



THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: November 26, 2013

REPORT NO. PC-13-123

ATTENTION: Planning Commission
Agenda of December 5, 2013

SUBJECT: General Plan Amendment Workshop

SUMMARY

THIS IS A WORKSHOP WITH THE PLANNING COMMISSION ON THE GENERAL PLAN AMENDMENTS. NO ACTION IS REQUIRED ON THE PART OF THE PLANNING COMMISSION AT THIS TIME.

BACKGROUND

In 2008, the City Council adopted a comprehensive 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. General Plan amendments are part of the continued effort to maintain a current and effective General Plan. The proposed 2013 amendments include edits to the Land Use and Community Planning Element; Mobility Element; Economic Prosperity Element; Public Facilities, Services and Safety Element; Recreation Element; and Noise Element.

DISCUSSION

General Plan Amendments

Staff has identified the need for amendments to the General Plan to correct errors, to ensure consistency with other adopted City documents and programs, and refine policies based on new information and implementation efforts. The proposed Land Use Element amendments address the initiation criteria for plan amendments, allow for administrative corrections in some circumstances, and provide additional legislative history and context regarding Proposition A Lands. The Mobility Element edits are to revise the introduction language to reflect changes in how the region addresses congestion management. The Economic Prosperity Element amendments are to revise use restrictions regarding existing hospitals and adult education uses in Prime Industrial Lands, expand the discussion and policies on community investment and revitalization tools, edit the Redevelopment discussion to be up-to-date, and clarify policy language regarding economic and fiscal impact reports. Amendments to the Public Facilities Element reflect new performance measures for the Fire-Rescue Department. The Recreation Element incorporates Council Policy 600-17 and 600-11 and updates the General Plan's Open Space and Parks Map to be consistent with community plan land use maps. Edits to the Noise

Element are proposed and further described below. The full package of amendments is summarized in Attachment 1 and a copy of the track-changes document is available in Attachment 2.

Noise Element

Edits to the Noise Element are proposed to adjust noise level compatibility for parks and religious assembly, to use land use terms that are consistent with the Land Development Code, to add a new policy on park siting, and other refinements. Most major cities in California as well as other cities in San Diego County allow a wider range of noise-land use compatibility for parks than the City of San Diego. Given the current urban ambient noise levels and lack of available land, it can be challenging to find suitable park sites that do not exceed the 65 dB CNEL threshold. Staff researched issues related to health impacts of noise exposure, federal regulations, state guidelines, and studies related to environmental and health benefits of parks to support the proposed Noise Element amendments.

Many California cities and counties use the State of California Office of Planning and Research (OPR) General Plan Guidelines as the basis for their General Plan and CEQA noise-land use compatibility thresholds (Attachment 3). The Noise Guidelines are intentionally flexible and are presented with overlapping categories. The Guidelines generally display a “Normally Acceptable” noise threshold of 70 db CNEL for parks, and call out 67-75 as “Normally Unacceptable.” Park visits are typically discretionary activities of limited frequency and duration, and are not places intended for sleep. Parks are not usually significant noise generators, but are simply subject to existing ambient conditions. There is also local precedent for allowing a higher noise exposure in parks, as the Airport Land Use Compatibility Plan land use/noise compatibility guidelines allow parks (active recreation) to the 70 CNEL level and the GP EIR already acknowledges that parks are subject to transportation-related noise, and provides Mitigation Framework Measures that can be applied to minimize or avoid impacts.

Public Outreach

The proposed General Plan amendments were presented to the Community Planners Committee (CPC) on November 27, 2012. CPC formed a subcommittee to review the amendments, which met in January and February of 2013. CPC is generally supportive of the amendments. CPC has requested that staff return to CPC for a vote after final edits are complete. The Technical Advisory Committee voted in support of the amendments on June 12, 2013. SB18 noticing for tribal consultation was issued on November 1, 2013 and a citywide email notification will be sent to the Planning email blast list following this workshop.

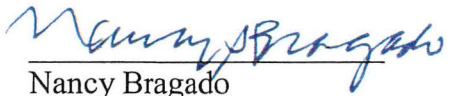
Environmental Analysis

The proposed General Plan amendments will require an addendum to the Program Environmental Impact Report (EIR) No. 104495 prepared for the General Plan and certified on March 10, 2008.

CONCLUSION

Staff is seeking Planning Commission input on the General Plan amendments. Staff anticipates returning to CPC in January 2014 and moving the amendments forward for adoption hearings in February 2014.

Respectfully submitted,



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Attachments:

1. General Plan Amendment Summary 2013
2. General Plan Amendment Errata Sheets 2013
3. General Plan Parks and Noise Compatibility Tables

General Plan Amendments Summary

November 22, 2013

Element	Proposed General Plan Amendment	Purpose
Land Use & Community Planning	Section D. Amend initiation criteria language to clarify how to handle public projects that do not involve land use changes, clarify the technical amendment initiation process, allow for the administrative correction of mistakes in certain circumstances, and address appeal procedures.	Clarification and clean-up.
	Section J. Expand discussion section to provide a more in-depth legislative history of Proposition A, discuss the Environmental Tier, and provide context for multiple Proposition A implementation measures. Add new goals and a policy regarding the applicability of the North City Future Urbanizing Framework Plan.	Clarify the purpose, intent, and requirements of Proposition A and provide a guide to its continued implementation.
Mobility	Introduction. Revise discussion to reflect changes that occurred in 2009 related to how the region addresses congestion management.	To provide up-to-date information.
Economic Prosperity	Section A. Amend Policy EP-A.14 to allow for the continued operation of existing hospitals and adult education uses in Prime Industrial Lands.	Policy refinement based on experience gained through implementation.
	Section G. Expand Community and Infrastructure Investment section to provide additional discussion and policies on community investment and revitalization tools.	To provide up-to-date information.
	Section K. Edit Redevelopment section to provide historical information on the Redevelopment process and its demise. Cross reference to Section G – Community and Infrastructure Investment	To provide up-to-date information.
	Section L. Edit Policy EP-L.2 to remove reference to the term “CEBA” as it is not further defined or described in the General Plan, or used in common practice. Continue to require that the information be provided.	Clarification.

Element	Proposed General Plan Amendment	Purpose
Public Facilities, Services and Safety	Section D. Amend Fire-Rescue discussion and policies to reflect new performance measures.	In 2011 the City conducted a deployment study. The City Council adopted the study's recommendations, including new performance measures. The amendments reflect the Council-approved measures.
Recreation	Section A. Add new sub-policies RE-A.1.k and RE.A.2.d to provide the policy basis to allow for non-residential development to contribute to park and recreation facilities, when certain processes and conditions are met.	Incorporates the provisions of Council Policy 600-17; intent is to rescind the Council Policy.
	Add new sub-policies RE-A-8.d & e to ensure that parks can be accessed from a public right-of-way and to reference the "Consultants Guide to Park Design & Development."	Incorporates the provisions of Council Policy 600-11; intent is to rescind the Council Policy.
	Change in data source for Figure RE-1 – Community Plan Designated Open Space and Parks Map. The General Plan Open Space and Parks Map depicts generalized open space and park land uses in the City of San Diego. This map is intended as a representation of the distribution of open space and park lands throughout the City	At the time of General Plan adoption in 2008, the open space and parks source data was from SANDAG and an existing park land inventory. The revised version is a composite of open space and park uses that are mapped in adopted land use plans. This more accurately portrays community plan designated uses. Users are referred to adopted land use plans for more information.
Noise	Section A. Edit Noise Element Table NE-3, to adjust noise level compatibility for parks and religious assembly. Specifically most park use compatibility is adjusted to 70 dPA and outdoor spectator/golf course is changed to 75 dPA. Use land use terms that are consistent with the Land Development Code and reference LDC Chapter 13, use regulation tables. Propose an alternative method of measuring noise levels in parks. New Policy NE-B.9 to address park planning with respect to noise. New Section D discussion text and Policy NE-D.7 to acknowledge that noise policies in Airport Land Use Compatibility Plans (ALUCP) may be more restrictive than what is shown on Table NE-3.	Helps support urban park development and recognizes current ambient noise conditions. Addresses differences in ALUCP noise requirements. Proposed park/noise levels are consistent with State of California General Plan Guidelines and most major California cities. Maintains policy support to plan for quieter parks. The change to religious assembly uses is to be consistent with how other assembly uses are treated.

Land Use and Community Planning Element

D. Plan Amendment Process

Goals: ~~±~~ No changes

Discussion:

No changes to 1st two paragraphs.

Initiation of Privately-Proposed Plan Amendments

The City is one of few unique among jurisdictions in that the process to amend the General Plan requires either Planning Commission or City Council initiation of a plan amendment before the a privately-proposed plan amendment process and accompanying project may actually proceed. The initiation process has been in effect since 1986 in response to intense development activity in the 1979 Progress Guide & General Plan's "Planned Urbanizing Area." The process was first placed in Council Policy 600-35 which also required "batching" of privately-proposed community plan amendments. Subsequently it was moved to the Land Development Code prior to being moved into the 2008 General Plan.

While the initiation ~~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. ~~(Occasionally, privately-initiated some plan amendments are presented without a development proposal, if an applicant wants to see if the initiation will be approved prior to submitting a project.)~~ The purpose of the hearing is not to 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 advise City staff to evaluate specific factors during the processing of the proposed plan amendment.

City-Proposed Plan Amendments

Most City-proposed plan amendments occur through established work programs and do not undergo an initiation process. However, initiation is still required for land use designation amendments to allow an opportunity for an early input from the Planning Commission or City Council, the recognized community planning group for the area, and the broader public.

Technical Amendment Initiation Process

This process was established to correct errors or omissions, or to benefit the public health, safety and welfare as expeditiously as possible. In this narrowly-constructed process, the decision to initiate is a staff-level one; however the actual plan amendment process is the same as for privately-proposed plan amendments. Origination is typically based on City identification of an issue, however a request may be considered from a private party.

Public Hearing Process for Plan Amendments

After initiation, a 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.10 and LU-D.13 in making a determination to approve or deny the proposed amendment during the public hearings.

The post-initiation process for City-proposed land use plan amendments is identical to that for privately-proposed amendments. Where an amendment is community-specific, City staff will work with the affected community. When an amendment addresses a citywide issue or has larger-area implications, City staff will work with multiple communities or the Community Planners Committee, and the Planning Commission during the review and hearing process

Policies

Land Use Plan Amendment

LU-D.1.- D.2 no changes

LU-D.3. Evaluate all privately-proposed plan amendment requests through the plan amendment initiation process and present the proposal to the Planning Commission or City Council for consideration.

LU-D.4.-D.5 no changes

Technical Amendment Initiation

LU-D.6. no changes

LU-D.7. Subject technical amendments to the same post-initiation processing, review, and input procedures identified in the General Plan Amendment Manual, that are required for privately-proposed plan amendments, except where there is an obvious mistake that can be corrected by reference to City Council approved documents on file, or by reference to the legislative record.

Criteria for Initiation of Amendments

LU-D.8. Require that General Plan and community plan amendment initiations (except those determined to be technical as specified in LU-D.6) be decided by the Planning Commission with the ability for the applicant to submit a request to the City Clerk for the City Council to consider the initiation if it is denied. The applicant must file the appeal with the City Clerk within 10 business days of the Planning Commission denial.

LU-D.9;- D.14 No changes

J. Proposition A – The Managed Growth Initiative (1985)

Goals:

- ◆ Future growth and development that is consistent with current land use intensity or that is subject to a “phase shift” process to approve increased intensity.
- ◆ Continued adherence to the North City Future Urbanizing Area (NCFUA) Framework Plan and other adopted subarea plans.

Discussion:

The 1979 Progress Guide and General Plan

The 1979 Progress Guide and General Plan (1979 General Plan) included Guidelines for Future Development that divided the city into three planning areas, or tiers, for the purposes of managing growth: Urbanized, Planned Urbanizing, and Future Urbanizing. Growth was to be directed to the Urbanized (developed) communities as infill development, and to the Planned Urbanizing Areas where comprehensive community plans were to be developed. The Future Urbanizing Area was set aside as an urban reserve. Major objectives of the growth management system were to prevent premature urban development, conserve open space and natural environmental features, and protect the fiscal resources of the City by precluding costly sprawl and/or leapfrog urban development.

To help implement the growth strategy embodied in the tier system, the City adopted a series of Council Policies, including two in 1981 that played key roles in development timing and phasing: 600-29 “Maintenance of Future Urbanizing Areas as an Urban Reserve,” and 600-30 “General Plan Amendments to Shift Land from Future Urbanizing to Planned Urbanizing Area”.

During the 1980s, it became apparent that the objectives of maintaining an urban reserve were being jeopardized through incremental approvals of General Plan amendments to shift land from Future Urbanizing to Planned Urbanizing. These approvals reduced the City’s opportunities to plan for the area comprehensively and to provide a viable open space network for conservation of natural resources. In response to citizen concerns, in 1983 the City strengthened Council Policy 600-30 by adding a “Threshold Determination” which was a two-step process to evaluate

the need of a phase shift by analyzing the need for developable land and the fiscal and environmental impacts of proposed shifts.

The Managed Growth Initiative

The public remained concerned with the extent of phase shifts that were occurring and, in 1985, the electorate approved Proposition A, The Managed Growth Initiative. This initiative amended the 1979 General Plan to state that: “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...” In addition to restrictions on land use designation changes, Proposition A (Section 3, Implementation) directed the City to implement the proposition by taking actions “including but not limited to adoption and implementation on any amendments to the General Plan and zoning ordinance or City Code reasonably necessary to carry out the intent and purpose of this initiative measure.” A comprehensive package of legislative and regulatory actions implementing Proposition A was adopted by the City Council in 1990, including amendments to: the 1979 General Plan Guidelines for Future Development; Council Policy 600-29 “Maintenance of Future Urbanizing Area as an Urban Reserve”; and zoning regulations for Planned Residential Developments, A-1 zones, and Conditional Use Permits. The full text of Proposition A is included in Appendix B.

Land Use Policy Development Following the Passage of Proposition A

Proposition A was effective in insuring that full evaluation of general plan amendments proposing phase shifts on individual properties would occur. However, the opportunity to comprehensively plan the urban reserve was in jeopardy due to approvals of residential subdivisions at rural densities consistent with existing Agriculture zones and Proposition A. As a result, a public planning process took place and the City adopted the North City Future Urbanizing Area Framework Plan (NCFUA) in 1992. This plan established the vision for the City’s 12,000 acre northern urban reserve and identified five subareas where more detailed land use, transportation and open space planning was to occur. It also called for the establishment of an interconnected open space system that would comprise a new “Environmental Tier” of the General Plan.

The NCFUA Framework Plan is still in effect for Subarea II. Additional planning took place in the remaining subareas resulting in voter-approved phase shifts for property within Black Mountain Ranch (Subarea I), Pacific Highlands Ranch (Subarea III), and Torrey Highlands (Subarea IV); and a specific plan for Del Mar Mesa (NCFUA Subarea V) that limits residential development to rural densities and identifies MSCP core habitat area for conservation, without processing a phase shift.

The NCFUA encompasses about one-quarter of all non-shifted acres. Other planning areas that contain Proposition A lands are: Los Penasquitos Canyon Preserve; Tijuana River Valley; Rancho Encantada; and the San Pasqual Valley. The City, in collaboration with landowners and other agencies, completed additional planning efforts to address land use in the Future Urbanizing Area, including:

- a comprehensive update to the San Pasqual Valley Plan that calls for preservation of the valley for agricultural, open space, and habitat uses;
- the Multiple Species Conservation Program (MSCP) and associated preserve system that encompassed much of the land called out as a part of the potential “environmental tier”
- the San Dieguito River Park Concept Plan; and
- open space and habitat preservation actions in the Tijuana River Valley.

Proposed “environmental tier” lands have become protected through the MSCP, dedications or easements, or through Open Space land use designation. In addition, Environmentally Sensitive Lands regulations and new open space zoning tools were added to the Land Development Code. While the “Environmental Tier” was not formally added to the General Plan, the MSCP and the Environmentally Sensitive Lands regulations have become the primary means of implementing the Environmental Tier concept and protecting open space lands.

The two remaining areas of Proposition A lands shown on Figure LU-4 are Military Use Facilities and County lands (both County Islands and Prospective Annexation Areas). Since military lands are not presently subject to the City’s land use authority, the City has chosen to follow the development intensity restrictions and the requirements for a vote of the people to approve an amendment to shift the area from Proposition A lands upon receipt of jurisdiction of former military installations. County lands that have not been annexed into the City are unlikely to do so in the future. However, the annexation evaluation criteria required through the Local Agency Formation Commission (LAFCO) process appropriately address the future land use and impact on City services issues that are key to the City’s desire to annex.

By 2005, phase shifts, per Proposition A and the 1979 General Plan, ~~have~~ occurred for the land determined to be appropriate for more urban levels of development within the planning horizon of this General Plan. Completion of these large-scale comprehensive planning efforts and public land acquisition of open space has changed the planning focus in the remaining undeveloped Proposition A lands from maintaining an urban reserve for future growth to implementing NCFUA and General Plan policies for natural resource conservation, public recreation, and protection of agriculture and open space lands. ~~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.~~

As described previously, the phased development areas system has, for the most part, become an outdated system to address future growth and development. The City has grown into a jurisdiction with primarily two tiers, (see Figure LU-4, Proposition A Lands Map):

- Proposition A Lands—(Managed Growth Initiative) 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.

By As of 2006, 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. For information on how the tier system was linked to public facilities financing, see the Public Facilities Element Introduction and Section A.

Policies

- LU-J.1. Identify non-phase shifted lands as Proposition A lands and no longer refer to them as Future Urbanizing Area.
- LU-J.2. Follow a public planning and voter approval process consistent with the provisions of this Land Use Element for reuse planning of additional military lands identified as Proposition A lands, and other areas if and when they become subject to the City's jurisdiction.
- LU-J.3. Continue to implement Proposition A – The Managed Growth Initiative of 1985 (see Appendix B).

Mobility Element

Introduction

1st four paragraphs: No changes.

5th paragraph –reformat bullets and edit text as follows:

The Mobility Element is part of a larger body of plans and programs that guide the development and management of our transportation system. The Regional Transportation Plan (RTP), prepared and adopted by the San Diego Association of Governments (SANDAG), is the region's long-range mobility plan. The RTP plans for and identifies projects for multiple modes of transportation in order to achieve a balanced regional system. It establishes the basis for state funding of local and regional transportation projects, and is a prerequisite for federal funding. SANDAG prioritizes and allocates the expenditure of regional, state and federal transportation funds to implement RTP projects. In order to meet federal congestion management requirements, the 2050 RTP includes: performance monitoring and measurement of the regional transportation system, multimodal alternatives and non-single occupancy vehicle analysis, land use impact analysis, the provision of congestion management tools, and integration with the regional transportation improvement program (RTIP). The RTIP, also prepared by SANDAG, identifies RTP highway, arterial, transit, and bikeway projects that are planned for implementation over the next five years.

- ~~• The region's Congestion Management Program (CMP), also prepared by SANDAG, serves as a short term element of the RTP. It focuses on actions that can be implemented in advance of the longer range transportation solutions contained within the RTP. The CMP establishes programs for mitigating the traffic impacts of new development and monitoring the performance of system roads relative to Level of Service (LOS) standards. It links land use, transportation, and air quality concerns.~~

The Mobility Element and, the RTP and the CMP all both highlight the importance of integrating transportation and land use planning decisions, and using multi-modal strategies to reduce congestion and increase travel choices. However, the Mobility Element more specifically plans for the City of San Diego's transportation goals and needs. The City recognizes that regional planning necessitates close working relationships between City and SANDAG planners and that optimum transportation infrastructure planning must be coordinated through state agencies such as Caltrans. To this end, staff participation on SANDAG advisory committees is critical. The Mobility Element, Section K, and Public Facilities Element, Section B, contain policies on how to work effectively with SANDAG to help ensure that City of San Diego transportation priorities are implemented.

Economic Prosperity Element

A. Industrial Land Use

Goals: No changes

Discussion: No changes

EP-A.1-A.13 No changes

EP-A.14. In areas identified as Prime Industrial Land as shown on Figure EP-1, the following uses may be considered and allowed under certain conditions:

- Cehild care facilities for employees' children, as an ancillary use to industrial uses on a site, ~~may be considered and allowed~~ when they: are sited at a demonstrably adequate distance from the property line, so as not to limit the current or future operations of any adjacent industrially-designated property; can assure that health

and safety requirements are met in compliance with required permits; and are not precluded by the applicable Airport Land Use Compatibility Plan.

- a.b. Existing hospitals previously approved through Conditional Use Permits (CUPs), provided that no new child care or long-term care facilities are established.
- c. Existing colleges and universities, previously approved through CUPs, provided that the facilities are for adult education and do not include day care facilities.

G. Community and Infrastructure Investment

Goals: No changes

Discussion:

Capital is necessary for communities, small businesses, and industries to grow, improve productivity, and compete. The City, with the assistance of state and federal programs, invests in communities and provides assistance to small business and targeted base sector industries. These public investments leverage private investments many times over, to the benefit of San Diego's economic prosperity. Access to public and private capital is important for all communities within the City, without discrimination.

A city's most important investment in support of economic prosperity is its investment in infrastructure, particularly infrastructure that helps communities and base sector industries become more productive, leverages private investment, and help direct investment to areas with the greatest needs or potential benefits.

Some of San Diego's older core communities and suburbs need further investment and revitalization. These areas may have issues related to vacant and underutilized properties, aging infrastructure, and economic activity that should be addressed. There are existing local, state and federal programs and incentives designed to spur revitalization, and work continues on new strategies and partnerships to achieve community goals.

Policies

EP-G.1. No changes

EP-G.2. Prioritize economic development efforts to attract and induce investment in local businesses throughout the City.

- a. Foster economic development using the incentives of the City's development programs that include business improvement districts, the Enterprise Zone, and the Foreign Trade Zone.

- ~~a.b.~~ 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 Community Development Block Grant (-CDBG) redevelopment assistance.
- ~~c. b.~~ Expand small business assistance to include direct or referred technical and financial assistance for small emerging technology firms and firms involved in international trade.
- ~~d.e.~~ Pursue public/private partnerships to provide incubation spaces for small business.
- ~~e.d.~~ Enhance funding opportunities for local businesses by supporting community-based lending initiatives and equity programs

EP-G.3.- G.5 No changes

EP-G.6 Partner with other municipalities, school districts, and other public or non-profit agencies, whenever possible, to achieve General Plan and community plan goals.

EP-G.7. Eliminate or minimize land use conflicts that pose a significant hazard to human health and safety.

EP-G.8. Minimize displacement of existing residents, businesses, and uses. Those displaced should have adequate access to institutions, employment and services.

EP-G.9 Work closely with the Workforce Investment Board, school districts, and job training/placement providers to facilitate employment opportunities for San Diego residents created through the City's economic development efforts. Support education and training programs which improve the quality of San Diego's labor force and coordinate these efforts with economic development activities to ensure that unemployed, underemployed and disadvantaged San Diegans find jobs.

EP-G.10 Utilize existing tools and zones for revitalization that include the Capital Improvement Program, Infrastructure Financing Districts, Business Improvement Districts, Maintenance Assessment Districts, Community Facilities Districts, and conduit revenue bond financing for industrial development.

EP-G.11 Pursue new tools, programs, and funding mechanisms for continued community revitalization and economic development.

K. Redevelopment

Goal:

- ◆ A city which redevelops and revitalizes areas which were blighted, to a condition of social, economic, and physical vitality consistent with community plan.

Discussion:

Within the State of California Redevelopment was a state enabled legal process and financial tool that assisted in the elimination of blight from designated areas, through new development, infrastructure, public spaces and facilities, reconstruction, and rehabilitation. It provided cities and counties with a powerful tool to address deteriorating conditions of slum and blight within older urbanized areas of their jurisdictions. The Redevelopment Agency of the City (Former RDA) operated between was established in 1958 and 2012, and managed 14 adopted project areas to alleviate conditions of blight, increase housing opportunities, and promote economic development. The City Council also established two public corporations, the Centre City Development Corporation and the Southeastern Economic Development Corporation, to manage redevelopment and economic development projects and activities within specific geographic areas. In 2011, the State Legislature dissolved all redevelopment agencies. In February 2012, the City of San Diego's Former RDA dissolved, and its rights, powers, duties and obligations vested in the Successor Agency. The Successor Agency, Civic San Diego, and its Oversight Board oversee the winding down of the Former RDA operations that include enforceable and recognized obligation payments. Civic San Diego is a nonprofit public benefit corporation wholly owned by the City of San Diego with the mission of planning and permitting downtown, administering the downtown parking district program, managing public improvement, affordable housing, and public-private partnership projects of the City's former Redevelopment Agency, and other responsibilities as determined by the City Council. Future state legislation could implement programs that replicate some of the redevelopment agencies' activities. Refer to Section G for applicable policies for revitalization.

~~based on California Community Redevelopment Law (CCRL), Health & Safety Code, § 33000, et. seq.~~

~~Redevelopment plans define the boundaries of the project area and provide a general description of the projects to be implemented therein. The redevelopment plan adoption process is prescribed by CCRL and provides for substantial citizen participation. Redevelopment plans must conform to the General Plan and respective community plan(s). Project areas are predominantly urbanized and exhibit conditions of both physical and economic blight. "Predominantly urbanized" is defined as developed, vacant parcels that are an integral part of and surrounded by urban uses, and irregular subdivided lots in multiple ownership that cannot be properly used. Blight covers conditions that constitute a serious physical and economic burden on the community, which the community cannot reasonably be expected to be reversed, or alleviated, by private enterprise or government action, or both, without redevelopment. The CCRL defines the various conditions of physical and economic blight which include unsafe or unhealthy buildings, substandard design, lack of parking, incompatible uses, and subdivided lots of irregular form and shape, and inadequate size for proper usefulness and development that are in multiple ownership.~~

~~Redevelopment project areas are frequently proposed as a tool for community revitalization.~~

~~There are potential social costs, as well as benefits, associated with redevelopment. Social costs can include displacement of residents and businesses, while social benefits may include new employment opportunities, affordable housing, improved physical appearance, new or renovated public facilities, and increased community pride. Per the CCRL, the Redevelopment Agency is required to assist with the relocation of any persons or businesses that are displaced. Implementation of redevelopment projects typically occurs over a number of decades and the revitalization that redevelopment is intended to spark may take several years. Adoption of a redevelopment plan allows the Agency to utilize a variety of extraordinary financial and legal tools, such as tax increment financing, owner participation agreements, eminent domain, and affordable housing requirements, in promoting sustainable development in the community.~~

Policies

- ~~EP-K.1. Support the use of redevelopment in conjunction with input from the respective communities, subject to public hearings and approvals by the City Council, for those urbanized areas meeting the requirements of California Community Redevelopment Law (CCRL).~~
- ~~EP-K.2. Establish project areas that are large enough to create critical mass and generate sufficient tax increment to stimulate successful redevelopment activities over the life of the redevelopment plan and achieve long term community objectives.~~
- ~~EP-K.3. Use tax increment funds for projects and associated infrastructure improvements that will stimulate future tax increment growth within the project areas that are consistent with the respective five-year implementation plans.~~
- ~~EP-K.4. Redevelop assisted affordable housing investment within the same redevelopment project area, or in close proximity to, where the tax increment is generated, only to the degree that such affordable housing is not over-concentrated in particular areas.~~
- ~~EP-K.5. Ensure the timely provision of affordable housing with all redevelopment assisted residential and mixed-use development projects.~~
- ~~EP-K.6. Partner with other municipalities, school districts, and other public or non-profit agencies, whenever possible, to achieve General Plan, redevelopment, and community plan goals.~~

L. Economic Information, Monitoring, and Strategic Initiatives

Goal: No changes

Discussion: No changes

Policies

- EP-L.1. No changes

EP-L.2. Prepare a ~~Community and Economic Benefit Assessment (CEBA)~~ process focusing on report that addresses economic and fiscal impacts associated with information for significant community plan amendments involving land use or intensity revisions. A determination of whether a this report CEBA is required for ~~community plan amendments~~ will be made when the community plan amendment is initiated.

EP-L.3.- L.5 No changes

Public Facilities, Services and Safety Element

D. Fire-Rescue

Goal: No changes

Discussion:

Historically, the primary mission of the fire service was limited to fire protection. Over the past two decades the fire service's mission has expanded both locally and nationally to include the management and mitigation of broader hazards and risks to public safety. This expansion included the delivery of medical advanced life support services through a comprehensive first-responder paramedic system. In conjunction with a contracted medical transportation provider, the Fire-Rescue department has provided a system of care utilizing paramedics on first responder apparatus as well as ambulances. ~~Over the past two decades the fire service's mission has expanded both locally and nationally. In 1997 the San Diego Medical Services Enterprise limited liability corporation was formed, through a partnership between the City and Rural/Metro Corporation, to deliver paramedic services citywide. This program utilizes paramedics on the first responder apparatus as well as the ambulance units.~~ In addition to the wide variety of traditional fire suppression services such as structural, airport, marine, and vegetation firefighting, today's services include ~~Emergency Medical Services (EMS)~~, water rescue, hazardous material response, confined space rescue, cliff rescue, high angle rescue, mass casualty incidents, and response to terrorism and weapons of mass destruction. Figure PF-3, Fire and Lifeguard Facilities, illustrates the location of fire stations and permanent lifeguard towers. The fire service is also responsible for hazard prevention and public safety education.

Due to climate, topography, and native vegetation, the City is subject to both wildland and urban fires. In 2003 and 2007, the City experienced wildland fires that resulted in the loss of structures and significant burned acreage.

The extended droughts characteristic of the region's Mediterranean climate and increasingly severe dry periods associated with global warming results in large areas of dry, native vegetation that provides fuel for wildland fires. The most critical times of year for wildland fires are late summer and fall when Santa Ana winds bring hot, dry desert air into the region. The air temperature quickly dries vegetation, thereby increasing the amount of natural fuel. The Santa

Ana conditions create wind-driven fires such as 2003 and 2007 wildfires, which require a huge number of assets, more than the City has available.

Development pressures increase the threat of wildland fire on human populations and property as development is located adjacent to areas of natural vegetation. The City contains over 900 linear miles of wildland/urban interface due to established development along the open space areas and canyons. In 2005, the brush management regulations were updated to require 100 foot defensible space between structures and native wildlands (see also Conservation Element, policy CE-B.6 on the management of the urban/wildland interface and Urban Design Element, policy UD-A.3.p on the design of structures adjacent to open space).

The San Diego-Fire Rescue Department is responsible for the preparation, maintenance, and execution of Fire Preparedness and Management Plans and participates in multi-jurisdictional disaster preparedness efforts (see also PF Section P). In the event of a large wildfire within or threatening City limits, they could be assisted by state and federal agencies, or other jurisdictions.

The City is challenged with meeting current and future public facilities needs, as well as covering operations and maintenance costs for each new or expanded facility. Generally, operations and maintenance issues are addressed as part of the initial phase in developing specific Capital Improvement Projects and within the annual operating budget development once the facility is under construction. The Public Facilities Financing Strategy is being developed to address the funding of operations and maintenance and identify major revenue options. In addition, during community plan updates, fiscal impact analyses will be prepared which compare annual revenues against costs.

The few remaining newly developing areas of the City often present challenges associated with proper site location, funding of fire stations, and timing of development. In redeveloping communities, funding and site locations for new or expanded facilities also require great effort and coordination. Typically a ~~two to two and one half~~ three mile distance between fire stations is sufficient to achieve response time objectives. The natural environment throughout the City presents considerable demands on fire-rescue services under various conditions and can also affect response times. For additional support, City forces rely on numerous Automatic Aid agreements with jurisdictions adjoining the City. These agreements assure that the closest engine company responds to a given incident regardless of which jurisdiction they represent. Mutual Aid agreements with county, state, and federal government agencies further allow the City, and any other participating agency, to request additional resources depending on the complexity and needs of a given incident.

Suburban residential development patterns and anticipated future infill development throughout the City will place an increasing demand on the capabilities of fire-rescue resources to deliver an acceptable level of emergency service. Service delivery depends on the availability of adequate equipment, sufficient numbers of qualified personnel, effective alarm/monitoring systems, and proper siting of fire stations and lifeguard towers. As fire-rescue facilities built in the 1950s and equipment continue to age, new investments must be made to support growth patterns and maintain levels of service to ensure public safety.

In 2011 the City undertook a Fire Service Standards of Deployment Study to analyze existing performance measures and to make recommendations on alternative deployment and staffing models. The City Council adopted the study's recommendations, including new performance measures, as a framework to address the Fire-Rescue Department's current and projected needs. The recommendations take into account the challenges posed by San Diego's topography and road network, and the wide range of firefighting, other emergency response, and rescue risks that are present in the City.

The Council also adopted an implementation plan to help make progress toward meeting the desired level of emergency service standards.

In order to meet National Fire Protection Association 1710 standards for emergency response times and to assure adequate emergency response coverage, the Fire-Rescue Department has The plan identifies the need to construct additional fire stations and to provide other enhancements in several presently underserved communities. Full implementation of the Deployment Study is expected to take multiple years and is dependent on identifying revenues for operating and capital costs. The new performance measures are provided in Tables PF-D.1 and 2, and in Policies PF-D.1 and D.2, below. Evaluation of the need for additional new fire stations and fire station remodels will occur through community plan updates and amendments as needed.

~~The Fire Station Master Plan (FSMP) has been developed to assure levels of service standards are attained for existing development and as future development occurs. The FSMP has identified the communities in which fire stations are needed and has prioritized implementation based on the following risk assessment criteria: Response Time Compliance, Annual Incident Response Volume, Square Miles Protected and Firefighter to 1,000 Population.~~

Policies

PF-D.1. Locate, staff, and equip fire stations to meet established response times as follows:

- a) To treat medical patients and control small fires, the first-due unit should arrive within 7.5 minutes, 90 percent of the time from the receipt of the 911 call in fire dispatch. This equates to 1-minute dispatch time, 1.5 minutes company turnout time and 5 minutes drive time in the most populated areas.
- b) To provide an effective response force for serious emergencies, a multiple-unit response of at least 17 personnel should arrive within 10.5 minutes from the time of 911-call receipt in fire dispatch, 90 percent of the time.
 - o This response is designed to confine fires near the room of origin, to stop wildland fires to under 3 acres when noticed promptly, and to treat up to 5 medical patients at once.

- This equates to 1-minute dispatch time, 1.5 minutes company turnout time and 8 minutes drive time spacing for multiple units in the most populated areas.
- ~~Response time objectives are based on national standards. Add one minute for turnout time to all response time objectives on all incidents.~~
 - ~~Total response time for deployment and arrival of the first in engine company for fire suppression incidents should be within four minutes 90 percent of the time.~~
 - ~~Total response time for deployment and arrival of the full first alarm assignment for fire suppression incidents should be within eight minutes 90 percent of the time.~~
 - ~~Total response time for the deployment and arrival of first responder or higher level capability at emergency medical incidents should be within four minutes 90 percent of the time.~~
 - ~~Total response time for deployment and arrival of a unit with advanced life support (ALS) capability at emergency medical incidents, where this service is provided by the City, should be within eight minutes 90 percent of the time.~~

TABLE PF-D.1 Deployment Measures for San Diego City Growth

By Population Density Per Square Mile

	<u>Structure Fire Urban Area</u>	<u>Structure Fire Rural Area</u>	<u>Structure Fire Remote Area</u>	<u>Wildfires Populated Areas</u>
	<u>>1,000- people/sq. mi.</u>	<u>1,000 to 500 people/sq. mi.</u>	<u>500 to 50 people/sq. mi. *</u>	<u>Permanent open space areas</u>
<u>1st Due Travel Time</u>	<u>5 minutes</u>	<u>12 minutes</u>	<u>20 minutes</u>	<u>10 minutes</u>
<u>Total Reflex* Time</u>	<u>7.5 minutes</u>	<u>14.5 minutes</u>	<u>22.5 minutes</u>	<u>12.5 minutes</u>
<u>1st Alarm Travel Time</u>	<u>8 minutes</u>	<u>16 minutes</u>	<u>24 minutes</u>	<u>15 minutes</u>
<u>1st Alarm Total Reflex*</u>	<u>10.5 minutes</u>	<u>18.5 minutes</u>	<u>26.5 minutes</u>	<u>17.5 minutes</u>

***Reflex time is the total time from receipt of a 9-1-1 call to arrival of the required number of emergency units.**

PF-D.2. Determine fire station needs, location, crew size and timing of implementation as the community grows.

- a) Use the fire unit deployment performance measures (based on population density zones) shown in Table PF-D.1 to plan for needed facilities. Where more than one square mile is not populated at similar densities, and/or a contiguous area with different zoning types aggregates into a population “cluster,” use the measures provided in Table PF-D.2.
- b) Revise community plans and facilities financing plans as a part of community plan updates and amendments to reflect needed fire-rescue facilities.

~~Deploy to advance life support emergency responses EMS personnel including a minimum of two members trained at the emergency medical technician-paramedic level and two members trained at the emergency medical technician-basic level arriving on scene within the established response time as follows:~~

~~Total response time for deployment and arrival of EMS first responder with Automatic External Defibrillator (AED) should be within four minutes to 90 percent of the incidents; and~~

~~Total response time for deployment and arrival of EMS for providing advanced life support should be within eight minutes to 90 percent of the incidents.~~

a)

TABLE PF-D.2 Deployment Measures for San Diego City Growth

By Population Clusters

<u>Area</u>	<u>Aggregate Population</u>	<u>First-Due Unit Travel Time Goal</u>
<u>Metropolitan</u>	<u>> 200,000 people</u>	<u>4 minutes</u>
<u>Urban-Suburban</u>	<u>< 200,000 people</u>	<u>5 minutes</u>
<u>Rural</u>	<u>500 - 1,000 people</u>	<u>12 minutes</u>
<u>Remote</u>	<u>< 500</u>	<u>> 15 minutes</u>

PF-D.3. ~~Adopt, M~~monitor, and maintain adopted service delivery objectives based on time standards for all fire, rescue, emergency response, and lifeguard services.

PF-D.4. Provide a minimum 3/4-acre fire station site area and allow room for station expansion with additional considerations:

- Consider the inclusion of fire station facilities in villages or development projects as an alternative method to the acreage guideline;
- Acquire adjacent sites that would allow for station expansion as opportunities allow; and
- Gain greater utility of fire facilities by pursuing joint use opportunities such as community meeting rooms or collocating with police, libraries, or parks where appropriate.

PF-D.5.- D. 11 No changes

Recreation Element

A. Park and Recreation Guidelines

Policies

Park Planning

RE-A.1. Develop a citywide Parks Master Plan through a public process.

a. – j No changes.

k. Develop a policy on non-residential development contributions to park and recreation facilities. See Policy RE-A.2.d.

RE-A.2. Use community plan updates to further refine citywide park and recreation land use policies consistent with the Parks Master Plan.

a.- c No changes.

d. Evaluate whether non-residential development benefits from park and recreation facilities, on a community basis. Where a benefit can be demonstrated, include a policy in the community plan, or in a citywide Park Master Plan, that non-residential development should contribute to the cost of park and recreation facilities. In order to adopt and implement such a policy there must be:

- A determination that the non-residential development would create an impact to park and recreation infrastructure, and would benefit from improvements to such infrastructure;
- A nexus study that provides justification for the proposed sharing of facilities costs between residential and non-residential uses, and identifies which costs will be shared; and

- A fee established that equitably reflects the proportions of the population-based costs to be shared by residential and non-residential development.

RE-A.3.- RE-A.7 No changes.

Park Standards

RE-A.8. Provide population-based parks at a minimum ratio of 2.8 useable acres per 1,000 residents (see also Table RE-2, Parks Guidelines).

a. – c: No changes

d. Ensure that parks can be accessed from a public right-of-way.

e. Adhere to the “Consultant’s Guide to Park Design &Development” maintained by the Park and Recreation Department.

**General Plan Open Space/Parks Noise Compatibility
Major California Cities Comparison**

	State General Plan Guidelines*	1979 GP & City CEQA Thresholds (2007)	City of San Diego General Plan 2008	Los Angeles	Sacramento	San Jose	San Francisco
Passive Rec Preserves	-	"Nature Preserves" at 65	60 - A 65 - C	-	-	-	-
Parks, playgrounds	70 - A 67-75 - N 73 - U	65 -A	60 - A 65 - C	60 - A 65 - A/N 70- N 75 - N/U 80- U	70 A	60-70 with measures 70-80 when can achieve levels of 60 w/measures	70 - A 67-77 - N 75 - U
Outdoor Spectator Sports	75 - C 70 - U	75- A	65 ok 70 conditional Includes athletic fields & regional parks	65 - C 70 - C/U 75- U	Site specific		77- C 73- U
Golf Courses, Riding Stables, Water Recreation	75 - A 70-80 - N 80 - U	75- A	65 ok 70 conditional	65 - A 70 -N 75 - A/N 80 - U	75 A	Not addressed	75 - A 73-85 -N 80- U

Notes:

*Ranges intentionally overlap. The terms below are based on the State guidelines. Figures are upper limits of dB CNEL. Some figures are approximate due to the imprecise nature of the source documents.

A – Normally Acceptable or Satisfactory

C – Conditionally Acceptable

N – Normally Unacceptable

U- Clearly Unacceptable

**General Plan Open Space/Parks Noise Compatibility
Selected* San Diego County/Cities Comparison**

	State General Plan Guidelines**	City of San Diego	County of San Diego	Chula Vista	National City	Escondido	La Mesa	Vista
Passive Rec	Not addressed	60 - A 65 - C	65- A	Not addressed	Not addressed	Not addressed	Not addressed	Considered a noise sensitive use
Parks, playgrounds	70 - A 67-75 - N 73 - U	60 - A 65 - C	70- A	65-A neighborhood parks 70 -A community parks/athletic fields	70 - A 75- C 75+ - N	70-A 67-75- N 73- U	References state for all categories	70-A/C 67-80 - N At GP level and CEQA 65 for new development
Outdoor Spectator Sports	75 - C 70 - U	65- A 70-C Includes athletic fields & regional parks	70 - A			75 - C 70 - U		70-A 75-C 70-80-N 70 for new development
Golf Courses, Riding Stables, Water Recreation	75 - A 70-80 - N 80 - U	65 ok 70- C	70-A	75- A Golf Courses	70-A 75-C 75+-N (includes athletic fields)	75 - A 70-80 - N 80 - U		

Notes:

*Selected based on recently adopted General Plans, except for Chula Vista which was selected based on city size

**Ranges intentionally overlap. The terms below are based on the State guidelines. Figures are upper limits of dB CNEL. Some figures are approximate due to the imprecise nature of the source documents.

A – Normally Acceptable or Satisfactory

C – Conditionally Acceptable

N – Normally Unacceptable

U- Clearly Unacceptable

