 5]			
Neighborhood Village	Residential Required	Provides housing in a mixed-use setting and convenience shopping, civic uses as an important component, and services serving an approximate three mile radius.	.25+ FAR (upper end of the range to be determined by the adopted land use plan and/or associated implementing ordinances) 15 to 44 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 4.0 FAR 15 to 44 du/ac
	Residential Prohibited	Provides local convenience shopping, civic uses, and services serving an approximate three mile radius.	.25 to 2.0 FAR

TABLE LU – 4 Community Plan Land Use Designations

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)[1]
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+ FAR (upper end of the range to be determined by the adopted land use plan and/or associated implementing ordinances) 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 multifamily residential uses could be added to enhance the viability of existing commercial uses.	.25 to 4.0 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 uses and facilities are a significant component. Uses include housing, business/professional office, commercial service, and retail.	.25+ FAR (upper end of the range to be determined by the adopted land use plan and/or associated implementing ordinances) 30+ du/ac (upper end of the range to be determined by the adopted land use plan and associated implementing ordinances)
Regional Commercial	Residential Permitted	Serves the region, from five to 25-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 25-plus miles, with a wide variety of uses, including commercial service, civic, retail, office, and limited industrial uses.	.25 to 1.0 FAR

TABLE LU – 4 Community Plan Land Use Designations

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)[1]
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 3.0 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 2.0 FAR
Industrial [1, 2]			
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 2.0 FAR
Business Park-Residential Permitted	Office Use Permitted	Applies in areas where employment and residential uses are located on the same premises. Permitted employment uses include those listed in the Business Park designation. Multifamily residential density to be specified in the community plan. Development standards that address health and compatibility issues will be included in future zones.	.25 to 2.0 FAR

TABLE LU – 4 Community Plan Land Use Designations

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)[1]
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 2.0 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 2.0 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. Nonindustrial uses, except corporate headquarters, should be prohibited.	.25 to 2.0 FAR

TABLE LU – 4 Community Plan Land Use Designations

Recommended Community Plan Designation	Use Considerations	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)[1]
Institutional[4]			
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

[1] Density and intensity ranges will be further refined and specified in each community plan within the ranges established in this table. Whenever a plus (+) sign is identified next to a density or intensity number, the upper end number of the range will be further specified in each community plan without causing the need for amending the General Plan. 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.
[2] Consult the Economic Prosperity Element for policies related to the commercial and industrial land use designations.
[3] Commercial land use designations may be combined to meet community objectives.
[4] Community plans will further define the specific institutional use allowed on a particular site.
[5] Building intensity numbers for commercial areas within the Centre City community planning area are not reflected in this table because these numbers are to a greater extent much higher, when compared to the rest of the city, to specifically address development that is typical of the downtown area. However, these higher intensity numbers have been considered as part of the environmental analysis for the General Plan.

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 community-specific goals that are consistent with the General Plan.

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 applicable community plans 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 comprehensive plan 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. Ensure efficient use of remaining land available for residential development and redevelopment by requiring that new development meet the density minimums, as well as maximums, of applicable zone and plan designations.

LU-C.5. Draft, update 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.
c. Group community plan updates for achieving greater efficiency in preparing plan updates and addressing provision of public facilities.

LU-C.6. 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.7. Evaluate individual new development proposals to determine if the proposals will or will not adversely affect the General Plan and applicable community plans, 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.15. and LU-D.18. 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 that is different from the 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.

LU-D.5. Maintain and update on a regular basis a database of land use plan amendments approved by the city in order to create an annual report for tracking of land use plan amendments.

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.

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.6. 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: a) the amendment request appears to be consistent with the goals and policies of the General Plan and community plan and any community plan specific amendment criteria; b) 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 c) 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 (LCP) 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-5 Community Planning Areas within the Coastal Zone), but all are prepared consistent with a standardized framework of issues modeled upon the Coastal Act policies.

Table LU - 5 Community Planning Areas Within the Coastal Zone *

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
Mission Bay Park	Tijuana River Valley
Mission Beach	Torrey Pines

Table LU - 5 Community Planning Areas Within the Coastal Zone *

North City Future Urbanizing Area -San Dieguito River Valley -North City LCP	University

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

Different Types of Coastal Jurisdiction

Within the Coastal Zone, there are several categories of land associated with different types of permit authority. The city of San Diego has the authority to issue Coastal Development Permits for areas of the Coastal Zone where the Coastal Commission has certified the LCP land use plan and related Implementation Program in the form of code regulations. This constitutes a majority of the area within the Coastal Zone and these areas are known as "Coastal Commission certified areas." These certified areas can lie within appealable as well as non-appealable areas. For instance, if a coastal development permit falls within the appealable area, then the decision involving this development is appealable to the Coastal Commission. On the other hand, if a coastal development permit falls within the non-appealable area, then the decision rests with the city and is not appealable to the Coastal Commission.

"Areas of deferred certification" constitute another 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. There are also "areas of original jurisdiction" or "Coastal Commission permit jurisdiction" that are not a part of the city's LCP and where the Coastal Act intends jurisdiction and permit authority 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 contains 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 a 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 20-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 (general plan, community plan, and specific plan) 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, 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 heath, 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 the possibility that aircraft operating may be 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, that balance airport land use compatibility goals with other citywide and regional goals, and that emphasize the major airport land use compatibility factors.

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 the siting and expansions of airports and 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 Air 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 avigation 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 in order to 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 would need to be conducted by the San Diego Housing Commission.

Another tool that has been used in order to promote balanced communities in the city is the density bonus program, which is based upon the state density bonus law. The program allows for density bonuses based on percentage of affordable housing units proposed as part of a development. It should be noted that this program allows for additional units above density allowed in the adopted community plans. It is anticipated that approximately 375 affordable housing units will be added through FY 2010. This program is also addressed in the Housing Element, which is under separate cover and not a part of the General Plan.

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. Build affordable housing to retain a diverse income mix in neighborhoods while addressing public infrastructure needs not accounted for in adopted community plans due to specific affordable housing incentive programs, such as density bonus, that allow for additional density beyond what is adopted in community plans.

LU-H.3. Provide linkages between employment type uses and housing via an integrated transit system while improving access to village sites located throughout the city.

LU-H.4. Provide a variety of different types of land uses within a community in order to offer opportunities for a diverse mix of uses and to help create a balance of land uses within a community.

I. Environmental Justice

Goals

- Ensure a just and equitable society by increasing public outreach and participation in the planning process
- Equitable distribution of public facilities, infrastructure and services throughout all communities.
- Improve mobility options and accessibility in every community.
- Promote and ensure environmental protection that will emphasize the importance of 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. Broadening public input means obtaining comments and opinions from the community in the beginning stages of a process and ensuring that the public understands the pros and cons of available options. This will allow the community to be able to make an informed decision based on their direct participation in the process and understanding of options.

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 informative and detailed in terms of process and options available to the community.
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. Greater resources should be provided to communities where greater needs exist.

LU-I.5. Strive to achieve 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 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."[1]

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."[2] If carefully framed, gentrification can help meet the goal

[1] *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.*
[2] Kennedy and Leonard, p.4.

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 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 recognized community 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. 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.

e. 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, and 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 Multi-Habitat Planning Area (MHPA) - see Conservation Element for more detail. Additionally, the city adopted a specific plan for 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:

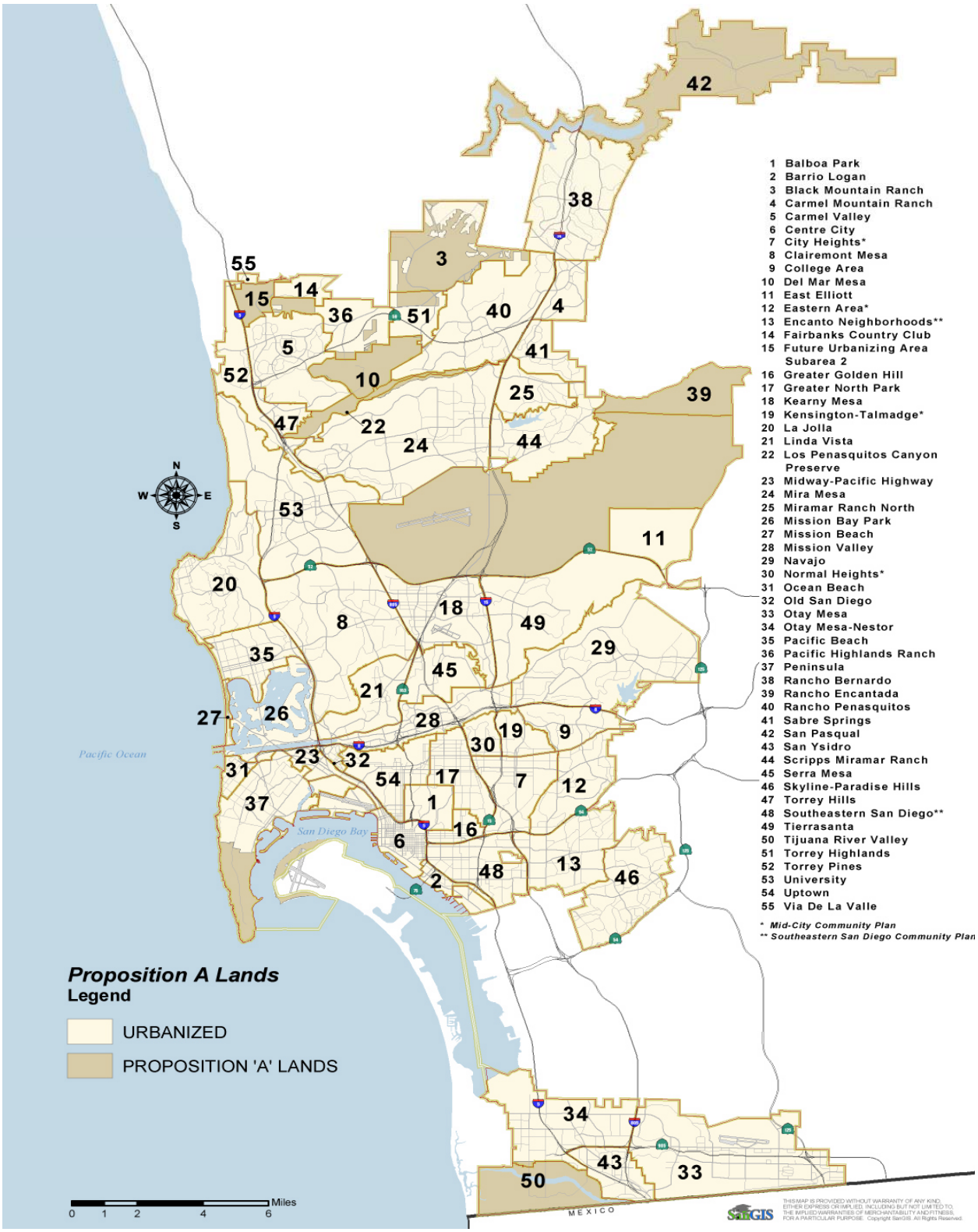
- Proposition 'A' Lands – (as previously defined) characterized by very low-density, residential, open space, natural resource-based park, and agricultural uses; and
- Urbanized Lands – characterized by older, recently developed, and developing communities at urban and suburban levels of density and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


1 Balboa Park
2 Barrio Logan
3 Black Mountain Ranch
4 Carmel Mountain Ranch
5 Carmel Valley
6 Centre City
7 City Heights*
8 Clairemont Mesa
9 College Area
10 Del Mar Mesa
11 East Elliott
12 Eastern Area*
13 Encanto Neighborhoods**
14 Fairbanks Country Club
15 Future Urbanizing Area Subarea 2
16 Greater Golden Hill
17 Greater North Park
18 Kearny Mesa
19 Kensington-Talmadge*
20 La Jolla
21 Linda Vista
22 Los Penasquitos Canyon Preserve
23 Midway-Pacific Highway
24 Mira Mesa
25 Miramar Ranch North
26 Mission Bay Park
27 Mission Beach
28 Mission Valley
29 Navajo
30 Normal Heights*
31 Ocean Beach
32 Old San Diego
33 Otay Mesa
34 Otay Mesa-Nestor
35 Pacific Beach
36 Pacific Highlands Ranch
37 Peninsula
38 Rancho Bernardo
39 Rancho Encantada
40 Rancho Penasquitos
41 Sabre Springs
42 San Pasqual
43 San Ysidro
44 Scripps Miramar Ranch
45 Serra Mesa
46 Skyline-Paradise Hills
47 Torrey Hills
48 Southeastern San Diego**
49 Tierrasanta
50 Tijuana River Valley
51 Torrey Highlands
52 Torrey Pines
53 University
54 Uptown
55 Via De La Valle
* Mid-City Community Plan
** Southeastern San Diego Community Plan
Proposition A Lands
Legend
URBANIZED
PROPOSITION 'A' LANDS
Pacific Ocean
San Diego Bay
MEXICO
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0 1 2 4 6

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 the San Diego Local Agency Formation Commission (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.