



THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: November 26, 2008 **REPORT NO.** 08-153

ATTENTION: **Planning Commission, Agenda of December 4, 2008**

SUBJECT: General Plan Action Plan, Process Five

REFERENCE: City Council Report Nos. 08-019, 08-091
Planning Commission Report No. 07-158

SUMMARY:

Issue(s): Should the Planning Commission recommend that the City Council adopt the General Plan Action Plan, a comprehensive implementation program for the 2008 General Plan?

Mayor's Recommendation: Recommend that the City Council adopt the General Plan Action Plan.

Community Planning Group Recommendation:

The Action Plan was presented as an information item to the Community Planners' Committee (CPC) on May 27, 2008. In addition, the Action Plan is scheduled as an item on the November 25, 2008 CPC agenda. The results of this meeting will be presented orally to the Planning Commission.

Environmental Impact:

This activity is covered under the General Plan Program Environmental Impact Report No. 104495. The activity is adequately addressed in the environmental document and there are no changes in circumstance, additional information, or project changes to warrant additional environmental review. Because the prior environmental document adequately covered this activity, the activity is not a separate project for the purposes of

CEQA review per CEQA Guidelines Section 15060 (c) (3).

Fiscal Impact:

The preparation of the General Plan Action Plan was completed with existing staff funded through the General Fund.

The rate at which implementation will occur is dependent upon the City budget process. Specific actions may have fiscal impacts due to staffing and budgetary needs. Through the budget process, decisions will be made to prioritize staffing and funding levels for projects and programs citywide. As such, it may not be possible to complete each of the actions within the timeframe specified. The General Plan monitoring report will be used to track implementation progress and adjust implementation timeframes or priorities as needed.

Code Enforcement Impact:

None

Housing Impact:

The Action Plan does not directly impact housing supply or affordability. However, there may be indirect impacts due to specific actions. As an extension of the policy vision of the General Plan, the Action Plan provides an implementation program to direct housing into areas supported by public facilities and transit, which would provide opportunities for the development of housing at densities considered affordable. Additionally specific actions may result in new policies or regulations, which may affect housing supply and/or affordability. These actions would be analyzed at the time of adoption for housing impacts.

BACKGROUND

General Plan Update

On March 10, 2008, the City Council adopted an update to the General Plan, which sets out a long-range vision and comprehensive policy framework for how the City should plan for projected growth and development, provide public services, and maintain the qualities that define San Diego over the next 20 to 30 years. The policies within the General Plan provide guidance for the physical development of the City and are used to: guide community plan updates; review discretionary permits; and provide direction for public projects, master plans, and other implementation programs. The next step to achieve implementation of the goals and policies in the adopted General Plan will be through the adoption of a General Plan Action Plan (Attachment 3), which will provide a comprehensive implementation program for the General Plan and outline the strategies and tools needed to bring together policy and action. After City

Council approval, the General Plan Action Plan will be deemed incorporated into the General Plan by reference. The implementation measures identified in the Action Plan must be consistent with the policies in the General Plan.

General Plan Implementation:

After the adoption of a General Plan, the planning agency is required per California State Law to identify and make recommendations to the local legislative body on reasonable and practical implementation measures. The State of California General Plan Guidelines (2003) identify that a general plan is typically implemented through zoning, subdivisions, and capital improvement programs. The Action Plan has been prepared to provide a broad range of actions to implement each of the adopted General Plan policies.

Action Plan Development:

The Action Plan has been developed collaboratively with the assistance of many City Departments. Those with key roles in implementation have been actively involved in reviewing drafts of the Action Plan and crafting implementation measures for policies related to their department functions and work programs.

DISCUSSION

General Plan Action Plan:

The Action Plan is structured consistent with the General Plan and organized into nine tables that correlate with the adopted General Plan elements: Land Use & Community Planning; Mobility; Urban Design; Economic Prosperity; Public Facilities, Services and Safety; Recreation; Conservation; Noise; and Historic Preservation. The implementation program for the Housing Element is included within that element under separate cover due to mandatory compliance requirements. Each General Plan policy is identified by number and associated with an implementation action(s).

Each of the nine tables contains ongoing, short-, mid-, and long-term actions associated with the implementation of General Plan policies. Ongoing actions are defined as those with no definite completion date and which are part of the ongoing City work program or standard City practices. Short-term actions are those anticipated to be completed within 0-3 years, mid-term actions within 3-5 years, and long-term actions within 5-10 years. Some General Plan policies will be implemented through City processes currently in place such as the development review process. However, other policies will need to be implemented through specific actions such as amendments to the Land Development Code. The Action Plan also identifies which departments are responsible for carrying out each action. Often, multiple departments may share implementation responsibility.

The Action Plan will need to be periodically updated to reflect progress on implementation or to reflect shifting budget priorities. Changes to the Action Plan that further the goals and policies of the General Plan and do not obstruct their attainment will be considered consistent with the

General Plan and will not require an amendment to the General Plan. Any changes to specific actions will be recorded to ensure that a clear record is maintained.

Key Issue:

Resources & Staff

One of the key issues for the implementation program outlined in the Action Plan is completing the actions within the timeframes specified with existing staffing and resources or possibly with reduced staffing and resources due to budget impacts. Most actions are identified within reasonable timeframes for completion considering existing work programs; however, some actions such as the Land Development Code amendments have been identified as short-term actions because of their immediate importance in implementing the General Plan vision. Additional resources and/or staffing will need to be identified to complete these actions within the timeframes specified. Due to the comprehensive nature of the Action Plan, funding issues have only been identified for key implementations actions (see page AP-5).

Recent Edits:

The Action Plan has been continuously edited since the first draft was provided to the Planning Commission during the General Plan Update Hearings. Some of the important edits are listed below:

- The Action Plan was reformatted to arrange actions by timeframe and also to group similar actions in some of the larger elements such as Conservation and Public Facilities.
- Additional Conservation Actions were added relating to Climate Change, Water, and Storm Water.
- Various additions of new actions and refinements to existing actions were made due to input from other departments.
- Additional information was provided on key implementation measures including a schedule of current and upcoming community plan updates.

Key Implementation Actions

The Action Plan highlights seven key actions which are critical to General Plan implementation. Additional details on funding, timeframes and description of the seven key actions are provided due to their importance in implementing the General Plan.

- **Community Plan Updates:**

The implementation and refinement of citywide goals and policies as applied to individual communities will be accomplished primarily through the update of the City's community plans. A table provided on page AP-6 of Action Plan identifies community plans that are in the update process or scheduled to begin in the near future. Additional community plans are also in need of update. As staffing and funding becomes available to begin additional updates or as plan updates identified below are completed, updates of the remaining community plans will commence. Funding for community plan updates will be drawn from a variety of sources including: grants, a portion of the General Plan Maintenance Fee revenue, redevelopment funding, the general fund, contributions from

other agencies, other sources, and Community Development Block Grants in eligible communities.

- **Land Development Code (LDC) Amendments:**

LDC amendments will take place to provide zoning packages to implement land use designations or site-specific recommendations, as part of the regular Land Development Code update process, or as stand alone amendments needed to implement specific policies in the General Plan related to the Conservation, Mobility, and Urban Design elements. The amendments identified throughout the Action Plan have been assigned a timeframe according to priority. Additional funding will need to be identified to provide for staffing or consultant services to accomplish the amendments in the timeframes specified.

- **Public Facilities Finance Strategy:**

The Public Facilities Financing Strategy will be a companion document to the General Plan and will establish a plan of action to address the provision of public facilities within the City. The purpose of the strategy is to identify practical financing mechanisms and reasonable methods for providing currently needed and future public facilities. Facilities Financing staff has begun initial work on developing the strategy.

- **Economic Development Strategic Plan:**

The Economic Development Strategic Plan will further refine the goals and policies of the Economic Prosperity Element, report on economic trends, describe targeted industry clusters, inform infrastructure and land use priorities, develop strategies for addressing near- to mid-term economic issues, and identify new initiatives for public and private partnership. The Plan is currently being updated and will be completed with existing staffing.

- **Parks Master Plan:**

The Parks Master Plan will be a comprehensive, citywide plan to guide park and open space acquisition, design and development, recreational programming and needed maintenance over the next 20-30 years. The preparation of a Parks Master Plan will require consultant services and funding will need to be allocated to complete this work within the timeframe identified. A portion of the funding will be allocated in the FY09 budget to better determine the scope of the Parks Master Plan.

- **Comprehensive Historic Transfer of Development Rights Program:**

The Historical Resources Board has established an Incentives Subcommittee to research and evaluate specific incentives, including proposals for a TDR program. The Incentives Subcommittee has begun meeting monthly and will refer specific proposals to the full Board and onto the City Council for implementation. Existing Historical Resources staff will work with the subcommittee to develop the program.

- **Climate Change Initiatives:**

Climate change has been a growing concern for the City of San Diego and other cities around the world. The City of San Diego General Plan incorporates policies, which address local Greenhouse Gas Emission (GHG) mitigation strategies. The Action Plan identifies some of the steps that the City can take to help meet state and local targets. However, more detailed implementation will need to be developed through the update of the City's Climate Protection Action Plan.

General Plan Monitoring

In compliance with state law, an annual progress report on general plan implementation and progress on meeting housing element goals must be prepared and submitted to the state Office of Planning & Research and the Department of Housing & Community Development. After the adoption of the Action Plan, annual monitoring through the progress report will take place to evaluate General Plan implementation. Monitoring of specific actions will focus on those actions identified as short-, mid-, or long-term. Ongoing actions are included to provide a comprehensive plan for implementation but because they are part of current city practices or programs, there will not be detailed annual monitoring on those actions.

Strategic Framework Action Plan

When the Strategic Framework Element was adopted in 2002, a Five-Year Action Plan was brought forward as a companion item to identify specific measures needed to implement the element. Many of the identified action items were related to completing the comprehensive General Plan Update. To close out this Five-Year Action Plan, staff has prepared an updated monitoring report to identify which actions have been completed, are underway, or were not completed (Attachment 2). The new Action Plan is more comprehensive than the Strategic Framework Action Plan and will replace it for purposes of monitoring. The Strategic Framework Action Plan and the subsequent 2004 General Plan Monitoring Report included economic and sustainable community indicators. Both sets of indicators are in the process of being reviewed and may be updated. The 2004 General Plan Monitoring Report introduced nine Economic Indicators to monitor community economic performance: Retail vacancy rates; Juvenile contacts; Median income; Office vacancy rates; Rental housing vacancy rates; Ratio of housing price to median income; Value and number of residential building permits; Value and number of commercial and industrial building permits; Number of violent crimes. As more data becomes available alternative and additional economic indicators are purposed. For example, the Number of property crimes could replace the Juvenile contacts as an indicator. Retail sales, Retail and Industrial market vacancy rates and the Number of new businesses could be added to the nine indicators already noted. Staff anticipates that revised indicators will be prepared and reporting on the new indicators will take place as part of the annual monitoring report.

Environmental Analysis:

The General Plan Final Program Environmental Impact Report (PEIR) includes a Mitigation, Monitoring and Reporting Program (MMRP) which provides a Mitigation Framework to address potential impacts that could result from implementation of the general Plan. Many of the individual General Plan policies identified in the MMRP act as mitigation for significant environmental impacts resulting from the development pursuant to the General Plan. The MMRP uses the General Plan policies as a bridge between the mitigation framework and the General Plan Action Plan. As described in the PEIR, the General Plan Action Plan identifies a comprehensive work program of refined mitigation measure, including new or amended regulations, programs and incentives, to achieve consistency with General Plan policies. Actions identified in the Action Plan will be subject to separate project-specific environmental analysis,

pursuant to CEQA, to identify any potentially significant direct, indirect and/or cumulative impacts.

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

The Action Plan has been distributed for public review through the General Plan e-mail interest list, presented to citywide committees and other interested parties, and posted to the City's website since the fall of 2007. The Land Use & Housing City Council Committee held an informational workshop on the action plan on June 18, 2008. Additionally, the Action Plan was presented or discussed at the following meetings: Community Planners' Committee on May 27, 2008 and November 25, 2008; Technical Advisory Committee on May 14, 2008 and November 12, 2008; Community Forest Advisory Board on June 11, 2008 and October 15, 2008; the San Diego American Institute of Architects, Committee on the Environment on July 11, 2008; Sustainable Energy Advisory Board Subcommittee on August 2, 2008; Council of Design Professionals on August 12, 2008; and the Historic Preservation Incentives Subcommittee on August 11, 2008.

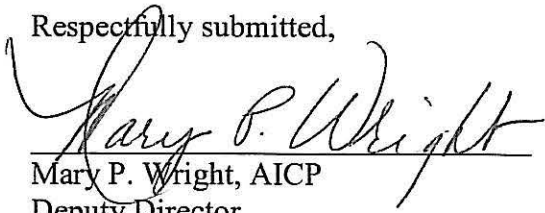
ALTERNATIVES:


The Action Plan is based on General Plan adopted on March 10, 2008 by the City Council and provides implementation measures for the adopted policies. The Planning Commission could recommend that the City Council adopt the Action Plan with recommended edits or recommend that the City Council does not adopt the Action Plan

CONCLUSION:

The Action Plan has been prepared as envisioned during the General Plan Update process to provide a necessary link between General Plan Policy and implementation tools. The Action Plan as a compilation of implementation actions will be a tool to annually assess progress on General Plan implementation. Staff requests that the Planning Commission recommend approval and forward the Action Plan to City Council.

Respectfully submitted,


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Attachments:

1. November 10, 2008 General Plan Action Plan
2. 2008 Update to the Strategic Framework Action Plan & General Plan Monitoring Report

