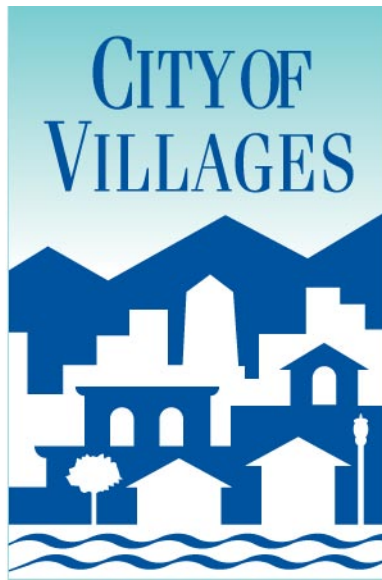


# City of San Diego Draft General Plan

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July 2005



Special note:

Please note that the graphics, photos, maps and figures are preliminary only and are subject to revision in the next draft. Not all captions and photo credits are complete.

Thank you,  
General Plan Team



THE CITY OF SAN DIEGO

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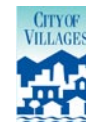
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# Introduction

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

*John Nolen, 1908*

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

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

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

## San Diego's Planning History

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



as the foundation and major influence on the subsequent comprehensive update of the Progress Guide and General Plan adopted in 1979.

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

Based upon the planning principles and shared common values in all of these documents, the City Council adopted the Strategic Framework Element in 2002 to guide the comprehensive update of the entire 1979 Progress Guide and General Plan and the implementation of the Action Plan. The 1979 Progress Guide and General Plan primarily addressed the development of vacant land and was largely successful in ensuring that new communities were built with adequate public facilities. It did not include an implementation program, however, to provide public facilities upgrades concurrent with infill growth in the older communities. New strategies, therefore, are necessary to address existing public facilities shortfalls and growth pressures within those neighborhoods.

## A New General Plan

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

The updated General Plan offers new policy direction in the areas of urban form, neighborhood character, historic preservation, public facilities, recreation, conservation, mobility, housing affordability, economic prosperity, and equitable development. It recognizes and explains the critical role of the community planning program as the vehicle to tailor the City of Villages strategy for each neighborhood. It also outlines the plan amendment process, other implementation strategies, and considers the continued growth of the city beyond the year 2020.





## Vision

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

## Core Values

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

- The natural environment.
- The city's extraordinary setting, defined by its open spaces, natural habitat and unique topography.
- A future that meets today's needs without compromising the ability of future generations to meet their needs.
- The conservation, preservation, and environmental quality of natural resources.
- Parks and public spaces, accessible by foot, transit, bicycle, and car, as areas for neighborhood, community and regional interaction and convenient recreation.
- The availability of public facilities, infrastructure, transit, information infrastructure, and services as essential to neighborhood quality and as necessary companions to density increases.
- A compact, efficient, and environmentally sensitive pattern of development.
- Walkable communities with tree-lined streets.
- A convenient, efficient, aesthetically pleasing, and multi-modal transportation system.
- The health, economic prosperity, and well-being of our citizens.
- A diverse economy to achieve a rising standard of living for all San Diegans.
- Mutually beneficial cultural and economic ties with Mexico and our neighbors in Latin America.
- Regional coordination to resolve regional growth issues, and regional collaboration to meet economic prosperity goals.
- Social equity.
- Safe and secure neighborhoods.
- The physical, social and cultural diversity of our city and its neighborhoods.



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

## The City of Villages Strategy

The City of Villages is a comprehensive strategy to address the challenges of growth while improving the quality of life for current and future San Diego residents. This strategy intends to focus growth into pedestrian-friendly, mixed-use village centers that are linked by a high quality transit network and served by public facilities, infrastructure and amenities needed to support the new growth. In addition, communities will be enhanced by creating vibrant village centers that increase access from jobs and residences to local shopping, services, and public amenities such as parks and libraries, while maintaining the unique character of neighborhoods. By directing growth primarily toward aging commercial shopping areas, the strategy works to protect natural open spaces from development pressure, preserve our single-family neighborhoods and conserve areas for employment growth.

## The General Plan Elements

There are nine elements which comprise the new General Plan. All of the elements are interlinked through common goals and there is synergy between the elements. No one element takes precedent over another and each element must be considered in the context of the entire General Plan. Balancing a variety of important issues is a constant challenge. The General Plan has reconciled any apparent inconsistency between goals and policies of the various elements. It is the vehicle for dealing with competing interests.

**Strategic Framework and Land Use-** The Strategic Framework and Land Use Element includes citywide goals and a comprehensive strategy, the City of Villages, to determine where and how new growth and development should occur to ensure the long-term environmental, social, and economic health of the city and its many communities. It also provides the overall policy direction for future community plan updates and amendments, and the implementation program.

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



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

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

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

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

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

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

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



## General Plan Structure

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

In addition, State law permits the inclusion of optional elements which address needs, objectives, or requirements particular to that city or county.

The General Plan contains the Strategic Framework and Land Use Element, which also includes more than fifty community, specific, precise, and subarea plans, and eight additional elements to address issues of citywide and regional significance. State law requires internal consistency, meaning that no policy conflicts can exist, either textual or diagrammatic, between components of the General Plan, including community plans and optional elements and that no one element may take precedence over another.

## Planning Context

The City of San Diego General Plan is designed to complement and support long-range growth management strategies throughout the region. The city continues to coordinate and work closely with the regional land use and transit planning agency the San Diego Association of Governments (SANDAG). The objective to increase residential and employment concentrations in areas with the best existing and future transit connections supports regional planning goals and transit vision.

The City of San Diego plays a leading role in regional planning. This role includes working with other cities and agencies in refining the regional arterial transportation network, expanding transit services, developing a long-term airport solution for the region, assuring availability of adequate sources of water and utilities for urban needs, and achieving goals for a regional open space network. Beginning in the 1990s, officials representing the cities of San Diego and Tijuana entered into an unprecedented partnership to collaborate on issues that impact citizens on both sides of the U.S. - Mexico border.



## Implementation and Monitoring

A critical component to this new General Plan is an on-going implementation program. The City Council took an important step toward that end when adopting the Strategic Framework Action Plan as a companion document to the Strategic Framework Element in 2002. The Action Plan serves as the framework for the city-wide work program to implement the General Plan.

The Action Plan identifies actions to be taken, the “Lead Department(s)” to further the action, whether staff funding is available to work on the item, potential public and private sector partners who should be involved, and which action items have the highest priority for implementation. Major Actions identified in the Action Plan include the update and adoption of this General Plan and the city’s community plans.

It also recommends actions to re-examine, revise, and create new city policies, regulations, standards, and processes to be consistent with the Element. In addition, the Action Plan directs that a financing strategy be prepared and new revenue sources be secured to fund infrastructure improvements and increased village amenities. Finally, the Action Plan’s Monitoring Program will measure the Sustainable Community Program Indicators, individual Action Items, and economic indicators.

Implementation will also occur through amendments and updates to community plans and individual development, including public projects, throughout the city.

## Conclusion

A century after Nolen, San Diego is once again anticipating its future and defining new strategies for the way we will live on the land for the next 20-50 years. The challenges require new approaches, sound public policies, and innovative and achievable solutions – in sum, a new General Plan.



## Housing Element Status

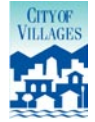
The Housing Element differs from the other elements in the General Plan in several respects.

The state requirements for Housing Elements are more specific than for other General Plan elements and require that, in addition to strategies and policies such as are found in other elements, quantifiable goals be established and specific programs be identified to meet these goals. Therefore, the format of the Housing Element differs significantly from that of the other elements.

California state law requires that the Housing Element be updated every five to seven years. By contrast, the remainder of the General Plan is designed to guide development during a twenty or twenty-five year period. The Housing Element has been updated several times since the last General Plan update in 1979. In addition, Housing Elements for all jurisdictions in San Diego County are required to be updated at the same time and to cover the period 2005-2010. Therefore, the 2005-2010 Housing Element is proceeding on a parallel but somewhat different timeline from the remainder of the General Plan. A first discussion draft has been completed and shared with a Housing Element Working Group. The city's goal has been to complete the Housing Element in summer or fall 2005 and have it fully adopted by the end of 2005.

The State Housing and Community Development Department and SANDAG set specific five to seven year housing production goals for each jurisdiction. Specific goals are set for production of very low, low and moderate income housing units. Each jurisdiction is required to prepare a detailed inventory of sites available to be developed with housing during a five to seven year period, an analysis of how the city met its goals and implemented programs from the previous Housing Element and a description of new programs to meet anticipated needs during the next five years.

For additional information regarding the Housing Element of the General Plan, please contact Bill Levin at 619-235-5214 or [wlevin@sanidiego.gov](mailto:wlevin@sanidiego.gov).



# Strategic Framework and Land Use

*“Make no little plans; they have no magic to stir men’s blood and probably will themselves not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will not die.”*

*-Daniel H. Burnham, American architect and urban planner 1846-1912*

## 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. All General Plan elements retain equal status, the land use element, however, provides guidance on policy development on all issues of citywide and regional significance. Moreover, it establishes the relationship between all of the elements and provides a consistent structure for the entire General Plan. The Strategic Framework and Land Use Element of the General Plan fulfills these objectives, and, most importantly, serves as the final arbiter on how the City of San Diego shall evolve and mature over the next twenty-plus years.

The Strategic Framework and Land Use Element (for ease of reference, this element will be referred to as the Land Use Element) includes links to policy development in the areas of: urban form, neighborhood character, historic preservation, public facilities, recreation, conservation, mobility, housing affordability, and economic prosperity. The element also houses the goals and detailed policy guidance regarding the topics of equitable development and economic justice, annexations, and planning for coastal resources. It, most importantly, 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 plans to provide more detailed and parcel specific land use, design, transportation, and implementation proposals. The Land Use Element establishes that 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 and amendment of each community plan and General Plan.

## Citywide Framework

The General Plan offers policy direction in the areas of: urban form, neighborhood character, historic preservation, public facilities, conservation, mobility, and housing supply and affordability. It is a comprehensive approach to guiding the future development of the entire city. The following discussion provides an overview of each policy area. Refined and more detailed policies related to these topics are lo-



cated in the related element: *Mobility, Urban Design, Economic Prosperity, Public Facilities, Services and Safety, Housing, Recreation, Conservation, and Noise.*

## **Urban Form**

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

## **Neighborhood Quality**

San Diegans value the distinctive character, safety and security, diversity, and sense of community in the city's many neighborhoods. Many of the city's older communities are loved for their architectural style, mix of uses, tree-lined streets and distinctive shopping districts. Others are drawn to new suburban locations because of the excellent public facilities and new home choices. The General Plan provides the policy basis to preserve the best qualities of its neighborhoods, improve elements that do not function well, and provide for the needs of future generations. Where village development occurs, it will contain various mixes of commercial, employment, and housing uses. Village Centers will also include public gathering spaces, civic or educational uses, walkable, tree-lined streets, and opportunities for arts and culture. Historic resources will be addressed in a comprehensive manner throughout the city and, where present, will be incorporated into many of the village centers. Parks and recreational resources will also be well integrated into the community to increase access and opportunities to recreate for all users.

## **Public Facilities and Services**

The provision of adequate infrastructure and public facilities is a major General Plan goal. Public facilities and services like schools, parks, and fire and life safety must keep pace with population growth and development. To achieve progress in remedying existing shortfalls and to provide high quality public facilities and services in the future, new growth must have a more compact urban form, include more and different joint-use opportunities, new sources of revenue must be secured, and the communities must have a role in prioritizing and tailoring facilities and services to meet their diverse needs.

## **Conservation and the Environment**

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





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

## **Mobility**

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

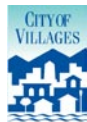
To realize this vision, transportation and land use planning must be closely linked. This includes retrofitting and redeveloping portions of existing neighborhoods and roadways and designing new streets and centers to fully integrate land use, circulation, and urban design. The goal is to maximize the ability of people to move about comfortably and efficiently by foot, bicycle and transit, and to reduce automobile dependence. Thoughtful land use planning may also reduce the need for vehicular travel, because goods and services would be conveniently located near homes and jobs.

For San Diegans to enjoy freedom of mobility in the future, dramatic improvements to the transit system and focused improvements to streets and highways must occur. Additionally, future road improvements to enhance the connectivity of the transportation network must be reviewed against the goals of protecting neighborhood character and environmental resources.

Villages will include a variety of uses and services to meet many of the daily needs of the people living and working within them, however, they are not expected to be self-sufficient enclaves. San Diego's more dense neighborhoods, urban centers, and corridors will be linked to each other and to the region through high quality, rapid transit services designed in accordance with the Transit First link strategy. The strategy also seeks to improve walkability and bicycle-friendliness within the villages and the city as a whole.

## **Airports**

Aviation plays an essential role in supporting the growth and vitality of the metropolitan region and contributes to the mobility of society. Aviation activities will increase as the region's population continues to grow and as high tech industries evolve. Depending upon location, air transportation can affect where and how land uses are designated and can result in potential noise and safety issues. Current noise sensitive land uses affected by aircraft noise have developed over a long period of



time, and as a result, they are not intended to be discontinued, but they can incorporate acoustical measures to limit the effects of aircraft noise. Aviation will continue to play an essential and increasingly important role in the region's transportation system and economy; a role that the city will help ensure by working with the Airport Authority which serves as the Airport Land Use Commission during amendments or updates to the General Plan, community plans, and development regulations.

### **Housing Affordability**

Increased housing opportunities, in terms of amount of land, location, density, type, size, and cost, are needed to accommodate future population growth, changing demographics, and to enable the workforce to live near employment centers. The city is responsible for providing a sufficient range of housing opportunities by facilitating the maintenance and development of overall diversity of housing types and costs. The provision of affordable housing also assists the City of San Diego in meeting social equity and economic prosperity goals.

### **Economic Prosperity**

Economic prosperity policies seek to achieve a rising standard of living for all San Diegans. A major objective of the economic prosperity element is to establish a diverse economy to maintain the economic stability of the city.

Continuous changes in the structure of the economy result in significant physical impacts to the city and social impacts to its residents. The appropriate designation of land for economic development activities and housing will support continued economic growth in the city. The leadership role that the city takes in the provision of adequate regional public facilities also benefits the local economy. Other policies regarding employment growth and accessibility to education and other resources can assist in alleviating the existing disparities among San Diego residents.

The essence of the Land Use Element is the City of Villages strategy, directing where, when, and how growth and development shall occur to ensure the preservation and enhancement of the city's neighborhoods and valuable natural resources and amenities. The method of accomplishing this is the community planning program, the vehicle to tailor the City of Villages strategy and other general plan goals and policies to each community planning area.

Successful implementation of the General Plan relies upon the translation of the Citywide Framework and these long-term goals and policies into everyday decisions made by city staff and the decision makers.



## 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 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 neighborhood 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 growth into village areas, centers as identified by the community, but it assumes no particular rate of growth.

### Identification of Villages

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. No two villages will be alike. They will be unique to the community in which they are located. Villages will be pedestrian friendly and characterized by inviting 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. As the region further implements the Regional Transit Vision (see the Mobility Element), villages will be connected citywide by excellent transit service integrated into a regional transit system and will be required to incorporate an attractive, efficient, and accessible pedestrian circulation system. The mix of land use should also include public facilities such as schools, libraries, and police services to meet community needs. As described, the community will define the village; basic parameters related to recommended land use types and distribution are included in the descriptions below.

### Village Categories

Implementation of the strategy relies upon the identification of sites available for village development. The following categories of villages and development areas should be used as a framework for implementation of the City of Villages concept and policy recommendations. The categories can include both new target growth areas, as well as areas already designated for growth in community plans that



could redevelop with a village design. ***Village designations (located in Table LU-2 Community Plan Land Use Designations)*** and the 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 Identification Element of each community plan or the Community Plan Implementation Overlay Zone (CPIOZ).

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

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

**Urban Village Centers** - Urban Village Centers, higher density/intensity growth areas located in subregional employment districts, will have a cluster of more intensive employment, residential, regional and subregional commercial uses to maximize walkability and support transit. The Urban Village Center will contain public gathering spaces and civic uses. University Towne Center and the higher density development surrounding it are an example of an existing Urban Village Center.

**Neighborhood Village Centers** - Neighborhood Village Centers should be located in almost every community. They are neighborhood-oriented areas with local commercial, office, and multi-family residential buildings, including some buildings with office or residential space above commercial space. Neighborhood Village Centers will contain public gathering spaces and/or civic uses. Uses will be integrated to the maximum extent possible in order to encourage a pedestrian-oriented design and encourage transit ridership. Neighborhood Village Centers range in size from approximately three acres in the most urbanized portions of the city to more than one hundred acres in vacant or redevelopable areas. The Uptown District in Hillcrest, at about 45 dwelling units per acre on the residential portion of the site, and downtown La Jolla are examples of existing Neighborhood Village Centers. The Community Village land use designation can also be applied to those sites that will contain higher densities and intensities to serve a larger geographic area 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 village centers. Some of these corridors are “Main Streets” in that they are lively and vital, pedestrian-friendly, and home to a rich variety of small businesses and restaurants. However, in some cases these corridors are unsightly commercial strip malls struggling to compete with more upscale centers. In addition to providing valuable new housing, increased residential densities provide a built-in population base to support the local street level businesses. A high level of transit service and a variety of streetscape improvements will also characterize transit corridors.

### **Village Locational Criteria**

Sites potentially suitable for village type development were identified during the Strategic Framework Plan drafting process based upon a preliminary analysis of the criteria listed below. For reference, these areas are shown on the City of Villages Transit/Land Use Connections Map (see fold-out map). The Transit/Land Use Connections Map is a graphic illustration of the City of Villages strategy; it is not a land use map. Its role is to depict how the strategy can direct growth into focused areas, serve as a tool to coordinate land use and transit planning (see the Mobility Element), and to preserve open space. The sites identified on this map will require additional study to determine if they are indeed appropriate for and can accommodate mixed-use development and village design. Many community plans already identify sites for mixed-use and provide extensive design and development policy guidance for development of those sites. This map will be updated on a regular basis as community plan updates and amendments confirm, modify, add, or remove village sites.

### **Policies**

- SF-A.1. Consolidate the position of Centre City as the premier urban village in San Diego and regional hub. Maintain and enhance its role as the major business center in the region and encourage its continued development as a major urban residential center with the largest concentration of high density multi-family housing in the region.
  
- SF-A.2. Encourage further intensification of employment uses throughout Subregional Employment Districts. Where appropriate, the collocation of medium to high density residential uses with employment uses may also occur, consistent with policies in the Economic Prosperity Element.



- SF-A.3. Urban Village Centers vary in size and could support medium to high density residential uses. These densities will apply to that portion of the site designated for residential or mixed-use.
- SF-A.4. Neighborhood Village Centers.
- a. Designate Neighborhood Village Centers in every community planning area consistent with the locational criteria in this section.
  - b. Establish residential density and commercial intensity ranges based upon center size, location, surrounding community character, and availability of public facilities, particularly transit, with most villages centers providing a low-medium to medium-high density range in a variety of building types.
  - c. Apply low-medium to medium-high density to portions of the site developed as residential or mixed-use.
  - c. Locate, where possible, Neighborhood Village Centers and/or Community Village Centers in older, underutilized shopping centers and strip malls.
- SF-A.5. Revitalize transit corridors through the application of plan designations and zoning that permit a higher intensity of mixed-use development that includes some combination of the following with density ranges of medium to high density for residential uses:
- residential above commercial development
  - employment uses
  - commercial uses
  - higher density residential development
- SF-A.6. Village locational criteria.
- a. Seek input from community planning groups as a key factor in determining village locations.

***Transit-Oriented Development Design Guidelines***

*Calthorpe Associates for the City of San Diego, 1992*

*These guidelines comprise a long-range strategy to address San Diego's growing auto dependence, dispersed land use patterns, and traffic congestion. Transit-Oriented Developments (TOD) are mixed-use, pedestrian-friendly neighborhoods which are developed around a transit stop. Neighborhood-based TODs (similar to villages per the Strategic Framework Element) would, at a minimum, include moderate density residences along with convenience retail and public spaces. Larger, or more urban TODs/villages, could include higher density residences, significant civic/public spaces, and a full range of commercial and employment uses. Specific guidance on desired land uses and character of the TOD would come from the recommendations of the appropriate community plan.*

*The TOD Guidelines address issues related to site selection, land use patterns, street configuration, design details, and implementation incentives. Some of the specific TOD guidelines and terms have been modified, but the overall concepts set forth in the TOD Guidelines have been incorporated into the City of Villages strategy.*



- b. Identify and designate villages based upon the following:
  - Existing village-like and/or mixed-use areas that could benefit from revitalization.
  - Sites well served by existing or planned transit
  - Town or community centers in newer communities that could be enhanced or expanded.
  - Sites that are not designated as open space or single-family residential in the community plan.
  - Vacant or underutilized land which could be made available in the next 20 years for other types of uses.
  - Sites without significant topographic, environmental, or other physical constraints.
  - Sites where village type development will complement the existing community fabric or help to achieve desired community character.
  - Sites adjacent to existing or planned public facilities.

## B. Equitable Development

### Goal

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

### Discussion

Implementation of the City of Villages strategy carries a risk of gentrification. The term gentrification has various definitions. The definition used here is “the process by which higher income households displace lower income residents of a neighborhood, changing the essential character and flavor of that neighborhood.”<sup>1</sup>

Gentrification is a process that is neither wholly good nor bad, and the negative aspects of gentrification can be minimized if equitable development is achieved. Equitable development is defined as “the creation and maintenance of economically and socially diverse communities that are stable over the long term, through means that generate a minimum of transition costs that fall unfairly on lower income residents.”<sup>2</sup> If carefully framed, gentrification can help meet the goal of equitable development by creating a greater income mix in a neighborhood and providing new economic opportunities. By improving the housing stock and job market in older urban neighborhoods, gentrification can also help fight urban sprawl by helping older neighborhoods successfully compete with the suburbs for investment dollars. Both public and private sector partners must act early in the revitalization process to promote equitable development and to ease or eliminate the adverse consequences of gentrification.

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.



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. The Economic Prosperity Element addresses equitable development goals, however, the assessment of the fiscal and economic impacts of major development projects, and balanced commercial development are addressed specifically in this section.

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**

- SF-B.1. Land Use and Community Planning and Community Development.
- a. Develop village plans with the involvement of a broad range of neighborhood, business, and planning groups.
  - b. Invest strategically in public infrastructure and offer development incentives that are consistent with the neighborhood's vision.
  - c. Build affordable housing to retain a diverse income mix in neighborhoods.
  - d. Reduce overall market-wide housing pressures by increasing the supply of market-rate housing.





- e. Recognize the important role that schools play in neighborhood life and look for opportunities to form closer partnerships among local schools, residents, neighborhood groups, and the city with the goal of improving public education.
  - f. Ensure that neighborhood development and redevelopment addresses the needs of older people, particularly those disadvantaged by age, disability, or poverty.
- SF-B.2. Balanced Commercial Development.
- 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.

## C. Environmental Justice

### Goals

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

### Discussion

Environmental justice is defined in federal and state law as “the fair treatment of people of all races, cultures and income levels with respect to the development, adoptions, implementation and enforcement of environmental laws, regulations and policies.”



Environmental justice is achieved when everyone, regardless of race, culture, gender, disabilities, or income, enjoys the same degree of protection from environmental and health hazards and equal access to and meaningful participation in the decision-making process to have a healthy environment in which to live, learn, and work. It is more than an important goal in land use and transportation planning; it is a prerequisite in obtaining federal transportation funds and other grant monies.

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

## **Policies**

- SF-C.1. Ensure environmental justice in the planning process through meaningful public involvement by providing:
  - a. Assurance that potentially affected community residents 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. Increased public outreach to all segments of the community that is holistic and informative.
  
- SF-C.2. Balance individual needs and wants with the public good.
  
- SF-C.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.
  
- SF-C.4. Prioritize and allocate citywide resources to provide public facilities and services to communities in need.
  
- SF-C.5. Guarantee meaningful participation for all community residents in the siting and design of public facilities.
  
- SF-C.6. Provide equal access to public facilities and infrastructure for all community residents.



- SF-C.7. Treat all people fairly with respect to the development, adoption, implementation and enforcement of transportation policies, plans, and projects.
- SF-C.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.
- SF-C.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, displacement of residents, and division of communities.
- SF-C.10. Improve mobility options and accessibility for the non-driving elderly, disabled, low income and other members of the population.
- a. Work with San Diego Association of Governments (SANDAG) to implement small neighborhood shuttles and local connectors in addition to other services called for in the ***Regional Transit Vision***.
  - 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.
- SF-C.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.
- SF-C.12. Ensure environmental protection that does not unfairly burden or omit any one geographic or socioeconomic sector of the city.
- SF-C.13. Eliminate disproportionate environmental burdens and pollution experienced by historically disadvantaged communities.
- SF-C.14. Create appropriate buffer zones to help alleviate or minimize potential hazards of certain types of land uses.
- SF-C.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.



- SF-C.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.

## D. Planning For Coastal Resources

### Goal

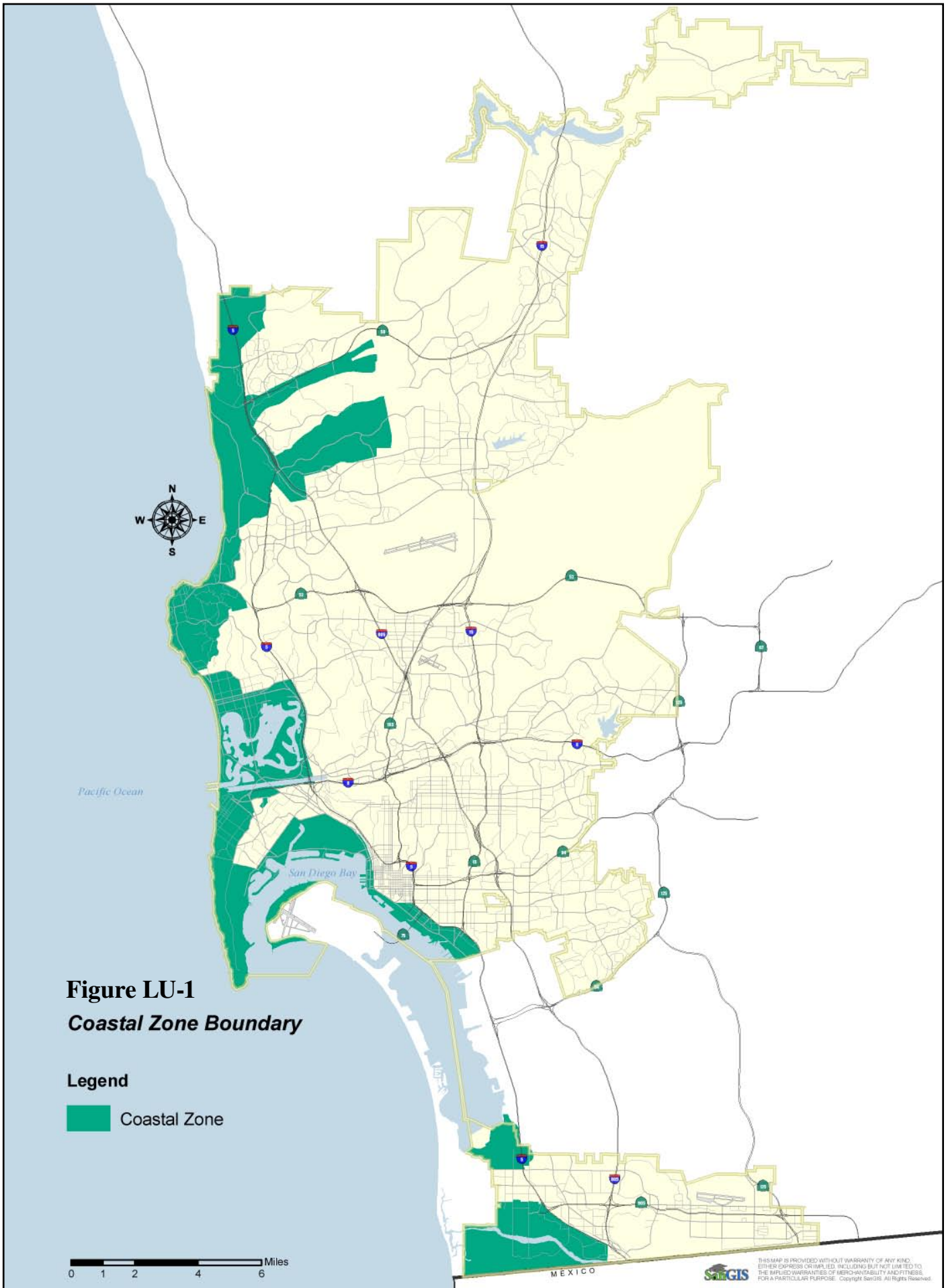
- Certification of community plans as the City of San Diego's Local Coastal Program
- Preservation and enhancement of coastal resources

### Discussion

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

The City of San Diego has chosen to approach the preparation of an LCP consistent with its approach to overall land use planning within the city. Coastal land use policies are integrated into each of the community plans, as they are updated, that govern the land uses within the coastal zone. This is true of community plan areas located either wholly or partially within the coastal zone (see Figure LU-1 Coastal Zone Boundary).

Further, the land use plan and implementing zones 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-1 Community Planning Areas within the Coastal Zone), but all are prepared consistent with a standardized framework of issues modeled upon the Coastal Act policies.



**Figure LU-1**  
**Coastal Zone Boundary**

**Legend**  
 Coastal Zone

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### ***Local Coastal Programs***

*An LCP consists of a land use plan, zoning ordinances, zoning maps, and any other programs necessary to implement the Coastal Act. Additionally, the LCP must include a public access component. The Coastal Act allows for local jurisdictions, in consultation with the Coastal Commission and the public, to determine the precise content and format of each LCP.*

*The Coastal Act policies, established in the California Coastal Plan and adopted by the Coastal Commission in 1975, are the standards employed by the Coastal Commission in its coastal development permit decisions, and review of LCPs. Local government agencies, such as the City of San Diego prepare and adopt LCPs and submit them to the Coastal Commission for certification prior to becoming effective. When certifying an LCP, the Coastal Commission must determine that the jurisdiction's proposed policies and regulations are adequate to carry out the intent of the policies in the Coastal Act.*

*The policies require:*

- *Protection and expansion of public access to the shoreline and recreational opportunities and resources, including commercial visitor facilities*
- *Protection, enhancement and restoration of environmentally sensitive habitats, including intertidal and nearshore waters, wetlands, bays and estuaries, riparian habitat, certain wood and grasslands, streams, lakes and habitat for rare or endangered plants or animals*
- *Protection of productive agricultural lands, commercial fisheries and archaeological resources*
- *Protection of the scenic beauty of coastal landscapes and seascapes*
- *The establishment, to the extent possible, of urban-rural boundaries and directing new housing and other development into areas with adequate services to avoid wasteful urban sprawl and leapfrog development*
- *Provision for the expansion, in an environmentally sound manner, of existing industrial ports and electricity generating power plants, as well as for the siting of coastal-dependent industrial uses*
- *Protection against loss of life and property from coastal hazards*



**Table LU-1 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
North City Future Urbanizing Area -San Dieguito River Valley -North City Local Coastal Program	University

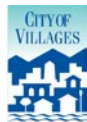
The City of San Diego has jurisdiction to issue Coastal Development Permits for areas of the Coastal Zone where the Coastal Commission has certified the LCP. This constitutes a majority of the area within the Coastal Zone.

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

There are also areas of original jurisdiction that are not a part of the LCP, and, further, are not anticipated to be certified. In this instance, permit authority will remain with the Coastal Commission.

**Policies**

- SF-D.1. Incorporate community specific policies into Coastal Zone community plans during community plan update and/or amendments to address Coastal Commission direction on the following:
  - Biologic and geologic stability
  - Circulation, parking, and beach impact area
  - Public access
  - Recreational opportunities
  - Visitor-serving priority
  - Visual resources
  
- SF-D.2. Ensure consistency of all coastal planning policies with the regional, city-wide, and other community specific planning policies included in each General Plan Element.



## E. 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

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

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

A "Sphere of Influence" which is used to determine the most logical and efficient future boundaries for cities, is the physical boundary and service area that a city is expected to serve. In 1985, LAFCO determined the City of San Diego's Sphere of Influence to be co-terminus with its jurisdictional boundaries.

Areas shown in the Figure LU-2, Prospective Annexation Areas Map, include both islands of unincorporated land within the city, and unincorporated areas that share common geographic features and are bordered by the same natural boundaries as the contiguous city area. Land within the areas designated on the map can be reviewed for the possibility of annexation upon the initiative of either the landowner or the city.

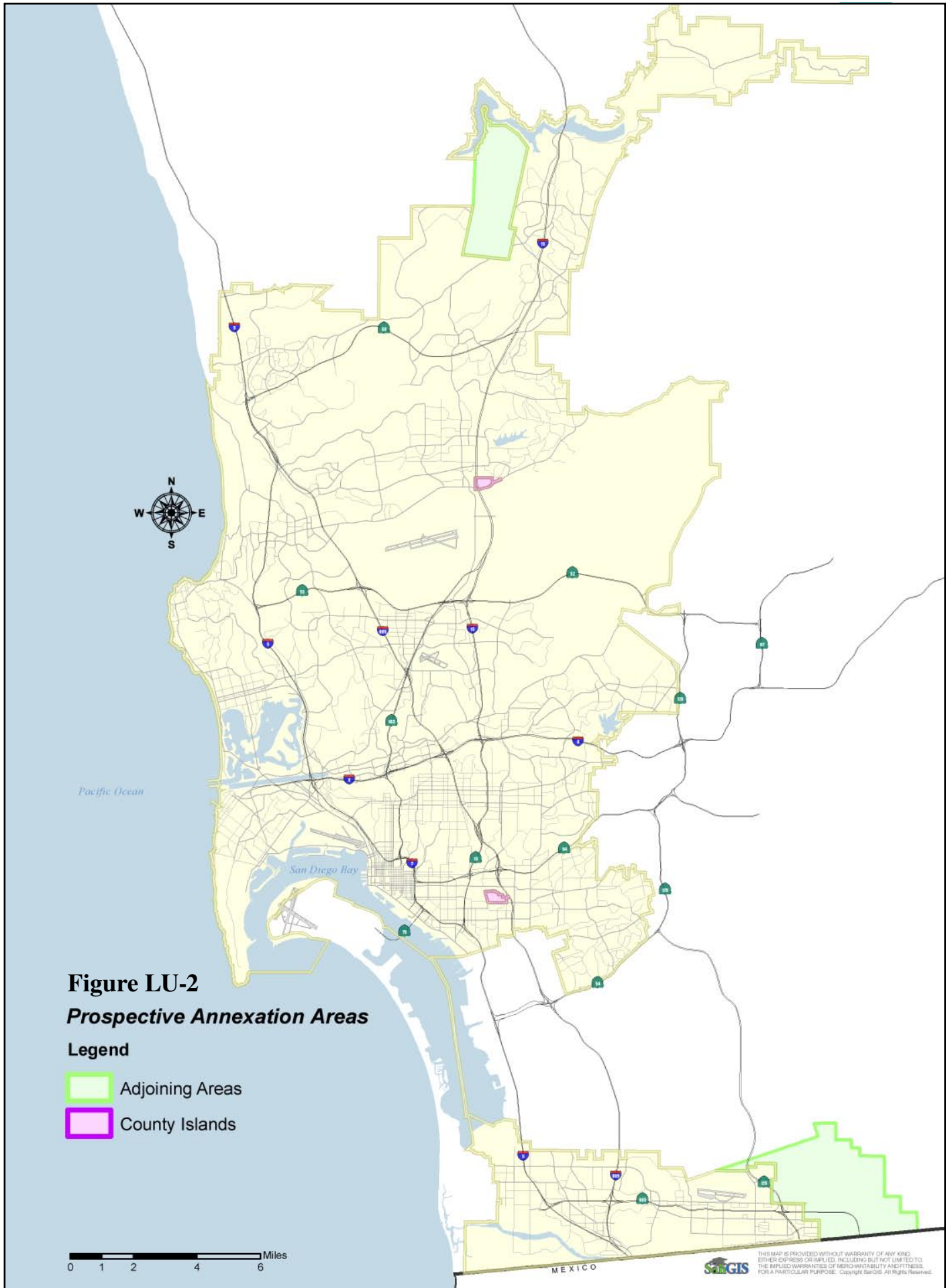
LAFCO will determine if the proposed annexation requires an amendment to the Sphere of Influence, or if a Sphere of Influence study is needed prior to an amendment. In either case, LAFCO will also use the above-mentioned factors as part of its decision making process.





## Policies

- SF-E.1. Identify prospective annexation areas for long-range planning purposes to:
- Avoid duplication of services with special districts
  - 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
  - Promote orderly growth and development and preserve open space, as necessary, on its periphery
- SF-E.2. The city will use the following factors in determining whether the city should submit an annexation application to LAFCO:
- The present and planned land uses for the proposed annexation
  - The present and future need for urban services and facilities
  - The fiscal impact of the proposed annexation to the city
  - Whether the proposal represents an orderly and logical extension of city boundaries
  - The ability of the city to provide urban level services
  - Whether the proposal would induce residential growth
  - Whether the proposal would provide provisions for affordable housing
  - Whether the proposal would provide provisions for open space
  - The effect of the annexation to any relevant social or economic communities of interest
  - The level of support on the part of affected property owners and area residents
- SF-E.3. Upon annexation, areas will be included in the appropriate community planning area and future development shall implement the policies and recommendations of the General Plan and applicable community plan.
- SF-E.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 Community Planning Area



**Figure LU-2**  
**Prospective Annexation Areas**

- Legend**
- Adjoining Areas
  - County Islands

0 1 2 4 6 Miles

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## F. The Community Planning Program

### Goals

- Community plans clearly linked to the General Plan
- Community plans structurally consistent yet diverse in their presentation and refinement of citywide policies to address community and neighborhood goals
- Plan amendments approved to better implement the General Plan and community plan goals and policies
- Zoning adopted concurrent with community plan updates and amendments

### Discussion

State law defines a community plan as part of the General Plan and recognizes their utility 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 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. The City of San Diego designates its community plans as a chapter of the Land Use Element and relies upon them to provide the more detailed designation and distribution of land uses at the smaller geographic level of community or neighborhood plan area. The community plans are an essential and completing component of the Land Use Element and allows the city to satisfy state law.

Land use designations are organized into two tiers. Table LU-2, General Plan Land Use Designations, includes all of the land use designations applied throughout the city grouped into seven generalized designations according to basic characteristics: Parks and Open Space, Agriculture, Residential, Commercial Employment, Retail, and Services, Industrial Employment, Institutional and Public and Semi-Public Facilities, and Multiple Use. The General Plan Land Use Designations Table establishes the linkage between General Plan land use categories as depicted in the General Plan Land Use Map (see fold-out), and the more specific community plan land use categories. [Link to Table LU-2 Community Plan Land Use Designations Table.](#)



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

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



The City of San Diego General Plan  
Strategic Framework/Land Use Element

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



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



This General Plan Land Use Map depicts generalized land uses, as previously explained, within the City of San Diego and identifies the planned street system, freeways, expressways, and arterial, major 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 maps adopted for each of the community, specific, precise, and park plan areas, and subareas consistent with the General Plan. The General Plan Land Use Map allows the reader to understand the distribution of land use and its connection to the transportation network. It is not a replacement or substitution for community or other adopted land use plans where parcel specific land uses are designated.

The City San Diego has more than fifty planning areas, as illustrated in Figure LU-3, 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.

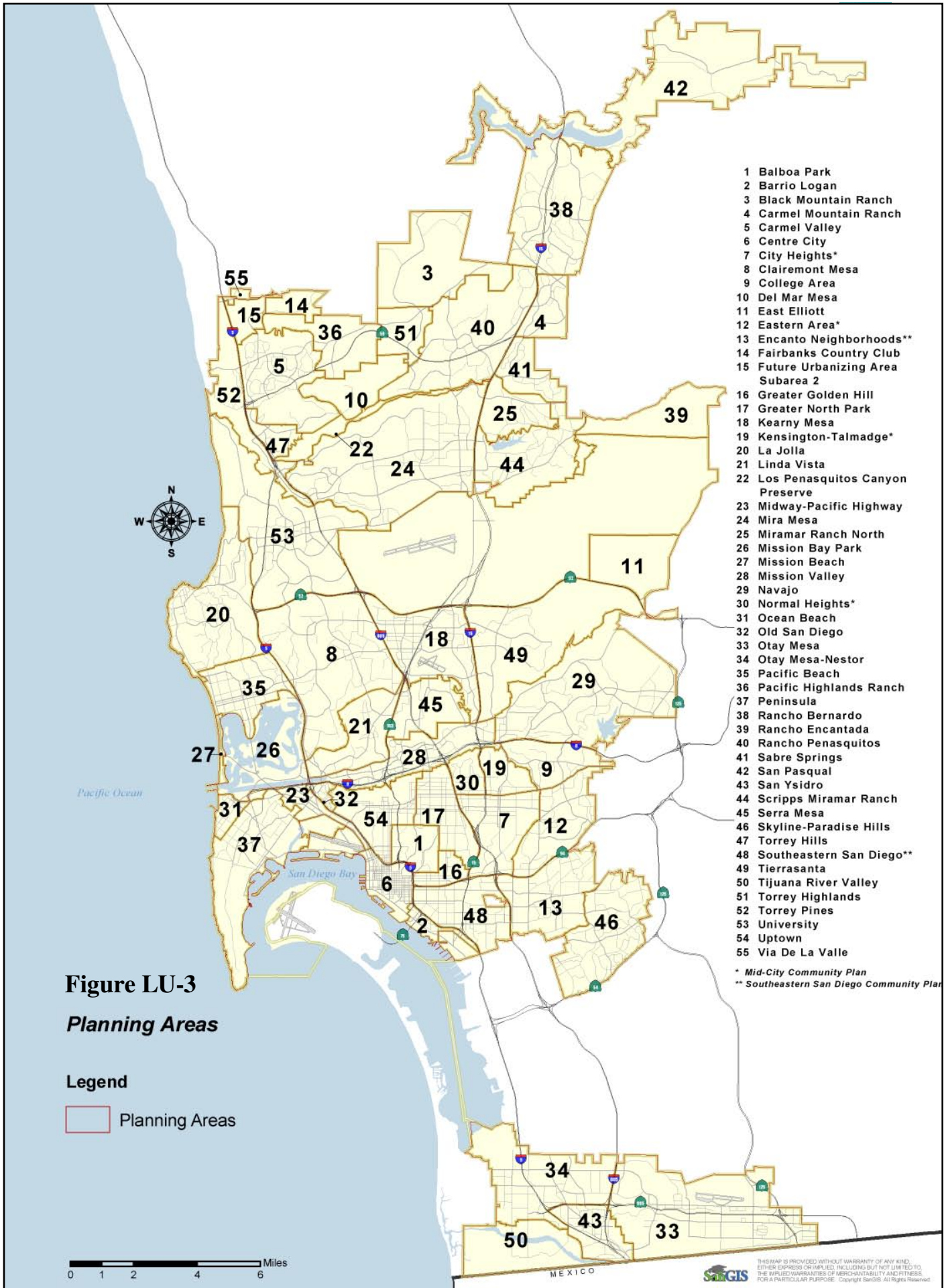
Such a structure recognizes the diversity of each plan area while allowing the General Plan to focus upon citywide development and preservation issues. All of the city's adopted land use plans, however, must be consistent with the overarching goals, objectives, and policies of the General Plan. Internal consistency is required; no one Element or plan may take precedence over the other. It is also the city's goal to rely upon community plans over the use of specific and precise plans as community specific policy documents.

### **Community Plan Preparation**

As previously noted, community and other area plans are oriented toward specific geographic areas of the city, defining locally the more general citywide policies as established in the General Plan with more specificity than is possible at the citywide level. This structure is necessary because of the city's diverse geography, development patterns, diverse cultural and ethnic communities, and other variations which require that policies developed to implement citywide goals be tailored to meet community and neighborhood needs.

#### ***Guidelines for Community Plan Preparation***

*A separate companion manual to the General Plan includes a detailed procedure to implement the community plan preparation policies. It includes direction on how to satisfy the policy objectives listed in this section and provides a table of contents, sample policies, relevant government code sections regarding planning and outreach, community plan designations and definitions, recommended timelines, and general direction on policy development to accomplish the task of developing the community plan as a community specific, implementation ready document.*



- 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

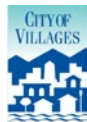
**Figure LU-3**  
**Planning Areas**

**Legend**  
 [Red outline box] Planning Areas

0 1 2 4 6 Miles

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## **Community Plan Land Use Categories**

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



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

Recommended Community Plan Designation	Additional	Definitions	Allowed Intensity/ Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
<b>Parks and Open Space</b>			
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
Parks		Provides for areas designated for passive and/or active recreational uses. It will allow for facilities and services to meet the recreational needs of the community as defined by the community plan.	N/A
<b>Agriculture</b>			
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
<b>Residential</b>			
Residential - Very Low		Provides for single-family housing within the lowest density range.	0 - 4 du/ac
Residential - Low		Provides for both single-family and multi-family housing within a low density range.	5 - 9 du/ac
Residential – Low Medium		Provides for both single-family and multi-family housing within a low medium density range.	10 - 14 du/ac
Residential - Medium		Provides for both single and multi-family housing within a medium density range.	15 - 29 du/ac
Residential - Medium High		Provides for multi-family housing within a medium high density range.	30 - 44 du/ac
Residential - High		Provides for multi-family housing within a high density range.	45 - 74 du/ac
Residential - Very High		Provides for multi-family housing within the highest density range.	75+ du/ac

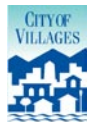


The City of San Diego General Plan  
Strategic Framework/Land Use Element

Recommended Community Plan Designation	Additional	Definitions	Allowed Intensity/Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
Commercial <sup>1,3</sup>			
Neighborhood Village	Residential Required	Provides housing in a mixed use setting and convenience shopping, civic uses, and services serving an approximate three mile radius.	.25 to 2.0 FAR 15 to 29 du/ac <sup>1</sup>
Neighborhood Commercial	Residential Allowed	Provides local convenience shopping, civic uses, and services serving an approximate three mile radius. May also provide housing in a mixed use setting.	.25 to 2.0 FAR 15 to 29 du/ac
Neighborhood Commercial	Residential Prohibited	Provides local convenience shopping, civic uses, and services serving an approximate three mile radius.	.25 to 2.0 FAR
Community Village	Residential Required	Provides housing in a mixed use setting and serves the commercial needs of the community at large, including the industrial and business areas. Integration of commercial and residential use is emphasized; civic uses are an important component. Housing, retail, professional/administrative offices, commercial recreation facilities, service businesses, and similar types of uses are allowed.	.25 to 2.0 FAR 30 to 75 du/ac
Community Commercial	Residential Allowed	Provides for shopping areas with retail, service, civic, and office uses for the community at large within three to six miles. It can also be applied to Transit Corridors where multi-family residential uses could be added to enhance the viability of existing automobile-oriented commercial uses.	.25 to 2.0 FAR 30 to 75 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 to 2.0 FAR 30 to 110 du/ac
Regional Commercial	Residential Allowed	Serves the region, from five to twenty five plus miles, with a wide variety of uses, including commercial service, civic, retail, office, and limited industrial uses. Housing may be provided in a mixed use setting.	.25 to 2.0 FAR 30 to 75 du/ac
	Residential Prohibited	Serves the region, from five to twenty five plus miles, with a wide variety of uses, including commercial service, civic, retail, office, and limited industrial uses.	.25 to 2.0 FAR



Recommended Community Plan Designation	Additional	Definitions	Allowed Intensity/ Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
Office Commercial	Residential Allowed	Provides for office employment uses with limited, complementary retail uses while allowing medium to high density residential development in a mixed use setting.	.25 to 1.5 FAR 15 to 44 du/ac
Visitor Commercial	Residential Allowed	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 are also allowed in a mixed use setting.	.25 to 2.0 FAR 30 to 75 du/ac
Heavy Commercial	Residential Prohibited	Provides for retail sales, commercial services, office uses, and heavier commercial uses such as wholesale, distribution, storage and vehicular sales and service. This designation is appropriate for transportation corridors where the previous community plan may have allowed for both industrial and commercial uses.	.25 to 1.0 FAR
<b>Industrial<sup>2</sup></b>			
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 limited portions of communities primarily characterized by office development with some light industrial uses.	.25 to 3.0 FAR
Business Park-Residential Permitted	Office Use Permitted	Applies in areas where employment and residential uses are located on the same premises. Permitted employment uses include those listed in the Business Park designation.	.25 to 3.0 FAR
Scientific Research	Office Use Prohibited	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, including corporate headquarters, are not permitted, except as accessory to the primary use or as direct support for scientific research uses.	.25 to 3.0 FAR
Light Industrial	Office Use Prohibited	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 and transportation terminals. 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 nuisance or hazardous effects are excluded.	.25 to 3.0 FAR



Recommended Community Plan Designation	Additional	Definitions	Allowed Intensity/ Density [Building intensity range (du/ac or FAR)] <sup>1</sup>
Heavy Industrial	Office Use Prohibited	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. The presence of non-industrial uses, particularly office, should be significantly limited in these areas to preserve land that is appropriate for large-scale industrial users.	.25 to 3.0 FAR
Institutional			
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, 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

<sup>1</sup> Density and intensity ranges will be further refined in each community plan within the range established in this table.  
<sup>2</sup> Consult the Economic Prosperity Element for policies related to the commercial and industrial land use designations.  
<sup>3</sup> Commercial land categories may be combined to meet community objectives.



## Policy

- SF-F.1. Community Plan Format and Content.
- a. The General Plan and the community plans, together, will establish the policy framework to guide development throughout the city.
  - b. Provide a fair and predictable land use planning process.
  - c. Incorporate precise plan and specific plan policies and recommendations into community plan updates.
  - d. Prepare community plans to address all aspects of development, as specific to the community, including:
    - distribution and arrangement of land uses (both public and private)
    - mobility planning policies
    - location, prioritization, and the provision of public facilities
    - urban design guidelines
    - preservation and enhancement of natural and cultural resources
    - coastal resource policies (when within the Coastal Zone)
  - e. Draft and adopt community plans within a reasonable timeline to ensure that the city's land use policies are maintained as up to date and relevant and that implementation can be achieved.
  - f. Include all community residents, property owners, business owners and civic groups who wish to participate in both planning and implementing the community vision.
  - g. Ensure that community plans are long-range documents to guide the development and evolution of a community plan area over a long-term planning horizon. Plan policies must be based upon existing conditions but anticipate and plan for what the community hopes to be; community building is a lengthy and ongoing process.
  - h. Avoid duplication of General Plan goals and policies: build upon and/or refine citywide and regional goals and policies to reflect the neighborhood level to ensure that public and private development proposals reflect community goals.
  - i. Establish each community plan as a separate and complete document, yet easily recognized and linked as a component of the General Plan and a companion to other community plans.
  - j. Ensure that every community plan is consistent with other community plans and the General Plan as a valuable component of the city's "land constitution."
  - k. Draft each community plan as visionary yet achievable – a community plan may not be a "wish list" or a vague view of the future but rather must provide a promise that can be fulfilled.



- SF-F.2. Apply the recommended land use categories at the time of a plan update and/or amendment to allow the community to clearly designate where (and where not) particular land uses are desirable.

## G. Consistency

### Zoning Consistency

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

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

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

### Internal Consistency

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

- SF-G.1. Zoning Consistency.  
Ensure that the regulations of the Land Development Code address the following:
- a. Implementation of the policy recommendations of the General Plan.
  - b. Implementation of the land use designations of the community plans.



- c. Implementation of other goals and policies of the community plans.
  - d. Implementation of community-specific policies and recommendations through tailored zoning and development regulations.
- SF-G.2. Assess project consistency for public and private projects based upon conformance with General/community plan specified:
- a. Land use
  - b. Density/intensity
  - c. Design guidelines
  - d. 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.
- SF-G.3. Internal Consistency.  
Ensure that review for internal consistencies includes the following:
- a. All elements of the General Plan have equal legal status; one Element cannot take precedence.
  - b. All elements, whether optional or mandatory, must be consistent with one another.
  - c. There must be consistency within each Element.
  - d. All goals and policies established in a community plan must be consistent with the overall General Plan.
  - e. The text, maps, and diagrams within a General Plan must be in agreement.

## H. Plan Amendment Process

### Discussion

The General Plan is a comprehensive and long range document; it is adopted to express the community's vision for the future and to guide how that vision is implemented on a daily basis. Although the vision is absolute, 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.

*A separate companion document will be adopted as part of the Land Development Manual to implement the policies regarding amendments to the General Plan as found in this section. It will include guidance to staff and applicants on when an amendment is required, Technical Amendments, Single Discipline Review, relevant government code statutes, issues to be addressed through processing, and recommended timelines.*





It is necessary, therefore, to establish a fair, orderly, and well defined process to govern how these changes, amendments, occur. This process will ensure that all proposed amendments are reviewed for conformance with the vision, values and General Plan goals.

## **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, or approval, so that the plan amendment process may actually proceed. While it is the first point to be considered 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.

Although applicants have the right to submit amendment requests to the city, not all 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 polices of the General Plan, as expressed in the Initiation Criteria. 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 ensure that specific factors are evaluated and addressed during the processing of the proposed plan amendment.

## **Public Hearing Process**

Upon completion of the draft plan amendment and appropriate environmental document, the plan amendment may proceed to public hearing, subject to the public hearing procedures specified in Chapter 12, Article 2, Division 1, Sections 122.0105-122.0107 of the Land Development Code.

## **Policies**

### **SF-H.1. General Plan Amendment Requirement.**

Require a General Plan and/or community plan amendment for the following:

- a. Proposals that involve a change in community plan adopted land use or density/intensity range
- b. Proposals that involve a change in the adopted community plan development phasing schedule
- c. Proposals that involve a change in plan policies, maps, and diagrams



- SF-H.2. Require an amendment to the public facilities financing plan concurrently with an amendment to the General Plan and/or community plan when a proposal results in a demand for public facilities beyond projections in the community plan and public facilities financing plan.
- SF-H.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 and City Council for consideration.
- SF-H.4. Technical Amendment Initiation.  
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 proposal satisfies one or more of the following categories:
- a. The 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
  - b. The amendment is appropriate to address other technical corrections discovered during implementation
  - c. The amendment is necessary to ensure the public health, safety, or welfare
  - d. The amendment is proposed to identify the location and design of a public facility already identified in the adopted Capital Improvements Program (CIP)
  - e. The amendment is required to comply with changes in state or federal law or applicable findings of a court of law
  - f. The amendment is appropriate to revise language concerned solely with a process or procedural matter or an appendix to update information
  - g. Require that an amendment which proposes to change major policy direction of the General and/or community plan not be processed as a technical amendment.
  - h. Subject technical amendments to the processing procedures identified in General Plan Amendments (see sidebar in this section), adopted as part of the Land Development Manual.
- SF-H.6. Criteria for Initiation of Amendments to the General Plan.
- a. Require that General Plan and/or community plan amendment initiations (except those determined to be technical) be decided by the Planning Commission with right of appeal to the City Council by the applicant.
  - b. The City Council may also initiate by directing the preparation of a plan amendment.



- c. 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 following criteria:
  - The amendment request appears to be consistent with the goals and policies of the General and Community Plan and any community plan specific amendment criteria; and
  - The proposed amendment provides additional benefit to the community as compared to the existing land use designation, density/intensity range, plan policy or site design; and
  - Public facilities appear to be available to serve the proposed increase in density/intensity, or their provision will be addressed as a component of the amendment preparation and public hearing process.
- d. Acknowledge that initiation of a plan amendment in no way confers adoption, that neither staff nor the Planning Commission is committed to recommend in favor or denial of the proposed amendment, that the City Council is not committed to adopt or deny the proposed amendment.

SF-H.7. Plan Amendment Processing

- a. Require that upon initiation, city staff work with the applicant and community to address specific issues identified through the initiation process and those that may be established in adopted land use plan as community specific amendment evaluation factors.
- b. Address the following standard plan amendment issues prior to the Planning Commission decision at a public hearing:
  - 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
  - Provision of public facilities

SF-H.8. The Planning Commission and the City Council will consider the factors as described in SF-N.29 in making a determination to approve or deny the proposed amendment during the public hearings.



## I. Limitations on Growth

### Goal

- The provision of citywide resources to address existing deficiencies
- Public facilities provided by new growth commensurate with the level of impact

### Discussion

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. New development is a critical component in any plan to revitalize older, urbanized neighborhoods, but it cannot legally bear the burden of addressing existing facility deficiencies.

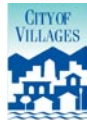
New growth, however, even as it assumes its fair share of the provision of public facilities, has the potential to diminish the city's ability to assure that adequate levels of service standards are maintained concurrently with new development. It is incumbent upon the city to evaluate and approve all new growth 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 new growth occurs.

### Guidelines for Future Development

The Guidelines for Future Development, the previous growth management program adopted in 1979 with the General Plan, divided the city geographically into three tiers or phases of growth: Urbanized, Planned Urbanizing, and Future Urbanizing areas. The General Plan encouraged intensive and varied development in the Urbanized area, a portion of the city consisting of the older, established neighborhoods and the downtown core. Development in the Planned Urbanizing area's newly developing communities, primarily along the I-5 and I-15 corridors could also occur, but General Plan and Council Policies required developers to provide all necessary public facilities through either a Facilities Benefit Assessment (FBA) or other financing mechanisms. The Future Urbanizing area (FUA) located, primarily, at or adjacent to city boundaries was largely vacant and zoned for agricultural use. It was the city's urban reserve. The General Plan discouraged urban and suburban levels of development in the FUA unless and until the other tiers were sufficiently built out, and then only after a detailed planning process to determine where and if growth should occur.

### Proposition A – The Managed Growth Initiative

In 1985, the electorate adopted Proposition A, an initiative amending the Progress Guide and General Plan to require approval of a majority vote of the people for shifting of land from the Future Urbanizing to the Planned Urbanizing Area phase



of growth or development. The ballot measure further provided that the “provision restricting development in the Future Urbanizing Area shall not be amended except by majority vote of the people except for amendments which are neutral or make the designation more restrictive in terms of permitting development.” As required by the ballot measure, the full text is included herein:

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

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

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

Section 3. Implementation. “The City Council, city Planning Commission, and City staff are hereby directed to take any and all actions necessary under this initiative measure, including but not limited to adoption and implementation on any amendments to the General Plan and zoning ordinance or citywide, reasonably necessary to carry out the intent and purpose of this initiative measure. Said actions shall be carried forthwith.”

Section 4. Guidelines. “The City Council may adopt reasonable guidelines to implement this initiative measure following notice and public hearing, provided that any such guidelines shall be consistent with the intent and purpose of this measure.”



Section 5. Exemptions for Certain Projects. “This measure shall not prevent completion of any project as to which a building permit has been issued pursuant to Section 91.04.03(a) of the San Diego Municipal Code prior to the effective date of this measure; provided, however, that the project shall cease to be exempt from the provisions of Section 91.02.0303(d) of the San Diego Municipal Code or if the said permit is suspended or revoked pursuant to Section 91.02.0303(e) of the San Diego Municipal Code.”

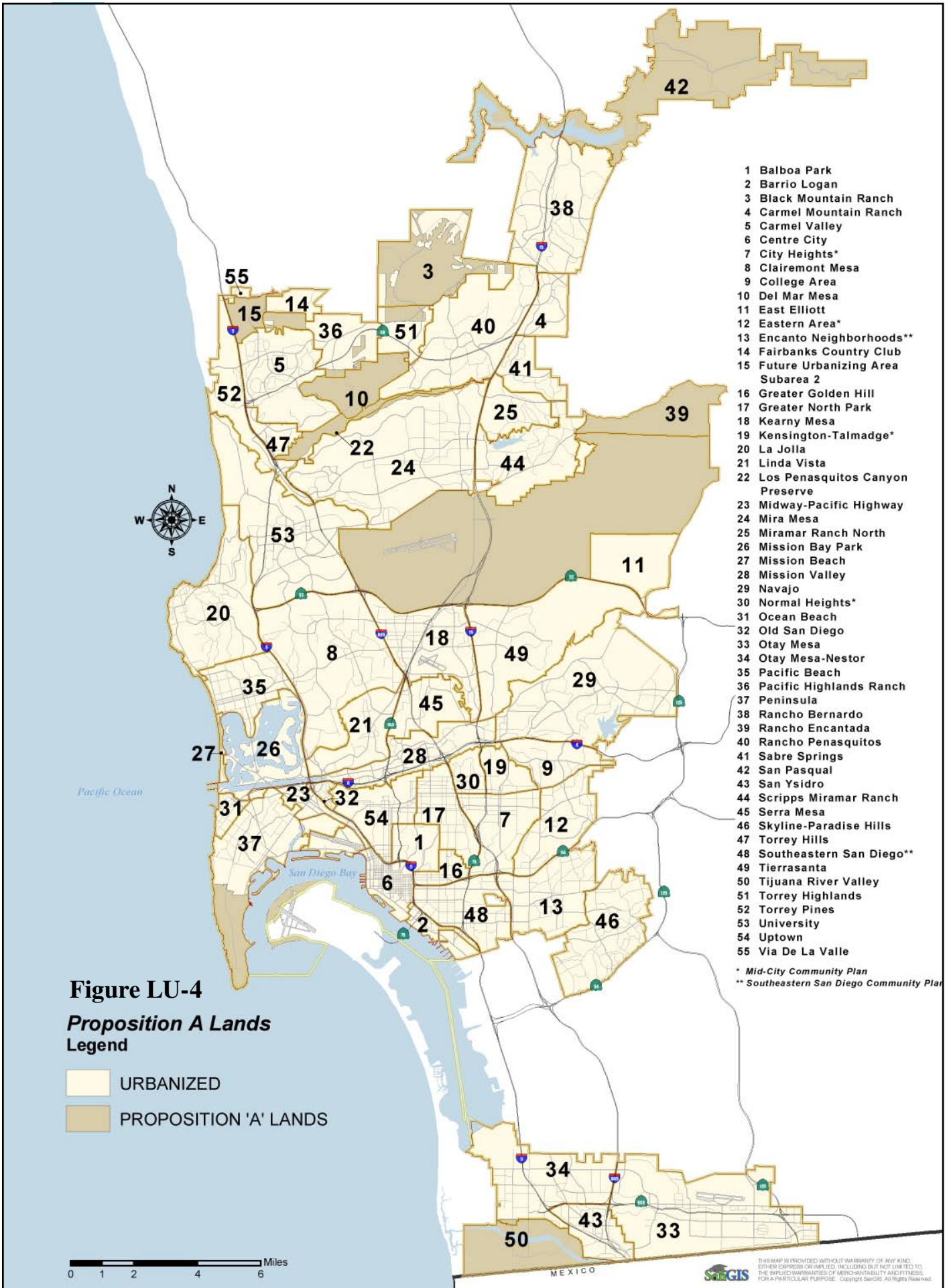
Section 6. Amendment of Repeal. “This measure may be amended or repealed only by a majority of the voters voting at an election thereon.”

Section 7. Severability. “If any section, subsection, sentence, phrase, clause, or portion of this initiative is for any reason held to be invalid or unconstitutional by any Court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this initiative and each section, subsection, sentence, clause, phrase, part or portion thereof would have been adopted or passed irrespective of the fact that any one or more sections, subsections, sentences, clauses, phrases, parts of portions be declared invalid or unconstitutional.”

### **Proposition A Lands**

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

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





## Tiers

As described, the phased development areas system has, for the most part, expired. The city has grown into a jurisdiction with primarily two tiers, see Figure LU-4 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.

## Evaluating New Growth

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.





## Policies

### SF-G.1. Proposition 'A' lands.

- a. As a result of these planning efforts, the city, with voter concurrence, has effectively determined where development can and cannot occur with respect to lands identified as the Future Urbanizing area
- b. Non phase shifted lands shall be identified as Proposition A Lands and no longer be referred to as the Future Urbanizing area;
- c. If and when additional military lands and other areas become subject to the city's jurisdiction, planning for reuse shall follow a public planning and voter approval process consistent with the provisions of this Element of the General Plan.

### SF-G.2. Evaluating new growth.

The following factors will be used for evaluation of individual development proposals within the urbanized area to determine if the proposals will or will not adversely affect the General Plan in that they do not compound existing deficiencies:

- The ability of the water supply and distribution system to provide for the needs generated by the proposed development
- The application of water quality protection measures to minimize disruption of natural water flows and contaminated storm water runoff
- The ability of the wastewater system to collect, treat, and dispose of the wastes generated by the proposed development
- The ability of the fire department to provide fire protection according to the established response times as stated in this General Plan
- The ability of the appropriate neighborhood school to absorb the children expected to reside in the proposed development
- The ability of parks and open spaces to provide for the active and passive recreational needs of the residents of the proposed development
- The ability of the library system to provide library services to the residents of the proposed development
- The employment of superior site design techniques and land use arrangement to enhance transit accessibility and walkability, integrate civic spaces, promote cultural resources, and safety and security
- Ability of the planned street and transit system to allow traffic to operate at acceptable levels based upon project design and street improvements
- The extent to which the proposed development implements General Plan goals



## J. Conclusion - Beyond 2020

### Discussion

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

### Village Evolution

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

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

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

It is anticipated that the functions of most individual villages will develop in a gradual, organic manner rather than be quickly established through the construction



of a few large projects. After 2020, some of the villages may take on specialized functions that cannot be predicted at the present time. For example, some villages could eventually contain regional entertainment centers while other villages gain renown as specialized shopping districts. Still other areas will have a wide mix of uses with no particular emphasis.

### **The Rate of Village Development**

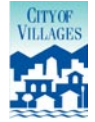
Infrastructure that is currently lacking must be in place before some of the areas identified as potential villages can begin to accept higher density residential development and/or additional commercial uses. Transit is currently inadequate in many of the areas that have been considered as potential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

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

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

### **Lifestyle Trends**

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



nior citizens, instead choosing mixed-use, mixed-income neighborhoods that are accessible by transit or walking to a full-range of services and facilities.

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

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

The Strategic Framework and Land Use Element is intended to provide a positive response to growth and development trends by providing an enlightened strategy for the future development of the city – a strategy that builds upon what is good in our communities and ensures a high quality of life for future generations.



**The City of San Diego General Plan**  
*Strategic Framework/Land Use Element*

### Existing and Potential Villages

The City of Villages map graphically identifies village opportunity areas. It does not replace the land use maps included in community plans. It provides direction for amendments and updates of community plans. The exact locations of village areas will be determined through a community plan amendment/update process. During this process, communities may reallocate existing community plan growth into village areas.

### Existing and Planned Park and Open Space

Dedicated and designated planned open space and park information represented here may not be the current land use, but a best estimate based upon the SANDAG and SanGIS generalized existing land use data and City of San Diego park and open space data.

### High Frequency Transit Service

Existing high frequency service represents existing single and multiple bus routes operating within a corridor that travel approximately every 15 minutes or less per hour during the morning and evening commute periods. Emerging high frequency service transit routes represent existing transit service that may have the potential to provide to service every 15 minutes per hour during the morning and evening commute periods. Existing and Future high frequency Rail and Bus Rapid Transit service routes represents the Regional Transit Vision 2030 Mobility network corridor and regional transit service and the SR-56 transit route from the 2030 unconstrained network.



Pacific Ocean

San Diego Bay

MEXICO

## City of Villages Transit Land Use Connections

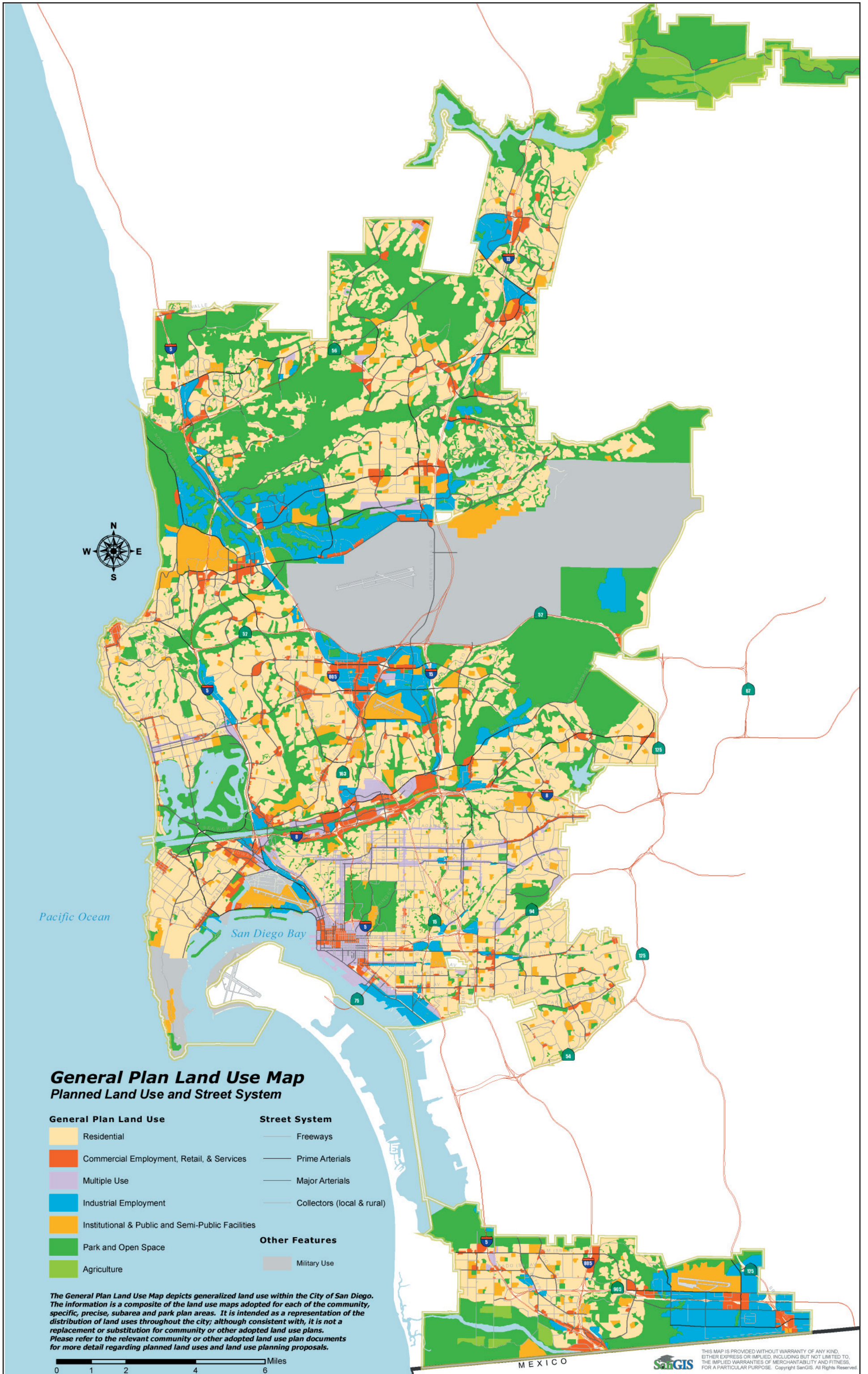
### Legend

- Regional Center
- Subregional Districts
- Existing and Potential Villages
  - Neighborhood Village Center
  - Transit Corridor
  - Urban Village Center
- Existing and Planned Park and Open Space
  - Park
  - Open Space
  - Water
- High Frequency Transit Service
  - Emerging High Frequency Bus Service
  - Existing High Frequency Bus Service
  - Existing & Future Rail & BRT Service
- Existing Transit Service
  - Existing Transit Network
- Transit Stations/Centers
  - Existing
  - Future
- Activity Centers
  - Shopping Centers
  - Government Centers
  - Major Attractions
  - Military Facilities
  - Police Stations
  - Public Library
  - High Schools
  - Universities & Colleges
  - Hospitals
  - Fire Stations
  - Post Offices

0 1 2 4 6 Miles



THIS MAP IS PROVIDED WITHOUT WARRANTY OF ANY KIND, EITHER EXPRESS OR IMPLIED, INCLUDING BUT NOT LIMITED TO, THE IMPLIED WARRANTIES OF MERCHANTABILITY AND FITNESS, FOR A PARTICULAR PURPOSE. Copyright SanGIS. All Rights Reserved



### General Plan Land Use Map Planned Land Use and Street System

#### General Plan Land Use

- Residential
- Commercial Employment, Retail, & Services
- Multiple Use
- Industrial Employment
- Institutional & Public and Semi-Public Facilities
- Park and Open Space
- Agriculture

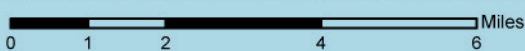
#### Street System

- Freeways
- Prime Arterials
- Major Arterials
- Collectors (local & rural)

#### Other Features

- Military Use

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.





# Mobility Element

## Introduction

Our transportation system moves people and goods, creates boundaries, provides linkages, consumes land, and serves development. An overall goal of the Mobility Element is to further the attainment of a balanced, multi-modal transportation network that gets us where we want to go and minimizes environmental and neighborhood impacts. The Element includes a wide range of policies addressing: walkable communities, streets and freeways, transit, bicycling, parking, goods movement, and others. Taken together, these policies advance a strategy for congestion relief and increased transportation choices in a manner that strengthens the City of Villages land use vision.

Transportation and land use coordination is an integral part of the City of Villages strategy and the Mobility Element, as future growth is to be targeted into villages served by the regional transit system and away from areas without transit services. Villages are designed to minimize the impact of growth on the transportation system through design that is amenable to greater travel by transit, foot, and bicycle. The increased availability of transportation choices and linkages benefits the broader community, in addition to village residents.

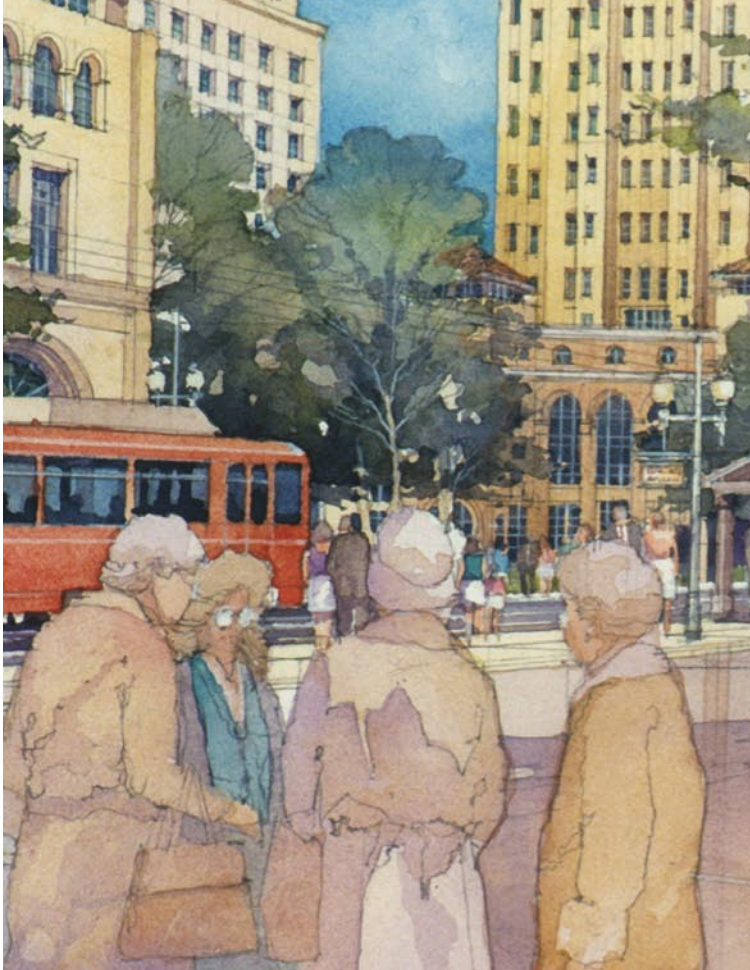
Automobiles are used to make the greatest number of trips in our region. Over the years, there has been a tremendous public investment in our street and freeway system at all levels of government; investment designed to help satisfy the demand for automobile travel which continues to grow with increased population, economic prosperity, and auto-oriented development patterns. However, as we mature as a city and land becomes more constrained, it is becoming increasingly difficult and expensive to find the space to build new or wider roads. We are faced with the quandary of wanting to preserve our automobile mobility, but not at the cost of roadway “improvements” that may compromise our neighborhoods and open spaces. As a result, efforts are beginning to shift from an era of widespread new road construction to one of optimizing the efficiency of what we have and adding key new facilities.

A graphic summary of the Mobility Element is shown as Figure ME-1.



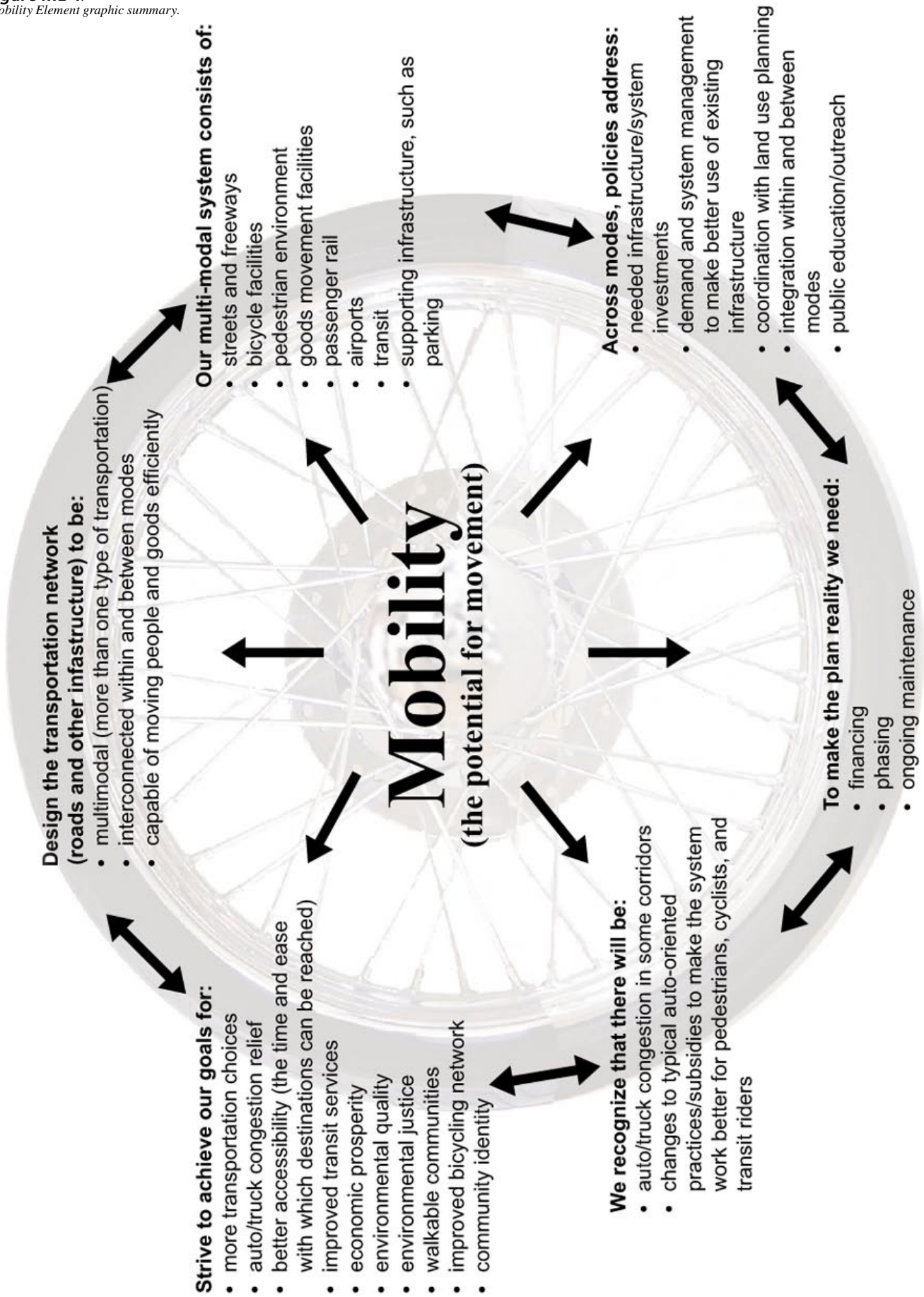
*The Mobility Element is a part of a larger body of plans and programs that guide the evolution of our transportation system. The draft California Transportation Plan (CTP) 2025 is a statewide, long-range transportation plan designed to help guide public and private transportation decisions and investment. The Regional Transportation Plan (RTP or Mobility 2030), prepared and adopted by the San Diego Association of Governments (SANDAG), is the region's blueprint for transportation. The RTP contains policies and projects designed to meet the region's long-term mobility needs. SANDAG prioritizes and allocates the expenditure of regional, state and federal transportation funds to implement RTP projects. Future updates to the RTP will take into account the CTP. The region's Congestion Management Program (CMP), also prepared by SANDAG, serves as a short-term element of the RTP. CMP strategies focus on actions that can be implemented in advance of the longer range transportation solutions contained within the RTP.*

*City of San Diego interests are represented in the development and adoption of SANDAG documents through the votes of our elected officials serving on the SANDAG Board of Directors, direct citizen participation in the process, and staff collaboration. The city's Mobility Element, the RTP, the CMP and the CTP all highlight the importance of integrating transportation and land use planning decisions, and using multi-modal strategies to reduce congestion. However, the Mobility Element more specifically plans for the city's transportation goals and needs, and provides guidance on how to implement regional plans in the City of San Diego.*



Courtesy of Fehlman LaBarre

**Figure ME-1.**  
*Mobility Element graphic summary.*





## A. Land Use and Transportation

### Goals

- The city's highest density housing, jobs, and services located within a ten minute walk of transit services
- An integrated network of transportation facilities designed to meet the needs of existing and future growth

### Discussion

The Mobility and Strategic Framework/Land Use elements of the General Plan are closely linked. The Land Use Element identifies existing and planned land uses, and the Mobility Element identifies the proposed transportation network and strategies which have been designed to meet the future transportation needs generated by the land uses. The integration of transportation and land use planning is illustrated by the City of Villages Transit/Land Use Connections Map (see fold-out map). This map identifies existing or potential village and transit corridor areas that are within walking distance of existing or planned high quality transit. Walking distance is generally considered to be about a 1/4-mile, depending on topography, the pedestrian environment, and the quality of the transit service offered.

Implementation of the City of Villages growth strategy is dependent upon the close coordination of land use and transportation planning. The strategy calls for redevelopment, infill, and new growth to be targeted into compact, mixed-use, and walkable villages that are connected to the regional transit system. Villages should increase personal transportation choices and minimize transportation impacts through design that pays attention to the needs of people traveling by transit, foot, and bicycle, as well as the automobile. Focused development and density helps make transit convenient for more people, and allows for a more cost-effective expansion of transit services. Village housing in centers of commerce provides opportunities for people to live near where they work, and helps ensure the livelihood of a rich mix of neighborhood shops and services. As such, the City of Villages land use pattern is a transportation, as well as a land use strategy.

Areas outside of villages should also benefit from the village transportation/land use strategy as a result of: the overall expansion of the transit network, street and freeway improvements, the preservation of lower densities in areas without transit service, increased accessibility to subregional employment districts and neighborhood centers, citywide improvements to foster walking and bicycling, and citywide multi-modal transportation improvements in conjunction with development.



## Policies

### ME-A.1. Transit/Land Use Connections.

Locate new medium and higher-density residential and employment uses in areas served by existing or planned transit services and as designated in appropriate community plans.

- a. Design projects to be pedestrian and transit-oriented (see sections B and C of this Element and the Urban Design Element).
- b. Locate lower density uses in areas without existing or planned transit.

### ME-A.2. Transportation Facilities With Growth.

Provide adequate transportation facilities and services to support development.

- a. Coordinate with regional transit planners and operators to help ensure that village areas identified on the City of Villages Transit/Land Use Connections Map are connected to the regional transit system.
- b. Determine necessary transportation improvements to serve new development at the community plan level, and where necessary, at the project level.
- c. Determine project traffic impacts based on the number of projected automobile trips, with credits given for trips projected to be taken by other travel modes, or through Transportation Demand Management (TDM) plans.
- d. When determining street designs (e.g., local, collector, major), consider impacts to walkability, pedestrian safety, neighborhood character, and other factors in addition to traffic volumes.
- e. Include transit improvements in traffic mitigation plans where appropriate.
- f. Phase development with transportation improvements, including transit improvements.

### ME-A.3. Walkable Destinations.

Provide walkable destinations.

- a. Encourage a mix of uses in commercial centers and corridors so that local trips can be made by walking and bicycling.
- b. Design grading plans to provide convenient and accessible pedestrian connections from new development to adjacent uses and streets.
- c. Design private and public developments to be accessible by foot, bicycle and transit, as well as by automobile. Provide multiple pedestrian access paths and pedestrian-friendly design.
  - 1) Provide convenient and secure bicycle parking facilities.
  - 2) Provide “front door” access for transit patrons, so that transit riders do not have to cross large parking lots before entering a building.



- d. Make existing or future/planned transit access a high priority when determining the location of new public facilities.
- e. Work with school districts and affected communities to locate schools so that the number of students who can walk to school safely is maximized.

ME-A.4. Promote design accessibility for all, with special attention to the needs of children, the elderly, and people with disabilities.



*Mi Pueblo Pilot Village  
Estudio Cruz*

## B. Walkable Communities

### Goals

- A safe, efficient, accessible, and attractive pedestrian street environment
- A city where children can walk to school safely
- A system of open space trails, sidewalks, and paths through neighborhoods and open space areas.



## Discussion

The pedestrian environment affects us all whether we are walking to transit, a store, or simply getting from a parked car to a building. People enjoy walking in places where there are sidewalks shaded with trees, interesting buildings or scenery to look at, other people outside, neighborhood destinations, and a feeling of safety. With improved pedestrian conditions we can expect to see an increase in walking as a means of transportation and recreation. In addition, many of the land use and street design recommendations that benefit pedestrians also help promote bicycling (see the Bicycling section of this Element for more specific bicycling recommendations). More walking and bicycling trips help to reduce the number of automobile trips, which in turn, reduces air and water pollution, conserves energy, and contributes to a healthy active lifestyle. Public health research shows that inactivity represents a huge public health risk. In addition, the types of improvements that benefit pedestrians also contribute to the quality, vitality, and sense of community of our neighborhoods.

A more specific goal is to design and retrofit our city so that children can walk to school safely. Children walking and bicycling to school used to be a common sight, but has declined dramatically in the past 30 years in large part because of real and perceived dangers from traffic and crime. Children suffer multiple risks from our automobile-centered society. They make up a high proportion of all injuries and deaths from pedestrian accidents, yet in trying to protect our children we drive them around so much that many are becoming overweight and physically unfit. A skyrocketing rate of childhood obesity is resulting in young people contracting health problems such as diabetes and high blood pressure in greater numbers than ever before. In addition, children's respiratory systems are especially vulnerable to air pollution.

There are many ways to design and retrofit our neighborhoods for better safety and walkability. New projects can be sensitively designed, and in existing neighborhoods there are opportunities for incremental change through infill or redevelopment and public facilities investments. Implementation of the following policies, in addition to the recommendations under the Land Use and Transportation and Streets and Freeways sections of this Element, can help to make our streets safer and more comfortable for walking. The recommendations apply to new construction as well as to street retrofit/redesign projects and infill development.



## Policies

### ME-B.1. Pedestrian Design.

Design and operate streets to maximize pedestrian safety, comfort, and connectivity.

#### Walking Facts

- *Between 1977 & 1995, trips made by walking declined 50 percent while driving trips increased.*
- *One-fourth of all trips people make are one mile or less, but three-fourths of these short trips are made by car.*
- *Among children between the ages of 5 and 15, walking and bicycling declined 40 percent from 1977 to 1995.*
- *For school trips of one mile or less, only 31 percent are made by walking; within 2 miles, just 2 percent of school trips are made by bicycling.*
- *70 percent of people surveyed would walk (or bike) up to 1/2 mile for shopping or personal business if the journey was safe and pleasant.*
- *As a mode of transportation, walking is second only to the automobile, but last in funding.*
- *In San Diego, walking trips are second in number only to the automobile, but last in funding.*

Source: Walk San Diego. [Click here for more information.](#)

- a. Design new intersections and redevelop existing intersections to maximize pedestrian convenience, accessibility, and safety as a priority over maintaining high levels of service for vehicles. For example, pedestrians should be able to cross at all four corners of an intersection.
- b. Consider pedestrian crossing distances when evaluating the need for turn lanes at intersections.
- c. Improve the pedestrian environment through the appropriate use of: street trees, landscaped medians, reduced street widths, median refuges, adequate sidewalk widths, street furniture, improved pedestrian crossings, traffic calming, pedestrian-oriented lighting, and other measures to make neighborhoods safer and more pleasant for pedestrians. (See the Street Design Guidelines at <http://www.sandiego.gov/planning/pdf/peddesign.pdf> for details.)
- d. Reduce trip length for pedestrians by striving for direct routes between activity centers and to transit.
- e. Strive to achieve greater connectivity in the street system through implementing a grid or modified-grid street system. Site plans for private development should bring the street grid into the project.
- f. Use traffic management techniques that consider pedestrians, such as appropriate speed limits and limited right turns on red in busy pedestrian areas.

### ME-B.2. Pedestrian Improvements.

Address pedestrian needs through the development and implementation of land use, transportation, recreation, and capital improvement plans.

- a. Develop a citywide pedestrian master plan, or similar tool, to identify needed improvements to the pedestrian network.
- b. In programming capital improvements, prioritize those that provide safe and accessible routes to schools, transit, and village centers.

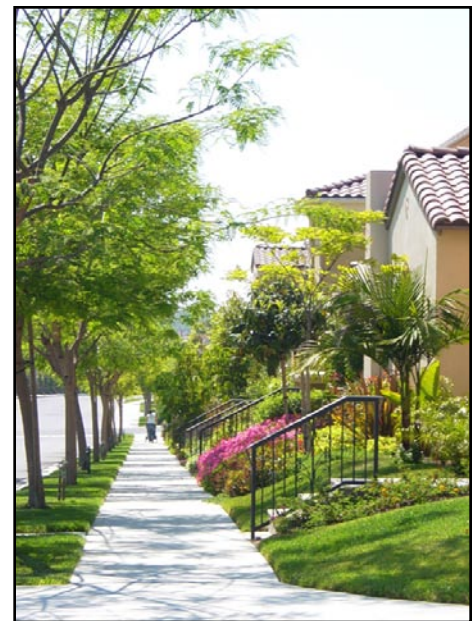


- c. Routinely accommodate pedestrian facilities and amenities into private and public projects. Include the cost of implementing pedestrian improvements into project budgets.
- d. Link pedestrian paths and trails into a continuous, interconnected region-wide network where possible.
- e. Increase opportunities to walk on trails through canyons and other open spaces where consistent with the provisions and recommendations of the Multiple Species Conservation Plan (MSCP), the Recreation Element, and community plans.
- f. Develop a citywide trails master plan.

ME-B.3. Pedestrian Environment.

Recognize that the quality of the walking environment is linked to the overall quality of the urban environment.

- a. Work with community groups to ensure that there is adequate law enforcement, code enforcement, and litter and graffiti control to maintain safe and attractive neighborhoods.
- b. Provide and maintain pedestrian and neighborhood amenities such as street trees, benches, public art, and plazas.
- c. Design for walkability in accordance with policies contained in the Urban Design Element.
- d. Provide and maintain trash and recycling receptacles, and restrooms available to the public.



ME- B-4 Recognize the role of walking as a mode of transportation. Work with SANDAG to increase funding for pedestrian improvements as a significant percentage of regional transportation funds and to monitor pedestrian mode split.

ME -B.5. Safe Routes to Schools.

Collaborate with appropriate agencies/groups to design and implement safe pedestrian routes to schools and transit.

- a. Consider a range of improvements such as wider sidewalks, more visible pedestrian crossings, traffic enforcement, traffic calming, pedestrian lighting, bicycle lanes, pedestrian trails, and educating children on traffic safety.
- b. Promote “Walking School Bus” efforts where parents or other responsible adults share the responsibility of escorting children to and from school by foot or bicycle.





- ME-B.6 Continue to collaborate with regional agencies, school districts, community planning groups, community activists, public health professionals, developers, law enforcement officials, and others to better realize the mobility, environmental, and health benefits of walkable communities (see also ME-B.5).
- ME-B.7 Engage in a public education campaign to increase drivers' awareness of pedestrians and bicyclists, and to encourage more courteous driving. Such a campaign could include special signage and other means.



## C. Transit First

### Goals

- An attractive and convenient transit system that is the first choice of travel for many of the trips made in the city
- Attainment of mobility, neighborhood quality, and environmental goals through increased transit ridership

### Discussion

A primary strategy of the General Plan is to reduce dependence on the automobile in order to achieve multiple and inter-related goals including: increasing mobility, preserving and enhancing neighborhood character, improving air quality, reducing storm water runoff, reducing paved surfaces, and fostering compact development and a more walkable city. Expanding transit services is an essential component of this strategy.

To this end, the City of San Diego endorsed a Regional Transit Vision (RTV) that was adopted as a part of the 2030 Regional Transportation Plan (RTP). This vision calls for development of a fast, flexible, reliable and convenient transit system that connects the region's major employment and activity centers with a rich network of transit services. Under this vision, transit and land use will be tightly linked, with transit stations integrated into our neighborhoods and activity centers. Land use design will be pedestrian and bicycle-friendly and serve as pleasant walk and wait environments for customers. Over the long term, the proposed transit services would take advantage of a new generation of advanced design vehicles which have the flexibility of buses and the look and feel of rail. Additional anticipated future improvements include greater use of low-floor vehicles and smart fare cards to allow for easier and speedier passenger boarding. Upgraded stations and real-time information will let patrons know when the next vehicle will be arriving.

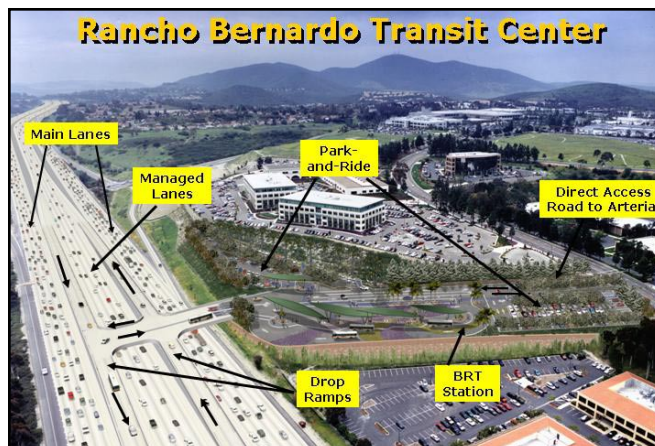
Implementation of the RTV will result in a transit system that is so attractive and convenient that transit will become the first choice of travel for many of the trips made in the region. Transit would become a better travel option for all including older adults, youth, disabled persons, commuters, and visitors. Regional transit connectivity is to be provided through Regional, Corridor, Local, and Neighborhood transit services.

The Transit/Land Use Connections Map includes the RTP Mobility 2030 transit network in the City of San Diego, as well as other lines that the city believes are needed to support the City of Villages land use/transportation strategy. The Transit/Land Use Connections Map identifies the following types of transit corridors and stations:



- **Existing Routes** - the entire existing transit system.
- **Established High Frequency Service Routes** - existing single and multiple transit routes operating within a corridor with service provided approximately every 15 minutes during the morning and evening commute periods. Established high frequency service also includes Light Rail Transit (LRT) and Bus Rapid Transit (BRT) routes that are under construction, or are programmed for construction within the next five years.
- **Emerging Routes** - routes that provide important transit links to potential village sites, that have not yet attained high frequency levels of service.
- **Future Routes** - routes that are not a part of the RTP Mobility 2030 network, that are needed to serve existing and potential village areas.
- **High quality transit** is defined as the Established High Frequency Service Routes.

## Policies



ME-C.1. Encourage and support implementation of the Regional Transit Vision to provide a transit system that takes people where they want to go in a safe, timely, comfortable, and efficient manner.

*Managed lane concept - Rancho Bernardo Transit Center  
Source: SANDAG*

- a. Increase transit accessibility and availability citywide through enhanced regional, corridor, local, and neighborhood transit services.
- b. Specify community specific transit recommendations in community plans.

### ME-C.2. Transit and Land Use Planning.

Use the City of Villages Transit/Land Use Connections map (see fold-out) as the basis for long range transit planning, and transit/land use coordination efforts.

- a. Require transit and pedestrian-oriented development in village and corridor areas.
- b. Seek reservations or dedications of right-of-way to support transit as needed.

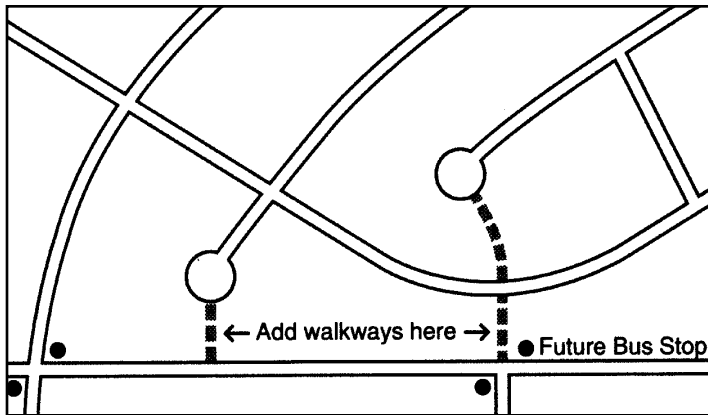


- c. Offer incentives to transit-oriented developments served by high quality transit.
- d. Provide more detailed guidance in community plans as necessary.



Transit lane examples  
Source: SANDAG

- ME-C.3. Implement transit priority measures to help make transit travel times more competitive with the automobile. Priority measures include, but are not limited to, transit signal priority, queue jumpers, exclusive transit lanes, transitways, and direct access ramps to freeway High Occupancy Vehicle (HOV) facilities.
- ME-C.4. Where appropriate, support the region's use of advanced design vehicles or "trains on tires" which have the flexibility of buses and the look and feel of rail.
- ME-C.5. Work with SANDAG to pursue funding sources to implement the Regional Transit Vision.
- ME-C.6. Integrate transit into neighborhoods and activity centers. Ensure that the design and location of transit stations respect neighborhood and activity center character, enhance the users' personal experience of each neighborhood/center, and offer comfortable walk and wait environments for customers. Locate transit stops/stations so that riders may conveniently board and exit at the front of buildings or centers, rather than at the edges of parking lots and secondary entrances.



*Pedestrian Walkways improve access to transit.  
Source: MTDB Designing for Transit Manual (1993)*

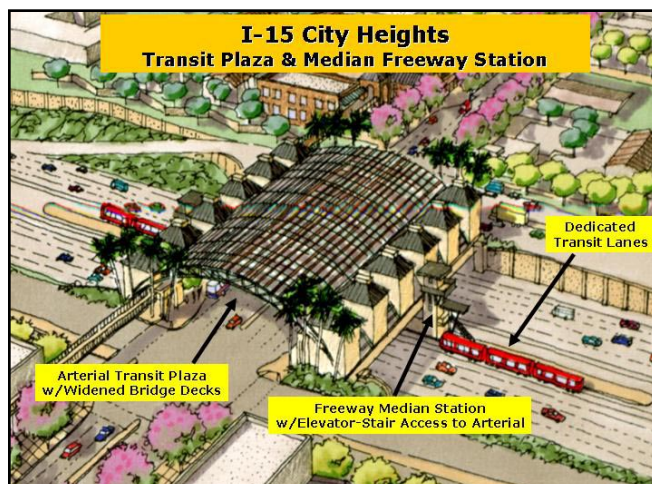
ME-C.7. Support the use of low-floor vehicles along with smart cards or other innovative technologies to allow for easier and speedier passenger boarding.

ME-C.8. Evaluate the need for park-and-ride spaces at transit stations based on the character of the neighborhood, and the station's role in the regional transit system (see the Urban Design Element for guidance on parking facility design).

ME-C.9. Work with transit planners and providers to achieve a transit system that is 100 percent accessible in accordance with the Americans With Disabilities Act.

ME-C.10. Provide safe, convenient, and attractive pedestrian and bicycle connections to transit, and facilities to support these modes such as secure bicycle parking facilities. Evaluate existing station areas and retrofit where possible to improve access.

ME-C.11. Proactively protect and seek dedications or reservations of rights-of-way for designated transit routes and stations as development occurs and new roads are designed.



ME-C.12. Prioritize transit service investments in existing or proposed villages where the greatest number of commuters and residents would benefit.

ME-C.13. Integrate the Transit First system with the intercity rail network.



## D. Street and Freeway System

### Goals

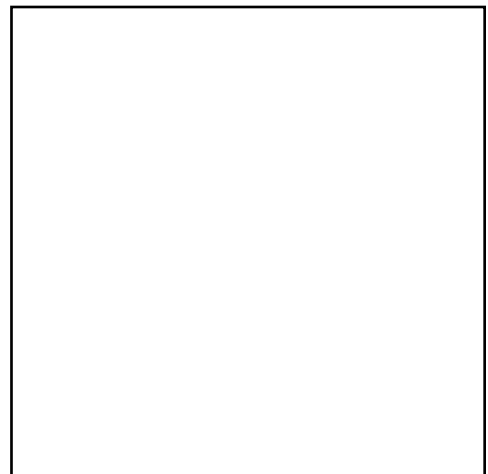
- A street and freeway system that balances the needs of multiple users of the public right-of-way
- An interconnected street system that provides multiple linkages within and between communities
- Vehicle congestion relief
- Safe and efficient street design that minimizes environmental and neighborhood impacts

### Discussion

Streets and freeways comprise the framework of our transportation system and play a major role in shaping the form of the city. The quality of the roadway system affects us whether we travel by automobile, bus, bicycle, or foot, and influences which mode of travel we choose. Travel choices and routes are also affected by the connectivity of the street network. A high degree of connectivity is desirable as it allows for shorter travel distances between destinations and greater dispersal of traffic. Travelers benefit from shorter trips and multiple route options, and are more likely to walk or bicycle if distances are short.

Streets and freeways within the City of San Diego are shown on the General Plan Land Use Map (see fold-out). This map includes the freeways, expressways, and arterial, major and collector streets needed to serve vehicular transportation demand resulting from the build-out of the City of San Diego in accordance with this General Plan. Community plans may specify a more refined system of streets within the local community. Freeways and regional arterials in the City of San Diego are also identified as a part of the Regional Transportation Plan (RTP).

The RTP places a high priority on improvements to the freeways and state highways, transit services, and arterial roads that accommodate the largest volumes of regional trips. New highway construction is proposed or underway for segments of Interstates 5, 15, and 805, State Routes 52, 54, 56, 94, 125, and 241 as well as Routes 905 and 11 along the U.S. - Mexico Border. The RTP includes an extensive high occupancy vehicle (HOV) managed lane network with bus



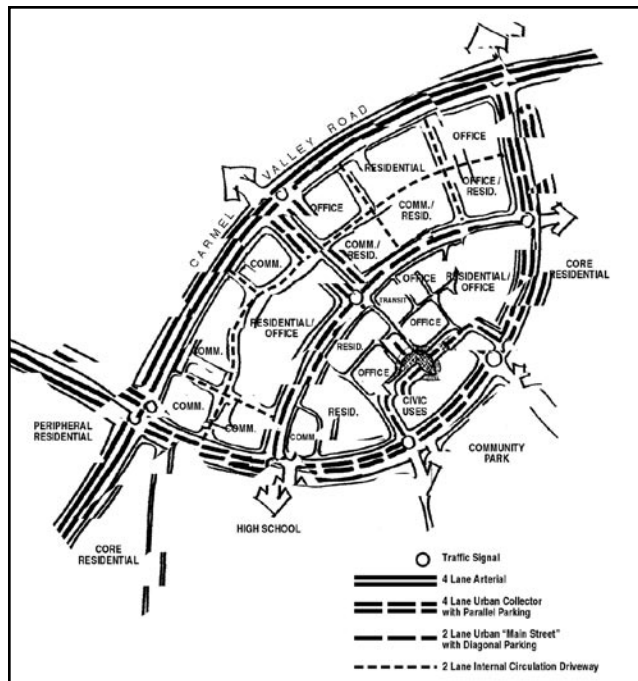


and carpool lanes, and direct freeway and carpool connectors. Any work on State facilities (freeways and highways) will need to be done in accordance with Caltrans (engineering and other) standards. Click here for the latest version of the RTP.

A traffic model was performed by SANDAG as a part of the environmental review for the Strategic Framework Element/City of Villages strategy. The model runs indicated a high use of the planned HOV facilities on I-5 and I-15, and an increase in the average number of persons per vehicle from 1.1 in the year 2000 to 1.35 persons per vehicle in the year 2020. This expected driver behavioral change combined with HOV and freeway improvements resulted in the modeled decrease of 77 miles of deficient freeways in 2000 to 29 miles in 2020. The implementation of transit improvements would also contribute to this decrease. The modeling indicated that 18.1 percent of all home-work, peak hour trips would be transit and walking compared to a 6.7 percent mode split in 2000. Transit is ideally suited to provide service in key home-to-work travel corridors, during peak periods, because there are many people traveling the same route at the same time. For a more complete discussion of the traffic projections and modeling, see the Strategic Framework Element Final Environmental Impact Report LDR EIR No. 40-1027.

In addition to new construction, the RTP calls for efficiency improvements using system and demand management strategies, extensive transit improvements, bicycling and walking infrastructure, and support for transit-oriented design and development. These strategies are discussed in the relevant sections of the Mobility Element.

Street design (and redesign) must be held to a high standard to maximize mobil-



Interconnected streets  
Source: Pacific Highland Ranch Subarea Plan

ity benefits, while minimizing potential neighborhood character and environmental impacts. The City of San Diego's Street Design Manual (2002) contains guidelines for the physical design of streets that consider the needs of all users of the public right-of-way. The manual includes provisions for street trees, traffic calming and pedestrian design guidelines, and addresses how to create streets that are important public places. The Street Design Manual guidelines apply to new construction and whenever improvements are made to existing facilities. Opportunities for change exist when roadway improvement plans are designed to serve development projects (new growth, infill or redevelopment) and through capital improvement projects.



## Policies

### ME-D.1. System Improvements.

Increase capacity and reduce congestion on the street and freeway system.

- a. Collaborate with SANDAG and Caltrans to ensure that the policies and facilities included in the city's General Plan are reflected in the Regional Transportation Plan and Caltrans standards.
- b. Work with Caltrans and SANDAG to plan, design and construct mutually beneficial freeway, roadway, and other transportation infrastructure projects in accordance with the Regional Transportation Plan and the General Plan,
- c. Provide rights-of-way for designated HOV facilities and transit facilities on city streets and freeways.
- d. Expand use and application of congestion pricing strategies as appropriate.
- e. Give priority to transit vehicles in the design, improvement, and operational management of city streets and freeways, where appropriate.
- f. Evaluate RTP proposals for new or redesigned streets and freeways on the basis of demonstrated need and consistency with General Plan policies.

### ME-D.2. Interconnected Streets.

Design an interconnected street network within and between communities, which includes pedestrian and bicycle access, while minimizing landform impacts.

- a. Use local and collector streets to form a network of connections to disperse traffic and give people a choice of routes to neighborhood destinations such as schools, parks, and village centers. This network should also be designed to control traffic volumes and speeds through residential neighborhoods.
- b. Design blocks along local and collector streets to have a maximum perimeter of 1,800 feet. When retrofitting an existing street system, provide new street or pedestrian connections where possible. Ideally, block lengths, would be 380-440 feet long.
- c. Connect signalized major and arterial streets to the surrounding street network with intersections every 600 to 1,000 feet, with additional pedestrian connections provided where possible to increase pedestrian accessibility.
- d. Integrate internal streets and drive aisles to extend or enhance the public street pattern within the project. Provide direct and multiple street and sidewalk connections within the project, to neighboring projects, and to the community at large.





### ME- D. 3 Street Operations.

Improve operations on city streets.

- a. Regularly optimize traffic signal timing and coordination to reduce travel time and delay and implement new signal and intersection technologies that improve pedestrian safety and traffic flow.
- b. Adequately maintain the transportation system.
- c. Design, construct, and operate city streets to accommodate and balance service to all users/modes (including walking, bicycling, transit, High Occupancy Vehicles, autos, trucks, automated waste and recycling collection vehicles, or emergency vehicles). Existing streets may be retrofitted over time.

### ME D.4 Community Mobility Planning.

- a. Identify streets, sidewalks, trails, and other transportation facilities and services needed to enhance mobility through community plan updates/amendments and discretionary project review.
- b. Protect and seek dedication or reservation of right-of-way for planned transportation facilities through community plan updates/amendments and discretionary project review.
- c. Phase street improvements and multi-modal transportation improvements as needed with development/redevelopment.
- d. Increase public input in transportation decision-making, including seeking input from multiple communities where transportation issues cross community boundaries.

ME-D.5. Revise the city's Traffic Impact Study Guidelines to give greater consideration to the role of alternative modes of transportation in addressing development project traffic impacts, as appropriate.

### ME-D.6. Traffic Calming.

Where appropriate, use traffic calming to reduce vehicle speeds or discourage shortcutting traffic in accordance with the following guidelines:

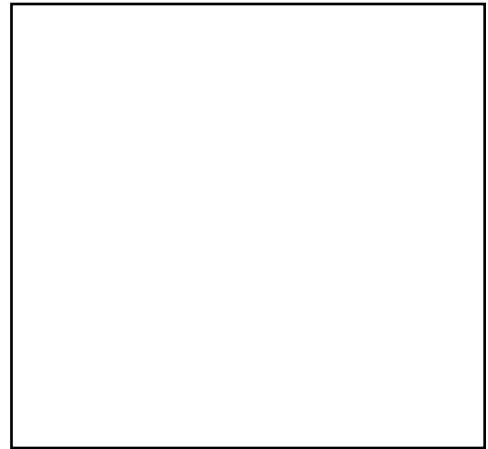
- Consider the needs of emergency, sanitation, and transit vehicles.
- Design plans to minimize potential impacts caused by traffic diversion.
- Meet state and federal accessibility requirements.
- Preserve or improve the mobility of non-motorized users of the street.
- Address drainage, sight distance, and location of underground utilities.
- Include a landscape element that includes trees and shrubs.

### ME-D.7. Environmentally Sensitive Design.

Respect the natural environment, scenic character, and community character of the area traversed. Observe the following guidelines where consistent with safety standards, in the location and design of new streets and freeways and, to the extent practicable, for improvements to existing facilities:



- a. Establish general road alignments and grades that respect the natural environment and scenic character of the area traversed.
- b. Design roadways and road improvements to maintain and enhance neighborhood character.
- c. Design streets and highways incorporating physical elements to improve the visual aspects of roadways.
- d. Provide adequate rights-of-way for scenic lookouts, and obtain scenic easements to ensure the preservation of scenic views.
- e. Preserve trees and other aesthetic and traffic calming features in the median and along the roadside.
- f. Avoid or minimize disturbances to natural landforms.
- g. Contour manufactured slopes to blend with the natural topography.
- h. Promptly replant exposed slopes and graded areas to avoid erosion.
- i. Employ landscaping to enhance or screen views as appropriate.
- j. Select landscape designs and materials on the basis of their aesthetic qualities, compatibility with the surrounding area, and low water demand and maintenance requirements.
- k. Utilize signs, lights, furniture, and other accessories suitable for their location.
- l. Place utility lines underground, and sensitively site those that must be placed above ground.
- m. Emphasize aesthetics and noise reduction in the design, improvement, and operational management of streets and highways.



ME-D.8. Work with Caltrans to pursue official scenic highway designation on recommended state highways, designate scenic routes along proposed city thoroughfares, and adopt measures to protect aesthetic qualities within scenic corridors.



## E. Intelligent Transportation Systems (ITS)

### Goals

- Improved operational efficiency of the transportation system
- Improved safety, along with energy savings and reduced negative environmental impacts
- A transportation system that effectively uses appropriate technologies

### Discussion

Intelligent Transportation Systems (ITS) is defined as electronics, communications, or information processing used singly or in combination to improve the efficiency or safety of a surface transportation system. ITS includes a broad range of applications in areas ranging from collision warning and commercial vehicle operations systems to freeway, transit, and arterial management systems. Some examples of ITS applications most relevant to transportation planning for the City of San Diego include:

- **Arterial Management Systems** - parking management, traffic control, and information dissemination
- **Freeway Management Systems** - ramp control, lane management and information dissemination
- **Transit Management Systems** - fleet management, safety and security, and information dissemination
- **Incident Management Systems** - surveillance and detection, mobilization and response, and information dissemination
- **Emergency Management Systems** - emergency operations and hazardous materials cleanup
- **Electronic Payment** - toll collection and transit fare payment
- **Traveler Information** - pre-trip and enroute information and tourism and event services
- **Crash Prevention and Safety** - intersection detection systems, pedestrian safety and bicycle warning systems

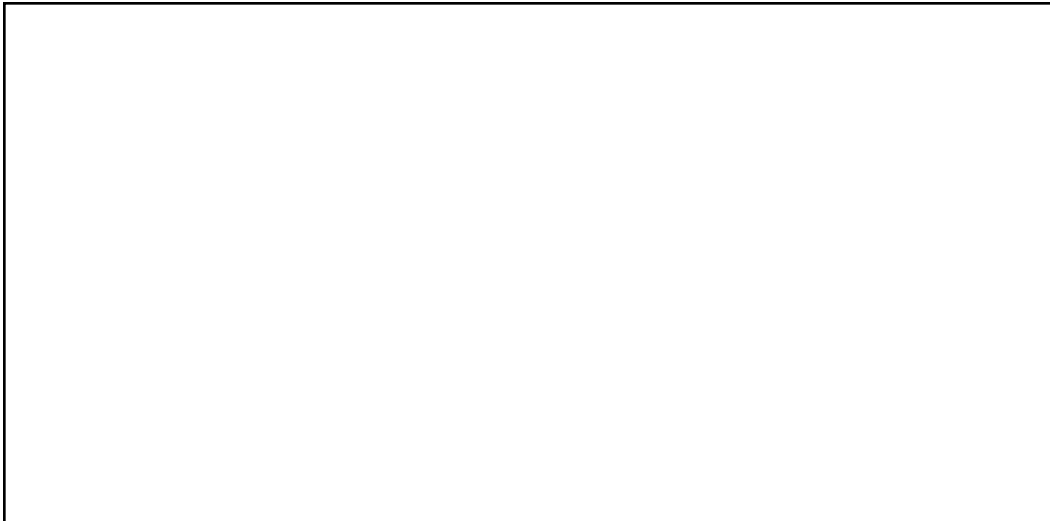
The San Diego Region ITS Strategic Plan (SANDAG, 1997) is the region's guiding document for development of ITS. The city, with various partners, has already been involved in successful ITS projects including dozens of traffic signal systems and communications projects, and the Mission Valley Event Management System that helps manage traffic during stadium events. Work is also proceeding on Regional Arterial Management Systems project that will allow cross-jurisdictional coordination of traffic signals, and sharing of control of other traffic control devices. In



addition, preliminary planning is underway for a Joint Transportation Operations Center, which will serve as an intermodal transportation operations/management center for the city and transit operators.

## **Policies**

ME-E.1. Take advantage of the substantial regional Intelligent Transportation System (ITS) investments to achieve cost-effective improvements in transportation system performance and operations wherever possible.



ME-E.2. Develop an ITS Plan for the city to facilitate effective implementation and operation of ITS in the city. The proposed ITS Plan should identify and prioritize specific short and long-term ITS projects. Once identified, ITS projects should be strategically implemented as funding becomes incrementally available.

ME-E.3. Take an active role in the design and development of the Joint Transportation Operations Center.

ME-E.4. Automate the collection of real-time traffic information regarding transportation system conditions and make the information available to users and operators.

ME-E.5. Monitor and control traffic on city streets and coordinate traffic operations with other local agencies.

ME-E.6. Support the use of technology to improve transit services through: tracking vehicles, maintaining schedules, predicting demand, facilitating fare payment, and operating fleets more efficiently.



## F. Transportation Demand Management (TDM)

### Goals

- Reduced single-occupant vehicular traffic on congested streets and freeways
- Improved performance and efficiency of the street and freeway system, by means other than roadway widening or construction
- Expanded travel options and improved personal mobility

### Discussion

With the expected population growth in the San Diego region there is a growing awareness that building additional street and freeway infrastructure to accommodate more vehicles will provide only partial relief to our traffic congestion problem. Transportation Demand Management (TDM) is a system of strategies that assist in alleviating traffic congestion through improved management of vehicle trip demand, and increased efficiency in the use of existing transportation infrastructure. These strategies are primarily directed at commuter travel and are structured to:

- Reduce the dependence on, and use of single-occupant vehicles by encouraging alternative modes of travel such as carpooling, vanpooling, transit use, bicycling, and walking;
- Alter the timing of travel to less congested time periods, through strategies such as alternative work schedules; or
- Reduce the number of commute trips through strategies such as telework, and alternative work schedules.

Vehicle trips and gridlock do not respect jurisdictional boundaries. A successful TDM program must be comprehensive and regional in scope with a clear, widely shared vision of potential benefits. By working in concert with SANDAG and other agencies, the city can facilitate establishing partnerships with employers to develop and implement employer commuter programs that support alternatives to driving alone. The city will provide development regulations to require project designs and features that are conducive to implementing TDM measures, and shape development review policies to offer incentives to projects that implement TDM programs. Employment areas that have large employers with a high concentration of employees, access to alternative modes of transportation and High Occupancy Vehicle (HOV) lanes, and a large number of employees commuting long or very short distances, have a greater potential to benefit from TDM strategies.



## Policies

- ME-F.1. Support transportation projects that will facilitate implementation of Transportation Demand Management (TDM) strategies.
- ME-F.2. Emphasize the movement of people rather than vehicles.
- ME-F.3. Maintain and enhance personal mobility by providing alternatives to driving alone.
- ME-F.4. Promote the most efficient use of the city's existing transportation network.
- ME-F.5. Establish partnerships with employers to identify demand-based commute solutions aimed at minimizing peak period traffic congestion by reducing peak period employee commute trips.
- ME-F.6. Focus on three sectors for TDM partnerships: private (employers and developers), institutional (colleges, universities, and schools) and public (city and other government employers).
- ME-F.7. Target geographic areas with the following characteristics for implementing TDM measures: high employment concentrations, availability of alternative modes of transportation, access to HOV facilities, significant number of employees, and long distance commutes.
- ME-F.8. Coordinate with SANDAG and other agencies on efforts to market TDM benefits to large employers.
- ME-F.9. Promote alternative modes of transportation, alternative work schedules, and telework.
- ME-F.10. Require new developments to have designs and on-site amenities that support alternative modes of transportation. Emphasize pedestrian and bicycle-friendly design, accessibility to transit, and provision of amenities that are supportive and conducive to implementing TDM strategies such as bike lockers, preferred rideshare parking, showers and lockers, on-site food service, and child care, where appropriate.
- ME-F.11. Consider TDM programs with achievable trip reduction goals as partial mitigation for development project traffic impacts, and as potential alternatives to roadway expansions that are infeasible, or detrimental to the urban environment.



## G. Bicycling

### Goals

- A city where bicycling is a viable travel choice, particularly for trips of less than five miles
- An improved local and regional bikeway network
- Environmental quality, public health and mobility benefits through increased bicycling

### Discussion

Of all trips taken by all transportation modes, the average length is five miles - about a 30 minute bicycle ride. Many of these trips could be taken by bicycling, provided adequate consideration has been given to cycling infrastructure. Cyclists need safe bikeways that are connected to activity centers; easy access on public transit; convenient and secure bicycle parking; an educated driving public, and shower and locker facilities. Bicycling offers benefits to society as a whole as it is a non-polluting and sustainable form of transportation, and individual cyclists enjoy personal fitness and potential savings in gas and other auto-related expenses.

Development, maintenance, and support of the bicycle network are guided by the city's Bicycle Master Plan (BMP). The BMP contains detailed policies, action items, and network maps, and addresses issues such as bikeway planning, community involvement, facility design, bikeway classifications, multi-modal integration, safety and education, and support facilities. Figure ME-2 shows existing and proposed bicycle routes, based on the BMP. The BMP also identifies specific bicycling programs and addresses network implementation, maintenance and funding strategies. Key bicycling policies are stated below, and complementary policies can be found in the Walkable Communities, and Streets and Freeways sections of the Mobility Element. In addition, the City of San Diego Street Design Manual outlines bikeway design requirements.

### Policies

#### ME-G.1. Bicycle Master Plan.

Implement the Bicycle Master Plan, which identifies existing and future needs, and provides specific recommendations for facilities and programs over the next 20 years.

- a. Update the plan periodically as required by Caltrans, in a manner consistent with General Plan goals and policies.



- b. Coordinate with other cities, SANDAG, schools, and community organizations to review and comment on bicycle issues of mutual concern.
- c. Reference and refine the plan, as needed, in conjunction with community plan updates.
- d. Improve connectivity of the multi-use trail network, for use by bicyclists and others as appropriate.

ME-G.2. Bikeway Network.

Identify and implement a network of bikeways that are feasible, fundable, and serve bicyclists' needs, especially for travel to employment centers, village centers, schools, commercial districts, transit stations, and institutions.

- a. Develop a bikeway network that is continuous, closes gaps in the existing system, and serves important destinations.
- b. Implement bicycle facilities based on a priority program that considers existing deficiencies, safety, commuting needs, connectivity of routes, and community input.
- c. Recognize that bicyclists use all city roadways. Design future roadways to accommodate bicycle travel, and attempt to upgrade existing roadways to enhance bicycle travel.

ME-G.3. Maintain and improve the quality, operation, and integrity of the bikeway network and roadways regularly used by bicyclists.

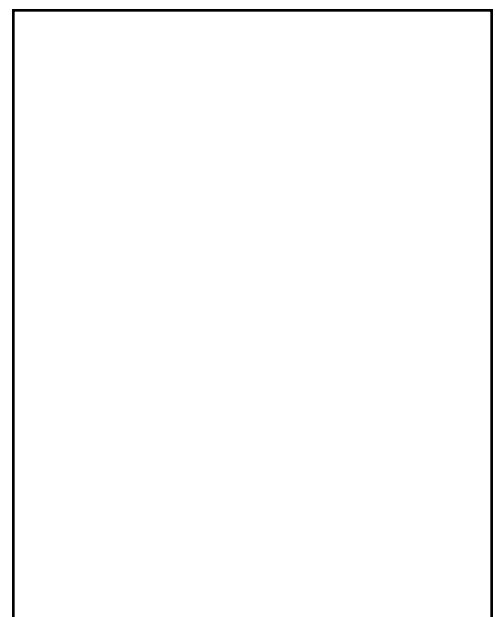
ME-G.4. Provide safe, convenient, and adequate short- and long-term bicycle parking facilities and other bicycle amenities for employment, retail, multi-family housing, schools and colleges, and transit facility uses.

ME-G.5. Increase the number of bicycle-transit trips by coordinating with transit agencies to provide safe routes to transit stops/stations and to accommodate bicycles on transit vehicles.

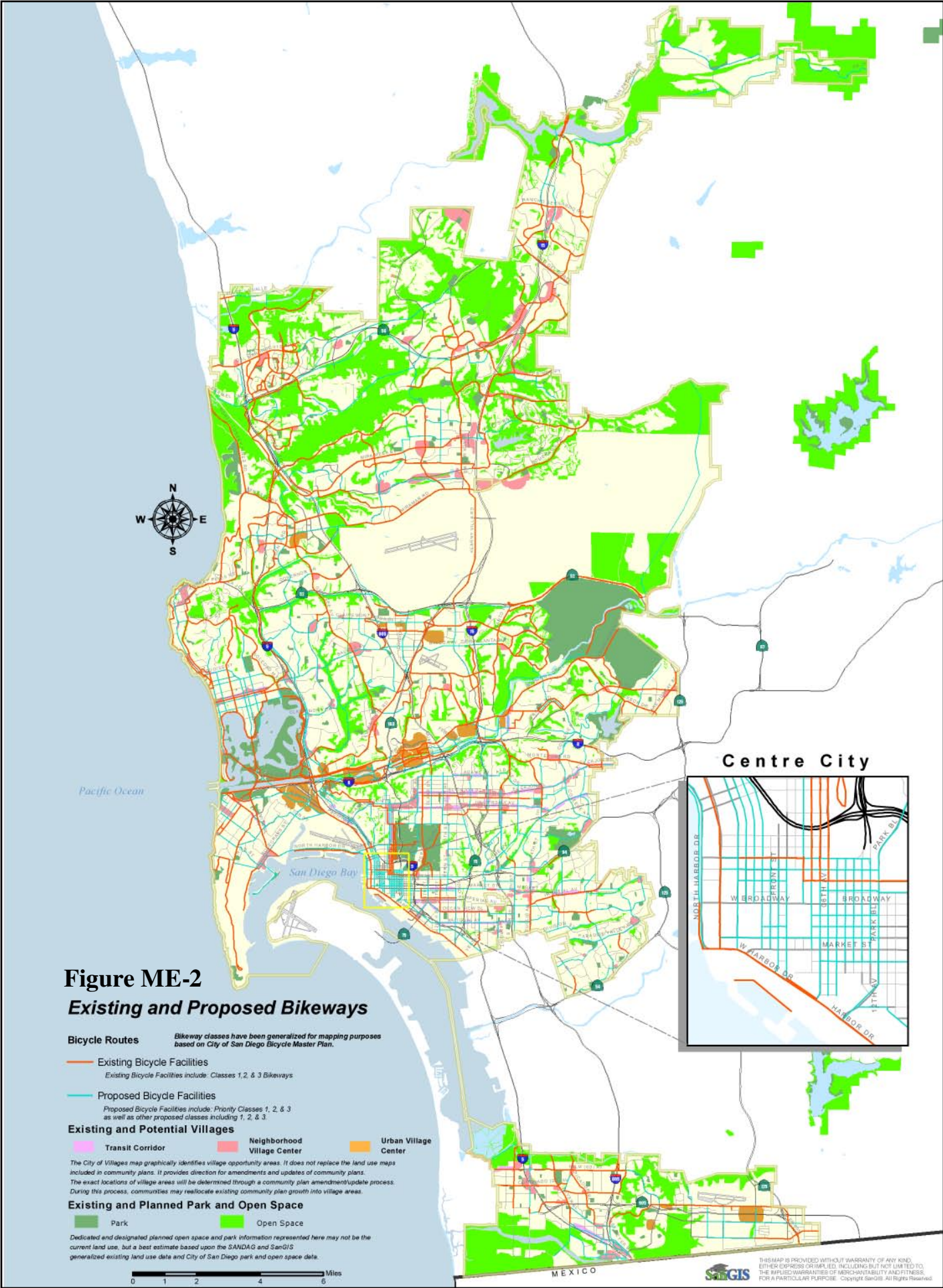
ME-G.6. Public Education.

Develop and implement public education programs promoting bicycling and bicycle safety.

- a. Increase public awareness of the benefits of bicycling and the availability of resources and facilities.
- b. Increase government and public recognition of bicyclists' right to use public roadways.









## H. Parking Management

### Goal

- Implementation of a broad range of parking management tools and strategies to develop community-specific parking solutions
- Application of innovative citywide parking regulations that meet the parking need generated by new development
- Increased land use efficiencies in the provision of parking

### Discussion

There are many strategies and policies available to better manage vehicle parking and address community parking problems.<sup>1</sup> New development must provide parking that meets the needs that it generates, but cannot be expected to remedy existing deficiencies. Existing problems must be addressed through strategies that are tailored to meet the needs of specific communities or areas. For example, the demand for, and strategies developed to address parking in a business district would be different from solutions proposed for problem areas by the beach, or in a residential area near a college or university.

While each community faces unique challenges, as a city we share a need to implement parking strategies and regulations that address parking demand and supply and concurrently help implement General Plan goals for reducing storm water runoff and urban sprawl, and supporting walkable communities, transit, equitable development, and affordable housing. Parking facility design also plays a significant role in attaining walkable community goals. Design issues are addressed in the Urban Design Element.

Motorists are accustomed to “free” parking at many destinations, but in reality no parking is without cost. For example, if a parking structure were to be built in the Old Town community, the cost has been estimated at \$25 - \$31,000 per space (2002).<sup>2</sup> The real cost of parking is paid for by all of us through higher rents, lower salaries, higher costs of goods and services, or taxes -- regardless of how many cars we own or how much we drive. This system of “bundling” parking costs with other goods and services lowers the out-of-pocket expenses of driving and makes other types of travel seem expensive by comparison. Research done throughout the nation suggests that when the real costs of parking are passed on directly to drivers, the demand for parking typically drops, and alternative modes of transportation, where available (such as transit, carpooling, walking, and bicycling) become more attractive and viable for certain trips.

<sup>1</sup> The report prepared by the City of San Diego Parking Task Force (March 2004) and Todd Litman’s “Online TDM Encyclopedia” <http://www.vtpi.org/tadm/> (updated 2003) served as valuable references for this section.

<sup>2</sup> City of San Diego Visitor Oriented Parking Facilities Study of the Old Town Community, Wilbur Smith Associates, 2002.



**Table ME-1 Parking Strategies Toolbox**

Parking Tool	Description
<b>Supply</b>	<b>Increasing parking availability</b>
Public parking facilities	Provides spaces for multiple users or purposes.
In-lieu fees	A fee paid by developers instead of providing parking spaces. Helps finance public or shared parking facilities.
Angle parking	Where street width is adequate and driveway configuration permits, increase the number of spaces by restriping for angle spaces.
Curb utilization	Re-evaluate curb parking restrictions (red/yellow/white) to increase parking inventory where appropriate. Evaluate driveway locations and spacing when reviewing development proposals.
Minimum and maximum parking regulations	Requires specified amounts and dimensions of parking spaces, including handicapped spaces, to accompany development.
Tandem parking	Parking space design where one car is parked behind another car; uses approximately 25 percent less space than conventional design.
Car stackers/mechanized garages	Mechanical lifts that allow for the vertical storage of automobiles.
Bicycle Parking	Provision of convenient, secure parking for bicycles (see Bicycling section).
<b>Parking Management</b>	<b>Strategies for more efficient use of parking</b>
Shared parking	Sharing parking facilities among multiple users.
Parking pricing	Charging motorists directly for parking.
Time limits	Placing time limits on parking to encourage turnover of convenient spaces.
Parking Meter	Device to charge for and place time limits on parking.
Valet parking	Parking provided to and done for patrons.
Permit parking districts	Addresses transient and spillover parking problems by restricting on-street parking within a specified area to those with a valid parking permit.
Parking information	Provide information on parking availability and price.
Code enforcement	Increase usable supply of parking by enforcing: the use of garages for cars (not storage), time limit parking, and other parking restrictions.
<b>Demand</b>	<b>Ways to travel that reduce the demand for parking.</b>
Transit Service	Improve and promote public transit.
Car sharing	Hourly vehicle rental services that can complement/supplement the use of alternative transportation modes and reduce the need for private vehicle ownership.
Walking	Improve walking conditions.
Bicycling	Improve bicycle transportation and supporting infrastructure (see Bicycling section).
Neighborhood cars	Small, generally non-polluting vehicles suitable for short trips, that operate on streets and require less space to park.
TDM strategies	Provide incentives for use of alternatives to single-occupant vehicle use (see TDM section).
Land Use strategies	Improve accessibility; reduce the need to travel (see Land Use and Transportation section).

To address parking and mobility problems comprehensively, strategies need to address the supply, management, and demand for spaces. Strategies including, but not limited to those listed in Table ME-1 may be tailored for specific applications as needed.

## Policies

### ME-H.1. Community Parking Strategies.

Consider parking facilities as part of the community infrastructure necessary to support existing and planned land uses.

- a. Where parking deficiencies exist, prepare parking master plans to inventory existing parking (public and private), identify appropriate solutions, and plan needed improvements.
- b. Implement strategies to address community parking problems using a mix of parking supply, management, and demand solutions, including but not limited to those described in Table ME-1.

### ME-H.2. Parking Regulations.

Implement innovative and up-to-date parking regulations that address the vehicular and bicycle parking needs generated by development.

- a. Adjust parking rates to take into consideration access to high quality transit, affordable housing parking needs, shared parking opportunities for mixed use development, and implementation of TDM plans.
- b. Strive to reduce the amount of land devoted to parking while still providing appropriate levels of parking.

### ME-H.3. On-street Parking Management.

Manage parking spaces in the public rights-of-way to meet the public's needs.

- a. Continue and expand the use of parking management districts.
- b. Implement parking management tools that maximize on-street parking turnover, where appropriate.
- c. Judiciously limit or prohibit on-street parking where needed to improve safety, and multi-modal mobility with facilities such as bikeways, transitways, and parkways.

ME-H.3. Support innovative programs designed to reduce the space required for, and the demand for parking, such as those described in the Transportation Demand Management section of this Element.





## I. Airports

### Goals

- Protection of the health, safety, and welfare of persons residing, working, or visiting near airports
- An air transportation system that is integrated with a multi-modal surface transportation system that efficiently moves people and goods while maximizing positive economic impacts
- A reduction in land use impacts achieved through improved coordination between land use and air transportation system planning.
- Adequate airport capacity to serve the long-term economic and service needs of San Diego.

### Discussion

Aviation plays an essential role in supporting the economic growth and vitality of the metropolitan region and contributes to the mobility of society. Each month, more than a million business travelers, tourists and residents arrive or depart from the

Name	Use
San Diego International Airport – Lindbergh Field	Public
Brown Field - Municipal Airport	Public
Montgomery Field - Municipal Airport	Public
Miramar Marine Corps Air Station	Military

San Diego International Airport (SDIA or Lindbergh Field), which connects San Diego to the world. In addition, more than a hundred thousand total tons of freight and cargo essential to our local industries and businesses are shipped via air each year. These activities provide important jobs and contribute significantly to San Diego’s international trade capacity. The city is also home to Marine Corps Air Station (MCAS) Miramar as well as the city’s two municipal general aviation air-

ports Brown Field and Montgomery Field. In total, air transportation services result in significant financial benefits for both the city and the region (approximately \$4.5 billion as of 2001). Airports within the City of San Diego are listed in Table ME-2 and shown on Figure ME-3.

Aviation activities will increase as the region’s population continues to grow and as high technology industries evolve. Specifically, passenger traffic at Lindbergh Field is forecast to grow from 15.3 million passengers in 2003 to between 27.1 million and 32.7 million annual passengers in 2030, at what is already the busiest single-runway airport in the nation. This growth will result in capacity constraints beginning between 2015 and 2022. In addition, Lindbergh Field’s night-time opera-



tions are restricted to minimize impacts to neighboring noise-sensitive land uses. In recognition of these limitations, a renewed search for a long term solution to address our regional air transportation needs began in earnest in 2001. Upon its creation in 2003, the San Diego County Regional Airport Authority absorbed the task and operates as the Airport Site Selection Program. Lindbergh Field will be replaced or supplemented/augmented, depending on the results of various technical and feasibility studies, a November 2006 ballot measure, and Airport Authority decisions. Even upon selection, it could take up to fifteen years before a new international airport could begin flight operations.

The state law that established the Airport authority also requires the Airport Authority serving as the Airport Land use commission (ALUC) to prepare an airport land use compatibility plan (ALUCP) to direct the orderly growth of the airport over a twenty-year horizon, and to minimize the public's exposure to excessive noise and safety hazards within areas around airports. Each compatibility plan addresses noise, overflight, safety, and airspace protection concerns. The ALUCP contains both countywide policies and specific policies that address each of the sixteen airports within San Diego County, including the four within the city limits and three others with influence areas that overlap city boundaries. Airports in the city are Lindbergh Field, MCAS Miramar, Montgomery Field and Brown Field. Land use within the city is also affected by Naval Air Station-North Island, Naval Outlying Field-Imperial Beach, Gillespie Field, and Tijuana International Airport (not regulated by the ALUC). The types of airport compatible land uses depend on the location and size of the airport, as well as the type and volume of aircraft using the facility. Though the goals for all airport-affected areas are the same, policies must be specific to each airport and each unique community plan area. Appropriate land uses around each airport will be designated in the affected community plans, to the extent that the areas are not already devoted to incompatible uses.

Since the ALUC does not have land use authority, the implementation of the ALUCP rests upon the city. State law requires the ALUC to coordinate with the city by working toward developing and adopting land use measures that are consistent with the ALUCP policies. To achieve this, the city and the ALUC must work together to strike a balance between air transportation requirements and public health, safety, and general welfare goals.

Upon adoption of the ALUCP by the Airport Land Use Commission, the city is required to submit the General Plan, specific plans, airport master plans, development regulations, and zoning ordinances to the ALUC. The ALUC will determine if they are consistent with the ALUCP. If they are determined not to be consistent, the ALUC will request the city to revise them, unless the City Council votes by a two-thirds majority at a public hearing to adopt specific findings to overrule the ALUC determination. The same applies to future amendments to the General Plan, development regulations, and zoning ordinances.



The city's Airport Environs Overlay Zone (Municipal Code section 132.0301) helps implement the compatibility plans by providing supplemental regulations for property surrounding the aviation facilities, along with a mechanism to provide noise and safety information to affected property owners. In addition, the city's Airport Approach Overlay Zone (Municipal Code section 132.0201) applies to property surrounding the Lindberg Field approach path. The Federal Aviation Administration (FAA) also reviews development plans to determine if a proposed structure would be an obstruction to air navigation, and, if so, whether the obstruction would create a hazard.

Airport access is an important component of airport planning. Given the increasing demand for air travel, the city must continue to work with the Airport Authority and SANDAG to provide and expand multi-modal transportation facilities and roads serving Lindberg Field and other airports.

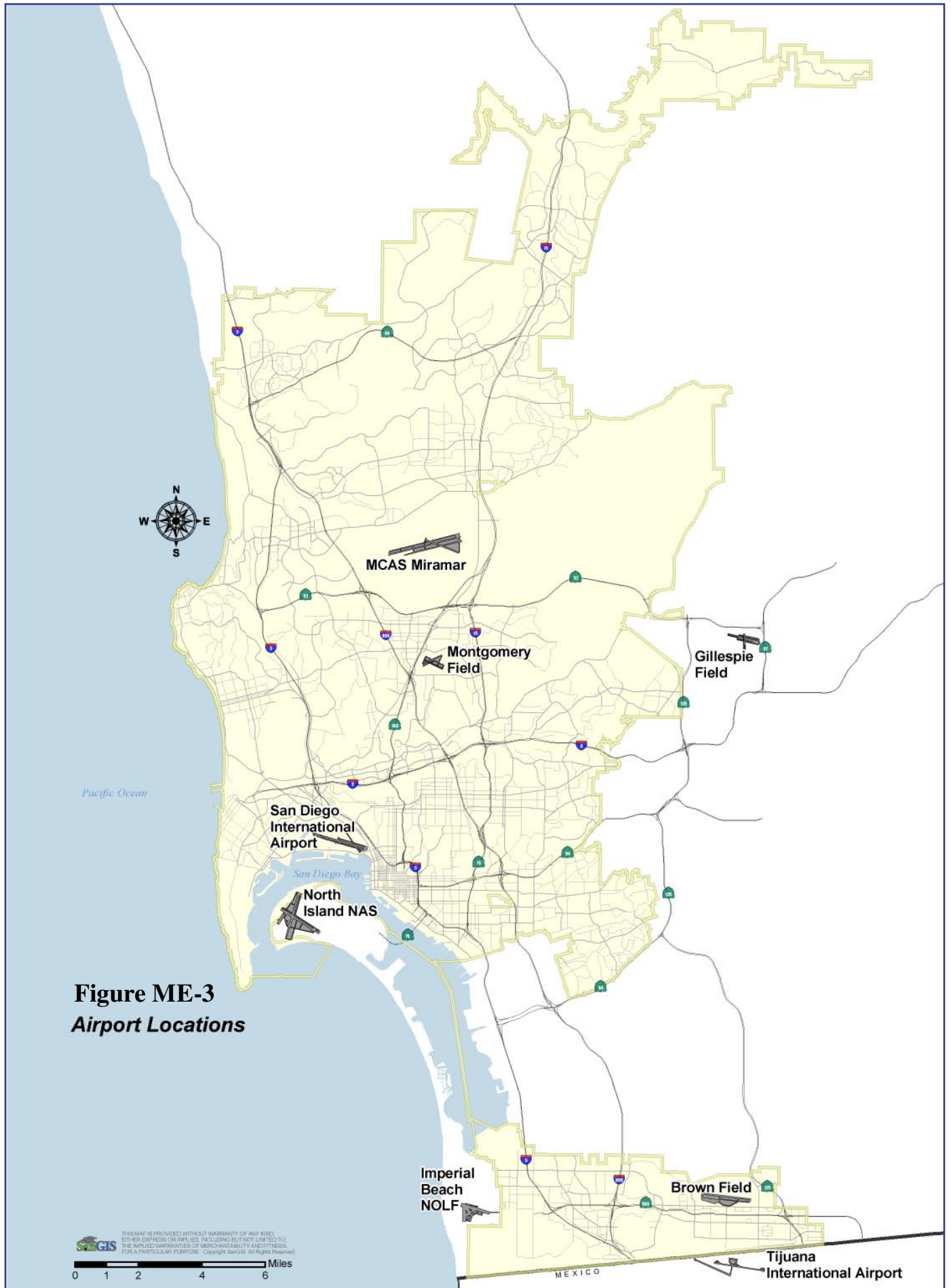
## **Policies**

- ME-I.1. Consider the Airport Land Use Compatibility Plans in the General Plan and affected community plans.
- ME-I.2. Provide a mechanism whereby property owners receive information regarding the noise impacts and safety hazards associated with their property's proximity to aircraft operations.
- ME-I.3. Implement measures to minimize aviation-related impacts to noise-sensitive land uses including residential and mixed-uses.
- ME-I.4. Implement land use plans and development regulations to address future uses that may constrain airport operations and to protect public safety.
- ME-I.5. Continue to provide general aviation facilities at Montgomery Field and Brown Field in accordance with their respective master plans in order to accommodate forecasted general aviation demand within the limitations of federal, state, and local funding, user fees and environmental constraints.
- ME-I.6. Support improved multi-modal connections and access to the existing and future terminal areas of SDIA and to any other identified future commercial airport site.
- ME-I.7. Support and assist in the planning and development of a long-range solution for a commercial airport with the capacity to accommodate forecasted air passenger and cargo demands.



- ME-I.8. Evaluate proposed airports and heliports on the basis of demonstrated need; effect on air safety; and their noise, safety, and other impacts on surrounding land uses.
- ME-I.9. Develop public/private partnerships to improve the region's access to domestic and international markets by accommodating future passenger and cargo capacity.
- ME-I.10. Develop land use policies consistent with state and federal regulations/guidelines and designate land uses that balance public health and safety with equally important public welfare goals such as the provision of: a range of housing opportunities, walkable communities, transit and pedestrian friendly design, civic space and employment opportunities in airport affected areas.
- ME-I.11. Airport Operations.  
Recognizing that maintenance, and the potential expansion, of airport operations at individual airports may preclude the designation of certain new land uses that are not compatible with the ALUCP, airport operators are encouraged to make all efforts to:
- a. Ensure safe operations and to minimize noise and safety concerns to the extent practicable
  - b. Purchase sufficient land within the vicinity of the air carrier airport; and/or
  - c. Obtain aviation easements from affected property owners.
- ME-I.12. In determining when it may be appropriate to override a decision of the ALUC, the City Council should determine if proposed amendment is consistent with the General Plan, community plan, specific plan, development regulations, or zoning ordinance with the overall goals of the General Plan, especially as delineated in the City of Villages growth and development strategy.







## J. Passenger Rail

### Goal

- Improved rail travel opportunities

### Discussion

The Coaster, “Coast Rail Express” and Amtrak trains operate along our coastal rail corridor and serve the City of San Diego. Coaster stations in the city are Sorrento Valley, Old Town, and the Santa Fe Depot in downtown San Diego. Service is also planned for the Nobel Drive Coaster Station.

Amtrak passenger rail service along the coastal rail corridor begins at the Santa Fe Depot and continues to stops in North San Diego County, Orange County, Los Angeles, and north to San Luis Obispo. Referred to as Amtrak’s Pacific Surfliner corridor, it is the second most heavily traveled intercity passenger rail corridor in the nation, carrying more than two million passengers per year. Commuter rail and freight services also share the predominately single-track railway along coastal San Diego County (see Goods Movement/Freight section).

The Regional Transportation Plan identifies projects that would provide improved rail service and performance, and increase the capacity for commuter and intercity passenger rail services. Specific projects include: double tracking of the coastal rail corridor, curve-straightening via a tunnel under University City (including a new station), partial or full grade separation between State Route 52 and downtown San Diego, and service frequency improvements. Amtrak’s long range plan is to provide hourly service between San Diego and Los Angeles.

The California High-Speed Rail Authority was created by the state Legislature in 1996 to develop a plan for the construction, operation and financing of a statewide, intercity, high-speed passenger rail system. The draft statewide environmental document describes a proposed 700-mile-long high-speed train system capable of speeds in excess of 200 miles per hour on dedicated, fully separated tracks serving the major metropolitan centers of California. This document identifies two corridors that would connect San Diego to Los Angeles and Northern California. One is via Orange County (along the Los Angeles - San Diego - San Luis Obispo “LOSSAN” Corridor) with high-speed service to Orange County, and conventional improvements to the coastal rail corridor south of Orange County. The other identified high-speed rail corridor runs from Los Angeles to San Diego via the Inland Empire (along I-15).

The proposed network would provide intercity connections that would be competitive with air and auto travel options. For example, express travel times between San



Diego and Los Angeles would be just over one hour and between Los Angeles and San Francisco would be just under two hours and 30 minutes. Commuter, intercity and high-speed passenger rail services can help reduce demand on our freeways and at our airports by providing alternatives to auto and air travel for intercity trips.

## **Policies**

- ME-J.1. Support commuter, intercity and high-speed passenger rail transportation projects that will provide travel options and improve the quality of service for intercity travel while minimizing impacts to communities.
- ME-J.2. Support intermodal stations to facilitate transfer of passengers between modes and expand the convenience, range, and usefulness of transportation systems implemented in the city.
- ME-J.3. Locate future stations adjacent to villages with high density employment or residential uses.
- ME-J.4. Ensure that stations are well designed, contain amenities and are integrated into the community.
- ME-J.5. Support increased commuter and intercity passenger rail services along both the coastal rail corridor and future I-15 high-speed rail corridor.
- ME-J.6. Support a stable and long-term state and federal rail funding policy for intercity passenger services.



## K. Goods Movement/Freight

### Goal

- Safe and efficient movement of goods with minimum negative impacts

### Discussion

Virtually all of San Diego's goods are imported from outside the region. Additionally, San Diego's location in the far southwestern United States, historically at the "end-of-the-line," makes it even more significant for local, national, and international trade. The movement of goods in San Diego and the region is supported by an integrated intermodal freight infrastructure consisting of the use of trucks/roadways, rail/railroads, ports and maritime shipping, and air cargo/airports. We must optimize commercial goods movement to maintain and improve the San Diego region's economic competitiveness while minimizing potential negative impacts to our transportation system and neighborhoods. Figure ME-4 shows the location of major facilities that make up the metropolitan region's intermodal goods movement/freight system.

The overall intermodal freight system and infrastructure is owned and operated by public agencies and private businesses. While the system is intended to support the goods movement/freight requirements for the City of San Diego and the San Diego region, it is important to note that this infrastructure also supports San Diego's role in the nation's supply chain and the business of trade. As a result, the majority of San Diego freight passes through the city and region to other areas of the state, the nation, and to international destinations.

- **Trucks:** The majority of goods in the San Diego region are transported by trucks using state and interstate highways with access provided by regional arterials and local streets. In the San Diego region, Interstates 5 and 15 are the two major north-south corridors that accommodate significant volumes of commercial trucks, while I-8, State Routes 94/125, and SR 905/Otay Mesa Road are the region's primary east-west truck corridors. These north-south and east-west corridors serve both domestic cargo as well as international trade. The city's arterials and major streets also carry significant volumes of trucks that serve local retail and commercial, as well as local industry and businesses needs. City streets also allow for the transition of freight from the marine and air terminals to the major state and interstate corridors.
- **Freight Rail Service:** Freight rail service is operated by the Burlington Northern Santa Fe (BNSF) Railroad along the coastal rail corridor from San Diego to Los Angeles and points north and east. Freight service within this corridor is focused in the areas of auto transload service, lumber, fly ash, cement, and local freight service (east to Miramar and Escondido).



- **Freight** is also transported between San Diego and Arizona via the San Diego & Arizona Eastern (SD&AE) railway (this service is operated by the Carrizo Gorge Railway). Rail traffic must pass through northern Mexico along this route before reaching Arizona. Freight movements in recent years have included agriculture and food products, steel and aluminum, liquefied petroleum gas, lumber, paper and building materials, transformers, generators and heavy machinery.
- **Maritime:** Activities in San Diego Bay and the adjoining tidelands are administered by the San Diego Unified Port District. Existing commercial shipping facilities include fresh fruit cargo facilities at the Tenth Avenue Marine Terminal, and lumber and automobile import and export facilities at the National City Marine Terminal. It should be noted that there are larger, more competitive, and better connected regional ports of Los Angeles to the north and Ensenada to the south. Further increases in trade and shipping in San Diego will necessitate further capital investment in ship and cargo facilities and improved rail and highway transfer facilities. Further expansion of the cruise terminal offers potential for even greater use as both a port-of-call, and a base for cruise ship operations.
- **Air Cargo:** Most air cargo in the San Diego region is handled through San Diego International Airport, with a small percentage handled at general aviation airports. Airport recommendations are found in the Airports section of the element.

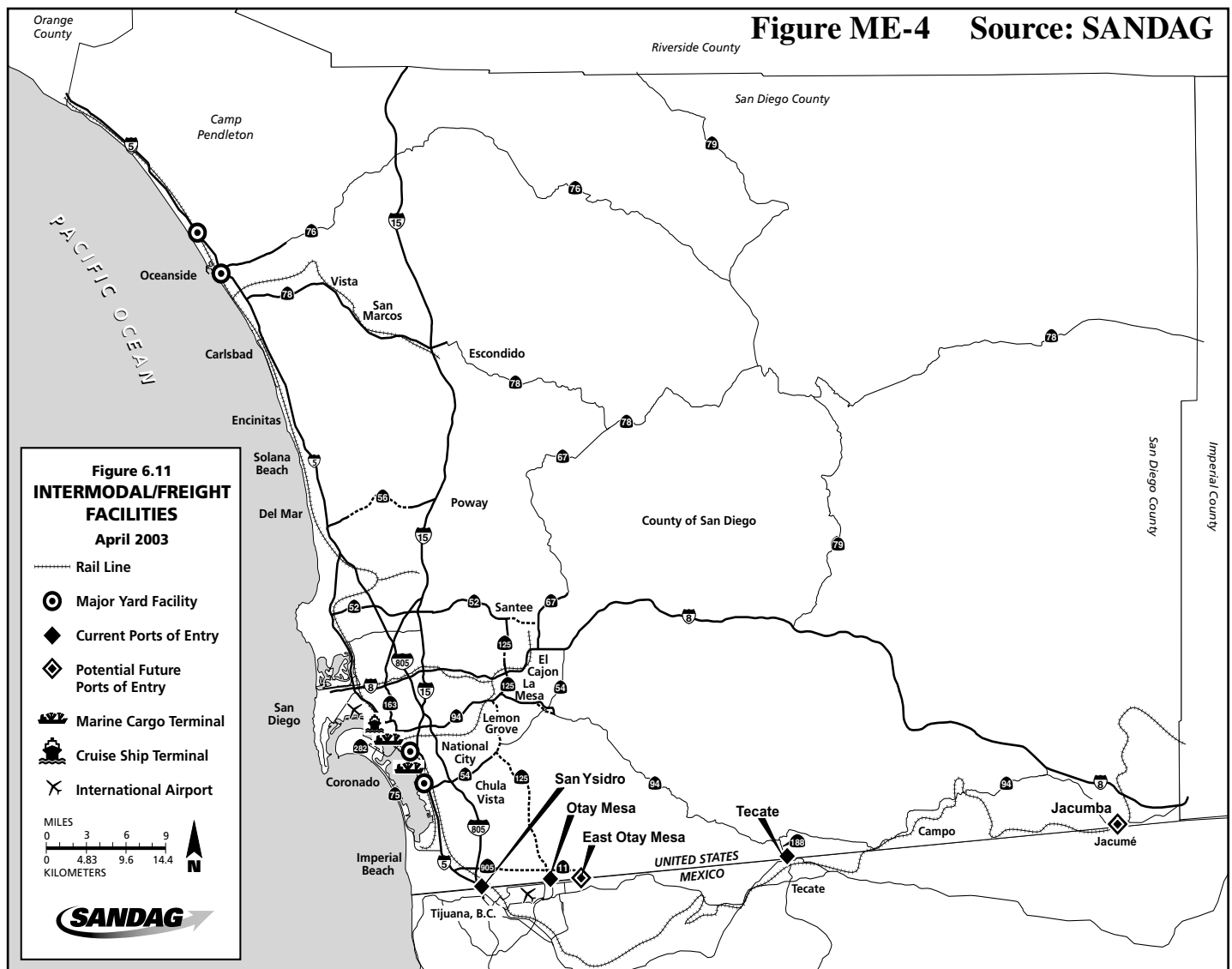
The following policy recommendations, together with the recommendations in the Economic Prosperity Element, support the needs of existing and expanding businesses and industries while protecting general mobility and neighborhood quality of life.

## Policies

- ME-K.1. Support infrastructure improvements and use of emerging technologies that will facilitate the clearance, timely movement, and security of domestic and international trade, including facilities for the efficient intermodal transfer of goods between truck, rail, marine, and air transportation modes.
- ME-K.2. Preserve property for future planned roadways, railroads, marine terminals, air terminals, and other needed transportation facilities.
- ME-K.3. Implement measures to minimize the impacts of truck traffic, deliveries, and staging in residential and mixed-use neighborhoods. These measures may include restricting hours of operation and establishing truck traffic and parking prohibitions.
- ME-K.4. Support alternatives to transporting hazardous materials by truck.



- ME-K.5. Support improvement of inter-regional freight service between San Diego and the rest of the continent, through implementation of the Mobility 2030 Plan.
- ME-K.6. Support preparation and implementation of plans, in cooperation with railroad operators and owners, for providing freight service to major industrial areas in San Diego.
- ME-K.7. Continue to collaborate with the San Diego Unified Port District and SANDAG to implement the Port Master Plan and Port Compass Strategic Plan. Seek to maximize potential economic and mobility benefits to the San Diego region.





## L. Environmental Quality

### Goals

- A transportation system designed and operated to minimize environmental harm
- Reduced pollution resulting from motor vehicles

### Discussion

Driving offers many benefits to our quality of life but is very damaging to the environment. Fossil fuel consumption and the resulting pollution has local, national, and world-wide implications related to public health, climate change, and air and water quality, as well as national security (see also the Conservation Element). Diesel fuel emissions are especially harmful to public health, as it contains particulate matter that is a known toxic air contaminant. The noise impact from transportation is another growing problem. As a nation we have made great technological progress in engineering cleaner cars, but the increase in the number of miles traveled per capita, and the popularity of large, noisy, low fuel efficiency vehicles means that our environmental quality is at risk. From a land use perspective, roadways link us together, but when poorly planned they also can divide neighborhoods, encourage sprawl, and damage habitat areas.

Many environmental policies and solutions are best addressed at the state and federal levels of government, but there are also many policies the City of San Diego can adopt or influence at the local level. The following recommendations supplement the Conservation Element with transportation-based policies designed to improve environmental quality and sustainability. Policies elsewhere in the Mobility Element that aim to reduce driving trips also contribute to environmental goals. In addition, the Noise Element contains policies related to the noise impacts from transportation.

### Policies

- ME-L.1. Design roadways to minimize adverse impacts to sensitive habitat, and water and air quality. Strive for road alignments that minimize impacts. Consider reducing roadway width, softscaping sides, and providing wild-life crossings among other measures.
- ME-L.2. As a part of all types of transportation and development projects, incorporate the infrastructure, amenities, and operating plans needed to make walking, bicycling, transit use and ridesharing safe, attractive and convenient transportation options.



- ME-L.3. Credit development project contributions to a pedestrian and transit-friendly urban form as partial mitigation for localized traffic impacts.
- ME-L.4. Adjust standard vehicle trip generation rates to reflect mode shift potential attributed to transit, bicycle, and pedestrian trips as appropriate for developments that are: within walking distance of high quality transit (about a 1/4-mile), are pedestrian-oriented and mixed-use, or include an approved Transportation Demand Management (TDM) program.



*Design Roadways to minimize environmental impacts.  
Source: Pacific Highlands Ranch Subarea Plan*

- ME-L.5. Focus, and if necessary redirect transportation funds to projects that are consistent with the city's air quality, water quality, energy, and land use goals and policies.
- ME-L.6. Support programs and legislation to improve motor vehicle fuel efficiency and emission performance as a part of the city's strategy to conserve energy and improve air quality (see also the Conservation Element).
- ME- L.7 Consider the health risks associated with diesel particulate matter in residential and school siting decisions.
- ME-L.8. Continue to form partnerships with environmental, transportation, and public health organizations to increase public awareness of the interrelationships among automobile dependence, environmental quality, public health, focused density, and transit use.





## M. Financing Policies

### Goal

- Assured revenues to cover the costs of constructing, operating, and maintaining transportation facilities and providing needed transportation services

### Discussion

Transportation funding sources and strategies must be in place to assure that needed transportation facilities will be provided in a manner that supports General Plan policies. Because jobs, homes, and stores are linked by transportation corridors that cross city boundaries, major transportation funding decisions occur at the regional, rather than the city level. In the San Diego region, SANDAG, with participation from all 18 cities and the county, is mandated to make those decisions.

The 2030 RTP, prepared by SANDAG recommends implementation of a \$42 billion transportation improvement plan that would be funded by a “Reasonably Expected Revenue” scenario. Local, state, and federal revenue sources are identified, and actions are recommended to obtain the revenues necessary to implement the RTP-planned improvements. The “Reasonably Expected Revenue” scenario includes TransNet revenues. TransNet is the region’s half-cent local sales tax for transportation, originally approved by the voters in 1987, and reauthorized in 2004 to continue through 2048. More than half of the future expenditures identified in the RTP are earmarked for capital expenditures. The remainder is set aside for operating and maintenance costs. **Click here for the most current listing of revenue sources and estimated transportation project costs.**

How projects are prioritized to receive transportation funding is addressed in the SANDAG Regional Comprehensive Plan (RCP). The RCP recommends that all transportation projects be evaluated based upon a uniform set of criteria, and that those criteria should address the following seven target areas: 1) implement the adopted RTP 2030 Mobility Network in an efficient and cost-effective manner; 2) enhance transportation systems by improving connectivity between inter-related modes of transportation; 3) provide adequate funding to meet both the capital, and operational and maintenance needs of our transportation systems; 4) facilitate coordination through subregional planning among jurisdictions where corridors cross jurisdictional boundaries; 5) consider regional and local mobility objectives in planning and approving new land uses; 6) design development to reduce auto dependency; and 7) align the timing of related transportation and land use development.

The City of San Diego exercises additional discretion in transportation financing through allocation of locally controlled funds for the maintenance, management, and operation of streets and the management of Capital Improvements Program



(CIP), Facilities Benefit Assessments (FBA), and Development Impact Fee (DIF) programs (see the Public Facilities Element for more discussion on these programs). In addition, the city competes for grant funds, such as Safe Routes to Schools and streetscape improvement grants. At the community level, some communities have initiated self-assessments, such as Landscape Maintenance Districts, to improve the appearance of local streets.

The funding of necessary improvements to our transportation system is a major challenge. The reauthorization of TransNet and the implementation of the RTP will result in a more extensive and multi-modal regional transportation system. However, there are still many desired projects that are unfunded, such as neighborhood-based (circulators and shuttles) transit service. The policies below are designed to position San Diego to compete for transportation funding, to pursue new funding sources, to maximize the use of every dollar obtained, and to guide investment to best meet General Plan goals.

## **Policies**

- ME-M.1. Work with SANDAG to make smart growth planning and implementation a basic prerequisite to receiving regional transportation funding.
- ME-M.2. Work with SANDAG to prioritize expenditures of regional transportation and enhancement funds in smart growth areas where the greatest potential numbers of people can attain mobility benefits.
- ME-M.3. Work with SANDAG to continue to increase the share of regional funding (over the 2030 RTP levels) allocated to pedestrian, bicycle, and transportation systems management projects.
- ME-M.4. Take a leadership role to develop broad-based local funding sources for transportation infrastructure and operations improvements.
- ME-M.5. Work with elected officials at all levels of government to increase the amount of federal and state transportation funds that are allocated to the San Diego region, and where possible, to increase local flexibility and discretion in the use of such funds.
- ME-M.6. Use local funds strategically to leverage state and federal funds.
- ME-M.7. Support legislation to increase financing for transportation improvements that are linked to smart growth policies.
- ME-M.8. Support legislation to increase transportation user and benefit fees, including congestion pricing programs.



- ME-M.9. Aggressively pursue all potential sources of funding, including private sector participation or user fees to finance the construction, operation, and maintenance of needed transportation facilities and services.
- ME-M.10. Require the dedication and/or improvement of transportation facilities in conjunction with the subdivision of land, negotiated development agreements, discretionary permits, and facilities financing plans.
- ME-M.11. Establish community-based phasing thresholds that link development potential to the availability of transportation facilities (including transit, bicycle, and pedestrian facilities as well as streets) and services.
- ME-M.12 Support the implementation of financing mechanisms described in Policy PF-C.1.
- ME-M.13 Where the City of San Diego has discretion over the use of transportation funds, prioritize projects based on population served, congestion relief, implementation of Walkable Communities and Environmental Justice goals, and overall citywide facilities priority guidelines described in PF-A.1



# Urban Design Element

## Introduction

San Diego has a remarkable and diverse natural setting, composed of water, shoreline, canyons, hillsides, and mesas. The built environment also offers tremendous diversity in the form of distinctive neighborhoods, activity centers and landmarks. Transportation corridors and open spaces form the edges and boundaries of our communities, as well as the linkages that bring us together. Urban Design Element policies strive to capitalize on San Diego's natural beauty and unique neighborhoods by calling for development that respects the natural setting, enhances the distinctiveness of our neighborhoods, strengthens the natural and built linkages, and creates mixed-use, walkable villages.

The Strategic Framework/Land Use Element addresses urban form and design at the city and regional level through its policies for respecting our natural base, preserving open space systems, and targeting new growth into compact villages. Additional urban design-related policies can be found in the Mobility Element (relating to walkable communities and transit orientation), the Conservation Element (for policies on green buildings, sustainable development, and open space preservation), the Recreation Element (on neighborhood parks) and the Strategic Framework/Land Use Element (on mixed-use and the village concept). General Plan policies may be further supplemented with site-specific community plan recommendations, such as those that may be included in Community Identity Elements after appropriate levels of public input have been received. Ultimately, the General Plan's Urban Design Element will influence the implementation of all elements of the General Plan and the community plans as it establishes goals and policies for the development pattern and character of the built environment.

*Urban design is the art and science of building cities. It helps to differentiate one city from another, gives a special quality that adds value to the land, and attracts people to these places. As an art, the goal of designing cities is to transcend the functional requirements that make up a city into an aesthetic experience. As a science, urban design is approached from a quantitative perspective. Urban spaces and transportation systems are quantified for their functional capacities and physical features. These features can be quantified, regulated and monitored for their success in promoting safe, pleasant, and economically viable spaces. A successful urban design plan combines both the aesthetic and technical approaches to help create great architecture, public spaces, and neighborhoods.*

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### **The Nolen Plan**

John Nolen  
1908

*One of San Diego's original urban studies, John Nolen's Comprehensive Plan gave the city a vision. He wanted to develop a functional and beautiful city, harmonizing with an equally beautiful natural setting. Nolen offered 10 specific recommendations, including preservation of beaches and other open space for the public, increasing the number of small squares to open, ventilate, and beautify the city, and creation of a "Paseo" connecting the bay and Balboa Park. He proposed a civic center on the waterfront, an airport on the mudflats of San Diego Bay, a regional government, a system of freeways and greenbelt parks, subdivision and zoning regulations, historic preservation and capital-improvement budgeting. Although the civic leaders at the time did not accept his proposal, the ideas have influenced planning ever since.*



### **Temporary Paradise?**

*(add graphic from this plan)*

*Kevin Lynch and Donald Appleyard  
1974*

*This unofficial report advocated for the preservation of San Diego's natural landscape, changing the form of suburban development and directing growth to existing neighborhoods. It pointed out past planning failures and criticized the urbanization of Mission Valley in the 1950s, saying it had become a "chaos of highways, parking lots, and scattered commercial buildings." The report addressed problems associated with rapid residential development such as pollution, traffic jams and overextended public services. Proposed solutions offered include: preserving the valleys and canyons; opening up public access to the coast; slowing suburban development; funneling growth to, and enhancing existing urban neighborhoods, renewing the major centers, beautifying highways, reducing auto dependence and improving transit services. Temporary Paradise? was one of the first reports to view San Diego and Tijuana as a part of a single natural and metropolitan region.*

## **A. The Natural Base**

### **Goal**

- A built environment that respects and enhances San Diego's natural base

### **Discussion**

The physical image of San Diego is defined foremost by its topography - the canyons, mesas, beaches and hills. However, the built form of our communities and transportation routes form the framework of how we experience our city. To strengthen the overall physical image of the city, the built environment must respect and enhance the natural character of the city. This can be accomplished by preserving open spaces and designing the built environment to reinforce natural features and natural systems, as described in the policies below.

### **Policies**

#### **UD-A.1. Natural Features.**

Preserve and protect natural landforms and features.

- a. Protect the integrity of community open spaces intended for preservation.
- b. Continue to implement the Multiple Species Conservation Program (MSCP), which is designed to preserve habitat areas, but also helps meet urban design goals by conserving part of San Diego's natural base and creating a linked open space system.
- c. Ensure that the natural form of the city (topography, river valleys, coastal edges, hillsides and promontories) is legible from crossing

points in the circulation system, and distinguished with appropriate landmarks.





UD-A.2. Buildings Adjacent to Natural Features.

Design development to highlight and complement the natural environment in areas designated for development.

- a. Reinforce the dominance of natural valley “walls.”
  1. Preserve open space views of valley walls as a part of development proposals.
  2. Limit heights per community plan recommendations to maintain the visual dominance of the valley walls.
- b. Preserve topography and views along and/or into the waterfront.
  1. The height of buildings should taper down to the ocean and bays to preserve topography and views from the public right-of-way.
  2. Preserve and enhance open space along the waterfront in a manner beneficial to the public.
- c. Minimize grading to maintain the natural topography, while contouring any landform alterations to blend into the natural terrain.
- d. Integrate development with the natural environment. Select colors and materials that do not detract from the natural setting.
- e. Design and site buildings to permit visual and physical access to the natural features from the public right-of-way.
- f. Protect views from public roadways and parklands to natural canyons, resource areas and scenic vistas.
- g. Provide public pedestrian, bicycle, and equestrian access paths to scenic view points, parklands, and natural resource open space areas.





## B. Distinctive Neighborhoods

### Goals

- A city of clearly defined, distinctive neighborhoods
- New development that reproduces and improves upon what is best about San Diego's neighborhoods



### Discussion

San Diego's distinctive neighborhoods are a great asset to the city. Some neighborhoods date back to the early days of San Diego's history and a few are still building out, but each has elements that set it apart from the others and establish its character. Many of San Diego's most desired neighborhoods are the product of small incremental parcelizations and development over a long period of time. Each individual subdivision links to another, while offering small variations on the layout and character of the area. Neighborhood character is defined in part by certain physical qualities that repeat throughout neighborhoods, such as landscaping and massing of buildings, colors, and materials. The character of a neighborhood or community is also defined by factors including topography and natural features, street layout and streetscape, and landmarks and civic land uses.

Preserving neighborhood character does not mean that things must be kept exactly the same. Sometimes change is welcome, as private and public investment can contribute to the beauty, vitality, and functionality of a neighborhood. However, new development - whether it is in the form of infill, redevelopment, or first-time development - should contribute to a continuing positive evolution of neighborhood character and creation of a sense of place.

*Mid-City Communities Plan  
City of San Diego  
1984 (updated in 1998)*

*The national-award winning Mid-City Community Plan and its companion ordinance was one of the first programs in the city to promote pedestrian-friendly development, develop multi-family design guidelines, support creation of community "gateways," direct growth to transit corridors and nodes, and establish design standards for neighborhood compatibility. The plan was visionary in developing concepts for mixed land uses, pedestrian-oriented villages, and having streets serve multiple purposes. The plan encourages new developments to provide plazas, public seating areas, wider pedestrian sidewalks, and more land devoted to parks in order to focus on pedestrian activity. The 1984 plan was updated in 1998 to better address the distinctions among the multiple communities and neighborhoods that are a part of this larger planning area.*







The following urban design policies strive to preserve the desirable distinctive qualities of existing neighborhoods while encouraging a coherent image of the city as a whole. These general policies should be supplemented with site-specific guidance in Community Identity Elements.



*Development in small increments produces a more interesting landscape.*

## Policies

UD-B.1. Define neighborhood and community edges by either natural open space (USCP or community open space) or urban enhancements (streetscape improvements, public art, landscape and architectural themes) to celebrate gateways and entrances.

UD-B.2. Architecture.

Relate new buildings to the context of the neighborhood and community.

- a. Promote harmony in the visual relationships and transitions between new and older buildings. New buildings do not need to imitate older development, but should be sympathetic to its scale, form, proportion, and materials. This can often be accomplished by repeating existing building lines, fenestration and surface treatment. Where new buildings are larger than their surroundings, they should be articulated and textured to reduce their apparent size and to reflect the pattern of older buildings.
- b. Where a fine-grained development pattern exists, build within the existing street, block, and lot configuration of the neighborhood.
- c. Relate architecture and landscaping to San Diego's climate, topography, and history (see also the Conservation Element for green building policies).



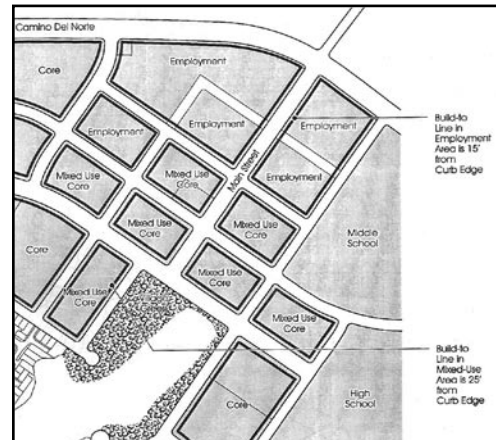
- d. Encourage the use of materials and a quality of finish work which reinforces the sense of this city as one that is built for beauty and to last.
- e. Encourage smaller, less homogeneous development. When development occurs in smaller increments a more interesting landscape is produced.
- f. Provide architectural features that enhance the character of the neighborhood.



UD-B.3. Neighborhood Streets.

Design or retrofit streets to improve walkability, strengthen connectivity, and enhance community identity.

- a. Design streets to support multiple users of the public right-of-way, including motor vehicles, pedestrians, bicyclists, trash collection and emergency vehicles.
- b. Coordinate planning and design for landscaping, lighting, signage, trash receptacles, transit stops, public art, and other amenities.
- c. Design streets in a manner that reduces neighborhood speeding problems.
- d. Strive for high levels of connectivity within the neighborhood street network. Link individual subdivisions/projects to each other and the community.
- e. Enhance community gateways to demonstrate neighborhood pride and delineate boundaries.
- f. Clarify roadway intersections through the use of special paving and landscaping.
- g. Implement traffic calming measures as appropriate to slow traffic in neighborhoods and areas of high pedestrian activity. Encourage the use of calming techniques such as neckdowns, islands, and speed tables (see Mobility Element).
- h. Screen from public view mechanical equipment, trash storage, service areas and utility appurtenances. Screening devices may include walls and doors, however landscaping is preferred because unlike walls and doors, graffiti cannot be put on it.
- i. Provide street trees of appropriate height and scale depending on the function of the street and surrounding uses. Trees should be located far enough from light poles so that ground illumination is not obstructed. Landscaping should be used to complement the existing character of the neighborhood. (See also the Conservation Element Policy CE-I.9. on urban/community forests and street tree master plans.)



*Interconnected streets in the Black Mountain Ranch subarea plan*

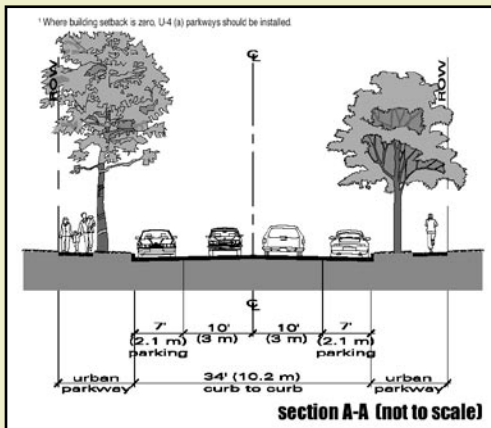


*The community gateway signs in Little Italy, Hillcrest, and Kensington.*



*The City of San Diego Street Design Manual, 2002*

*The Street Design Manual contains information and guidance for the design of the public right-of-way. It includes technical design guidelines for many different classifications of streets and also addresses design for: pedestrian access, urban and rural parkways, storm water runoff, and traffic calming measures among others. Comprehensive amendments to the City of San Diego's Street Design Manual were approved by the San Diego City Council in 2002. The manual represents a major step toward achieving the City of Villages vision for a more walkable and livable city, as it considers the needs of all users of the public right-of-way. For example, in addition to being conduits for vehicles, the manual recognizes that streets provide links into neighborhoods, and that they are used as shopping corridors, entertainment areas, parade grounds, and other uses that add to the quality of life in the city.*



*The guidelines are applicable both to newly developing areas as well as to older areas that are undergoing major revitalization and redevelopment. This is an important point as the city moves from an era of building upon undeveloped land to one of infill and redevelopment*

- j. Use pedestrian-scale lighting along the street to promote safety and to encourage evening socialization.
- k. Develop and enhance a public signage system to define public places, recreation spots, and principal attractions.
- l. Enhance the urban forest street tree installation and maintenance programs (see Conservation Element Section H - Sustainable Development and Urban Forestry).

#### UD-B.4. Historic Preservation.

Identify and conserve the streets, landmarks, and areas that give a community a sense of place or history (see also the Conservation Element Section L – Historic and Cultural Resources).

- a. Preserve historic and prehistoric resources.
- b. Design additions to historic buildings that are appropriate to the original historic time period.
- c. Ensure that the density and intensity of new residential and mixed-use development does not threaten historic structures.
- d. Incorporate historic character into new development.
- e. Add new building types to established areas with care and respect for the context that past generations of builders have provided.

#### UD-B.5. Wireless Facilities.

Situate wireless facilities in the least visible fashion and with the least disruptive impact on the neighborhoods and communities.



- a. Designs should be aesthetically pleasing and respectful of the neighborhood context.
- b. Mechanisms to conceal wireless facilities can include camouflage design techniques to blend into the surrounding area, landscaping to minimize the visual impact, and screening techniques to hide facilities from view.
- c. Underground utilities, vaults and mechanical devices where possible.

UD-B.6. Recognize that the quality of a neighborhood is linked to the overall quality of the urban environment. Work with community groups and property owners to ensure that there is adequate street maintenance, law enforcement, code enforcement, and litter and graffiti control to maintain safe and attractive neighborhoods. See also the Safety and Security section of this Element.

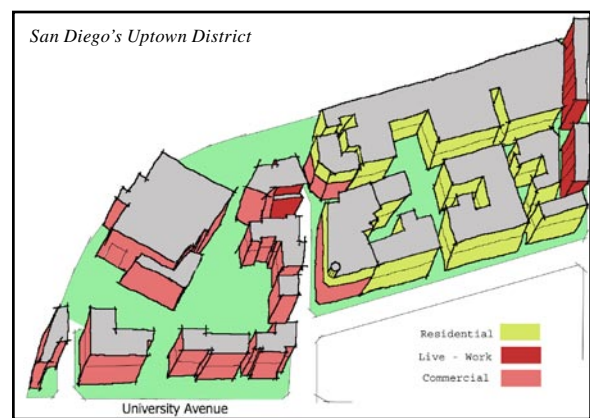
## C. Commercial and Mixed Use Design

### Goals

- Commercial shopping areas that serve as walkable village centers
- Pedestrian-friendly employment and activity centers

### Discussion

The City of Villages strategy calls for the development of transit-oriented mixed-use villages with significant public spaces. Villages are to be compact and walkable, and serve as focal points for public gathering as a result of their outstanding public spaces (plazas, public art spaces, streetscape, transit centers, urban trail heads, parks, and pocket parks), publicly-oriented buildings (including civic buildings and monuments, public facilities and services, and social services), retail establishments, and compact residences.



Village development will typically occur through the development and redevelopment of shopping centers. The following policies address key, overall urban design principles for village development, and allow for community plans to provide more specific guidance tailored to each location. Appropriate design will help make these villages true centers of neighborhood activity, rather than just renovated shopping centers.



University Community Plan: City of San Diego, 1987

*The University Community Plan (UCP) area is home to a regional shopping center, UCSD, large employers, and a variety of housing. Parts of the community have developed in a “superblock” development pattern that poses difficulties for pedestrians. A superblock is a development pattern characterized by large tracts of land, with activities and amenities oriented towards the interior of the development. Steep, landscaped berms or parking structures tend to barricade projects from the street.*

*The UCP suggests ways to design and redesign super blocks to alleviate negative conditions while still maintaining the benefits of this type of development. The plan requires that the roads, sidewalks and open spaces of one development be coordinated with those of adjacent uses, and aligned to form a continuous network. The plan also recommends avoiding parking next to pedestrian-oriented areas, dispersing parking into smaller sites in multiple areas, and transitioning the scale and height of buildings to create a smooth and well-balanced site. Existing superblocks can be retrofitted over time through the strategic placement of infill structures such as eating establishments, art galleries, and other pedestrian-oriented activities. Exterior improvements can be made that include art, pedestrian-scale entrances and windows, directional graphics, fountains, and places to sit, play, and people-watch.*



Vermont Street pedestrian bridge connecting the Uptown District with University Heights.

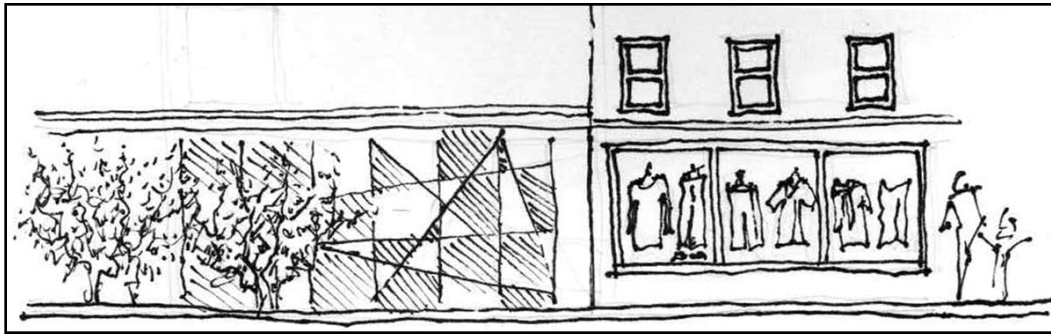
Commercial centers outside of villages as well as employment centers, and other types of activity centers should also be designed in accordance with many of the same design policies that apply to village areas.

## Policies

### UD-C.1. Project Street Layout and Design.

Design project circulation systems for better walkability.

- a. In existing fine-grained neighborhoods, extend the existing street grid into the project.
- b. In village centers design a grid or modified-grid internal project street system, with sidewalks and curbs, as the organizing framework for the development.
- d. Where the existing street system has long blocks or circuitous street patterns, provide pedestrian shortcuts through the project to connect destinations.
- e. Implement pedestrian facilities and amenities including wider sidewalks, unifying street trees, pedestrian-scaled lighting and signage, landscaping, and street furniture on public and private streets within or bordering the project.
- f. Design new connections, and remove any barriers to pedestrian and bicycle circulation in order to enable patrons to walk or bike, rather than drive, to neighboring destinations.
- g. Layout streets to provide vistas into public viewsheds.



#### UD-C.2. Superblocks.

Retrofit existing large scale development patterns, such as “superblocks” or “campus-style” developments, to provide more and better linkages among uses in the superblock, neighboring developments, and the public street system.

- a. Coordinate roads, sidewalks, and open spaces of adjacent developments.
- b. Strategically place pedestrian-oriented infill structures to introduce street level vitality.
- c. Implement exterior improvements such as public art, pedestrian-scale windows and entrances, signage, and street furniture.

#### UD-C.3. Pedestrian-Oriented Design.

Create pedestrian-friendly shopping areas.

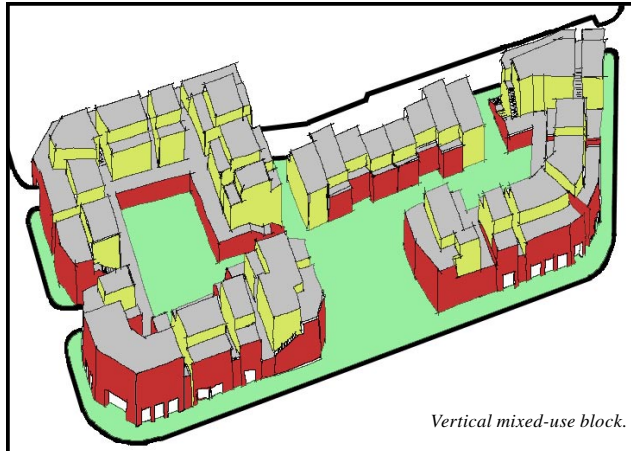
- a. Design or redesign buildings to include architecturally interesting elements, pedestrian-friendly entrances, outdoor dining areas, plazas, transparent windows, public art, or other elements. Emphasize human-scaled design features at the ground floor level.
- b. In village centers orient some of the buildings to a commercial local street, or to an internal project drive that is designed to look like a public street, in order to create a main street-type experience. Provide on-street parking.
- c. Break up large retail establishment structures (greater than 50,000 square feet) into distinct building masses distinguished by offsetting planes, rooflines and overhangs or other means.
- d. Consider the use of small buildings in key locations to scale down large retail establishment sites, with separate individual main entrances directly leading to the outside.





#### UD-C.4. Mixed Use.

In village centers and transit corridors identified designated in the appropriate community plan, provide a mix of uses to help create vibrant, active places.



- a. Uses may be mixed vertically (stacked) or horizontally (separate buildings).
- b. Encourage placement of active uses, such as retailers, restaurants, fitness centers, and various services, on the ground floor of buildings in areas where the greatest levels of pedestrian activity are sought.
- c. Design residential entrances to read differently than ground floor commercial uses.
- d. Use parking structures where feasible to reduce the land area devoted to parking.
- e. Share parking with other users where possible and manage parking for greater efficiency (link to Mobility Element). However, residents should have distinct, secure parking areas.
- g. Encourage distinctive architectural design of commercial and mixed use buildings to promote a sense of identity to village centers.

#### UD-C.5. Village Center Public Space.

Provide public spaces such as plazas, greens, gardens, pocket parks, amphitheaters, community meeting rooms, or libraries in mixed-use/commercial village projects. See also Public Places and Civic Architecture section of this Element.



Rio Vista Trolley Station

- a. For sites that are at least 10-acres in size, the public use component of the village should comprise approximately 10 percent of the project's net site area, with adjustments for smaller, or constrained sites.
- b. Public spaces provided in accordance with this policy are to become a part of the community and available for use by the public-at-large. For example, a person should be able to sit down in a plaza without making a purchase at a nearby establishment.
- c. Provide the required public space in the first phase of any development proposal.



**UD-C.6. Transit Integration.**

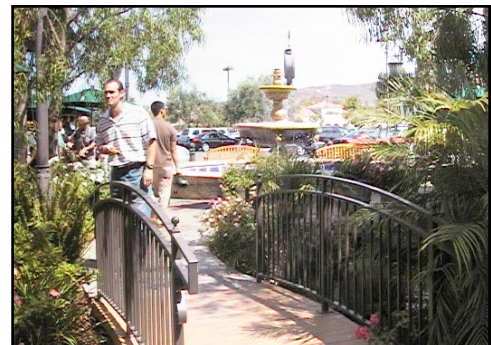
Integrate any existing or planned transit stops/stations into project design. An integrated transit stop is one that is designed as part of the architecture and site plan of a project.

- a. Locate transit stops/stations adjacent to the most active uses within the project.
- b. Provide attractively designed transit stops/stations that are visible from the development and the public street.
- c. Provide any necessary right-of-way for transit stops/stations, access, and priority measures.
- d. Design safe, attractive, accessible, lit, and convenient pedestrian connections from transit stops/stations to building entrances.

**UD-C.7. Surface Parking Design.**

Reduce the amount and impact of parking located between the front elevation of buildings and public streets.

- a. Encourage placement of parking along the back and sides of street-oriented buildings.
- b. Design pedestrian paseos/pathways and signage that link parking and shopping areas.
- c. Avoid large areas of uninterrupted parking. Retrofit existing expansive parking lots with street trees and landscaping, pedestrian paths, and new building placement.







- d. Provide clear and attractive pedestrian paths through parking lots.
- e. Use trees and other landscaping for shade, screening and storm water runoff. Use landscaping to soften the appearance of parking lots as well as for screening unattractive features such as trash dumpsters.
- f. Generally screen parking facilities from the public right-of-way.

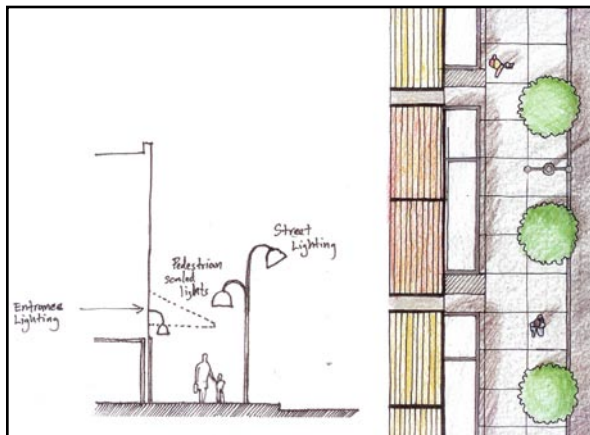
#### UD-C.8. Structured Parking Design.

Design functional and aesthetically pleasing parking structures.

- a. Design structures to be of a height and mass that is compatible with the surrounding area.
- b. Use attractive building materials, detailing and landscaping to compliment the surrounding neighborhood.
- c. Provide well-defined pedestrian entrances.
- d. Use appropriate screening mechanisms to screen parked vehicles as viewed from active pedestrian areas.
- e. In village centers encourage the use of retail on the first floor of parking structures to create an active streetscape.

#### UD-C.9. Lighting.

Provide lighting from a variety of sources at appropriate intensities and qualities for safety.



*Pedestrian-scaled lighting.*

- a. Provide pedestrian-scaled lighting for pedestrian circulation and visibility.
- b. Use effective lighting for vehicular traffic while not overwhelming the quality of pedestrian lighting.
- c. Use lighting to convey a sense of safety while minimizing glare and contrast.
- d. Use light fixtures that complement the character and theme of the commercial center.

#### UD-C.10. Signage.

Provide comprehensive project signage plans.

- a. Design signs as a means to help communicate a theme and identity of the commercial center.
- b. Include pedestrian-oriented signage to orient users to various aspects of the project.
- c. Place signs to direct proper vehicular and pedestrian circulation.
- d. Signage should compliment project and district guidelines.

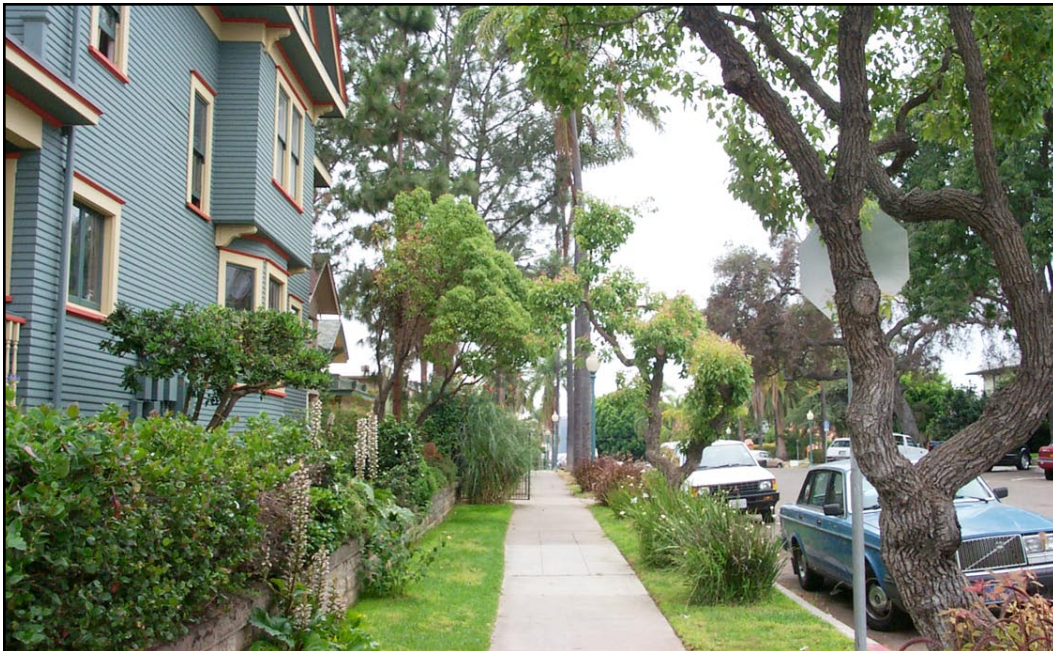


UD-C.11. Provide convenient, safe, well-marked, and attractive pedestrian connections from the public street to building entrances.

UD-C.12. Landscaping.

Use landscaping and street trees for shade, beauty, and environmental benefits, and to help establish the character of a village or center.

- a. Trees should compliment and expand on the surrounding street tree fabric.
- b. Landscaping of the development should provide a unique identity within the village or center.
- c. Landscaping should support storm water management goals for filtration, percolation and erosion control.





## D. Commercial Corridors

### Goals

- Vibrant, mixed-use main streets that serve as neighborhood destinations, community resources, and conduits to the regional transit system
- Attractive, prosperous, commercial corridors which link communities and provide goods and services

#### *Urban Main Street Program City of San Diego*

*San Diego is the first city on the West Coast to implement a Main Street Program. It is affiliated with a nationally recognized economic development approach that focuses on revitalizing the commercial components of downtowns and neighborhood districts in an effort to promote small business development. These programs traditionally use historic preservation and grass-roots based economic development. Efforts at improving and maintaining “main streets” in San Diego provide small businesses with a competitive edge against “big box” retailers and shopping malls.*

*The city works with Main Street communities to renovate store fronts, plan and coordinate major streetscape improvement and public arts projects, create redevelopment areas to attract investors, and develop marketing plans to attract customers and businesses. North Park, the city’s pilot project, was implemented in 1996 and has shown signs of renewal. Other main street projects in progress include Ocean Beach and Mission Hills.*

### Discussion

Commercial corridors link neighborhoods together and may cross community boundaries. These shopping areas provide convenient local shopping destinations and space for small businesses to take root. Some commercial corridors were designed with a pedestrian-friendly “main street” appearance and others have a more auto-dominated “strip commercial” design. Auto-dominated design is typified by parking located between the front of the building and the street, auto-oriented signage, and minimal landscaping.

The City of Villages Transit/Land Use Connections Map (see fold-out) designates various commercial corridors served by transit as existing or potential “Transit Corridors.” The policies in this section offer guidance on how to preserve and enhance our Transit Corridors to achieve the City of Villages goals to create walkable communities and support transit. The

design policies also apply to commercial corridors not designated as transit corridors, with the goal of redesigning these commercial corridors so they enhance the community and are attractive to pedestrians, transit riders, and bicyclists, in addition to drivers.

### Policies

#### UD-D.1. Streetscape.

Enhance the public streetscape for greater walkability and neighborhood aesthetics. See also the Neighborhood Streets and Public Art sections of this Element.

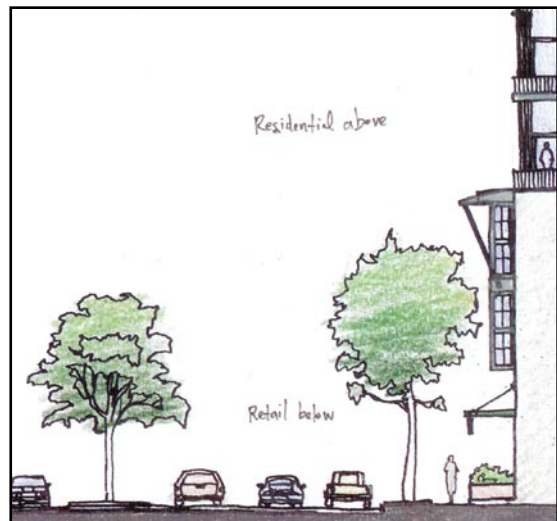


- a. Preserve and enhance existing main streets.
- b. Design or redesign the primary entrances of buildings to open onto the public street. Where existing buildings are set back from the street, provide a pathway that offers a direct connection from the building entrance to the street.
- c. Establish build-to-lines, or maximum permitted setbacks on designated streets. Buildings along transit corridors should generally be located within 25 feet from the front curb edge.
- d. Where possible, locate parking on-street and in rear or side lots, or in shared parking structures.
- e. Design or redesign buildings to include architecturally interesting elements, pedestrian-friendly entrances, outdoor dining areas, transparent windows, or other means. Emphasize human-scaled design features at the ground floor level.
- f. Utilize building proportion and innovative architecture and design to create a sense of rhythm on long commercial corridors.
- g. Implement pedestrian facilities and amenities in the public right-of-way including wider sidewalks, street trees, pedestrian-scaled lighting and signage, landscaping, and street furniture.
- h. Remove barriers to pedestrian and bicycle circulation in order to enable patrons to walk or bike to neighboring businesses.

#### UD-D.2. Mixed Use.

Provide a mix of uses to help create vibrant, active places.

- a. Uses may be mixed vertically (stacked) or horizontally (separate buildings), except where otherwise specified in community plans.
- b. Encourage placement of active uses, such as retailers, restaurants, fitness centers, and various services, on the ground floor of buildings in areas where the greatest levels of pedestrian activity are sought.
- c. Design residential entrances to read differently than ground floor commercial uses.
- d. Use parking structures where feasible to reduce the land area devoted to parking.
- e. Share and manage parking for greater efficiency, while providing separate and secure residential parking where appropriate. (placeholder link to Mobility Element).





UD-D.3. Transit Stops/Stations.  
Integrate transit into project design.



- a. Provide any necessary transit right-of-way for stops/stations, access, or priority measures.
- b. Transit stops/stations should be adjacent to the most active uses within the project, attractively designed, and visible from the public street.
- c. Design safe, attractive, and convenient pedestrian connections from transit stops/stations to building entrances.
- d. Support specialty commercial uses at transit nodes.

UD-D.4. Surface Parking Design.

Reduce the amount and visual impact of parking located between the front elevation of buildings and the public street.

- a. Where parking siting options exist, generally locate parking in rear lot or side-yard locations. Design pedestrian paseos/pathways and signage to link parking and shopping areas.
- b. Avoid large areas of uninterrupted parking. Retrofit existing expansive parking lots with shade trees and screening shrubs, pedestrian paths, and new building placement.
- c. Provide clear and attractive pedestrian paths through parking lots.
- d. Use trees and other landscaping to soften the appearance of parking lots as well as for screening unattractive features such as trash dumpsters.
- e. Encourage the use of a series of posts to delineate accessibility for pedestrians while limiting vehicular access.

UD-D.5. Structured Parking Design.

Design safe, functional and aesthetically pleasing parking structures.



- a. Design structures to be of a height and mass that is compatible with the surrounding area.
- b. Use attractive building materials, detailing and landscaping.
- c. Provide well-defined pedestrian entrances.
- d. Use appropriate screening mechanisms to screen parked vehicles as viewed from active pedestrian areas.



- e. Encourage the use of retail on the first floor of parking structures, or use other means to create an active streetscape.
- f. Incorporate Crime Prevention Through Environmental Design measures (CPTED) (see Section H of this Element) to increase safety and security.

UD-D.6. Lighting.

Provide lighting from a variety of sources at appropriate intensities and qualities for safety.

- a. Provide pedestrian-scaled lighting for pedestrian circulation and visibility.
- b. Use effective lighting for vehicular traffic while not overwhelming the quality of pedestrian lighting.
- c. Use lighting to convey a sense of safety while minimizing glare and contrast.
- d. Use light fixtures that complement the character and theme of the commercial district.

UD-D.7. Signage.

Provide comprehensive project signage plans.

- a. Design signs as a means to help communicate a theme and identity of a commercial district.
- b. Include pedestrian-oriented signage or kiosks to orient users to various aspects of a project.
- c. Place signs to direct proper vehicular and pedestrian circulation.

UD-D.8. Provide convenient, safe, well-marked, and attractive pedestrian connections from the public street to building entrances.

UD-D.9. Use landscaping and street trees for shade, beauty, and environmental benefits, and to help establish the character of a village or center. Incorporate landscape elements and features to enframe site lines and direct circulation.





## E. Public Spaces and Civic Architecture

### Goals

- Provision of significant public gathering places in every neighborhood
- Distinctive civic architecture, landmarks, and facilities

### Discussion

Public gathering places have the potential to strengthen the social fabric and identity of neighborhoods. The City of Villages strategy calls for significant public space to be provided in every village development. Thoughtful design is needed to ensure that these places become treasured neighborhood assets. In addition, investments in infrastructure and facilities serve specific needs, but also may enhance the identity of a community and be a catalyst to high quality private investment.



### Policies

#### UD-E.1. Public Places.

Include public plazas, squares or other gathering places in each neighborhood and village center. See also the Public Art and Cultural Amenities section of this Element.

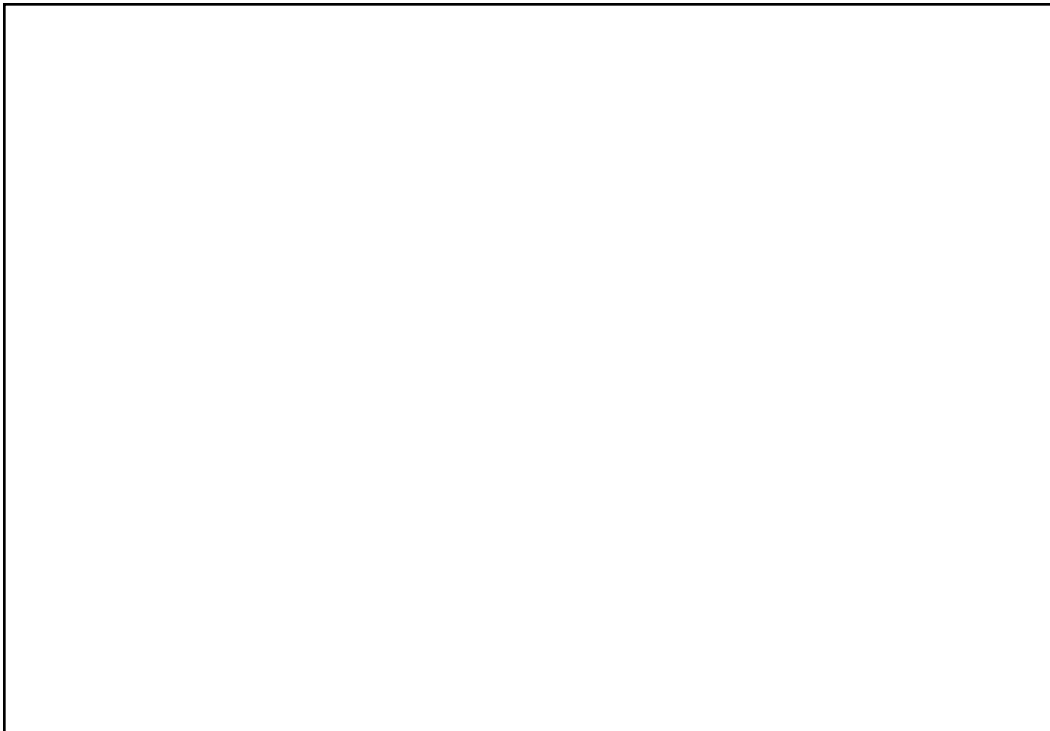
- a. Locate public places in prominent, recognizable, accessible locations.



- b. Design outdoor open space as “outdoor rooms,” developing a hierarchy of usable spaces, and avoid undifferentiated, empty spaces. Create enclosures with landscaping, paving, walls, lighting and structures.
- c. Develop each public space with a unique character, specific to its site and use.
- d. Design public places to accommodate a variety of artistic, social, cultural, and recreational opportunities and civic gatherings such as festivals, markets, performances, and exhibits.
- e. Consider artistic, cultural, and social activities unique to the neighborhood that can be incorporated into the space.
- f. Use landscaping, hardscaping, and public art to improve the quality of public places.
- g. Encourage the active management and programming of public places.
- h. Design outdoor spaces to allow for the penetration of sunlight.
- i. Frame parks and plazas with buildings which visually contain and provide natural surveillance into the open space (see also the CPTED section of this Element).

UD-E.2. Civic Architecture and Landmarks.

- Prominently treat and locate civic architecture and landmark institutions.
- a. Accompany civic architecture with public open space and greens, urban parks, or plazas that enhance the character of these sites.







- b. Design parks, schools, libraries and other civic buildings as centers for the community.
- c. Incorporate green building principles into building design (see Conservation Element Section H).
- d. Building construction at prominent locations should achieve a high quality of design. Among such locations are those at canyon rims, the tops of hills, fronting on permanent open space, framing a public vista at the end of or along a street, and affording a silhouette against the sky.
- e. Encourage landmark buildings or facilities to include design elements that contrast with the existing neighborhood fabric, such as a clock tower or public artwork, to provide a notable feature to help identify a place.
- f. Support the preservation of community landmarks.

UD-E.3. Public Facilities.

Hold public facilities to a high design standard.



- a. Develop partnerships with neighborhood residents and businesses in the site selection, planning, design, and construction of public facilities.
- b. Design public improvements in a manner that emphasizes the distinctive nature of communities and neighborhoods.
- c. Regard public facilities as catalysts for private investment.



## F. Residential Design

### Goals

- Residential design that contributes to neighborhood beauty and vitality
- Provision of a wide variety of attractive and comfortable homes

### Discussion

Residential product types include conventional single-family homes, small lot single-family homes, townhouses, duplex, and triplex dwellings, and a wide variety of apartment and condominium units. While densities, unit mix, and design parameters will vary based on individual community plan recommendations, there are overall policies that are applicable citywide. The following policies are intended to foster the development of high quality housing that becomes an integrated part of the larger neighborhood and community.



### Policies

#### UD-F.1. Interconnected Streets.

Build upon or create an interconnected street system as the organizing framework for development or redevelopment projects.

- a. Design or retrofit street systems to establish linkages with adjacent developments and neighborhoods. Emphasize the provision of high quality pedestrian connections to transit stops/stations, village centers, and local schools.
- b. Avoid closed loop subdivisions and extensive cul-de-sac systems, except where the street layout is dictated by the topography or the need to avoid sensitive environmental resources. Where cul-de-sacs are used, design open ends for visibility and pedestrian connectivity.
- c. Large single- and multiple-family projects should develop an internal local street system.
- d. Develop a hierarchy of walkways that delineate village pathways and link to regional trails.
- e. Reinforce street design through the grouping or lineal alignment of shade trees.



Illustrative plan of core residential areas in the Framework Plan for the North City Future Urbanizing Area

#### UD-F.2. Mix of Housing.

Achieve a fine-grained mix of housing types by providing small project and parcel sizes.

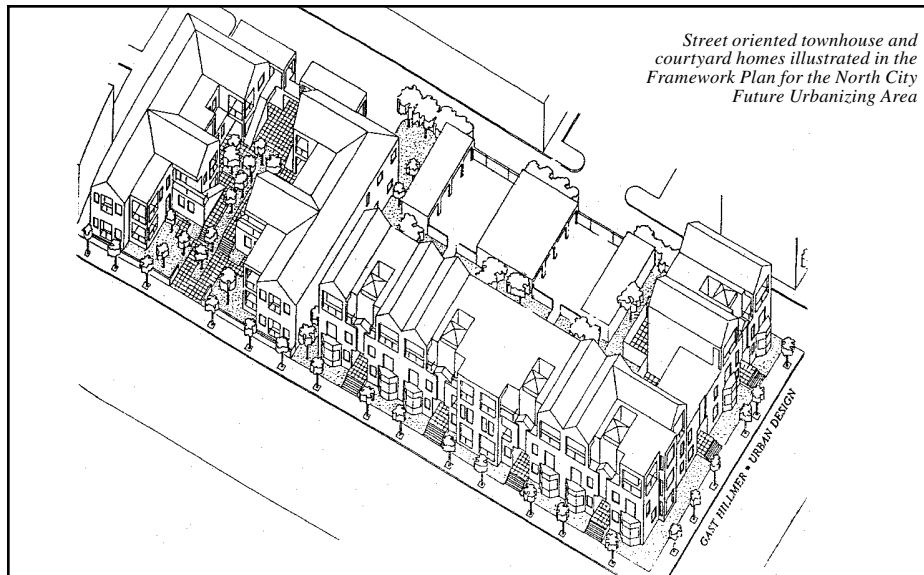


- a. Incorporate at least two multiple-family housing product types in multiple-family projects larger than two acres.
- b. Incorporate at least two single-family housing product types in single-family projects/subdivisions greater than four acres.
- c. Build townhomes and small lot single-family homes to add diversity to neighborhoods or as a transition between higher density units and lower density single-family neighborhoods.

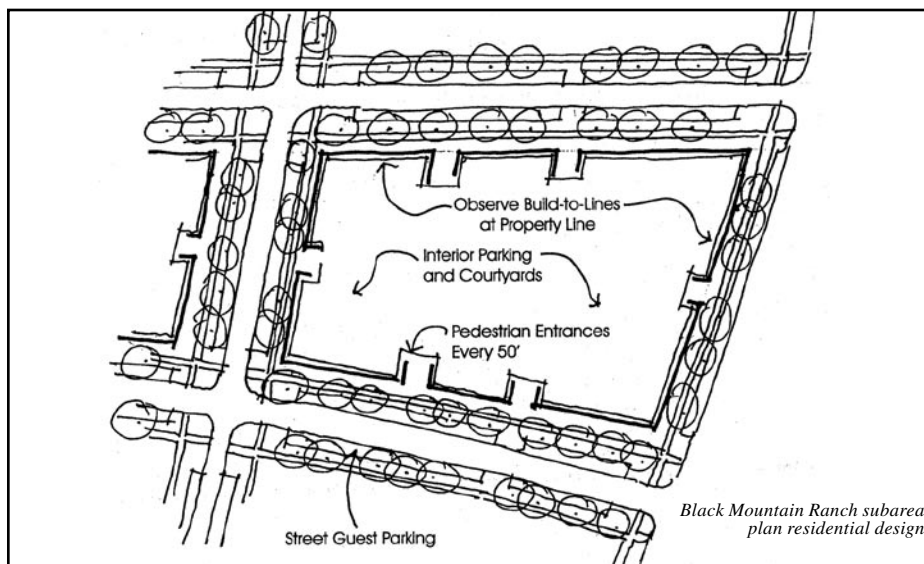
#### UD-F.3. Street Frontages.

Create street frontages with architectural and landscape interest for both pedestrians and neighboring residents.

- a. Locate buildings on the site so that they reinforce street frontages.
- b. Provide as many private, ground level entries to individual units as possible, considering the density of the project.
- c. Where not all units can have a separate entrance, some multi-family units may front on courtyards or garden spaces on the site. When a courtyard or other outdoor space or garden space is used as an entrance to dwellings, the courtyard/garden should open directly to the street and sidewalk.



- d. Relate buildings to existing and planned adjacent uses.
- e. Ensure that building entries are prominent and visible.
- f. Maintain existing setback patterns, except where community plans call for redevelopment to change the existing pattern.
- g. Locate features such as porches, stoops, balconies, and windows facing the street.
- h. Encourage side- and rear-loaded garages; where not possible, reduce the prominence of the garage through architectural features and varying planes.
- i. Minimize the visual impact of parking areas and garage doors on public streets.
- j. Minimize surface parking located between the front elevation of a building and the public street.





#### UD-F.4. Architecture.

Design buildings that contribute to positive neighborhood character.

- a. For infill projects, the overall height and bulk of structure(s) should be similar to that of other buildings in the neighborhood except where the community plan calls for redeveloping the area at much greater height and density .
- b. Relate the first floor of buildings to the street and insure that it is consistent with the first floors of neighboring buildings. If close to the street, raise the level of the first floor to maintain privacy.
- c. Use architectural details to establish and define a building's character as well as to convey a sense of quality.
- d. Ensure that pattern, size and proportion of openings (windows, doors) are similar to those of good quality buildings in the neighborhood.
- e. Select building materials and colors that are complementary to the surrounding area and have high levels of recycled content whenever possible.
- f. Make the placement and quality of front doors fit in with neighboring homes.
- g. Maximize natural ventilation, sunlight, and views for each unit.
- h. Encourage four-sided architecture.

#### *Framework Plan for the North City Future Urbanizing Area, 1992*

*The Framework Plan for the North City Future Urbanizing Area (NCFUA) has guided the development of San Diego's 12,000-acre (former) urban reserve generally located south of Santa Fe Valley and north of Los Peñasquitos Canyon, between I-5 and I-15. Its defining principles are to maintain open space, preserve biological resources, establish residential densities, define development areas, and create walkable neighborhood cores. The urban design section of the plan established principles for how development should occur while maintaining the unique topography of the area. Detailed guidance is provided on how to create mixed-use core areas with interconnected streets, public spaces, and commercial centers accessible on foot by much of the neighborhood. More detailed "subarea" plans, including the Black Mountain Ranch Subarea Plan, were later prepared that developed more specific criteria for development. Neighborhoods developed under the Framework Plan and subsequent subarea plans provide on-the-ground examples of new, walkable communities and open space preservation.*

#### UD-F.5. Parking Design.

Design safe and attractive parking facilities and lots that do not dominate the streetscape.

- a. Place parking lots at the rear or side of the site to allow a majority of dwelling units to front on the street.
- b. Build multiple small parking lots in lieu of one large lot.
- c. Plant trees and shrubs to soften the overall impact of parking areas and to provide shade and noise reduction.
- d. Avoid blank walls facing the street. Where blank walls are unavoidable, decorate with artwork, display cases, vines, and good quality durable materials.
- e. Place parking lots in proximity to dwelling units to allow for natural surveillance.



UD-F.6. Open Space.

Provide useable open space which can be used for play, recreation, and social or cultural activities in multifamily as well as single-family projects.

- a. Design recreational facilities, common facilities, and open space to be attractive and easily accessed by everyone in the development it serves.
- b. Design outdoor space as “outdoor rooms” and avoid undifferentiated, empty spaces.
- c. Locate open spaces so that they can be viewed from individual units.
- d. Locate small parks and play areas centrally, and to allow for adult supervision from dwelling units.
- e. Maximize the provision of private outdoor space for individual units.
- f. Encourage open space connectivity to link neighborhoods.



UD-F.7. Landscaping.

Design landscaping to enhance the architectural style of the residential building, and create and define useful public and private spaces.

- a. Encourage water conservation through the use of drought-tolerant landscaping.
- b. Shade paved areas, especially parking lots.
- c. Provide a variety of seating in landscaped areas.
- d. Unify communities through the use of shade trees, linking residential areas.
- e. Use trees, shrubs and grasses to filter storm water runoff.

<sup>1</sup> Many of the policies in this section are drawn from “Design Guidelines for Compact Housing” prepared by the Local Government Commission, available at [http://www.lgc.org/freepub/land\\_use/guidelines/multifamily\\_housing.html](http://www.lgc.org/freepub/land_use/guidelines/multifamily_housing.html), the City of San Diego Framework Plan for the North City Future Urbanizing Area (1992), and the City of San Diego Black Mountain Ranch Subarea Plan (2002).



## G. Public Art and Cultural Amenities

### Goal

- A city enhanced with distinctive public art and cultural amenities.

### Discussion

Public art and cultural amenities have the potential to enliven public spaces and build a sense of community identity. The City of San Diego's Public Art Program dates back to 1984 and has developed over the years, including adoption of the Public Art Master Plan in 2004. Public art and cultural amenities can help to implement the City of Villages strategy, as they are an effective means to improve the quality of the built environment, contribute to economic prosperity, create great public spaces, foster cultural diversity, attract tourists, and celebrate the distinctiveness of San Diego's neighborhoods. Public art and cultural activities can also contribute to the City of Villages goal of creating more walkable communities by enlivening the streetscape and other public spaces. The following policies are intended to provide an overview of how public art and cultural amenities relate to the city's planning and urban design goals. For more detailed and comprehensive information about arts and culture, [click here](#).

### Policies

#### UD-G.1. Community Identity.

Relate public art and cultural amenities to the identity of the surroundings. Respect the unique nature of the community and reflect the character of the area.



- a. Use arts and culture to strengthen the sense of identity of the Neighborhood and Urban Village Centers of each community.
- b. Improve the design and public acceptance of public infrastructure projects through artwork and cultural activities.
- c. Use public art to enhance community "gateways." Gateways serve to visually demarcate individual neighborhoods as well as provide focal points and wayfinding for welcoming people into the community.



- d. Reinforce community pride and identity by encouraging artworks and cultural activities that celebrate the unique cultural, ethnic, historical, or other attributes of the neighborhood.
- e. Use public art and cultural amenities as a means to help implement community-specific goals and policies, per the adopted community plan.
- f. Use public art as community landmarks, encouraging public gathering and wayfinding.



UD-G.2. Citywide Identity.

Use public art and cultural amenities to celebrate San Diego's diversity, history, and unique character.

- a. Take advantage of opportunities to emphasize the connection between San Diego and Tijuana through arts and culture.
- b. Use public art and cultural amenities to help commemorate local history and culturally significant places.
- c. Support artworks and cultural activities that explore and reflect the diverse facets of San Diego life.
- d. Reinforce San Diego's commitment to diversity by using public art and cultural activities to interpret and celebrate the histories and cultures of its population.

UD-G.3. Public Spaces.

Enhance the Urban Environment by animating the city's public spaces.



- a. Utilize public art and cultural activities such as festivals to create vibrant and distinctive public squares, plazas, parks and other public gathering places.
- b. Ensure that public artworks fit with the character of the surroundings both physically and conceptually.
- c. Encourage the use of art in highly visible places as directional assistance. Art can also be used to delineate access routes and entrance points.
- d. In high foot traffic areas, use pedestrian-oriented art to improve the pedestrian experience.





#### **Public Works Projects 2% for Art, 2004**

*Council Policy 900-11 outlines a process for including public art in selected Capital Improvement Program and Redevelopment Agency projects. The public art program is to be funded by two percent of the budget for all eligible Capital Improvement Program (CIP) projects and Redevelopment Agency project over \$250,000. Artists are to be involved in the early stages of project design so that they may become an integral part of the design process.*

#### **Private Development 1% for Art, 2004**

*The City Council has amended the Municipal Code (Chapter 2, Article 6, Division 7) to require certain private developers to set-aside one percent of their project budgets for public art enhancement. The ordinance applies to eligible private commercial and industrial developments with a total building permit valuation equal to or in excess of \$5 million dollars. This requirement may be satisfied by the financing of cultural and artistic facilities and/or on-site artwork. Private developers also have the option to pay a one half percent in-lieu option. In-lieu funds would be used for artistic enrichment of the city's public spaces.*

- e. Highlight points of interest throughout the city through the use of artwork.
- f. Encourage art and activities that animate public spaces and energize the cityscape.
- g. Encourage temporary public artworks to create a frequently changing and engaging environment.
- h. Encourage artist-designed infrastructure improvements within communities such as utility boxes, street-end bollards, lampposts, and street furniture.
- I. Encourage vandal resistant and easily repairable art to reduce maintenance requirements.
- J. Encourage the programming of changing exhibits.





UD-G.4. Development Quality.

Improve the quality of new development through public art and spaces for cultural use.

- a. Provide a humanizing element to public and private developments through the installation of public artworks and spaces for cultural use. Public art can introduce a unique personal experience to individuals as they encounter the urban space. Include art in development projects as a means to distinguish and enliven spaces viewed or experienced by the public.
- b. Generate a more livable community by encouraging public art in infill projects. Used as a means of aesthetic enhancement, public art can make new development more attractive to the public.

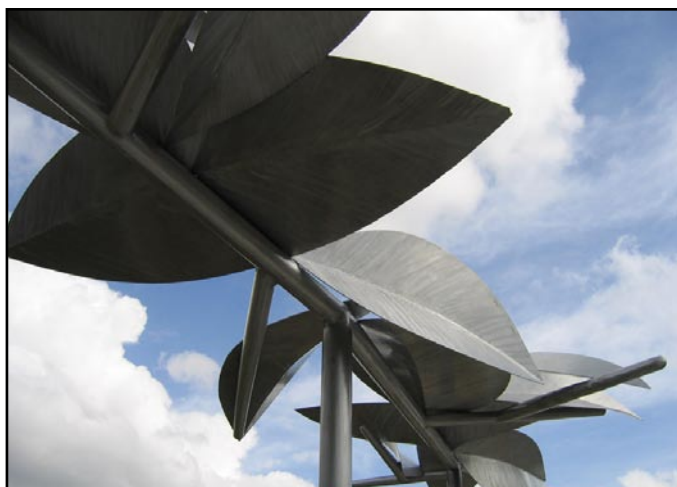
*Arts, Culture and Community Festivals, 1998*

*Council Policy 100-03 outlines the city's aim to utilize the Transient Occupancy Tax (TOT) to support the city's cultural amenities among other goals. This policy encourages the support of arts and culture organizations, programs and projects that provide access to excellence in culture and the arts for residents and visitors and the funding of programs and events which enrich the lives of people in San Diego. It is the city's goal, though Council Policy 100-03, to promote neighborhood pride and community reinvestment, to contribute to the health and vitality of neighborhoods through arts and culture, and to encourage people of diverse backgrounds and ages to share their heritage and culture.*

UD-G.5. Public Participation.

Provide opportunities for the collaboration of artists and community members.

- a. Encourage the design of public art from the initial stages of a development, as opposed to being an afterthought. Integrating art into the design process will provide a cohesive and distinct project.
- b. Conduct outreach efforts and engage community members in the public art process. Invite residents to plan for animated community spaces.
- c. Ensure that artists conduct research and gather community input before generating concepts for public art works.





## H. Safety and Security

### Goal

- Improved quality of life through safe and secure neighborhoods and public places

### Discussion

A key method for reducing the incidence and fear of crime is through implementation of Crime Prevention Through Environmental Design (CPTED) measures using the following four design and usage concepts:

**Surveillance** involves the design, location and use of physical features, sensors, activities, and people to enhance visibility. Surveillance creates a risk of detection for intruders and offenders, and a perception of safety for legitimate users. The term “natural surveillance” refers to the ability to view and monitor a place through the normal course of one’s daily activities.

**Access Control** employs people, devices, and natural measures to create a perception of risk to offenders and deny them access to targets. It also guides legitimate users safely through the environment.

**Territoriality** uses physical features and activities to express ownership, pride, and control of the environment. By delineating public, semi-public/private, and private spaces, residents feel empowered to take control of their environment.

**Maintenance** allows the continued use of areas for their intended purposes and maintains the effectiveness of measures employed for surveillance, access control and territoriality.





Many of the CPTED concepts are complementary to the City of Villages approach, since strategies to increase opportunities for surveillance are similar to those used to accomplish greater walkability. Mixed-use residential and commercial developments advocated by the City of Villages strategy also make neighborhoods safer by having legitimate activities taking place at night as well as during the day. For example, where some residents may be away during the day, offices and stores would be full. At night, when offices and stores would be empty, most residents would be at home. CPTED concepts also apply to parks and open space areas. An aware citizenry can increase natural surveillance of parks and open spaces; and appropriate signage, access control, and maintenance encourages legitimate public use of these areas.

The following policies outline how to apply CPTED concepts in accordance with the City of Villages strategy. [Click here for the full text of the “CPTED Guidelines for Urban Villages.”](#)

## Policies

### UD-H.1. Natural Surveillance.

Design projects to encourage natural surveillance as a means to deter crime through the location of physical features, activities and people to maximize visibility.

- a. Encourage effectively planned mixed-use developments to provide 24 hour “eyes on the street.”
- b. Locate buildings to face the street so that building occupants are able to view street activities. Window location should be high enough up from the ground level to prevent easy intruder access, but positioned for easy viewing of the street.
- c. Encourage residential and commercial development adjacent to public spaces to locate their entrances and windows to overlook the public spaces. Public places should be easily seen from adjacent streets and uses.
- d. Design carports for maximum visibility to prevent car theft, including roofs supported by columns instead of walls.
- e. Encourage neighbor interaction by defining property lines via low shrubs and other landscaping instead of high fences. Trespassers are easily detected when neighbors can see the house and know the occupants.
- f. Use open, ornamental metal railing, not solid walls, on exterior stairs, walkways, balconies, and patios. This provides visibility into these areas and prevents their use as hiding places.
- g. Locate building and development entrances and exits so people entering and leaving can be seen by others in the area.
- h. Locate facilities and activities that attract large numbers of people in areas of otherwise low foot traffic so people there can provide natural surveillance, and conversely, ones that attract few people should be located in high foot traffic areas, e.g., restrooms.



- I. Locate entrances to public restrooms so that they are visible from adjacent streets and to people walking by. They should not be located behind buildings or at the ends of corridors. Separate men's and woman's restrooms should have single-door entrances on the same side of the building with interiors that are as open as possible to eliminate hiding places. Unisex or family-style restrooms with washbasins could be provided in addition to or instead of separate restrooms. Entrances should be well lit for use after dark when village businesses are still open. Their doors or gates should be locked when the businesses are closed.
- j. Locate transit stops/stations, pay phones, and ATMs in well-lit areas of high pedestrian activity.
- k. Avoid large surface lots as they subvert pedestrian access and create large, difficult to monitor spaces. Small, unattended lots should be located near foot traffic and where natural surveillance can occur.
- l. Use appropriate lighting to discourage unlawful activity. Improved lighting will increase legitimate activity and allow for greater night time surveillance. Too much lighting will repel appropriate users. Special attention should be given to lighting around entrances, transit stops, payphones, ATMs, and parking areas.
- m. Use appropriate height, spacing and wattage for the prescribed use. If lights are too low or bright, it casts glare, but if not high enough it is not effective. Encourage the use of metal halide lighting; it provides better visual clarity with less wattage for the same perceived visibility. High pressure sodium casts a yellowish-orange glow which results in poor color rendition and compromises clarity.
- n. Design public spaces to discourage inappropriate use through the use of natural surveillance and physical design.

#### UD-H.2. Access Control.

Employ people, electrical or mechanical devices and natural measures to create a perception of risk to offenders and deny them access to targets, while allowing legitimate users to freely and safely use the site.

- a. Where walls or fences are desired, encourage the use of ornamental fencing that does not block visibility, is difficult to climb, and is less susceptible to graffiti and other damage. Walls and fences should not inhibit pedestrian circulation through a site.
- b. Encourage placement of attendants or gates at parking facility entrances to prevent break-ins and vehicle thefts. Where needed, consider the installation of cameras to further deter crime.
- c. Design parking garages for maximum visibility from adjacent uses. Consider additional security measures as needed including unenclosed elevator lobbies, mirrors to see around hidden spaces, separate entrances and elevators for residential and commercial property users, use of key cards, and emergency alarms.



- e. Plant trees away from fences, walls, and buildings to discourage the ability to climb over or onto them. Encourage the use of vines and thorny bushes adjacent to sides of buildings and walls to discourage graffiti and other vandalism.
- f. Walkways and landscaping should direct people to proper entrances and away from private areas.
- g. Use signs to communicate rules and reduce conflict about how a space is intended to be used. Signs in the form of maps and descriptive text promote a greater sense of security. When people know where they are and how to get to where they need to go it gives them greater control over their environment.

#### UD-H.3. Territoriality.

Define clear boundaries between public, semi-public/private, and private spaces.

- a. Demarcate public, semi-public/private, and private spaces clearly through the use of signs, landscaping, walls and fences, gates, pavement treatment, and other symbols to denote boundaries.
- b. Post signs to provide directions and rules of conduct within a development.
- c. Locate parking lots and garages behind or under businesses to give clear indication to the people what the lot is meant for, as well as to provide a more attractive streetscape for pedestrian users.
- d. Provide front porches, parks, plazas, and other outside public places for residents to socialize. This helps create pride in the area. It also gets people out where they can see others in the area.

#### UD-H.4. Maintenance.

Promote regulations, programs and practices that result in the proper maintenance of the measures employed for surveillance, access control, and territoriality.

- a. Use anti-graffiti paints and coatings on walls, benches, signs, etc.
- b. Design public art to be difficult to vandalize and easy to repair if damaged.
- c. Install vandal-resistant light fixtures.
- b. Prevent physical damage from skateboarding through various landscaping design measures including rough pavement, grass in front of benches, pavement cutouts for trees and bushes instead of planters, seat dividers on the tops of seating surfaces, and seats, walls, railings, and planter boxes with uneven edges and surfaces.
- c. Encourage a range of activities, easy access, a clean and attractive environment, and a place for people to socialize to attract legitimate users and thereby discourage improper behavior.
- d. Reduce walls, thick hedges, overhanging large canopies of trees, high bushes, and other barriers which block views or light.



**The City of San Diego General Plan**  
*Urban Design Element*



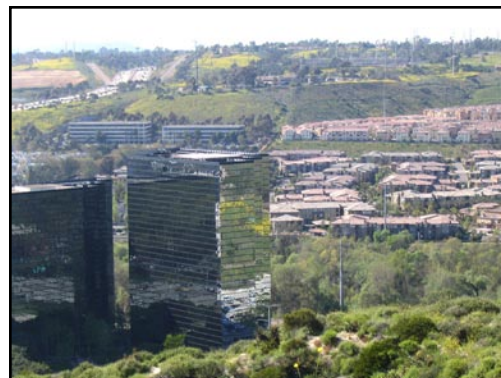
# Economic Prosperity

*“The test of our progress is not whether we add more to the abundance of those who have much; it is whether we provide enough for those who have too little.”*

*Franklin Delano Roosevelt*

## Introduction

Economic prosperity is a key component of quality of life. The structure of the City of San Diego’s economy plays an important role in the physical development of the city and also determines the city’s tax base which provides revenue to fund essential services. There have been dramatic changes in the structure of our economy in the last several decades from a production economy to one increasingly based on creativity and innovation. The new economy requires an environment offering opportunities for interaction, expansion, and flexibility.



The establishment of a diverse economy will maintain and enhance the economic stability of the city. The Economic Prosperity Element strives to link economic prosperity with land use distribution and employment land use policies. Employment land includes land utilized by industrial, commercial service, and commercial retail users. This broader term recognizes the importance of commercial activities as a job-generating component of the economy. To address the long-term shortage of available land for employment uses, land appropriate for future employment uses should be designated in key areas throughout the city and also include underutilized land that could be redeveloped for employment uses in urbanized areas. The Regional Center, Subregional Districts and Urban Village Centers will have an important role in the city’s economic prosperity strategies by providing the land and infrastructure needed to support business development and a variety of employment and housing opportunities.

The Economic Prosperity Element also expands the traditional focus of a general plan to include a variety of economic development policies to achieve a rising standard of living which are not directly related to land use. Despite the economic growth that has occurred over the last several years, economic prosperity has not been evenly distributed in San Diego. National and local economic trends have resulted in a combination of fewer middle-income jobs, a concentration and culture of poverty, and more high-end job opportunities creating increased income, social, and spatial disparities. Among the costs of these disparities are the increased service costs incurred by the city and other public agencies and the significant land use impacts which exacerbate these same disparities.





The achievement of economic prosperity goals also relies on policies in the Strategic Framework Land Use Element to appropriately designate land for economic development, the Housing Element to maintain a desirable jobs/housing balance, and the Public Facilities, Services and Safety, and Mobility elements to provide adequate facilities to support economic growth.

## **A. Industrial Land Use**

### **Goals**

- A city with a diversified economy with a focus on encouraging industrial development that provides middle-income employment opportunities
- A city with industrial land sufficiently and appropriately designated to sustain a strong economic base
- A city where industrial land is retained and utilized efficiently

### **Discussion**

The supply and type of employment land uses in the city are significant factors in determining the ability of the city to meet the needs of a rapidly changing economy. In San Diego, the long-term supply of industrial land has greatly decreased. In 2005, only one-fourth of all designated industrial land, or approximately 2,700 acres, were still vacant in the City of San Diego. The vast majority of the vacant industrial land lies in the community of Otay Mesa, accounting for about 70 percent of the total vacant industrial land. The majority of the remaining vacant industrial land within the city is located within the other Subregional Employment Districts. The decrease in industrial land supply is a potential challenge to the growth and retention of middle- and high-wage industries and related job growth in the city. The city should focus on preserving existing available land from the encroachment of other uses.

Economic base industries create wealth for a local jurisdiction by exporting products and services primarily to national and international markets outside of the local area. San Diego's economic base is primarily composed of industries in the manufacturing, accommodation, and public administration (military) sectors. The manufacturing sector is most significant because it supports middle-income employment. The retention of these types of employment land can lead to a more stable economic base and also preserves the city's ability to maintain a healthy revenue base under current state law and therefore achieves higher levels of municipal services for a growing population.

Long-term changes in the economy related to the rapid growth of service sector employment and global industrial production strategies have increasingly favored



San Diego as a location of research and development functions performed in an office setting. The increasing demand for office space supports the intensification of new types of employment uses in some locations. Therefore, in addition to retaining employment lands, the city needs to develop new approaches and strengthen current polices that support more efficient utilization of existing employment lands in some locations.

The high cost of housing in San Diego negatively impacts the local economy by limiting the ability of an industry to maintain the necessary workforce. Policies aimed at increasing the supply of low to moderate-income housing are contained in the Housing Element of the General Plan. The lack of housing near employment nodes has also led to a strain on our roads, freeways, infrastructure, and environment, and affects the quality of life for all San Diegans. In future community plan updates, new opportunities for employment uses should be identified as well as areas appropriate for the collocation of industrial and residential uses. In the interim, as community plan amendments are requested for collocation or conversion, there needs to be a consistent evaluation process which preserves the most important types of industrial land and minimizes land use conflicts.

Globalization and the maturing of key industries have resulted in the loss of manufacturing operations which support middle-income employment both nationally and in the City of San Diego. Protecting manufacturing areas with existing infrastructure for base-sector employment is the principal way that the General Plan and community plans can influence the economic health of the city.

Industrial businesses tend to have lower profit margins than commercial businesses putting them at a disadvantage when competing for sites which allow both types of uses. When retail, office, or residential uses encroach on industrial lands, the industrial users cannot compete. Protection of these areas from encroachment by non-industrial uses creates opportunities for existing industrial users to expand rather than relocate out of the city. Land use designations which are sufficiently refined to protect key employment areas can create conditions which do not further exacerbate the negative effects of these global trends and, where possible, encourage the expansion of manufacturing in the city.

Maintaining an adequate supply of a variety of employment land types contributes to the economic health of San Diego in two major ways – creating a wide range of jobs for the city’s residents, and importing dollars from outside the area. Economic diversity is crucial to a region’s ability to weather economic cycles. While traditional business park development will still be required in the future, increasingly more intense vertical workplaces will occur in some areas. Within the General Plan category of Employment and Commercial Services, proposed community plan land use designations for industrial uses have been created with the goal of providing communities a menu of potential categories to fit individual conditions and community plan objectives while advancing citywide economic prosperity goals.



## **Policies**

- EP-A.1. Increase the allowable intensity of employment uses in Subregional Employment Districts and Urban Village Centers that will be served by transit. This can be achieved by increasing the permitted floor area, increasing transit mode share to increase street capacity, and reducing other restrictions as transit systems and other transportation improvements are provided.
- EP-A.2. Efficiently utilize employment lands through increased intensity without compromising the city's ability to provide a wide range of job opportunities for residents with a diverse range of skills and educational attainment.
- EP-A.3. When updating community plans, both privately and publicly-owned land should be identified where underutilized land could be developed or redeveloped for employment uses, particularly base sector industries.
- EP-A.4. Encourage the retention of industrial land for base-sector, middle-income employment.
- EP-A.5. In older communities, promote the development of infill industrial sites and establish incentives to support job growth by locating compatible industrial uses in existing urban areas.
- EP-A.6. Encourage high technology business facilities that are more broadly geographically distributed throughout the city.
- EP-A.7. Locate regional employment uses in the Regional Center or Subregional Employment Districts.
- EP-A.8. **Expansion of Industrial Uses**  
When updating community plans, consider the potential redesignation of non-industrial properties located adjacent to land designated and developed with industrial uses to industrial use based on the following criteria:
- a. The redesignation is required to accommodate the expansion of existing industrial uses to facilitate their retention in areas in which they are located.
  - b. There is no significant disruption or intrusion into existing residential neighborhoods, commercial areas, or other land uses.



- c. There are no adverse environmental impacts (traffic, noise, lighting, air pollution, other) on adjacent land uses because of the proposed industrial use.
- d. There is adequate infrastructure to support the expanded industrial uses.

EP-A.9. When updating community plans, areas should be identified based on a variety of economic, physical, health and safety, and social factors which are appropriate for the collocation of residential and industrial uses and the conversion of industrial land to commercial and/or residential uses.

EP-A.10. Conversion of industrial uses and collocation of industrial and residential uses.

Community Plan Amendments requesting a conversion, a redesignation or change in use of an industrially-designated site to commercial, institutional, mixed-use, or residential use; or a collocation (the geographic integration of residential development into industrial uses located on the same premises) shall be subject to the following policies:

- a. The site should not be located in an area attractive to the following industrial uses: manufacturing, research and development, wholesale distribution, and warehousing. The determination of whether land is attractive to these types of uses is based on a variety of factors including the physical site characteristics, parcel size, parcel configuration, surrounding development patterns, transportation access, and long-term market trends.
- b. Collocation or conversion may be considered in areas characterized predominately by office development, or areas in transition where significant encroachment of non-industrial uses has already occurred. The following issues should be analyzed when considering community plan amendments in these areas:
  - 1) **Site Location**
    - The location of the project within one-third mile of transit.
    - The project's contribution to transit if necessary. The availability of transit when the project is complete.
  - 2) **Public Health**
    - The site's location in an employment area where incompatibilities may result regarding truck traffic, odors, noise, safety, and other external environmental effects.
    - To address potential land use incompatibility, the applicant requesting a conversion to residential or mixed-uses or collocation proposals should provide the necessary information, studies, and reports which indicate whether there are any sources of toxic air contaminants or toxic substances within a quarter mile of the subject property. If so, a distance separation of 1,000 feet between the residential



and industrial property lines should be required. In lieu of the 1,000-foot separation, the applicant may submit a report which provides adequate data to determine the effects upon potential future residents and whether an alternative distance separation would mitigate the effects.

3) **Land Use**

- If the proposal is requesting a commercial-use, a demonstrated need for additional commercially-designated land in the community.
- A community plan amendment which proposes densities that maximize the development potential of the land for residential purposes.

4) **Design**

- The implementation of “smart growth” policies contained in the Strategic Framework Element and Transit-Oriented Development Design Guidelines (TOD) and the incorporation of pedestrian design and connectivity into the project including pedestrian-oriented connections to adjacent properties and transit.

5) **Affordable Housing**

- The provision of housing at a cost which reflects the average wages within approximately a five-mile radius. In addition, the provision of affordable housing which meets or exceed the minimum percentage of affordable housing onsite, as specified by the city’s Inclusionary Housing Ordinance should be required.

6) **Public Facilities**

- The presence of existing and planned public facilities to serve future residents. The project’s payment of its fair share of community facilities required to serve the additional residential units (at the time of occupancy). Concurrent processing of a public facilities financing plan amendment necessary to identify and fund needed facilities may be required.

7) **Public Noticing**

- To increase community participation; public noticing distances should be expanded to 1200 feet and an additional notice should be given subsequent to application submittal.



EP-A.11. Industrial Land Use Designations

When updating community plans or considering plan amendments, apply the following Community Plan Land Use designations to protect key employment areas from encroachment from non-industrial uses while providing areas for secondary employment and supporting uses. Additional qualifications regarding specific uses within these categories could be applied to meet community plan objectives. The industrial designations below address these issues by creating land use designations that strictly limit non-industrial uses as explained below.

**Table EP-1  
Industrial Land Use Designations**

Business Park	This designation is appropriate in areas characterized by office development and also permits research, product development, and light manufacturing with enhanced design features. It is appropriate to apply in limited portions of communities primarily characterized by office development with some light industrial uses.
Business Park/ Residential	This designation is appropriate in areas where employment and residential uses are located on the same premises. The permitted employment uses would include those described above. Limited neighborhood commercial uses could also be allowed to serve the residential uses.
Scientific Research	This designation is appropriate in areas where activities are 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, including corporate headquarters, would not be permitted, except as accessory to the primary use or as direct support for scientific research uses.
Light Industrial	This designation 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 and transportation terminals. 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 nuisance or hazardous effects are not permitted.
Heavy Industrial	This designation 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. The presence of non-industrial uses, particularly office uses, should be significantly limited in these areas in order to preserve land that is appropriate for large-scale industrial users.



## B. Commercial Land Use

### Goals

- Commercial development which uses land efficiently, offers flexibility to changing resident and business shopping needs, and assures maximum feasible environmental quality
- Viable neighborhood commercial areas that are easily accessible
- New commercial development that does not impede the economic viability of existing commercial areas
- A city with land appropriately designated to sustain a robust commercial base

### Discussion

Commercial development provides important services and goods to city residents and businesses. Although the city has approximately 685 acres of vacant land designated for commercial use, most of this land will remain vacant for the next 25 years. Instead, future commercial development in the city will take the form of redevelopment of existing underutilized commercial areas.

Changes in the retail market are accelerating and format types for shopping areas are in constant flux. As we look to the future, it is clear that policies regarding the future of commercial development must be flexible to meet the rapidly changing needs of the population. Traditional shopping centers will be redesigned to accommodate new types of anchor stores, different tenant mixes, and include a wider variety of non-retail uses such as housing, public spaces, civic uses, open space, and entertainment uses.

Long-term market conditions can also result in commercial development in many communities in excess of what the area can support, which result in an inefficient use of land and potential blight. The redesignation of commercial land to residential or mixed-use, particularly in older commercial strips, increases the market for remaining retail properties thereby encouraging reinvestment and improvement of the quality of those properties.

The City of Villages strategy incorporates the growing need for convenience and good design to attract the consumer. Many of the new shopping centers of the 21st century will be designed to resemble a community and will function like a Main Street. The provision of traditionally stand-alone commercial uses within mixed-use development is an important strategy in using the city's land more efficiently. The national trend toward in-migration of population back to the city will be reflected in a growing trend to redevelop underutilized urban sites into distinct shopping areas.



Ethnic and racial diversity will also play a role as Hispanic, Asian, and African-American populations accumulate significant buying power which is concentrated in urban areas.

The globalization of the economy does not affect the viability of retail uses as much as other employment uses. Office jobs will continue to be outsourced which has the potential to reduce the diversity of uses within village development. The small retail and service businesses that often locate in commercial centers make significant contributions to the local economy by reinvesting profits in the area.

Recent market analysis indicates that development of new malls in traditional formats has slowed significantly in the United States. In the City of San Diego, it is not anticipated that any new malls will be developed. Some existing regional commercial centers are being redeveloped by replacing traditional department stores with large scale retail establishments which require that buildings re-orient to front on the surrounding large parking areas. In the future, the enhancement of an urban lifestyle could occur through intensification of regional commercial areas and redevelopment with multi-family residential uses.

In addition, over a period of decades, some malls could expand geographically and begin to mesh with surrounding commercial, office, and multi-family residential uses thereby becoming less discrete regional districts in the City of San Diego. These areas would then better support the development of more comprehensive and inter-connected network of public transit and services.

Unless appropriately located, regional commercial development has the potential to negatively affect community retail and services, with possible significant impacts for transportation and village viability. The successful functioning of all commercial areas is integral to the vibrancy of neighborhoods and performance of the transportation system.

Within the General Plan category of Employment and Commercial Services, proposed community plan land use designations for commercial uses have been created with the goal of providing communities a menu of potential categories to fit individual conditions and community plan objectives while advancing citywide economic prosperity goals. The designations will provide the necessary flexibility to accommodate continual changes in the retail market.





## **Policies**

- EP-B.1. Redesignation of commercial uses.  
Reduce excess commercially designated land by providing for appropriate reuse. Consider re-designating commercial land characterized by commercial retail and service uses to residential, mixed-use where the following factors are present:
- a. Where the lot size or configuration is inadequate to develop a viable commercial use for the community in which it is located.
  - b. Where the total area or configuration of the parcel precludes the development of off-street parking where needed.
  - c. Where site driveways could adversely impact traffic flow.
  - d. Where community facilities are accessible for residents.
  - e. Where the existing use is underutilized and there is an adequate supply of community-serving commercial uses.
  - f. Where there is good transit, pedestrian and bicycle connectivity with employment areas.
- EP-B.2. Encourage commercial uses to cluster or intensify at focal points along major arterial streets. Strongly discourage the creation of new auto-oriented strip developments where parking is located between the street frontage and the buildings.
- EP-B.3. Diversify the character of existing strip commercial development by encouraging a variety of types of shopping districts and including a variety of uses to include non-retail uses such as hotel, office, entertainment, recreational, and residential uses arranged to encourage short walking trips.
- EP-B.4. Evaluate the amount of commercial development that is desirable and supportable for a community in a market analysis during the community plan update process and in subsequent community plan amendments.
- EP-B.5. Encourage specialty commercial development to provide unique shopping districts throughout the city as focal points that individualize communities and make them desirable for other types of development resulting in overall neighborhood revitalization.
- EP-B.6. Promote economically vital neighborhood commercial districts which foster small business enterprises and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.
- EP-B.7. Encourage neighborhood-wide shared parking facilities including parking structures as part of commercial revitalization activities.



- EP-B.8. Determine the appropriate mix and form of residential and commercial uses along Transit Corridors based on the unique character of the community. The types and mix of uses should complement adjacent neighborhoods and extend supporting services to the corridors. The relationship to adjacent development, parcel size and depth, and the need to revitalize economically obsolete uses should be factors.
- EP-B.9. Encourage more intense commercial development in neighborhood and urban villages, transit corridors, and subregional employment centers where transit is available.
- EP-B.10. Reduce opportunities for regional commercial uses in neighborhood commercial areas. Locate regional commercial uses adjacent to major transportation corridors which also have a high level of transit service.
- EP-B.11. Encourage the introduction of telecommuting facilities in dispersed community centers, transit corridors and mixed-used corridors to reduce total vehicle miles traveled (VMT).
- EP-B.12. Retain the city's existing neighborhood commercial activities within walking distance of residential areas.
- EP-B.13. Encourage the development of more intense employment types such as office uses in the urbanized portions of the city.
- EP-B.14. Concentrate other office development in the subregional employment centers which are not characterized by base-sector employment uses, around transit stations, and in neighborhood and urban villages.
- EP-B.15. **Commercial and Mixed-Use Land Use Designations.**  
When updating community plans or considering plan amendments, apply the following Community Plan Commercial and Mixed-Use Land Use designations in appropriate areas to increase the vitality of commercial areas, provide goods and services easily accessible to residents, promote community identity, and increase the supply of housing in appropriate locations along corridors and within village areas. Additional qualifications regarding specific uses within these categories could be applied to meet community plan objectives.



**Table EP-2  
Commercial Land Use Designations**

Neighborhood Commercial *	This designation is intended to provide neighborhood convenience shopping, civic uses, and services serving an approximate three-mile radius.
Community Commercial *	This designation provides for shopping areas with retail, service, civic, and office uses for the community at large within three to six miles. It can also be applied to Transit Corridors where multi-family residential uses could be added to enhance the viability of existing automobile-oriented commercial uses.
Regional Commercial *	<p>This designation serves the commercial needs of the region, from five to over 25 miles, with a wide variety of uses including commercial service, civic, retail, office, and limited industrial uses. The redevelopment of regional commercial centers can serve as a focal point of regional commerce, activity, and identity. This designation should be applied where:</p> <ul style="list-style-type: none"> <li>• A broad range of uses which include retail, wholesale, office, employment, and public recreational and civic uses will benefit the existing community.</li> <li>• The incorporation of mixed-use structures and multi-family housing, public and private facilities such as parks and other community-oriented facilities can be accomplished.</li> <li>• The type of uses will not adversely impact the viability of nearby community and neighborhood commercial centers, particularly mixed-use corridors and villages.</li> <li>• The site is accessible to the region because of their location adjacent to primary arterials, freeways, and major public transit routes.</li> <li>• The uses will not adversely affect adjacent surrounding land uses with regard to traffic, noise, visual aesthetics, or other environmental effects.</li> </ul>
Heavy Commercial	This designation 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 which may have previously permitted both industrial and commercial uses.
Office Commercial	This designation provides for office employment uses with limited, complementary retail uses while also allowing medium to high density residential development. This designation should be applied where community employment is desired.
Visitor Commercial	This designation provides for accommodation, dining and recreational uses for both tourists and the local population. It is intended for areas near employment centers and areas with recreational resources of other visitor attractions. Residential uses are also allowed in a mixed-use setting.
Neighborhood Village, Community Village, and Urban Village	Full implementation of the City of Villages strategy will be facilitated by the addition of these three mixed-use designations which will be available for communities to apply at the time of an update or comprehensive amendment. Development consistent with these designations will require residential uses to be located in conjunction with commercial services and/or retail uses, at varying densities and intensities within a range prescribed in the General Plan Land Use Element and further refined at the community plan level.

\* Where land use conflicts are a concern, or if commercial services are lacking in a community, an alternative commercial designation that prohibits residential uses may be applied.



## C. Regional and Subregional Employment Districts

### Goal

- A city where new employment growth is encouraged in the existing regional center and subregional employment areas connected by transit to minimize the economic, social, and environmental costs of economic development

### Discussion

As described in the City of Villages Strategic Framework Element and Action Plan, the Regional Center and Subregional Employment Districts will play an important role in the city's economic prosperity strategies by providing the appropriately designated land and infrastructure needed to support business development and a variety of employment opportunities. In the past several decades, development of new areas focused on the creation of "balanced communities" which included an employment land component in each community. With continued build-out of the city, the establishment of Subregional Employment Districts targets new growth of regional and other employment uses in fewer locations so that connections via an improved transportation and transit system are possible. Since much of the city's economic growth potential will be focused in the Subregional Employment Districts, the following general policy guidance regarding its role as an employment node is provided for each of the areas.

### Regional Center

#### Centre City

Over the next twenty years, downtown should consolidate its position as the premier urban village in San Diego. This area is currently the governmental, legal, cultural, convention, and tourism center for San Diego County. The Centre City Redevelopment Area and adjacent Balboa Park contain most of the city's major cultural facilities including museums, symphony, opera and live theaters. The Gaslamp Quarter, Embarcadero and Balboa Park are among the leading entertainment and tourism draws in the region. In the past decade, downtown has also become the fastest growing residential area in the city.







Traditionally, downtown has also been the largest and most important employment center in the region. However, in the past few decades nearly all employment growth has occurred outside of downtown. Currently, only five to six percent of San Diego County jobs remain downtown. There are many reasons for this, including the competing demand to use downtown land for residential use and preference of employers to expand companies in the north city areas where most executive housing is located. The expense of providing parking has also been an impediment to employment growth.

A key goal is to have downtown re-emerge as the most important, prestigious and fastest growing employment center in the city. This is desirable because downtown is the hub of the region's transit system. A related goal is to expand the types of employment attracted to downtown to be much more diverse than the jobs which are currently located there.

The Centre City Community Plan provides for employment to be allowed throughout most areas of downtown with three areas designated as employment required areas. Although non-employment uses would be allowed in these areas, a certain amount of employment must be included on each block in these areas. The largest employment required area is in and around the existing commercial office core along Broadway and C Streets extending north to Ash Street. Two smaller areas in the northeast and southeast corners of downtown are envisioned as employment areas that would encourage industries that need large floor plate spaces.

## **Policies**

- EP-C.1. Encourage the intensification of employment uses downtown.
- EP-C.2. Encourage more diverse types of employment to be located downtown including more private sector companies with a particular emphasis on high technology jobs.



## Subregional Employment Districts

### The Mission Valley/Morena/Grantville Subregional Employment District



During the last four decades, these three adjacent areas developed individually and independently but are now connected by the Interstate 8 Freeway. The construction of the freeway has resulted in communities that are ideal for commercial developments such as office buildings, hotels, large retail establishments, auto dealerships, and a great variety of smaller retail and service-sector establish-

ments. The Morena and Grantville areas originally developed with industrial uses, but most of the industrial uses have relocated to the northern part of the city because of their inability to compete effectively with commercial uses for land and buildings in these areas, and the changing needs of modern industrial businesses for larger more efficient industrial buildings. Morena is part of the adopted North Bay Redevelopment Project Area and the Linda Vista Community Plan, and Grantville is within a redevelopment study area in the Navajo Community Plan. Despite the fact that these two areas have been historically designated for industrial uses, they have become largely commercialized and no new industrial uses are likely to occur here. In Morena, a goal of the community plan is to maintain the job base of the area by retaining the existing industrial uses in the west and allowing a wide variety of commercial uses, including heavy commercial uses and specialty commercial districts in the remaining areas. In both Morena and Grantville, residential uses are appropriate in targeted locations.

Mission Valley developed later and is just now approaching full build-out. This community has only three small pockets of industrially designated land. One, Mission Valley Heights, has been developed predominantly as an office park with retail uses. The second has been developed as a major gasoline distribution terminal, and the third constitutes the *San Diego Union-Tribune* newspaper publishing plant. Future growth in Mission Valley is dependent on improvements to the existing transportation infrastructure. However, the predominant role of Mission Valley as a regional commercial employment center will continue since commercial uses have increased and intensified. In addition, medium to high density multi-family residential uses are encouraged as guided by the Mission Valley Community Plan.



Over the next several years, some infill development proposals are likely, along with expansion proposals from existing developments. The addition of a mixture of employment and residential uses will maximize the value of recent transportation infrastructure improvements, most notably the Mission Valley Trolley Line.

## Policies

- EP-C.3. Encourage additional growth in Mission Valley in the form of employment intensity associated with office development and residential density associated with multi-family structures.
- EP-C.4. Encourage redevelopment efforts in Morena and Grantville and apply the appropriate industrial and commercial land use designations to separate and refine the uses permitted in these areas.

### The University/Sorrento Mesa Subregional Employment District

University City has developed easterly of the University of California at San Diego (UCSD) and around the regional shopping mall known as University Towne Centre. The northern area is characterized by large low-rise industrial and mid-rise office structures in well planned industrial parks with substantial landscaping and curvilinear streets.



These industrial parks were developed to complement the academic scientific research at UCSD by creating a campus-like atmosphere conducive to the application of scientific research to high technology product development. Residential uses are separated from the Eastgate Technology Park and Campus Point Industrial Park by open space buffer areas. The southerly area has been developed with a balanced mixture of mid- and high-rise office buildings, multi-family housing, hospitals and institutions, retail, and hospitality uses.

This area is currently served by transit and future plans call for major transit improvements in this area by including a trolley line which will provide connections to transit bus routes. The efficient location of high-density employment office uses adjacent to medium and high-density multi-family developments with retail services enhances the potential for pedestrian-oriented village development.





Sorrento Mesa and Sorrento Valley are two industrial areas which, when taken together, constitute the city's largest and most diverse concentration of high technology industrial parks. These are key areas to the city's economic growth. The two areas are linked by Sorrento Valley Road, but each developed separately, under different conditions and during different time periods. Sorrento Valley was largely built out during the late 1960s and 1970s as a series of industrial parks with low-rise, primarily single story, smaller industrial buildings. These buildings originally housed smaller general industrial and service-sector businesses before the onset of high technology growth. By contrast, Sorrento Mesa was developed mostly in the 1980s and 1990s specifically by and for high technology businesses. Therefore the buildings are much newer, larger and have the requisite features for high technology industrial uses. While both areas are inter-related economically and geographically adjacent to each other, Sorrento Valley is part of the Torrey Pines Community, and Sorrento Mesa is part of the Mira Mesa Community. Sorrento Valley is entirely industrial and is geographically separated from the residential area by Peñasquitos Lagoon. Sorrento Mesa is also entirely industrial except for the Wateridge housing project in the western part of this industrial sub-area.

The employment-generating industrial areas of Sorrento Valley and Sorrento Mesa are balanced by a larger area of single-family and low/medium-density multi-family residential units to the east and north. Empirical evidence indicates that a substantial portion of the industrial employees in these areas live in the nearby residential portion of Mira Mesa, and in neighboring residential communities such as Carmel Valley and Rancho Peñasquitos. Some encroachment into these industrial areas by commercial office uses has already occurred, because of permissive light industrial zoning and a strong regional office market. These areas should be protected from further encroachment by non-industrial uses, including residential uses, to preserve the ability of existing industrial users to expand. In addition, the intensity of development permitted under existing regulations provides for more intense manufacturing uses over the next several years as new technological advances are implemented.

## **Policies**

- EP-C.5. The northern area of the University community should be preserved for high technology manufacturing and research and development uses which are important components to the local economy. Retain the Scientific Research designation to preserve this area for high technology employment uses. Non-accessory office, retail, and other non-industrial employment uses should not be permitted in the areas where this designation has been applied.
- EP-C.6. Encourage high-density office uses and more intense village development in the southerly areas immediately north and south of La Jolla Village Drive where housing and retail services are abundant.



- EP-C.7. Protect the industrial manufacturing, research and development and secondary uses in these Sorrento Mesa and Sorrento Valley. Community plan updates for Torrey Pines and Mira Mesa should apply the appropriate industrial land use designations to preserve existing and encourage new high technology uses in these two industrial areas.

### Midway-Pacific Highway Subregional Employment District

The industrial areas of the Midway-Pacific Highway Community are among the oldest in San Diego. The existing structures lack the size and features necessary for modern industrial operations and therefore are not attractive for most high technology or base-sector users. Permissive industrial zoning has also allowed the area to become dominated by large institutional uses and



large retail establishments which have led to high land prices and significant traffic congestion, the combination of which undermines the area's attractiveness to new warehouse or distribution-type industrial users who might have otherwise redeveloped the area because of its proximity to the airport.

The eastern portion of the community is well served by existing transit infrastructure which contributes to the area's suitability for redevelopment with mixed-uses, multi-family residential, office, and retail uses. Lot consolidation, structured parking, and pedestrian-oriented developments will permit better land utilization with higher densities, and lower traffic congestion than currently exists. High land prices, proximity to major institutional uses and tourist attractions can clearly make such re-use economically feasible.

### **Policy**

- EP-C.8. Encourage redevelopment of land which is underutilized or contains obsolete uses to medium to high density mixed-use villages and new office development such as software and web development, telecommunications, engineering and other functions.



### Kearny Mesa Subregional Employment District



The Kearny Mesa industrial area was built out mostly during the 1960s and 1970s for a wide range of commercial and industrial uses with a similarly diverse range of structure sizes and types. Kearny Mesa is not characterized by having one predominant development type. Many portions of the community have largely developed as non-industrial commercial, institutional, or office uses much like the industrially-designated areas in the Interstate 8 and Interstate

5 freeway corridors. The redevelopment of the former General Dynamics site has led to the development of new multi-family housing in the center of Kearny Mesa. Certain other areas, such as those to the north and east of Montgomery Field have remained primarily industrial, characterized by both light and heavy manufacturing operations and large-scale distribution centers.

Many of the areas within Kearny Mesa which have been developed with retail establishments have already been redesignated for commercial uses. However, other areas still have an industrial designation, but encroachment by non-industrial uses has rendered many areas unsuitable for base-sector industrial uses, either because the structures are unsuitable for industrial uses, or because the competition from non-industrial uses has driven the land costs so high that industrial use has become infeasible.

Other areas such as those immediately north and east of Montgomery Field should be protected from encroachment by non-industrial uses. These large high technology industrial users are important sources of employment for the surrounding communities and an essential core part of the city's overall economic base.

### **Policies**

- EP-C.9. In areas where encroachment of non-residential uses has already occurred, encourage the collocation of multi-family housing with office and retail commercial uses.
- EP-C.10. Apply industrial land use designations which strictly limit further encroachment of non-industrial uses in targeted areas north and east of Montgomery Field.



### Otay Mesa Subregional Employment District

All of the industrial development in Otay Mesa has taken place during the last two decades. Otay Mesa is unique among the city's industrial areas because of its geographic separation from most of the city and location along the Mexican border. This proximity to Mexico, plus the broad flat topography makes it ideal as a location for distribution centers operated by logistics companies and other firms doing business in Mexico.



Although low land prices have led to the development of industrial structures for firms not doing business in Mexico, a significant number of the industrial establishments in this area are one of the two “twin-plants” the maquiladora production sharing system. The vast majority of the industrial plants here are set up to perform the final assembly, testing, packaging, labeling, and distribution of products which are produced in whole, or in part, immediately south of the border. More recently some non Mexico-related manufacturers and distributors have begun relocating to Otay Mesa from other parts of Southern California because of land costs and industrial lease rates. Most structures in this area are modern single story concrete “tilt-up” industrial buildings with large floor-plates, tall clear heights, and loading docks.

Most of the land in Otay Mesa has been designated for industrial uses and utilizes special zoning to provide for purely industrial uses, with discrete areas reserved to support commercial services and limited retail uses. The preservation of areas for primarily industrial uses is essential to provide middle income job opportunities and to contribute to the growth of the city's overall economic base.

### **Policies**

- EP-C.11 Maximize the industrial productivity of Otay Mesa through the application of a land use designation permitting heavy industrial uses in portions of the community to prevent encroachment by non-industrial uses.
- EP-C.12. Provide adequate separation between residential and heavy industrial uses to mitigate land use conflicts.



## D. Employment Development

### Goals

- A broad distribution of economic opportunity throughout the city
- A higher standard of living through increased wages and benefits in low-wage industries

### Discussion

Job creation and retention are directly related to enhanced economic development opportunities. There is a nationwide economic trend away from the production and assembly of physical goods and toward the provision of services and the production of intellectual property. Many jobs associated with manufacturing which are in the middle-income range have moved overseas. Within the United States, long-term trends suggest that workers and firms have been moving to areas in the South and Southwest which have lower costs of living and lower wages.

San Diego is one of the top ten cities in the country projected for job growth in the next 20 years. Many new jobs are currently being created by emerging high technology companies including telecommunications, electronics, computers, software, and biotechnology. The expansion of high technology industries in San Diego has successfully created higher income employment opportunities for local residents and has also attracted others outside the region seeking high technology employment. Because these export-driven industries compete in national and international markets, they have favorable long-term growth potential and also support locally-based firms which supply services and products.

However, the majority of the additional jobs over the next few years will be in the services industries. The continued success of the visitor industry and retail/business service occupations has resulted in an increased percentage of lower-wage employment in the city. Unfortunately, the most significant decline in average wages in the region has occurred in low-paying industries. The City of San Diego should increase the quality of these jobs by encouraging the development of career ladders in these low-wage industries.

The shift away from base-sector manufacturing to both service and knowledge-based employment has contributed to an “hourglass” economy in the city. A middle-income job provides benefits, offers full-time employment, and is associated with a career ladder. These jobs pay a wage that will cover the cost of housing, food and healthcare, with some money left over for discretionary spending. Middle-income jobs are central to the city’s economic health because they reduce the burden on social, health, and housing programs and assure an adequate supply of discretionary income resulting in higher sales tax revenue for the city. Savings from public



programs and additional sales tax revenue from discretionary purchases enable the city to invest in education, mobility, conservation, community infrastructure and other areas vital to San Diego's economic competitiveness. These investments are imperative as San Diego competes with low-wage regions and countries to retain middle-income jobs.

San Diego must rely on quality of life, a highly educated and skilled workforce and local ingenuity to continue to retain beneficial industries. In the last ten years, the San Diego region has pursued an economic development strategy that focuses on supporting industry clusters that import dollars. Although a diverse employment mix is the key to a stable economy, a new focus on the attraction and growth of middle-income employment and the development of career ladders in low-wage industries should also be considered when updating incentives.

## **Policies**

- EP-D.1. Employment land shall be preserved for middle-income employment uses including manufacturing, research and development, distribution, and wholesale trade.
- EP-D.2. Invest in infrastructure, educational and skill development, and quality of life assets that support middle-income employment development.
- EP-D.3. Encourage the development of measures that facilitate expansion of high technology business facilities which have the potential to create middle-income jobs likely to be filled by local residents.
- EP-D.4. Through incentives and legislation, the city should pursue the creation of middle-income employment and higher quality jobs in low-paying driver industries such as visitor, entertainment and amusement.
- EP-D.5. Support legislation to increase employee health benefits and address the rising costs of businesses that are providing healthcare for their employees.
- EP-D.6. Support measures to increase wages in low-wage industries including efforts to create career ladders.
- EP-D.7. Support living wage, or similar legislation, to increase the standard of living for lower income residents.
- EP-D.8. Continue to promote job opportunities in low-income neighborhoods.



## E. Education and Workforce Development

### Goals

- A city which provides life-long skills and learning opportunities by investing in excellent schools, post-secondary institutions, and opportunities for continuous education and training for existing residents
- Equitable access to educational opportunities
- A city which provides a variety of job opportunities including middle-income employment opportunities and career ladders for all segments of the population
- A city that will continue to incubate growth and investment by providing a skilled and educated workforce that meets industry needs

### Discussion

As the City of San Diego is moving toward a more knowledge-based, global economy, the key to increasing our residents' standard of living and ensuring our economic livelihood is to equip our future workforce with the tools to succeed in the new economy. Forecasted job growth in high technology areas such as biosciences, biomedical, telecommunications, computer and electronics manufacturing, and software and computer services will result in an increase in the demand for highly skilled workers. If the city is to remain competitive in attracting, retaining, and developing businesses that could serve as a catalyst to economic prosperity, we must cultivate a well-trained workforce.

Our residents have higher educational attainment levels than the nation as a whole. This is an optimistic trend, given the significant positive correlation between the average wage a person earns and the level of education that person has completed. But although educational attainment has increased in the last few years, over the next twenty years, our schools will not produce enough graduates to keep up with future employment demand thereby increasing the need to recruit workers from outside the region. Also, despite the region's high educational attainment level, we also have relatively more people with less than a high school education. Our region has disproportionately more well educated and poorly educated residents.

There is also a disparity in educational achievement among races and ethnic groups and an even greater disparity between communities in the city. Programs that target the under-represented, provide training for low-wage earners to move up career ladders, prepare youth for the workforce, alongside programs that encourage growth and retention of skilled workers in the high technology areas are critical to the equitable development of the city. These activities can assist in reducing poverty which impacts the physical characteristics of communities and the overall quality of life for all residents.



The city has been proactive in addressing shortages in our employment market. Currently, efforts are being made in our elementary schools, middle schools, high schools, community colleges and universities, to address existing industry gaps and deficiencies. The city has participated with a private, non-profit agency which strives to create a comprehensive workforce development system that ensures a skilled productive workforce and supports a healthy regional economy.

There are also additional barriers, whether physical, social, cultural or economic, which inhibit segments of the population from fully reaping the economic and intellectual benefits of technology. Coordinated regional technology planning focused on computer ownership and internet access in homes, the quality of technology usage in schools, public access to community technology centers, and the gap between employer needs and the skills of a local workforce, would enable the city to maximize the impact of its limited discretionary funds and make better use of established programs.

## **Policies**

- EP-E.1. Continue and strengthen the city's role in non-profit workforce development organizations that provide adult and youth workforce development, adult retraining, and targeted services for unrepresented and under-represented groups such as low-income youth and adults, people of color, women, individuals with disabilities and the homeless.
- EP-E.2. Support after school programs which focus on educational enrichment and skills training.
- EP-E.3. Support efforts to provide labor market information from data sources and industry sectors to local educational institutions, training agencies, and the public.
- EP-E.4. Work with, and continue to support, workforce development programs that address potential job gaps in growing industries, and current gaps throughout all industries, to match job training and workforce development with employment needs.
- EP-E.5. Encourage city departments and other organizations to provide internships for students of all levels.
- EP-E.6. Encourage education sector participation in city advisory groups that address issues of workforce development and emerging technologies.
- EP-E.7. Seek the cooperation of city agencies and departments along with other jurisdictions and organizations to coordinate regional economic and workforce goals.





- EP-E.8. Assist in increasing the availability, use, and attainment of technology for low-income residents in communities that are unable to keep up with technological advancements.
- EP-E.9. Coordinate with other jurisdictions, through existing city departments and commissions, a regional technology plan that addresses the current and long-term technology needs across all industry sectors.
- EP-E.10 Increase equitable access to life long education and reduce travel demand through greater use of information infrastructure.

## F. Business Development

### Goals

- A city able to attract and maintain the type of businesses likely to contribute positively to the local economy. These industries contribute to a diverse economic base, maintain environmental quality, and provide high quality employment opportunities
- A city focused on promoting local entrepreneurship to build locally based industries and businesses that can succeed in local, national, and international markets
- A business-friendly environment to enhance protection of current jobs and develop new ones
- A city with thriving and expanding businesses, particularly in existing urban areas
- A city with opportunities for growth and expansion of small businesses

### Discussion

Businesses which contribute the most to the local economy enhance the diversity of the economic base, maintain environmental quality, generate revenue to provide essential community services, and provide employment opportunities for local residents. Although the city has many programs aimed at specific economic development goals, business incentive programs were established to attract and retain major revenue, job generating, and revitalization projects throughout the city. Although municipal incentives are not a substitute for market demand, public incentives can serve to focus existing demand into specific areas of the city where economic development is desired. This will optimize existing limited public resources and increase the success of public efforts.



Nationally, there is a trend toward smaller business units which offer the innovation, speed, and flexibility required in today's economy. The vast majority of businesses operating within the city are small businesses (12 or fewer employees) and they are responsible for more than half of all new jobs created in the city. They also provide revenue to the city through business license tax contributions to the general fund and increased sales tax revenue. Small businesses are more likely to be locally owned and operated therefore profits are recycled into and benefit the local economy. Many businesses depend upon attracting and retaining people who have entrepreneurial, technical, or creative talent who want proximity to diverse urban centers. Therefore, the growth of small businesses also contribute to the City of Villages strategy which seeks to maximize private investment in urban communities, improve community facilities, increase property values, and enhance community character and identity.

## **Policies**

- EP-F.1. Support a business incentive program which is regularly updated based on the ongoing evaluation of economic conditions to determine the industries, sectors, and locations that are most significant to economic growth. Consider providing incentives to industries which provide middle-income job opportunities, projects that contribute to revitalization in urban areas, and projects located within or adjacent to villages and transit corridors.
- EP-F.2. Develop and maintain programs and services that address the changing needs of the local business community.
- EP-F.3. Provide assistance for public improvement projects to revitalize business districts.
- EP-F.4. Support and encourage local business improvement districts to provide private sector revitalization solutions.
- EP-F.5. Evaluate the creation of non-bank community development corporations to assist with business growth in urbanized areas.
- EP-F.6. Recognize and maintain the unique qualities of the different neighborhood business centers.
- EP-F.7. The first priority of economic development efforts should be growing local businesses.
- EP-F.8. 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.



- EP-F.9. Expand small business assistance to include technical and financial assistance for small emerging technology firms and firms involved in international trade.
- EP-F.10. Pursue public/private partnerships to provide subsidized incubation spaces for small business.

## G. Military Installations

### Goal

- A city which preserves the ability of military installations to achieve their mission and to remain in San Diego

### Discussion

Military installations are a critical component of the local and state economy, contributing jobs, military and civilian spending, and technology. This region and city are home to several major military installations which are part of an integrated system that provides a key foundation for this nation's security. Incompatible residential and commercial development of land close to military installations can have a negative impact on military readiness and may compromise the ability of an installation to achieve its mission. Additionally, such development threatens public safety and may place residents and customers in harms way because of potential accidents. Such urban encroachment can also affect the economic health of a community if a military operation must relocate. In recognition of the importance of military facilities, the state has adopted legislation to guarantee that military interests are addressed through the General Plan preparation process.

The military installations within the City of San Diego, and those located in the immediate region, are a vital part of the city and have been good neighbors and community members for many years. It is in the best interest of both the city and the military branches represented in San Diego to work together to anticipate future growth and development through comprehensive land use planning. Further, they must agree on implementation and enforcement mechanisms that allow the city to maintain and enhance the quality of life without encroaching into land considered vital to this nation's defense.



## Policies

- EP-G.1. Plan preparation (including rezoning) for community plan areas adjacent to military facilities or underlying designated military training routes and airspace shall consider the impact of new growth on military readiness activities carried out on military bases, installations, and operating and training areas based upon the information that the military and other sources provide.
- EP-G.2. Support efforts to retain military installations in the City of San Diego through the Department of Defense Base Realignment and Closure process.

## H. Economic Information and Monitoring

### Goal

- An increased level of community involvement in the economic development decision making process by providing economic information to the public and decision makers

### Discussion

Major development projects can have a significant impact on the economic environment of a community, especially those that were not envisioned as part of the community in the planning process. A formal method of providing information on the fiscal and economic impacts of revisions to community plans can assist decision makers, community planning groups and other community members that review planning projects. The assessment should serve as an informational tool only; it should not create criteria or standards for project approval.

For the Strategic Framework Element and Action Plan, indicators were developed for the purpose of monitoring community economic performance. Traditionally, economic indicators have focused on the profits and losses of community businesses. However, the vision outlined in the City of San Diego's Economic Prosperity Element requires a more comprehensive view. Initially, nine indicators were developed to address housing, smart growth, and equity; these are all facets of San Diego's economic prosperity. Other indices may be added to the report over time. The indicators, in combination with the existing conditions database, will provide decision makers and community groups with frequently updated information.



## **Policies**

- EP-H.1. Provide more information regarding the effects of development through the development of a Community and Economic Benefit Assessment process focusing on economic and fiscal impact information for all community plan amendments involving land use or intensity revisions, and for large retail establishments over 100,000 square feet in size.
- EP-H.2. Continue to evaluate economic conditions on an ongoing basis and update the list of economic indicators as new data become available.
- EP-H.3. Utilize economic indicators to determine the effect of past and current public planning and economic development programs.

## **I. Redevelopment**

### **Goal**

- A city which redevelops and revitalizes areas which were deteriorated and underutilized to a condition of social, economic, and physical vitality while insuring that these areas meet community objectives and preserve community resources and neighborhood character

### **Discussion**

Redevelopment is a legal process and financial tool that assists in the elimination of blight from designated re-planned areas through the implementation of activities such as new development, infrastructure, public spaces and facilities, reconstruction and rehabilitation. It provides 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 of San Diego was established in 1958 based on California Community Redevelopment Law (CCRL), Health & Safety Code, § 33000, et. seq.

The 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 CRL 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 parcels, vacant parcels which are an integral part of and surrounded by urban uses, and irregular subdivided lots in multiple ownership which cannot be properly used. Blight covers conditions which constitute a serious physical and economic burden on the community which cannot reasonably be expected to be



reversed or alleviated by private enterprise or government action, or both, without redevelopment.

Conditions of physical blight include unsafe or unhealthy buildings, substandard design, lack of parking, incompatible uses, subdivided lots of irregular form and shape and inadequate size for proper usefulness and development that are in multiple ownership.

The types of conditions that cause economic blight include depreciated or stagnant property values or impaired investments, including those properties containing hazardous wastes; abnormally high business vacancies, low lease rates, high turnover rates, abandoned buildings, or excessive vacant lots within an area developed for urban use and served by utilities; a lack of necessary commercial facilities that are normally found in a neighborhood; residential overcrowding; an excess of businesses that cater exclusively to adults that led to problems of public safety and welfare; and a high crime rate that constitutes a serious threat to the public safety and welfare.

Redevelopment project areas are frequently proposed as a solution to revitalization and public infrastructure needs. 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. The Redevelopment Agency is required to assist with the relocation of any persons or businesses which 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 in promoting sustainable development in the community (See Table EP-3 for descriptions).

*“A fundamental purpose of redevelopment is to expand the supply of low- and moderate-income housing, to expand employment opportunities for jobless, underemployed, and low-income persons, and to provide an environment for the social, economic, and psychological growth and well-being of all citizens.”*

**Cal. Health & Safety Code § 33071**



**Table EP-3**  
**Redevelopment Tools to Promote Sustainable Development**

Tax Increment Financing	Tax Increment is the Agency's basic financing tool and is based upon the cumulative assessed value (i.e., base value) within a project area at the time a redevelopment plan is adopted. Any increase in assessed property value (resulting from the sale of property or new development) over the base value is called tax increment and may be utilized by the Agency to repay debt incurred in conjunction with redeveloping the project area.
Eminent Domain	CRL provides redevelopment agencies the ability to acquire real property through purchase, lease, option, gift, grant and bequest. Eminent Domain is a special tool for assembling land available under redevelopment; however, several legislated restrictions or limitations apply. The Agency may acquire real property on which an existing building is to remain only when the building needs structural improvement, the site requires modification, the owner refuses to enter into an owner participation agreement, or the site is to be used for a public purpose. In practice, eminent domain is rarely utilized in the City of San Diego.
Affordable Housing	Provision of low and moderate income housing is mandated under CRL with specific requirements for affordable housing (i.e., a percentage of new development), housing replacement, and relocation for persons displaced by redevelopment.

## Policies

- EP-I.1. Support the use of redevelopment in conjunction with input from the respective communities, subject to public participation and hearings/ approvals by the City Council, for those urbanized areas meeting the requirements of California Community Redevelopment Law (CCRL).
- EP-I.2. Ensure project areas are of an adequate size to create critical mass and generate sufficient tax increment to stimulate successful redevelopment activities over the life of the redevelopment plan.
- EP-I.3. Evaluate redevelopment study areas with an emphasis upon achieving long-term community objectives, public safety facilities, parks, and other infrastructure goals.
- EP-I.4. Encourage the use of tax increment funds for projects and associated infrastructure improvements that will stimulate future tax increment growth within the project areas and are consistent with the respective five year implementation plans.
- EP-I.5. Consider upfront costs, property tax revenue diverted from the city's General Fund and the comparative costs of alternate financing in evaluating new project areas.
- EP-I.6. Encourage redevelopment assisted affordable housing investment within the same project area where tax increment is generated.



- EP-I.7. Encourage the provision of affordable housing concurrent with all redevelopment assisted residential and mixed use development projects.
- EP-I.8. Ensure the even geographic distribution of affordable housing within and between redevelopment areas, such that affordable housing is not over-concentrated in particular areas.
- EP-I.9. Partner with other municipalities, school districts, and other public and/or non-profit agencies whenever possible to achieve General Plan, redevelopment and community plan goals.
- EP-I.10. Equitably distribute new public facilities within a project area that increase and enhance community quality of life.
- EP-I.11. Utilize redevelopment to eliminate or minimize land use conflicts, such as over-concentration of industrial facilities and uses that pose a significant hazard to human health and safety adjacent to residential and school uses.

## J. International Trade and Border Relations

### Goals

- A city which takes advantage of its location as part of a greater inter-regional and binational area to be a strong competitor in the global marketplace
- A city which protects the quality of life in the greater border region while keeping the region secure
- A city which promotes reliable and efficient transportation systems along the U.S. – Mexico border

### Discussion

Trade, commerce, and goods movement account for billions of dollars in economic growth for both the U.S. and Mexico. This places the City of San Diego, along the U.S. - Mexico border, in a unique location. San Diego and Tijuana have the largest population of any twin city area along the entire U.S. - Mexico border, and the border crossing here is the busiest in the world. At the San Diego-Tijuana region's two border crossings, Otay Mesa and San Ysidro, millions of northbound crossings are made each month to work, to school, to shop, and enjoy local attractions. These visits have been estimated to contribute billions of dollars annually to the Southern California and Baja California economies.





International trade contributes greatly to our economy and directly or indirectly supports a significant number of jobs in the San Diego region. International trade is the fastest growing sector of our nation's Gross Domestic Product (GDP). Today, international trade accounts for 25 to 50 percent of the annual growth of the nation's GDP. Much of our region's world trade exports pass through our international ports of entry. More than 43 percent of the nearly \$9 billion in goods exported from San Diego during 1999 were sold to Mexico. However, border crossing wait times for both passenger and commercial vehicles have increased, raising costs of international trade and impacting the lives of individuals from California and Baja California who cross the border. Community development in border communities and enhancement of border facilities will contribute to economic growth.

The growth of the production sharing industry in Tijuana plays an important role in the region, generating growth of headquarters, research and development, pilot manufacturing, and warehousing in San Diego. It has also been an important factor for development of the binational market. In addition, the North American Free Trade Agreement (NAFTA), implemented in 1994, has allowed California's trade with Mexico to exceed \$20 billion yearly and has overcome obstacles that have posed major problems for a more stable economic relationship. Employment in the production sharing industry has doubled in the last 15 years. However, the industry is under competitive pressure from other off-shore production centers where the cost of labor is comparatively cheaper. To counter this effect, Baja California will develop other sectors such as the automobile, pharmaceutical, and technology industries, and defense work where proximity to the market is a significant factor.

## **Policies**

- EP-J.1. Participate in and support regional and binational efforts which develop strategies for key border issues such as the alleviation of long border wait times, infrastructure improvements, public safety, economic development, border inspection and national security at the international border and surrounding areas.
- EP-J.2. Encourage development along the border which supports trade-related activities such as warehousing, distribution, manufacturing, assembly, production sharing, and transportation-related facilities.
- EP-J.3. Encourage participation in business incentive areas/zones in Otay Mesa and San Ysidro to take advantage of their unique location for industries engaged in production sharing strategies and cross-border trade.
- EP-J.4. Support infrastructure improvements that encourage the expansion of international trade capabilities in the city and the binational region.



- EP-J.5. Support measures to encourage frequent border crossers to participate in ports of entry programs. These measures should also facilitate the application process for people and vehicles.
- EP-J.6. Support efforts that facilitate the efficient movement of goods across the border such as crossing cards that expedite border crossing for the production sharing trucking industry.
- EP-J.7. Create international connections that improve port-of-entry efficiency, enhance linkages, and improve border appearance to foster a more welcome environment.
- EP-J.8. Develop a unique and festive binational village adjacent to the International border combining employment, retail, entertainment, and cultural uses connected by a pedestrian bridge to a similar zone in Tijuana.



**The City of San Diego General Plan**  
*Economic Prosperity Element*



# Public Facilities, Services and Safety Element

## Introduction

The Public Facilities, Services and Safety Element addresses facilities and services that are publicly managed, and have a direct influence on the location of land uses. These include Fire-Rescue, Police, Wastewater, Waste Management, Libraries, Schools, Information Infrastructure, Disaster Preparedness, and Seismic Safety. Three additional categories are addressed briefly within this Element and other sections of the General Plan as separate Elements. Park and recreation facilities are covered in the Recreation Element, water supply and conservation are covered in the Conservation Element, and transportation improvements are covered in the Mobility Element. The Public Facilities, Services and Safety Element also provides policies for prioritizing public facilities and services, and financing and development strategies.

The 1979 Progress Guide and General Plan emphasized the importance of timely development of facilities and services so as not to impact the adequate provision of public services. In the ensuing quarter century the city's ability to provide infrastructure and public facilities has been severely strained. Limitations have been particularly felt in the older urbanized areas, resulting from limitations on property





tax revenues, and the shifting of local tax revenues to the state. Revenue reductions initially resulted from the Property Tax Limitation Initiative of 1978 (Proposition 13) which placed extensive limits on property tax revenues. In the 1980s and 1990s, a substantial portion of property taxes, and other revenues historically reserved for local government, were shifted to state control.

These fiscal constraints impacted all California cities. However, the impact was not shared equally among the cities. The post Proposition 13 allocation of property taxes, as mandated by state Assembly Bill 8, resulted in Los Angeles and San Francisco receiving a much larger percentage of the local property tax than that received by San Diego. The city was left with a low overall revenue ratio compared with similar California cities. City general revenue per unit of net assessed valuation approximated one-half that generated in Sacramento, Long Beach, Los Angeles, and Oakland, and was significantly lower than that in San Jose and Anaheim.

While San Diego's revenue performance has historically been positive, the revenue base has not been sufficient in recent decades to fund substantial General Fund capital improvements. Consistent with this Element and community plans, prioritization of projects will be required to successfully plan for public facilities and services during this time of increasing demands for services, and rising costs of construction and maintenance. Development of joint-use facilities and regionalization of public facilities financing will be equally as critical. Additionally, the city's role in implementing the financing strategy identified herein is crucial to the planning and provision of public facility and service needs. The city is committed to ensuring adequate public facilities for all existing and future development in accordance with the General Plan, notwithstanding its limited fiscal resources and the financial challenges for funding capital improvements.

## **A. Public Facilities and Services Prioritization**

### **Goal**

- Public facilities and services that are equitably and effectively provided through application of citywide criteria and community specific priorities

### **Discussion**

The provision of adequate infrastructure and public facilities is a key component of the city's growth strategy. After experiencing unprecedented growth rates in the 1980s, growth policies in the 1990s sought to guide growth citywide through tiers that were categories reflecting how development could occur based on the availability of public facilities and services.



Provision and maintenance of the city's infrastructure and public facilities have been severely strained in the last two decades. Fiscal constraints, restrictive legislation, limited funding sources, and competing interests for a diminishing supply of available resources have contributed to this challenge. Of particular concern on a consistent basis are the impacts to the existing public facilities and services in the city's older urbanized areas.

As the city implements its smart growth strategy, it will be vigilant with regard to the needs and impacts of growth throughout the city with special attention given to older and aging communities. In the interest of efficiently and effectively utilizing available resources, prioritization guidelines for public facilities and services must play an instrumental role in planning. A major planning goal for prioritizing public facilities is to foster village attributes, such as transit, walkability, and land uses which serve community needs, including a variety of housing types and inviting public spaces. The integration of residential, commercial, employment, and civic uses serve to define the village as the heart of the community.

Protecting resident's health and safety will continue to remain the city's overall priority in terms of planning for and providing services and facilities. Private development will pay its fair share of needed facilities to accommodate new growth. However, when considering the investment of public resources in infrastructure, the highest priorities would be for underserved areas. On the basis of location, the highest priorities would be for those areas where the land use and infrastructure allows for further growth and for underserved areas. In addition to these factors, community level prioritization will depend on the sufficiency of community-specific public facilities, plus the collective preferences of residents regarding the importance and timing of the various facilities. These community specific factors will need to be described in community plans as they are amended and updated. The following policies apply to all public facilities and services discussed in the General Plan.

## **Policies**

- PF-A.1. Protecting resident's health and safety will continue to remain the city's first priority in terms of planning for and providing services and facilities.
- PF-A.2. After consideration of public health and safety, the allocation of public resources for public facilities should consider the following priorities:
  - a. The first preference should be given to locations within existing and potential village and transit Corridor areas as described by the village locational criteria in the General Plan and specified in the applicable community plan. These areas should be within communities not meeting public facilities guidelines or acceptable levels of service for the type of facility or service being considered.



- b. The next preference is to provide public facilities in areas generally outside existing and potential village and transit corridor locations as previously described, in communities that are not meeting public facilities guidelines or acceptable levels of service for the type of facility or service being considered.
  - c. The third preference is to provide public facilities for development within existing and potential Villages and Transit Corridor locations as previously described, in communities that generally meet public facilities guidelines or acceptable levels of service for the type of facility or service being considered.
- PF-A.3. Apply citywide priorities consistent with the goals, guidelines, and policies for each facility and service in the General Plan.
- PF-A.4. For regional capital facilities and infrastructure, invest in those facilities that provide the most significant positive economic impact to the city. Priority should be given to regional infrastructure investments that are fundamental to future needs and provide leverage for the city's competitive advantages.
- PF-A.5. Utilize community specific priorities to guide the provision of public facilities and services consistent with adopted plans and community preferences by developing a Community Facilities Element within each community plan to guide the prioritization by incorporating: community specific criteria to define and describe the desired character of needed facilities; and using public facilities financing plans (PFFP) to provide a baseline of existing needs and public prioritization preferences, overall and by category.
- a. Develop public facility and services priorities on a community basis to be consistent with citywide priority guidelines.
  - b. Apply guidelines for public facilities which consider varied community constraints and needs, while providing an equivalent level of service and maintaining consistency with sustainable development policies.
  - c. Evaluate and arrange prioritized needs giving consideration to management, operation, and maintenance requirements.
  - d. Public facilities where public contributions can be leveraged with private investment should be considered.
- PF-A.6. Include an evaluation of current citywide and community priorities in all community plan updates and community plan amendments for consistency and/or adjustments.



- PF-A.7. Determine that public facilities and services priorities are consistent and reflected in the annual programming and budgeting of the Capital Improvements Program (CIP).
- a. Incorporate public preferences on citywide capital projects and service priorities into the preparation of the annual Capital Improvements Program.

## B. Public Facility and Service Provision Strategy

### Goal

- Development patterns that result in the timely and adequate provision of public facilities and infrastructure

### Discussion

The majority of new growth in the city needs to have a more compact urban form and increase joint-use efficiencies in order to achieve progress in remedying existing public facilities shortfalls and provide high quality public facilities and services in the future. Adequate sources of revenue need to be secured, and facilities and services must be better tailored to meet the needs of diverse communities with respect to demographics. To meet current and future facilities needs, growth must be directed into development patterns that can be served efficiently, limited and often restricted existing funds must be targeted to support desired growth patterns (see the Strategic Framework/Land Use Element), and new or expanded funding sources must be considered. Additionally, attention must be directed to the maintenance and operational requirements of all public facilities. The success of the city's smart growth strategy and villages concept is contingent upon these efforts. As the city continues to mature and more communities become urbanized, the provision and timing of assured public facilities will continue to be crucial for effective planning implementation.

- PF-B.1. Analyze development proposals for impacts to public facilities and services.
- a. Identify the demand for public facilities and services resulting from discretionary projects.
  - b. Identify specific improvements and financing which would be provided by the project, including the adequacy of sewer, water, storm drain, solid waste, fire, police, schools, libraries, parks, open space, and transportation.
  - c. Subject projects requiring a community plan amendment, as a condition of approval, to exactions that are reasonably related and in rough proportionality to the impacts resulting from increased development in the community.
  - d. Projects requiring community plan amendments may not adversely affect the adopted community plan, facility and service guidelines, or levels of service.





- PF-B.2. Provide public facilities and services to assure that adequate levels of service are maintained as new development occurs.
- a. Ensure the timing and provision of public facilities and services are consistent with the development strategies described in the Strategic Framework/Land Use Element.
  - b. Reserve the right and flexibility to use the city's police powers to impose timing and sequencing controls on new development to regulate the impacts and demands on existing or new facilities and services.
- PF-B.3. Promote the joint-use of facilities, including schools, parks, libraries, child care facilities, and other public facilities and services.
- PF-B.4. Provide for the future population according to the fair share abilities of the city's communities to accommodate new residents commensurate with the public facilities to support them.
- PF-B.5. Maintain public facilities financing plans (PFFP) that guide the provision of public facilities.
- a. Evaluate and update financing plans, with full cost-recovery from developers, for consistency if needed, when community plans are updated or amended to increase density or intensity.
  - b. Include in financing plans a variety of facilities that have the potential to meet the needs of diverse communities.
    - 1) Identify in financing plans those public facility needs that are eligible for development impact fee funding, including but not limited to: police, fire-rescue, library, parks and recreation, and transportation facilities.
    - 2) Identify in financing plans community facilities recognized locally as serving the needs of the community, being accessible to and benefiting the public, but not eligible for development impact fee funding.

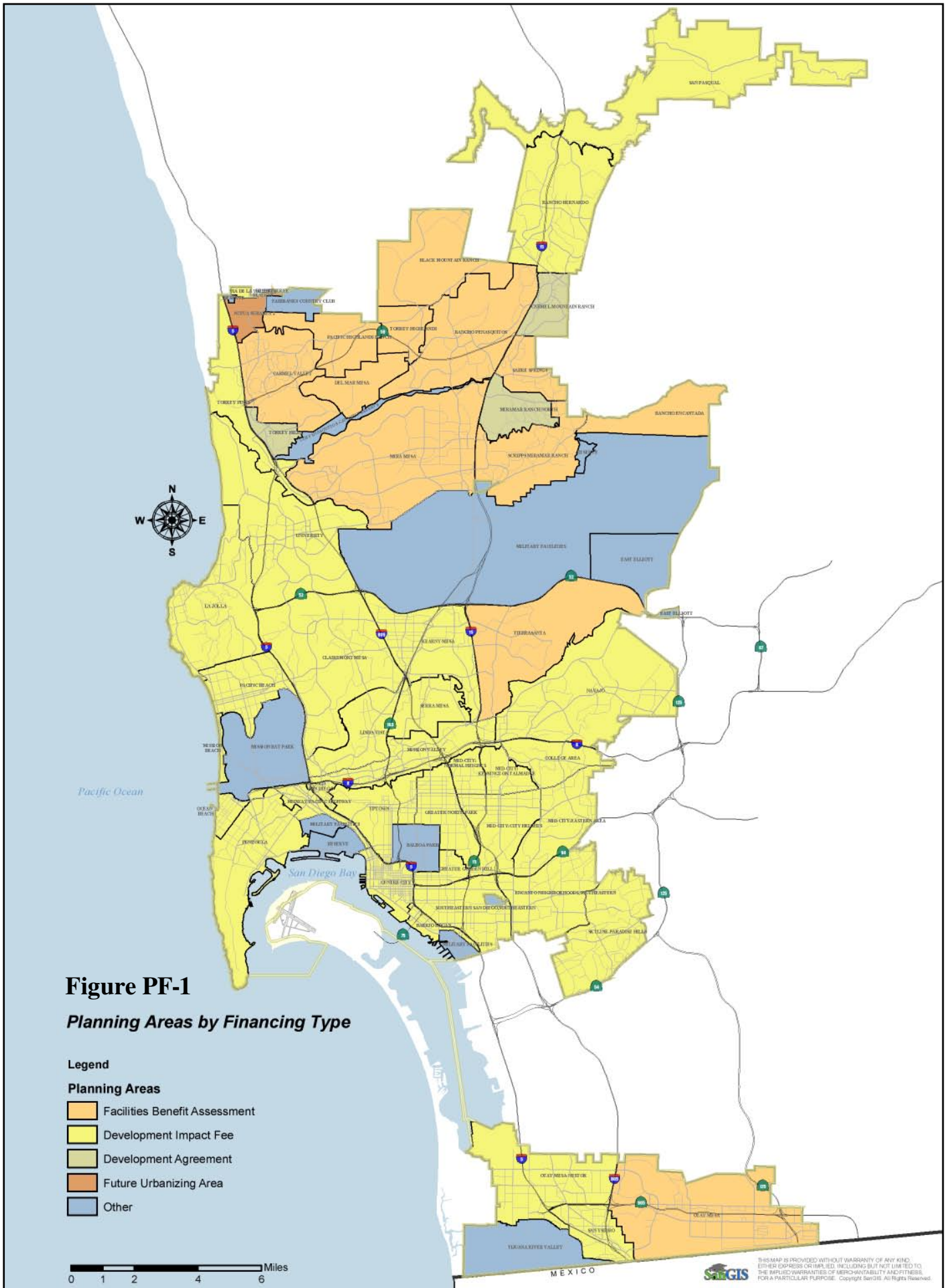
## C. Public Facilities Financing

### Goal

- Implementation of financing strategies and options that address existing and future public facility needs

### Discussion

Managing growth in the city through the assurance of adequate and timely public facilities to serve the future population continues to be a great challenge. The provision of city infrastructure and public facilities has been severely strained for more





than two decades. Limitations have been particularly felt in the older urbanized areas, as the combination of limits on property tax revenues and shifts of local taxes to the state have occurred. The passage of Proposition 13, the Property Tax Limitation Initiative, in 1978, followed by state budgeting actions beginning in the early 1980s, further reduced local revenues. During periodic recessionary times, the state has balanced its budget by appropriating local revenues. State repeals of previous subventions (categories of financial support) to local governments have resulted in an approximate one billion dollar drop in cities' and counties' combined share of the local property tax statewide.

These fiscal constraints have impacted all California cities, but not to the same degree. The post Proposition 13 allocation of property taxes, as mandated by state Assembly Bill 8 soon after the measure passed, has resulted in Los Angeles and San Francisco receiving a much larger share of the local property tax than is received by San Diego (see Table PF-1). San Diego also ranks low overall on general revenue sources, with a dollar amount slightly more than one-half that generated per dollar of net assessed value in Los Angeles. The reasons for this difference include both the higher percentage of property taxes allocated by the State to Los Angeles (per the formula set by Assembly Bill 8), as well as that city's use of more and greater sources of revenue.

<b>Table PF-1 Property Tax Allocation</b>	<b>Percent of 1%</b>
<b>Los Angeles</b>	<b>26.41%</b>
<b>Sacramento</b>	<b>Not Available</b>
<b>San Diego</b>	<b>17.07%</b>
<b>San Francisco*</b>	<b>57.74%</b>
<b>San Jose</b>	<b>15.45%</b>

\* San Francisco is a joint county/city. As a comparison, the County of San Diego receives 15.73% bringing the city/county total to 32.8%.  
Source: City of San Diego Facilities Financing Study, 2002.

As of 2005, San Diego did not utilize several potential municipal revenue sources which are relied upon by the vast majority of similar California cities (see Table PF-2). Prominent among these are lack of a residential trash collection fee, lack of any utility user tax, and lack of water/sewer rights-of-way franchise fees. Other revenues, such as the Transient Occupancy Tax and the Real Property Transfer Tax are currently charged at much lower rates than applied by San Diego's peer cities in California. Since the passage of Proposition 218 in the mid 1990s, increases to such revenues now require citywide voter approval, further complicating the ability to implement these options.



**Table PF-2 Comparison of 15 California Cities**

City	Utility User Tax	Residential Trash Collection Fee	Water/Sewer Utility Right-of-Way/ Franchise Fee
<i>Los Angeles</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>San Diego</i>	<i>NO</i>	<i>NO</i>	<i>NO</i>
<i>San Jose</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Long Beach</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Fresno</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Sacramento</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Oakland</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Santa Ana</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Anaheim</i>	<i>NO</i>	<i>YES</i>	<i>YES</i>
<i>Riverside</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Stockton</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Bakersfield</i>	<i>NO</i>	<i>YES</i>	<i>YES</i>
<i>Glendale</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>
<i>Fremont</i>	<i>NO</i>	<i>YES</i>	<i>YES</i>
<i>Huntington Beach</i>	<i>YES</i>	<i>YES</i>	<i>YES</i>

In spite of the detrimental fiscal constraints, the city’s role in implementing the financing strategy described herein is crucial to the planning and provision of public facility and service needs. California law limits development’s required contributions for public facilities to a proportional fair-share based on a clear nexus. Therefore, the city must be held responsible for its fair-share of public facility and infrastructure costs. It must invest in the construction and maintenance of facilities to address current needs and to support future growth. The ultimate implementation of the smart growth strategy described in this General Plan is contingent upon a financing strategy and the city’s ability to provide and maintain its facilities in a timely fashion. More importantly, preserving quality of life in the city, especially in older communities with longstanding needs, hinges on the city’s efforts to implement the financing strategy.

*In 2002 the City Council adopted and approved the City of San Diego Facilities Financing Study. The report was prepared for the Strategic Framework Citizen Committee, Finance Subcommittee. The major revenue options from the study are included in Table PF-3.*



## **Policies**

- PF-C.1. Address current and future public facility needs by pursuing, adopting, implementing, and maintaining the following strategy:
- a. Support state/local government fiscal reform efforts which provide an equitable redistribution of property tax proceeds or other revenues to the city from the state.
  - b. Assume an active leadership role in planning and implementing infrastructure investments on a collaborative regional basis.
    1. Apportion on a regional level, as applicable and appropriate, eligible infrastructure expenses to support regionally beneficial growth policies.
  - c. Coordinate with all appropriate authorities and agencies for a more efficient use of shared resources and joint-use opportunities for facilities and services.
  - d. Adopt new, or increase existing, user fee and taxation measures including, but not limited to, the options identified in Table PF-3.
  - e. Work in partnership with stakeholders to promote a bond measure to address the city's unfunded public facilities construction and maintenance needs.
  - f. Facilitate, where supported by local residents, adoption of improvements and/or maintenance districts, and other assessments for locally prioritized facilities and/or services.
  - g. Pursue Regional Comprehensive Plan and Smart Growth Incentive Program funding for transportation needs consistent with the financing policies in the Mobility Element.
  - h. Support appropriations from the funding sources identified in Table PF-4 to finance public facility costs.



**Table PF-3  
Major Revenue Options**

<b>Tax/Fee</b>	<b>Voter Requirement <sup>1</sup></b>	<b>Basis of Levy</b>
Ad Valorem Property Tax -Override for Bonds	Two-thirds	Citywide based on assessed value of property. An increase of the tax rate above 1% is limited to servicing bond debt service.
Sales and Use Tax <sup>2</sup>	Fifty percent if levied for general purposes <sup>3</sup>	Citywide, as a percentage of taxable retail and business-to-business sales.
Transient Occupancy Tax	Fifty percent if levied for general purposes <sup>3</sup>	Citywide, primarily derived from visitors
Business License Tax	Fifty percent	Citywide although specific rates could reflect policy priorities
Utility Users tax	Fifty percent	Citywide
Franchise Tax/Fees	Set by negotiation with individual utilities	While directly levied on utilities, effect would be citywide
Transfers from Municipal Utilities	None although may be vulnerable to proposition 218 challenge	Effect would be citywide
Real Property Tax Transfer	Fifty percent	Levied on Property sales
Parcel Taxes (including Mello-Roos)	Two-thirds	Can be levied citywide or locally
Storm Drain Fees	Likely fifty percent; Unresolved under Proposition 218	Likely Citywide
Refuse Collection Fees	Fifty percent to amend the City Municipal Code	Citywide on residential collection
Benefit Assessments	Fifty percent of property owners	Levied on property within a benefit assessment district

<sup>1</sup> Based on California state law. Implementation of a city proposition to require two-thirds vote on all tax increase is subject to outcome of current litigation.

<sup>2</sup> There is a statutory provision for countywide local sales tax. A citywide tax would require special legislation.

<sup>3</sup> Sometimes levied as a special tax, requiring two-thirds voter approval.

Source: City of San Diego Facilities Financing Study, 2002.



**Table PF-4  
Funding Sources**

<ul style="list-style-type: none"><li>• Annual Allocations</li><li>• Assessment Districts</li><li>• Business License Tax Revenue</li><li>• Capital Outlay (Lease Revenue)</li><li>• Certificates of Participation (COP)</li><li>• Community Development Block Grants (CDBG)</li><li>• Development Impact Fees (DIF)</li><li>• Facilities Benefit Assessments (FBA)</li><li>• Franchise Fee Revenue</li></ul>	<ul style="list-style-type: none"><li>• Gas Tax</li><li>• General Obligation Bond Issues</li><li>• Grants</li><li>• Landscaping and Lighting Acts</li><li>• Lease Revenue Bonds</li><li>• Local Transportation Fund</li><li>• Motor Vehicle Licenses Fee Revenue (MVLFF)</li><li>• Park and Playground Act of 1909</li><li>• Parking Meter Revenue</li><li>• Park Service District Fees (PSD)</li></ul>	<ul style="list-style-type: none"><li>• Parking Violation Revenue</li><li>• Private Contributions</li><li>• Property Tax Revenue</li><li>• Special Park Fee (SPF)</li><li>• Special Taxes for Fire and Police Protection</li><li>• Special Taxes for Libraries</li><li>• Transient Occupancy Tax (TOT)</li><li>• TransNet</li><li>• Utility Users Tax</li></ul>
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- PF- C.2. Maintain an effective facilities financing program to ensure new development mitigates the impact of its development.
  - a. Ensure new development pays its proportional fair share of facilities costs through applicable development impact fees pursuant to the California Government Code.
  - b. Ensure development impact fees (DIF) and facilities benefit assessments (FBA) are updated frequently and evaluated periodically to ensure financing plans are representative of current project costs and facility needs.
  - c. Develop or update every two years, and maintain public facilities financing plans (PFFP) that are consistent with Community Facilities Elements in each community plan, to identify public facilities needs, costs, priorities, and potential funding sources.
  
- PF-C.3. Integrate all planning and development policies and strategies in the annual development of the Capital Improvements Program.
  - a. Review all capital projects for consistency with adopted planning documents, such as the General Plan, community plans, public facilities financing plans, the city's smart growth strategy and others.
  - b. Coordinate citywide capital project prioritization and programming with the city's budget office for consistency with General Plan prioritization guidelines.
  - c. Conduct annual conformance and audit reports of the Capital Improvements Program.
  
- PF-C.4. Conduct periodic review of the fiscal impacts of private development throughout the city to serve as a policy guide regarding the amount, intensity, location, and timing of new development.
  
- PF-C.5. Establish a consistent approach to evaluating and reporting the long-term fiscal impact of public policy decisions to ensure a sound fiscal base.





## D. Fire-Rescue

### Goal

- Protection of life, property, and environment by delivering the highest level of emergency and fire-rescue services, hazard prevention, and safety education

### 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. In 1997 the San Diego Medical Services Enterprise limited liability corporation was formed, through a partnership between the City of San Diego 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. The fire service is also responsible for hazard prevention and public safety education.



Suburban residential development patterns and anticipated future 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.

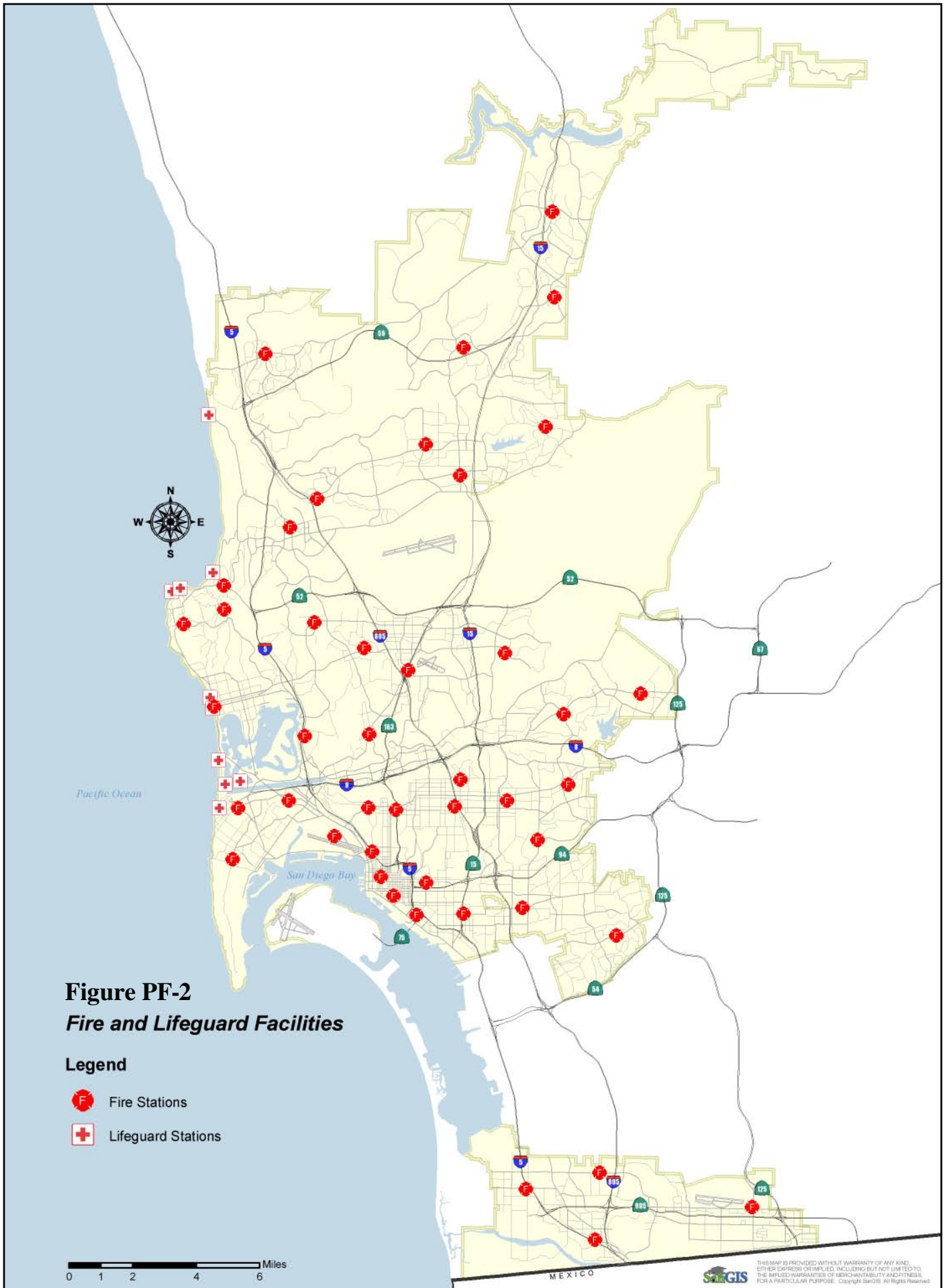


The few remaining newly developing areas of the city often present challenges associated with proper site location, funding of fire stations, and timing of development. In redeveloping communities, funding and site locations for new or expanded facilities also require great effort and coordination.




## Policies

- PF-D.1. Fire stations should be located, staffed and equipped to meet the following established response times. Typically a two to two-and-one-half mile distance between fire stations will address the required response times.
- Total response time for the first-in engine company for fire suppression should be within five minutes (turnout and travel time) 90 percent of the time.
  - A full first alarm assignment total response time should be within nine minutes (turnout and travel time) 90 percent of the time.
  - First responder or higher-level capability should arrive at emergency medical incidents within five minutes (turnout and travel time) 90 percent of the time.
  - A unit with advanced life support (ALS) capability should arrive at emergency medical incidents within nine minutes (turnout and travel time) 90 percent of the time.
- PF-D.2. Recommended fire station site area should be 3/4 acre and allow room for station expansion.
- Consideration should be given to including joint-use opportunities such as community meeting rooms or collocating with police, libraries, or parks.
  - Site acquisition should be required for surrounding urban development and a priority as other opportunities allow.
- PF-D.3. Maintain service levels to meet the demands of continued growth and development, tourism, and other events requiring fire-rescue services.
- PF-D.4. Provide, and efficiently utilize, public safety related facilities and services to assure adequate levels of service standards are attained concurrent with development.
- PF-D.5. Ensure that all fire-rescue infrastructure, facilities, buildings, and other designed structures are evaluated for adherence to public safety standards and sustainable development policies and that any impacts on fire-rescue services are mitigated.



**Figure PF-2**  
**Fire and Lifeguard Facilities**

**Legend**

-  Fire Stations
-  Lifeguard Stations

0 1 2 4 6 Miles

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- PF-D.6. Invest in, and incorporate, all future technological advances that enhance the city's ability to deliver emergency and fire-rescue services more efficiently.
- PF-D.7. Provide and maintain a training facility and program to ensure fire-rescue personnel are properly trained.
- PF-D.8. Fire stations should be sufficiently buffered from adjacent land uses, especially if located in residential areas, when feasible.
- PF-D.9. Lifeguard towers should be spaced every 1/10 of a mile or 10 towers per mile.

## E. Police

### Goals

- Communities in which public safety is assured, and peace and order are maintained
- Police services that respond to community needs, respect individuals, develop partnerships, manage emergencies, and apprehend criminals with the highest quality of service

### Discussion

The City of San Diego police services include patrol, traffic, investigative, records, laboratory, and support services. The city works toward accomplishing its police and public safety goals by embracing the Neighborhood Policing philosophy and practice. Neighborhood Policing requires shared responsibility between the city and residents in order to address underlying problems contributing to crime and the fear of crime. The city works in a problem solving partnership together with community groups, government agencies, private groups, and individuals to fight crime and improve the quality of life for the people of San Diego.

Until the 1980s, the city provided its police services citywide, primarily from a single centralized facility. Several in-house and consultant studies were conducted during the 1970s to evaluate the benefits of decentralizing police functions. As a result of these studies, it was determined that several area stations were to be established throughout the city to better serve individual communities. To accomplish this, a twenty-year plan was developed to establish four new area police stations (Southeastern, Western, Eastern, and Northeastern), replace the existing Southern Division station, construct a new Administrative and Technical Center to replace the existing police headquarters, and relocate the Central Division. Developing needs



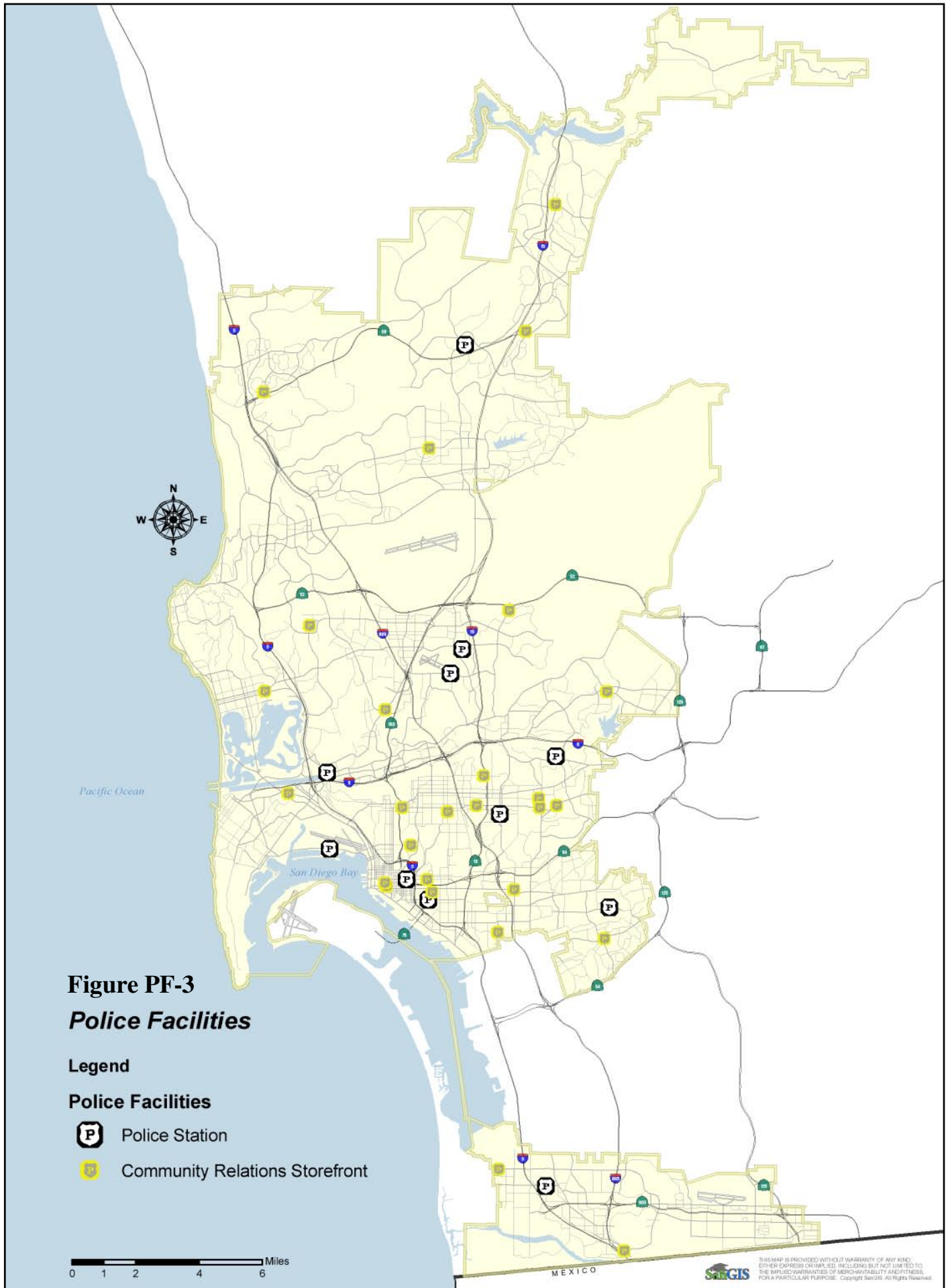
also led to the construction of a Mid-City Division facility and a centralized Traffic Division facility.

With the exception of the Northern Division area station (circa 1970), all major facilities now occupied by city police services were constructed during the twenty-year plan period. The demographics and population growth projections for the city have changed since the last studies were conducted, as have the needs and technologies employed by the city in providing police services. Advances in laboratory services, information technology, and specialized units have presented a challenge to those trying to accommodate them. Further, several of the area stations built during the 1980s are already crowded and in need of improvement.

As development and growth continue in the city, additional infrastructure, including additional police facilities, will be required to maintain the city's established police response time goals to ensure public safety.

## **Policies**

- PF-E.1. Provide a sufficient level of police services to all areas of the city.
- PF-E.2. Maintain average response time goals as development and population growth occurs. Average response time guidelines are as follows:
  - a. Priority E Calls (imminent threat to life) within seven minutes.
  - b. Priority 1 Calls (serious crimes in progress) within 12 minutes.
  - c. Priority 2 Calls (less serious crimes with no threat to life) within 30 minutes.



**Figure PF-3**  
**Police Facilities**

**Legend**

**Police Facilities**

-  Police Station
-  Community Relations Storefront

0 1 2 4 6 Miles

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- d. Priority 3 Calls (minor crimes/requests that are not urgent) within 90 minutes.
  - e. Priority 4 Calls (minor requests for police service) within 90 minutes.
- PF-E.3. Police area station sites should be sufficiently buffered from adjacent land uses, especially if located in residential areas, when feasible.
- PF-E.4. Planning for associated services or facilities to adequately support these new stations should occur as the need for additional police area stations increases to accommodate growth.
- PF-E.5. New police facilities to be designed and constructed consistent with sustainable development policies.
- PF-E.6. Contribute to long-range planning efforts and development reviews to address police needs.
- PF-E.7. Provide mechanism for police services personnel to analyze the effects development has on average response time goals and police facilities.

## F. Wastewater

### Goals

- Improvements to the regional environment resulting from the collection, treatment, re-use, disposal, and monitoring of wastewater
- A wastewater system that supplements the region's limited water supply

### Discussion

The city's wastewater system provides regional wastewater treatment and disposal services for the City of San Diego and 15 cities and districts in a 450 square mile area stretching from Del Mar to the north, Alpine and Lakeside to the east, and the Mexican border to the south. The city manages all of the resources needed to operate the current Metropolitan Sewerage System, serving a population of more than two million, and provides new facilities for improved treatment or additional capacity to accommodate regional growth and economic vitality while protecting water quality and the environment. Additionally, the city is also responsible for operating and maintaining the Municipal Sewerage Collection System for the City of San Diego. The city's wastewater system also helps protect ocean water quality, supplement a limited water supply, and comply with federal standards. Through state-of-the-art



facilities, water reclamation, biosolids production and cogeneration, the city is a leader in maximizing the conservation of water and energy as part of the wastewater treatment process



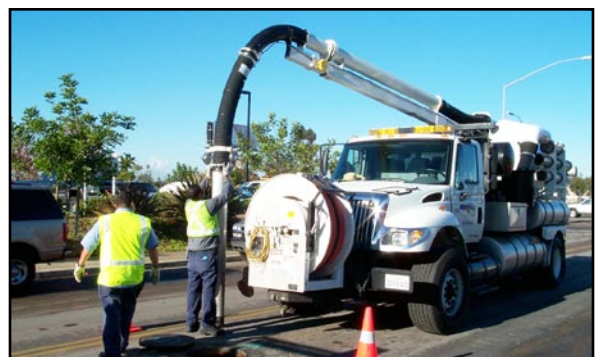
Major upgrades of the city's wastewater treatment facilities in the 1990s provided a functional treatment capacity (285 million gallons per day) sufficient to meet the projected needs of the service area (including 15 of the city's surrounding communities on a contracted basis) through at least 2020. Several treatment facilities are designed to produce recycled water for appropriate uses and support the city's water service strategy of diversifying water supply sources in order to reduce future reliance on imported water. Facilities have also been designed to supplement the region's power supply by exploiting location and the wastewater treatment process for the cogeneration of power where it makes sense.

A significant program of periodic cleaning and inspection is conducted to minimize overflows and resulting environmental impacts for the city's service area and nearly 3,000 mile system of wastewater collection pipes. The inspections are also conducted to determine the comprehensive capital repair, rehabilitation, and replacement program needed to ensure the long term integrity of this important infrastructure system. The city also operates a robust program of ocean sampling, particularly shaped to monitor the two large ocean outfalls utilized by the wastewater treatment facilities in order to contribute to the accurate assessment of our local environmental health.



To provide best value for ratepayer dollars, the city is engaged in an ongoing effort to continually improve efficient service delivery and implement proven best industry practices to manage the significant public investment in our wastewater infrastructure system assets.

Meeting evolving regulatory pressures is a nationwide challenge for the wastewater treatment industry. The city maintains an active dialogue with federal and state regulators aimed at arriving at the best solution for all stakeholders in the process. The results of this dialogue frequently dictate approaches to facility design and operation.







The city's Storm Water Pollution Prevention Program strives to facilitate the maintenance of quality recreational waters by a multi-faceted approach based upon enforcement, education, institutional change, innovative watershed management, water quality monitoring and analysis, and sound engineering solutions. The sources of pollution that must be controlled and eliminated result from urbanization as well as daily life and

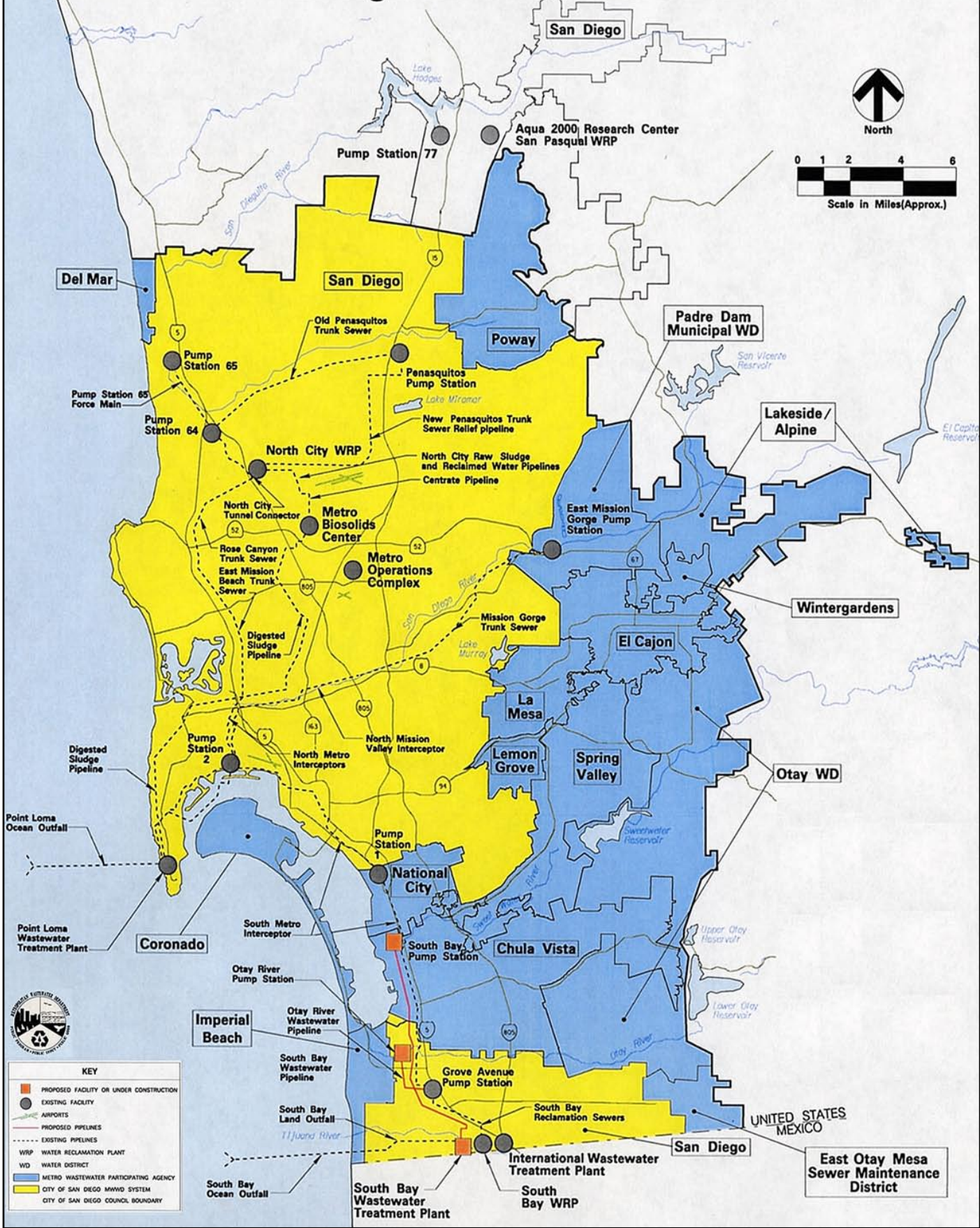
business choices. The key related strategy to prevent pollution is to couple innovative infrastructure and policy solutions with providing to residents, commerce, and industry with dependable resources and accurate information that will support and encourage informed choices consistent with improving San Diego's water quality.

## **Policies**

- PF-F.1. Meet or exceed federal and state regulatory mandates cost effectively.
- PF-F.2. Produce quality reclaimed water.
- PF-F.3. Minimize sewer spills by best practice infrastructure asset management practices.
- PF-F.4. Maintain conveyance and treatment capacity under all weather and topographical conditions.
- PF-F.5. Construct facilities to accommodate regional growth projections that are consistent with sustainable development policies.
- PF-F.6. Ensure facilities meet business, safety, and life-cycle cost concerns.
- PF-F.7. Manage infrastructure assets optimally through efficient repair and replacement.
- PF-F.8. Support informed and timely resource allocation decisions.
- PF-F.9. Develop and execute a financing plan to satisfy requirements validated through the public participation process.

Figure PF-4

# Metropolitan Wastewater System Existing and Planned Facilities





- PF-F.10. Explore entrepreneurial and environmental initiatives (such as the cogeneration of power) and pursue as appropriate.
- PF-F.11. Maximize the beneficial use of sludge to the extent feasible.
- PF-F.12. Maintain a cost-effective system of meeting or exceeding regulatory standards related to wastewater collection and treatment and storm water pollution prevention.
- PF-F.13. Incorporate new technologies and scientific advancements in the optimal provision of wastewater services.

## G. Waste Management

### Goals

- Efficient, economical, environmentally-sound waste collection, management, and disposal
- Maximum diversion of materials from disposal through the reduction, reuse, and recycling of wastes to the highest and best use

### Discussion



Managing the refuse of society is an essential government function. Waste materials that are not effectively managed, collected, and disposed of, pose a health threat. Solid waste management requires an integrated approach focusing first on health and safety.

A primary component of any integrated solid waste management strategy is waste reduction. As emphasized in state, county, and city laws and planning documents, the less waste material that is produced in the first place, the better, both from an economic and an environmental perspective. Waste reduction is essential in all facets of society, including the home, government and private offices, farms, manufacturing facilities, and entertainment establishments. Wasted materials cause environmental impacts at each stage of their life cycle. There are impacts associated with the initial manufacture of the material, the transport of the material for sale, and the transport of the material for disposal or recycling. If not recycled or composted, the material takes up space in a landfill.



The city is required to comply with the California Public Resources Code. It is also necessary for the city to monitor regional disposal opportunities in order to ensure that plans are in place to meet the current and future disposal needs of San Diego's residents.

A reduction in the rate of consumption of landfill space is essential since any lands not required for the safe disposal of waste could be used for more productive purposes. Local government must continue to take an active role in educating the public about the economic and environmental benefits of waste



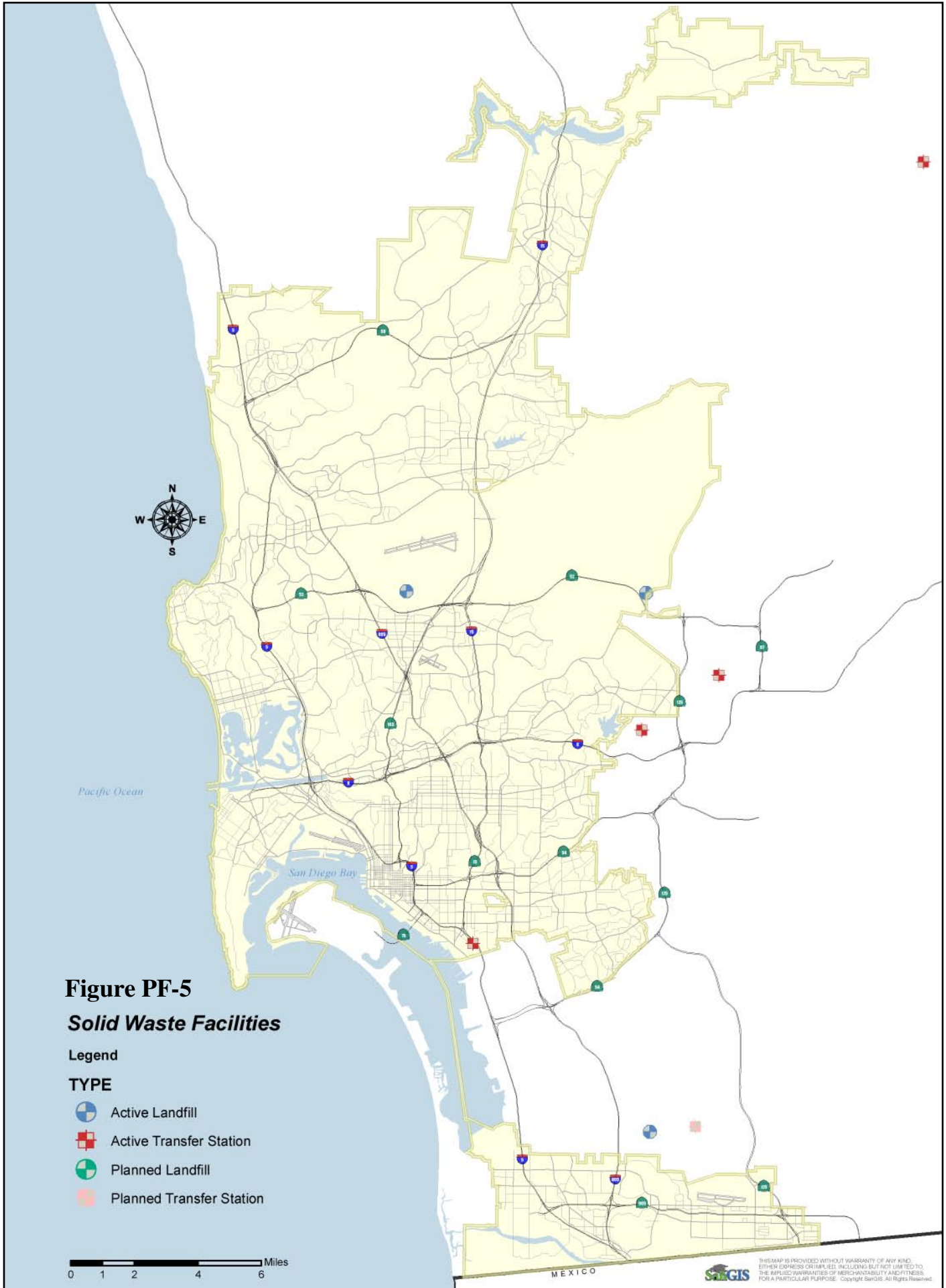
reduction. For example, consumable items should be as durable as possible, with a long and efficient life that prevents wasting of resources. For waste materials that cannot be reduced at the source, local government must take steps to ensure efficient collection, maximum recycling/composting, and safe and environmentally-sound disposal. In addition, the city must also continue to provide litter prevention and abatement services and facilities.

It is the city's responsibility to manage the collection, recycling/composting, and disposal of waste materials. Environmental, economic and regulatory principals should guide the provision of the waste management services necessary to protect public health and safety whether the city provides the service directly or manages it through franchises, land use controls, or other methods.



## Policies

- PF-G.1. Provide efficient and effective waste collection services.
- City and private fleets to provide efficient routing to minimize truck trip distances with fuel-efficient vehicles producing low emissions.
  - Design or retrofit city and private operation stations consistent with sustainable development policies.
  - Encourage waste reduction and recycling with source-separated collection of materials.
  - Encourage businesses and residences to provide space for recycling containers and efficient collection.
  - Identify additional funding sources for all waste management services.



**Figure PF-5**  
**Solid Waste Facilities**

**Legend**

**TYPE**

-  Active Landfill
-  Active Transfer Station
-  Planned Landfill
-  Planned Transfer Station

0 1 2 4 6 Miles

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PF-G.2. Maximize waste reduction and diversion.

- a. Conveniently locate facilities and informational guidelines to encourage waste reduction, diversion, and recycling practices.
- b. Operate public and private facilities that collect and transport waste and recyclable materials in accordance with the highest environmental standards.
- c. Support resource recovery programs that produce soil additives, mulch, or compost from yard debris and organic waste.
- d. Maximize the separation of recyclable and compostable materials.
- e. Provide local manufacturing facilities that recycle materials into usable products or that compost organic materials.
- f. Support recycling of construction and demolition (C&D) of debris. Strive for recycling of 100 percent of inert C&D materials and a minimum of 50 percent of all other material.
- g. Use recycled, composted, and post-consumer materials in manufacturing, construction, public facilities and in other identified uses whenever appropriate.
- h. Encourage advance disposal fees to prevent the disposal of materials that cause handling problems or hazards at landfills.
- i. Provide sufficient information on the movement of waste and recyclable materials to meet regulatory requirements at public and private transfer stations and materials recovery facilities to allow adequate planning.
- j. Reduce subsidies to disposal and increase incentives for waste diversion.
- k. Promote manufacturer and retailer responsibility to divert harmful, reusable, and recyclable products upon expiration from the waste stream.
- l. Provide a mixed construction and demolition waste materials recycling facility.
- m. Expand and stabilize the economic base for recycling in the local and regional economy by encouraging and purchasing products made from recycled materials.
- n. Continuously assess new technologies for recycling, composting, co-generation, and disposal to maximize efficient use of city resources and environmental protection.

*San Diegans create more than seven pounds of trash per person per day. With a population of more than 1.2 million, that adds up to nearly nine million pounds each day, or about 1.68 million tons annually. At the current rate of disposal, the city's Miramar Landfill will likely be filled to capacity and could be forced to close in 2012.*

PF-G.3. Provide environmentally-sound waste disposal facilities and alternatives.

- a. Design and operate disposal facilities located within the city, or that serve as a destination for city waste, to meet or exceed the highest applicable environmental standards.



- b. Investigate alternatives to standard disposal practices as fiscally and environmentally-sound technologies become available.
  - c. Ensure efficient, environmentally-sound refuse and recyclable materials collection and handling through appropriate infrastructure, alternative fuel use, trip coordination, and other alternatives.
  - d. Ensure environmentally and economically sound disposal options for materials that cannot be effectively reduced, reused, recycled, or composted.
  - e. Pursuant to the California Public Resources Code, provide for a sufficient planning period, with consideration of factors such as trip distance, sufficient environmentally-sound disposal capacity for waste generated within the city.
  - f. Cooperate on a regional basis with local governments, state agencies, and private solid waste companies to find the best practicable, environmentally safe, and equitable solutions to solid and hazardous waste management.
  - g. Maximize environmental benefit in landfill-based waste diversion and effective load check programs by ensuring that recyclable or hazardous materials do not end up in the landfill.
  - h. Use closed and inactive landfill sites for public benefits, such as provision of energy from waste generated methane, creation of wildlife habitat upon proper remediation, or other land uses determined to be appropriate.
- PF-G.4. Promote litter prevention efforts and practices.
- a. Provide conveniently located public litter and recyclable materials containers on public streets and in large public venues.
  - b. Encourage partnerships and collaborative efforts to sponsor and coordinate neighborhood pride/cleanup events.
  - c. Promote anti-litter education campaign and encourage point of purchase and other funding options to support education and cleanup efforts.



## H. Libraries

### Goals

- A library system that contributes to the quality of life through quality library collections, technologically improved services, and welcoming environments
- A library system that is responsive to the specialized needs and desires of individual communities

### Discussion

The library system is a primary steward of the diverse cultural heritage of the San Diego community and of the enduring elements of world civilization; it is a portal to the world around us. It is a vital learning presence in the community, providing information objectively and offering lifelong learning opportunities to every citizen through the system's Central Library and 34 branches. The staff, collections, services, physical facilities, and programs exist to provide the best library service possible to all San Diegans. Each library strives to be a welcoming place.

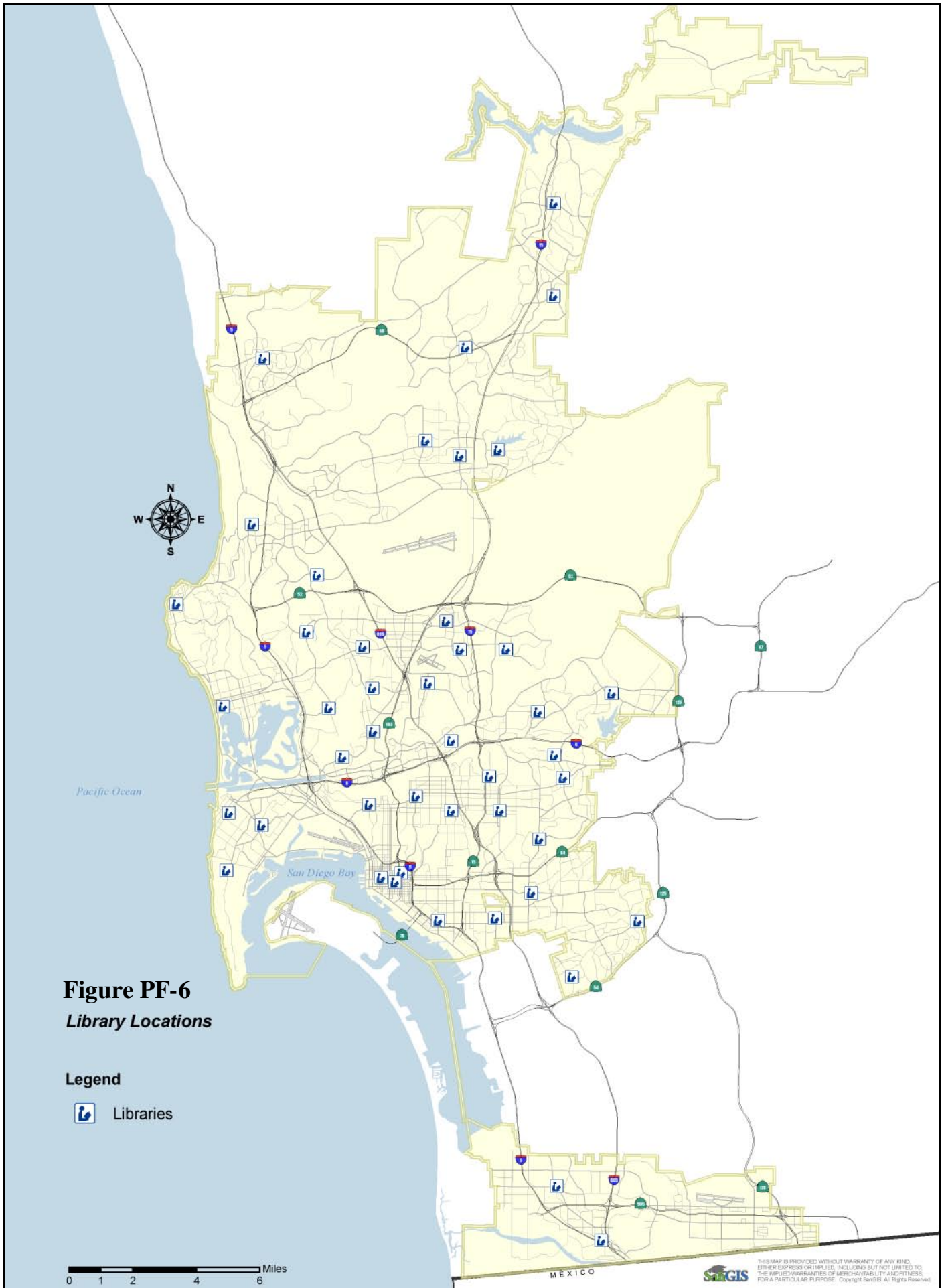
The library system conducts regular evaluations of services to adapt to service demands, take advantage of constantly evolving technology, and to provide for facility construction and maintenance costs. Such assessments contribute to the provision of adequate collections that are responsive to community needs. Technological advances will continue to redefine what and how information and materials are provided and other library services. While available and applied technologies continue to influence the modern evolution of the library system, the need for physical library facilities will remain an integral aspect of the city's public services.



### Policies

- PF-H.1. Provide a permanent library facility when the population of a given community reaches 18 to 20,000 residents, with anticipated growth to at least 27 to 30,000 residents after twenty years.
- PF-H.2. Recommended library building size for new or expanded facilities is 15,000 square feet of dedicated library space. There should be at least one larger facility in each Council District. Typically this would be a 20 to 25,000 square-foot facility.







- PF-H.3. Recommended maximum radius of a branch service area should be approximately two miles.
- PF-H.4. New library facilities shall meet energy efficiency and environmental requirements consistent with sustainable development policies.
- PF-H.5. Locate new library facilities near village centers and public transit.
- PF-H.6. Ensure consistent and equitable library services as communities grow in order to maintain service levels which consider operational costs and are based on established guidelines.
- PF-H.7. Consider the appropriate architectural design of library facilities and their place in the neighborhood and community, consistent with sustainable development policies.
- PF-H.8. Pursue joint-use of libraries with other compatible community facilities and services including other city operations.
- PF-H.9. Build and maintain a library system that adapts to technological changes, enhances library services, and meets community and library system needs.



## I. Schools

### Goals

- A multi-level public and private school system that enables all students to realize their highest potential as individuals and as members of society
- Educational facilities that are equitable, safe, healthy, technologically equipped, aesthetically pleasing, sustainable, supportive of optimal teaching and learning for all students, and welcoming to parents and community members
- A public school system that provides opportunities for students to attend schools within their residential neighborhoods as well as choices in educational settings outside their neighborhoods

### Discussion



One of the most important public services is the provision of schools and the offering of quality education to the residents of the city. San Diego is fortunate in having many levels of public and private educational institutions available: universities and colleges; an excellent Adult Education Program; numerous junior colleges; and the very necessary elementary and secondary school system. This section addresses the K-12 educational level and presents cooperative policies for the various independent educational authorities within the city.

*Section 17620 of the California Education Code authorizes school districts to collect fees to mitigate the impact of new development on enrollment in the district. The State Allocation Board determines the maximum level of fees a district can levy for residential and commercial/industrial development.*

A serious, persistent problem for most of the school districts has been the provision of schools in the remaining areas of the city that are rapidly developing. Equally as challenging, is the provision and redesign of educational facilities in many redeveloping areas. To meet the demand of increasing enrollment, the districts must make construction and reconstruction investments to

meet the needs of existing and planned housing and demographic shifts. Similarly, to meet the demands of a diverse and competitive economy, other educational institutions must invest in expanding opportunities to accommodate growth, demographic shifts, and increased competition. For additional policies on education development see the Economic Prosperity Element.



A balance must be established between the competing needs of maintaining/developing housing and constructing/expanding schools. Without such a balance new construction and expansion construction may have different student generation characteristics than redevelopment construction. In order to provide a school facility through redevelopment within an existing urban

area, an accompanying need to remove existing housing units to build the project can displace existing students from that school's service area. This can result in a student load for a specific area that is reduced from the original projections. Other redevelopment which involves the conversion of housing supporting lower income families can have the same impact. Effects of displacing students to other, generally lower cost, housing areas within the city or region should be taken into account. The loss of lower income housing units in itself can reduce the overall stock of needed housing for families with school age children. Because of this the impacts, as well as the benefits, of redevelopment that provides new school facilities or other uses should be considered carefully for the best options.

*The San Diego Unified School District is a K-12 district and provides educational services to approximately 80 percent of the City of San Diego. In addition to the San Diego Unified School District, there are 16 smaller districts, including elementary and secondary levels, which service the outlying northern, eastern, and southern areas of the city.*

Some districts have recently experienced drops in enrollment, especially in the older, fully developed sections of the city. It is forecasted that the mature areas of the city may see declining enrollments for at least the next decade, although there may be isolated increases in enrollment in areas experiencing substantial residential redevelopment. This decline is generated by a combination of factors including lower birth rates, out-migration of families with children, and a relative change in the demographics of in-migrants, including more single adults, childless couples, and smaller families.

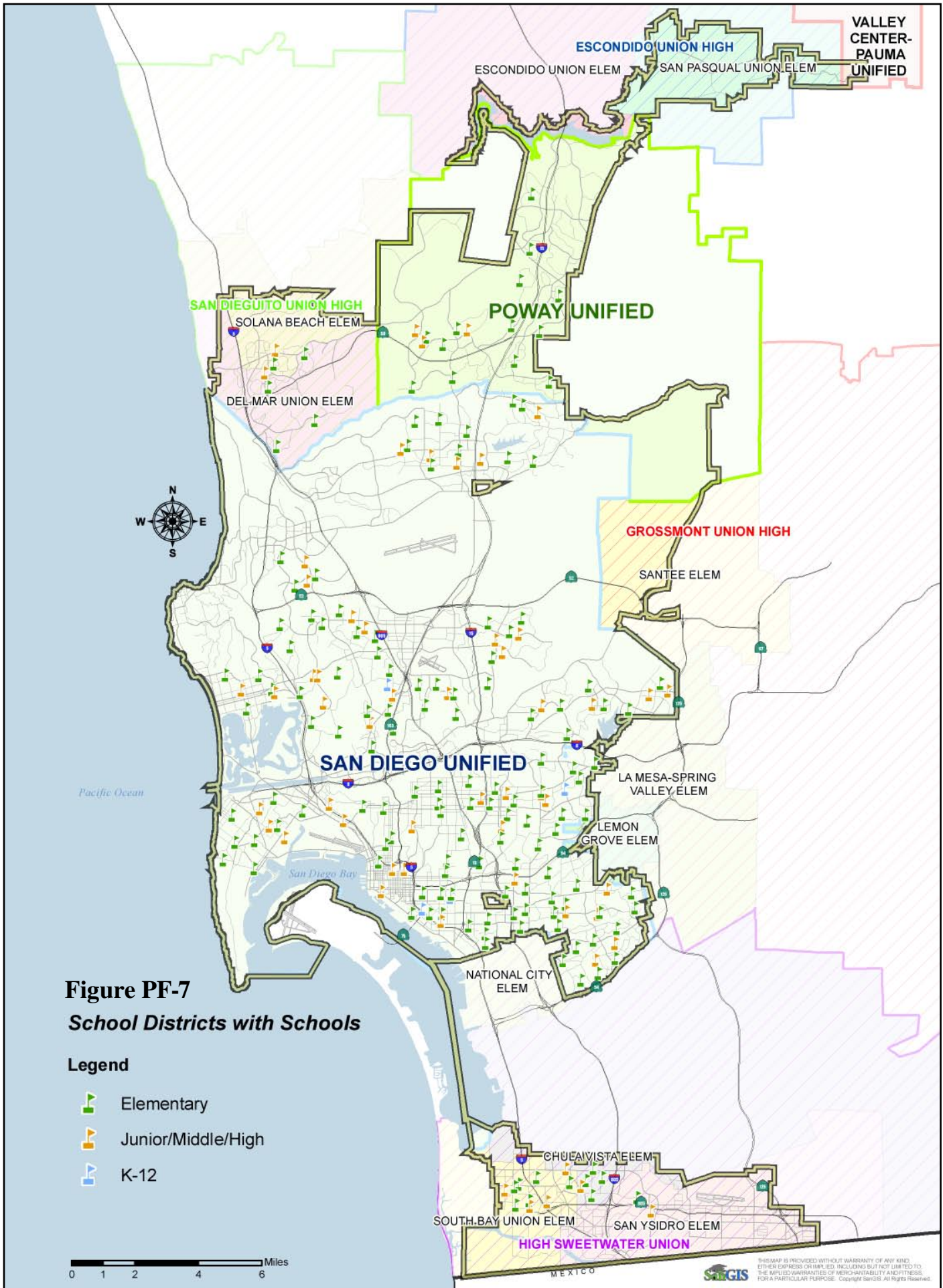
Beyond the consideration of demographic shifts, smarter planning for education means designing schools to serve as centers of their communities and or neighborhoods. The concept of joint-use is expanded well beyond the shared use of playing fields; it can include such facilities as auditoriums that double as community theatres; and incorporating centralized libraries, health clinics and other community services into schools that are designed in partnership with the residents for greater community access and engagement. The planning and design of more neighborhood-centered schools implements smart growth principles and is a more efficient use of scarce resources.

*The San Diego Unified School District applies the following guidelines in the planning of its school facilities:*

*Elementary schools: maximum enrollment of 700 students. Site of approximately seven acres required to support the educational program.*

*Junior high/middle schools: maximum enrollment of 1,500 students. Site of approximately 15 acres required to support the educational program.*

*Comprehensive senior high schools: maximum enrollment of 2,000 students. Site of approximately 25 acres required to support the educational program.*





## Policies

- PF-I.1. Assist the school districts in resolving problems arising over the availability of schools in all areas of the city.
- PF-I.2. Design schools as community learning centers, recognize them as an integral part of our neighborhoods, and encourage equitable access to quality schools and other educational institutions.
- PF-I.3. Smaller school sites should be considered for schools that have smaller enrollments, and/or incorporate space-saving design features (multi-story buildings, underground parking, placement of playgrounds over parking areas or on roofs, etc.).
- PF-I.4. Schools should be located away from fault zones, high-voltage power lines, major underground fuel lines, and outside areas susceptible to landslides and flooding.
- PF-I.5. Schools should not be located in areas subject to excessive noise, near industrial areas, hazardous material sites, or areas of significant motorized emissions.
- PF-I.6. Work with school districts to better utilize land through development of multi-story school buildings.
- PF-I.7. Continue joint-use of schools with adult education, civic, recreational, and community programs, and for public facility opportunities.
- PF-I.8. Work with the school districts to develop school facilities that are architecturally designed to reflect the neighborhood and community character, that are pedestrian and cycling friendly, and that are consistent with sustainable development policies and urban design policies.
- PF-I.9. Work with school districts to avoid environmentally protected and sensitive lands.
- PF-I.10. Work with school districts in evaluating best use of underutilized school district facilities and land for possible acquisition and/or joint-use.



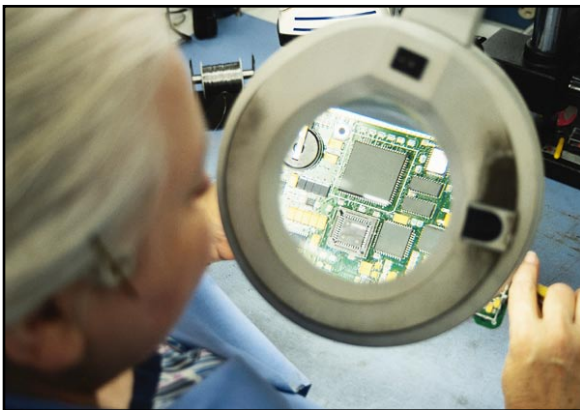
## J. Information Infrastructure

### Goals

- Increased opportunities for connectivity in the information infrastructure system
- An information infrastructure system that meets existing and future communication, access, and technology needs
- An integrated information infrastructure system that enhances economic viability, governmental efficiency, and equitable universal access
- A city that regulates and coordinates telecommunications to ensure and safeguard the public interest

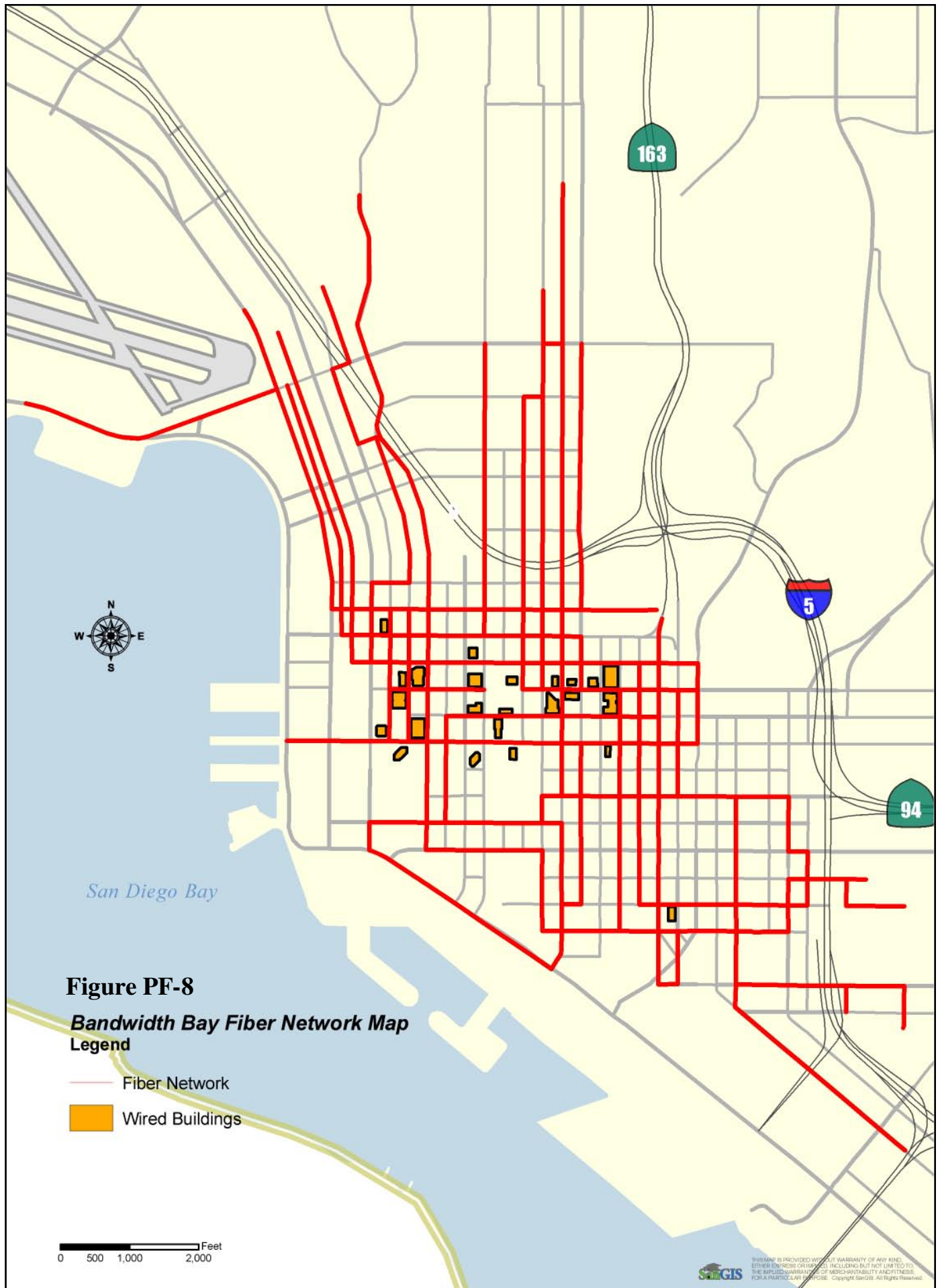
### Discussion

In January 2000, the city developed its first Information Technology Strategic Plan (ITSP). The ITSP is intended to define the city's vision of the future for information technology and key strategies for achieving this vision. The plan is also to provide citywide guidance and direction for the management and development of information technology.



The city recognizes that information technology can enable it to achieve its business goals and meet its challenges, including development of more efficient and cost-effective city services. Additionally, the city recognizes the need to develop and maintain the necessary information infrastructure in order to achieve the desired levels of communication, service, business, and access, internally and externally, for all public and private entities.

In addition to internal strategies, the city will continue to pursue the proper planning and provision of information infrastructure. Compared to traditional types of infrastructure such as roads and sewer lines, planning for high-tech infrastructure is a relatively recent phenomenon. The convergence of data, telephone, television, satellites, personal digital assistants, and the personal computer has created a dynamic world of interactive communications possibilities. Planning, providing, and supporting evolutions in communication and information infrastructure will provide a vital framework for job and commercial growth, educational opportunities, and quality of life issues in San Diego.



**Figure PF-8**

**Bandwidth Bay Fiber Network Map Legend**

- Fiber Network
- Wired Buildings

0 500 1,000 2,000 Feet





## **Policies**

- PF-J.1. Incorporate appropriate information infrastructure requirements into all relevant local policies, ordinances, and plans.
- PF-J.2. Coordinate with all agencies and programmed project schedules to minimize disruptions to residents and public rights-of-way, and incorporate information infrastructure needs and opportunities.
- PF-J.3. Provide infrastructure to ensure seamless communications and universally available access to data for all internal and external groups.
- PF-J.4. Facilitate economic development citywide, with consideration of the city's status in the border region of Mexico, with adequate provision of an information infrastructure system.
- PF-J.5. Encourage and regulate private telecommunication service providers to work with the city in developing and maintaining an integrated information infrastructure system.
- PF-J.6. Promote internally and externally cost-efficient delivery of services and exchange of information using telecommunication systems, including "hot zone" designations and other similar strategies.
- PF-J.7. Encourage city departments and other employers to adopt telecommuting, wherever practical, to mitigate traffic congestion, air pollution, environmental concerns, and quality of life issues.
- PF-J.8. Provide incentives for developers to pre-wire new and remodeled structures to accommodate future technologies to allow seamless communications citywide.
- PF-J.9. Improve the city's existing emergency telecommunication system so that it can better respond to and mitigate the impacts of various emergency situations.
- PF-J.10. Provide public access workstations in all communities within the city.
- PF-J.11. Support efforts to provide those with disabilities access to the most current technologies.
- PF-J.12. Ensure proper reuse, recycling and waste diversion efforts of communications equipment and other technologies upon expiration of use.



## K. Disaster Preparedness

### Goals

- A city and region that, through diligent planning, organizing, and training are prepared for man-made and natural disasters
- Reduced disruptions in the delivery of vital public and private services during and following a disaster
- Prompt and efficient restoration of normal city functions and activities following a disaster

### Discussion

The City of San Diego's disaster preparedness program emphasizes the prevention of, response to, and recovery from natural, technological, and manmade disasters including acts of terrorism. The program is designed to improve the city's ability to protect employees, the community, and the environment; and to enhance its ability to recover from financial losses, regulatory fines, damages to facilities or equipment, and other impacts on service delivery or business continuity.

Prevention of disasters addresses prevention, mitigation, and educational activities which reduce or eliminate a threat, or reduce its impact on life, health, and property. The response efforts incorporate the functions of planning, training, exercising, and execution and are conducted in accordance with U.S. Department of Homeland Security Office of Domestic Preparedness requirements. In the event of



a disaster, recovery efforts, including Local Assistance Center (LAC), Disaster Assistance Center (DAC), or Family Assistance Center (FAC) operations, are generally oriented toward activities that focus on returning to normalcy after an event. Key to recovery is the process of identifying critical services and their dependencies on infrastructures such as buildings, power, communications, and data systems.

The city's disaster preparedness efforts also include oversight of the city's Emergency Operations Center (EOC). The effort is responsible for maintaining the EOC in a continued state of readiness, training city staff and outside agency representatives in their roles and responsibilities, and coordinating EOC operations when activated in response to an emergency or major event/incident. Additionally, the city is responsible for the development and maintenance of emergency operational documents and guides for city facilities, Qualcomm Stadium, PETCO Park, and potential major incidents.



National and international events continue to focus attention on homeland security and public safety issues. The city is coordinating efforts to improve staff's ability to manage vital information and limited resources during a major emergency such as an earthquake, chemical spill, or act of terrorism through the use of technology. The city is also responsible for securing and managing

homeland security and other grant funds to enhance its, and the region's, security and overall preparedness to prevent, respond to, and recover from any hazard whether natural or man-made.

## Policies

- PF-K.1. Ensure operational readiness of the Emergency Operations Center.
- PF-K.2. Establish communications with all city elected officials and managers regarding Office of Homeland Security issues.
- PF-K.3. Review and update Emergency Operations Plans on an annual basis.
- PF-K.4. Develop a significant event/disaster After Action Report and critique format.
- PF-K.5. Ensure that citywide guidelines for Operational Conditions (OPCON) are aligned with the U. S. Department of Homeland Security.
- PF-K.6. Develop a comprehensive exercise program consistent with the U.S. Department of Homeland Security Office of Domestic Preparedness requirements.
- PF-K.7. Coordinate with other urban area jurisdictions to execute a variety of exercises to test operational and emergency plans.

*All emergency responders and EOC and Department Operation Centers (DOC) operate under the Standardized Emergency Management System (SEMS). SEMS is intended for managing response to multi-agency and multi-jurisdiction emergencies in California and is required by Government Code §8607(a).*

PF-K.8. Facilitate all aspects of the execution of the city's pilot Community Emergency Response Team (CERT) program to meet the requirements set forth by the Emergency Preparedness and Response directorate of the U. S. Department of Homeland Security and the San Diego Citizen's Corps Council.

- PF-K.9. Ensure that recovery efforts involving the disposal of materials adhere to the policies in the Waste Management section of this Element.



## L. Seismic Safety

### Goals

- Abated existing structural hazards which could threaten life and property in the case of a seismic event
- Development that avoids inappropriate land uses in identified seismic risk areas

### Discussion

The fundamental objective of the seismic safety policies is to reduce the risk of hazard resulting from future seismic and related events. The seriousness of seismic risk to public safety is a function not only of local seismic conditions, but also a public awareness of the seismic hazards present, and the effectiveness of mitigation policies and practices utilized to reduce the risk resulting from the hazards. This section identifies existing and potential land use planning efforts which are instrumental in planning for seismic safety.

Southern California is considered one of the most seismically active regions in the United States, with numerous active faults and a history of destructive earthquakes. San Diego is located approximately 100 miles west of the San Andreas Fault, the predominate earthquake hazard in the state, and is close to several large active faults capable of producing intense ground shaking. Faults influencing local seismicity include the Elsinore, San Jacinto, Coronado Bank, San Diego Trough, San Clemente and La Nación. In addition, the downtown area of the city is underlain by the active Rose Canyon Fault. Local geologic maps show that most neighborhoods in San Diego are underlain by numerous smaller faults (see Geo-Technical Relative Risk Areas map).

Situated in such proximity to large faults creates a significant seismic risk to the City of San Diego. Damage to structures and improvements caused by a major earthquake will depend on the distance to the epicenter, the magnitude of the event, the underlying soil, and the quality of construction. The severity of an earthquake can be expressed in terms of both intensity and magnitude. The magnitude of an earthquake is measured by the amount of energy released at the source of the quake. The Richter Scale, developed in the 1930s for Southern California, is used to rapidly define earthquake size and estimate damage.

The city uses the San Diego Seismic Safety Study, a set of geologic hazard maps and associated tables, as a guideline to correlate acceptable risk of various land uses with seismic (and geologic) conditions identified for the site. Large and complex structures, and places attracting large numbers of people, are most restricted as to geographic location based on site conditions. These facilities include dams, bridges, emergency facilities, hospitals, schools, churches, and multi-story, high



*Since 1929, the state of California has held full responsibility for the regulation and supervision of all dams and reservoirs within its territory that are not federally owned. This responsibility is exercised through the Department of Water Resources' Division of Dams, which conducts periodic inspections and re-evaluations of all dams and reservoirs under state jurisdiction - including the fourteen owned by the City of San Diego.*

density residential structures. Low and medium residential development is considered land use of a lesser sensitivity and is therefore “suitable” or “provisionally suitable” (requiring mitigation) under most geologic conditions. Uses with only minor or accessory structures can be located on sites with relatively greater risk due to lower user-intensity associated with activities such as parks and open space, agriculture, and most industrial

land uses. Geotechnical investigations are required to be performed prior to site development. The scope of investigations can range from feasibility surveys to extensive field exploration and engineering/geologic/seismic analyses depending upon the complexity of site conditions and the intensity of the proposed land use.

San Diego has been required to enforce the State Earthquake Protection Law (Riley Act of 1933) since its enactment in 1933. However, the seismic resistance requirements of the law were minimal for many years and San Diego did not embrace more restrictive seismic design standards until the adoption of the 1952 Uniform Building Code. Other applicable state regulations include the Alquist-Priolo Earthquake Fault Zoning Act, the Seismic Hazards Mapping Act, and the Unreinforced Masonry Law.

The California Earthquake Loss Reduction Plan was developed by the California Seismic Safety Commission in fulfillment of a mandate enacted by the Legislature in the California Earthquake Hazards Reduction Act of 1986. The plan is a comprehensive strategic document that sets forth the vision for a safer California and provides guiding policies. Incorporating lessons learned from all previous earthquakes, the plan is periodically updated for approximately five-year timeframes to continue to support new and ongoing efforts to protect California residents and the built environment. Such efforts are effective in reducing damage and injury from succeeding earthquakes. The city’s development guidelines are consistent with state regulations and requirements.

The following table identifies those seismic, geologic, and structural hazards which the city must consider in all planning and development efforts.

**Table PF-5 SEISMIC HAZARDS**

Ground Shaking	<p>When a break or rapid relative displacement occurs along the two sides of a fault, the tearing and snapping of the earth’s crust creates seismic waves which are felt as a shaking motion at the ground surfaces. The most useful measure of severity of ground shaking for planning purposes is the Modified Mercalli Intensity scale. This scale, ranging from Intensities I to XII, judges shaking severity by the amount of damage it produces. Intensity VII marks the point at which damage becomes significant. Intensity VIII and above correspond to severe damage and problems that are of great community concern.</p> <p>For comparison, the Rose Canyon Fault, capable of producing a 6.9 magnitude earthquake, would have an intensity of VII-IX. Intensity IX earthquakes are characterized by great damage to structures including collapse.</p>
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Ground Displacement	<p>Ground displacement is characterized by slippage along the fault, or by surface soil rupture resulting from displacement in the underlying bedrock. Such displacement may be in any direction and can range from a fraction of an inch to tens of feet.</p> <p>In San Diego, exposures are generally poor and most faults are either potentially active or inactive. However, if ground displacement were to occur locally, it would most likely be on an existing fault.</p> <p>Failure of the ground beneath structures during an earthquake is a major contributor to damage and loss of life. Many structures would experience severe damage from foundation failures resulting from the loss of supporting soils during the earthquake.</p>
Seismically Induced Settlement / Subsidence	<p>Settlement of the ground may come from fault movement, slope instability, and liquefaction and compaction of the soil at the site. Settlement is not necessarily destructive. It is usually differential settlement that damages structures.</p> <p>Differential or uneven settlement occurs when the subsoil at a site is of non-uniform depth, density, or character, and when the severity of shaking varies from one place to another.</p>
Liquefaction	<p>Liquefaction is a process by which water-saturated granular soils transform from a solid to a liquid state during strong ground shaking.</p>
Soil Lurching	<p>Soil lurching is the movement of land at right angles to a cliff, stream bank, or embankment due to the rolling motion produced by the passage of surface waves. It can cause severe damage to buildings because of the formation of cracks in the ground surface. The effects of lurching are likely to be most significant near the edge of alluvial valleys or shores where the thickness of soft sediments varies appreciably under a structure.</p>
Tsunamis and Seiches	<p>A tsunami is a sea wave generated by a submarine earthquake, landslide, or volcanic action. A major tsunami from either of the latter two events is considered to be remote for the San Diego area. However, submarine earthquakes are common along the edge of the Pacific Ocean, and all of the Pacific coastal areas are therefore exposed to the potential hazard of tsunamis to a greater or lesser degree. A seiche is an earthquake-induced wave in a confined body of water, such as a lake, reservoir, or bay.</p>

### GEOLOGIC HAZARDS

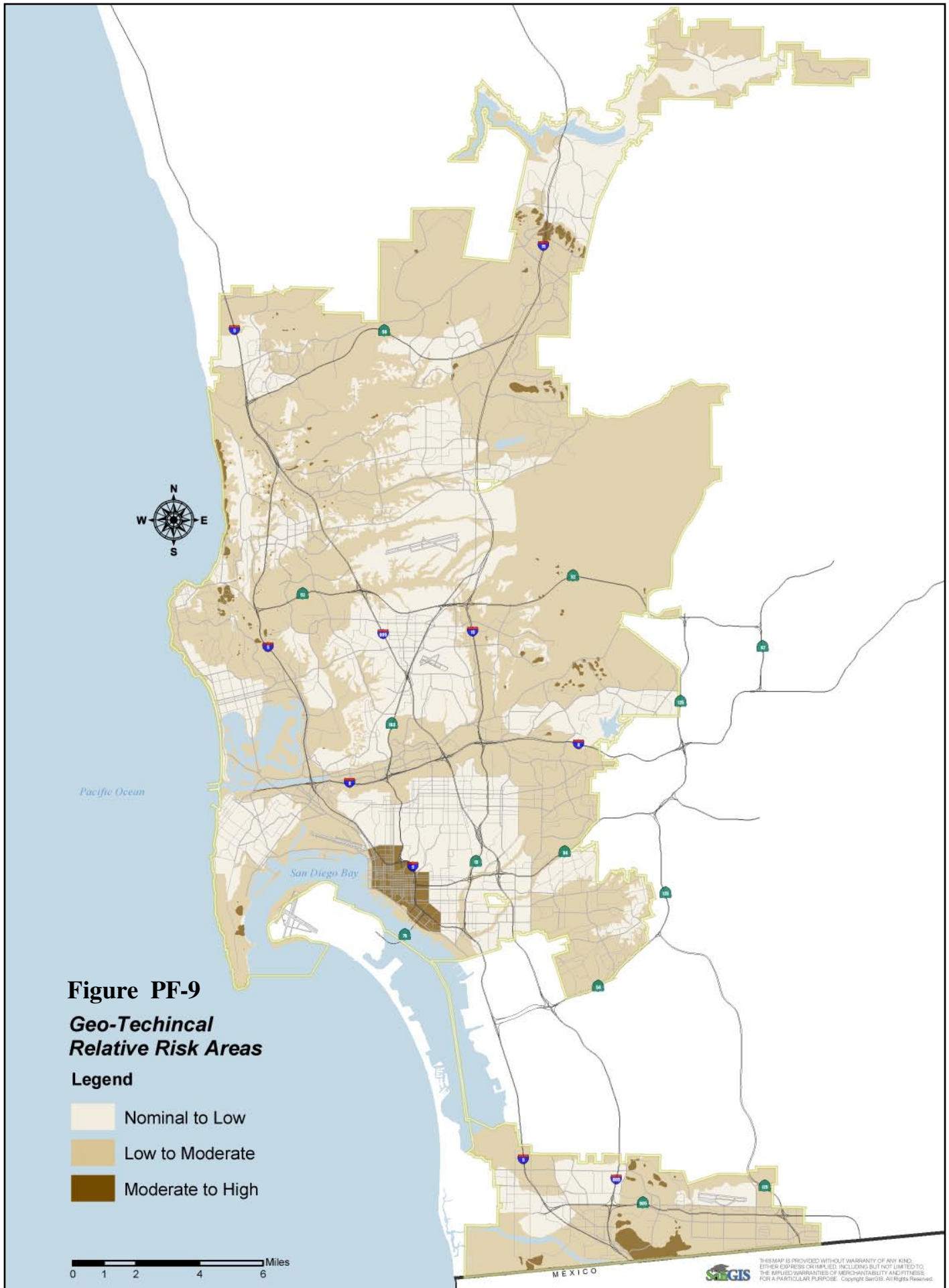
Landslide and Slope Stability	<p>Old landslides and landslide-prone formations are the principal non-seismic geologic hazards with the city. Conditions which should be considered in regard to slope instability include inclination, characteristics of the soil and rock orientation of the bedding, and the presence of groundwater.</p> <p>The causes of classic landslides start with the pre-existing condition inherent within the rock body itself that can lead to failure. The actuators of landslides can be both natural events such as earthquakes, rainfall and erosion and human activities such as grading and filling.</p> <p>Some of the areas where landslides have occurred are: Otay Mesa; the east side of Point Loma; the vicinities of Mount Soledad, Rose Canyon, Sorrento Valley, and Torrey Pines; portions of Rancho Bernardo and Penasquitos; and along Mission Gorge in the vicinity of the second San Diego Aqueduct.</p>
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Coastal Bluffs	<p>Coastal bluffs are land features that have resulted from the actions of sea wave forces on geologic formations and soil deposits. Geologic factors that affect the stability of bluffs include rock type, jointing and fracturing, faulting and shear zones, and base erosion. Where bluffs are eroding quickly, measures to reduce bluff degradation may be necessary in order to preserve the bluff line.</p> <p>In the Torrey Pines area, the coastal bluffs have experienced sizeable landslides where oversteepening of the seacliff has resulted in unstable conditions. In addition, rock falls have occurred in the Sunset Cliffs area caused by undermining of the sandstone.</p>
Debris Flows or Mudslides	<p>A debris flow or mudslide is a form of shallow landslide involving soils, rock, plants, and water forming a slurry that flows downhill. This type of earth movement can be very destructive to property and cause significant loss during periods of heavy rainfall. The City of San Diego is susceptible to mudslides because of abundant natural, hilly terrain and steep manufactured slopes. Steeply graded slopes tend to be difficult to landscape and are often planted with shallow-rooted vegetation on a thin veneer of topsoil. When saturated, these loose soils behave like a liquid and fail.</p>

### STRUCTURAL HAZARDS

Buildings	<p>It is roughly estimated that about 800 (mainly nonresidential) masonry buildings within the city may constitute structural hazards. The majority of these are located in the downtown area; however, appreciable numbers are also found in the older sections of the Hillcrest, North Park, and La Jolla business districts, among others. Policies regulating the rehabilitation of such structures, and construction of new structures, are addressed in the city's Land Development Code.</p>
Utility Systems	<p>Utility systems are peculiarly subject to failure in earthquakes because of their largely underground location, and the inevitability that some lines will cross faults. Major transmission lines crossing fault zones should be carefully designed and constructed so that ground movement can be accommodated. In general, this suggests the use of flexible pipe and rubber ring joints rather than rigid lengths of pipe that are welded or glued. Frequent valving to permit the isolation of broken mains is also indicated, along with provision for utilizing redundant routes or systems.</p>



**Figure PF-9**  
**Geo-Technical**  
**Relative Risk Areas**

- Legend**
- Nominal to Low
  - Low to Moderate
  - Moderate to High

0 1 2 4 6 Miles





## Policies

- PF-L.1. Protect public health and safety through the application of effective seismic, geologic and structural considerations.
- a. Ensure that current and future community planning and other specific land use planning studies continue to include consideration of seismic and other geologic hazards. This information should be disclosed, when applicable, in the CEQA document accompanying a discretionary action.
  - b. Maintain updated citywide maps showing faults, geologic hazards, and land use capabilities, and related studies used to determine suitable land uses.
  - c. Require the submission of geologic and seismic reports, as well as soils engineering reports, in relation to applications for land development permits whenever seismic or geologic problems are suspected.
  - d. Utilize the findings of a beach and cliff erosion survey to determine the appropriate rate and amount of coastline modification permissible in the city.
  - e. Coordinate with other jurisdictions to establish and maintain a geologic “data bank” for the San Diego area.
  - f. Regularly review local lifeline utility systems to ascertain their vulnerability to disruption caused by seismic or geologic hazards and implement measures to reduce any vulnerability.
  - g. Adhere to state laws pertaining to seismic and geologic hazards.
- PF-L.2. Maintain or improve integrity of structures to protect residents and preserve communities.
- a. Abate structures that present seismic hazards with consideration of the desirability of preserving historical and unique structures and their architectural appendages, special geologic and soils hazards, and the socio-economic consequences of the attendant relocation and housing programs.
  - b. Continue to consult with qualified geologists and seismologists to review geologic and seismic studies submitted to the city as project requirements.
  - c. Pursue an amendment to the California Community Redevelopment Law to expressly provide that seismically hazardous structures may constitute a condition of blight.
  - d. Support legislation that would empower local governing bodies to require structural inspections for all existing pre-Riley Act (1933) buildings, and any necessary remedial work to be completed within a reasonable time.



# Recreation Element

*“Park improvement is among the most important of the undertakings now before the City. It should have the cordial cooperation of all.”*

*San Diego Union*

Editorial on the City Park System, July 6, 1910

## Introduction

The city’s parks, open space, trails, and recreation facilities play an important role in the physical, mental, social, and environmental health of the city. They strengthen the body and assist in maintaining physical well-being. They provide the visual relief and relaxation that refreshes and restores the frame of mind. They create opportunities for personal interaction and provide alternatives to crime. They improve air quality, reduce urban runoff, and decrease the effects of urban heat islands.



The City of San Diego provides four categories of recreation for residents and visitors: population-based, resource-based, open space, and amenity-based recreation.

- Population-based facilities and services are located in close proximity to residential development and are intended to serve the daily needs of the neighborhood and community. When possible, they adjoin schools in order to share facilities, and ideally are within walking distance of the residences within their service area
- Resource-based parks are 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.
- Natural open space is city-owned land located throughout the city consisting of canyons, mesas, and other natural landforms. This open space is intended to preserve and protect native plants and animals, while providing public access and enjoyment by the use of hiking, biking, and equestrian trails.
- Amenity-based recreation facilities are golf courses, dog parks, skate parks, amphitheaters and other similar type facilities that are not necessarily population-based that are strategically placed to serve the needs of several communities. These facilities may be developed as stand-alone facilities or grouped together.

These four categories of recreation, including facilities and programs, constitute San Diego’s municipal park and recreation system.



*Recreation and physical activity are important components in fighting and preventing childhood obesity. According to the National Institutes of Health, childhood obesity has reached epidemic proportion in the United States. The percentage of elementary school children considered obese has doubled since 1980, from 7% to 14%. Health impacts associated with childhood obesity are: high blood pressure, high cholesterol, type II diabetes, sleep apnea, and respiratory conditions such as asthma. There are psychological effects related to obesity such as feelings of inadequacy, low self-esteem, and embarrassment caused by peer teasing. Contributing factors include replacement of physical play time with computerized play, increased television viewing, readily available fast foods, and large portion prepackaged foods.*

*One way to help prevent obesity and make physical activity attractive to overweight and obese children is to provide recreational facilities within a safe walking and biking distance. Such facilities should include varied and challenging facilities and activities that provide opportunities for overweight or obese children to actively participate without fear of being taunted or embarrassed by their peers. The American Obesity Society, whose mission it is to educate the public and encourage efforts to prevent obesity (especially among children), provides recommendations on physical activity. The recommendations include encouraging children to: participate in team sports at school or within the community; enroll in structured activities such as gymnastics, tennis, and martial arts; encourage free play; join in neighborhood recreation programs; and take part in non-competitive lifetime physical activities such as walking, biking, hiking, and dancing.*

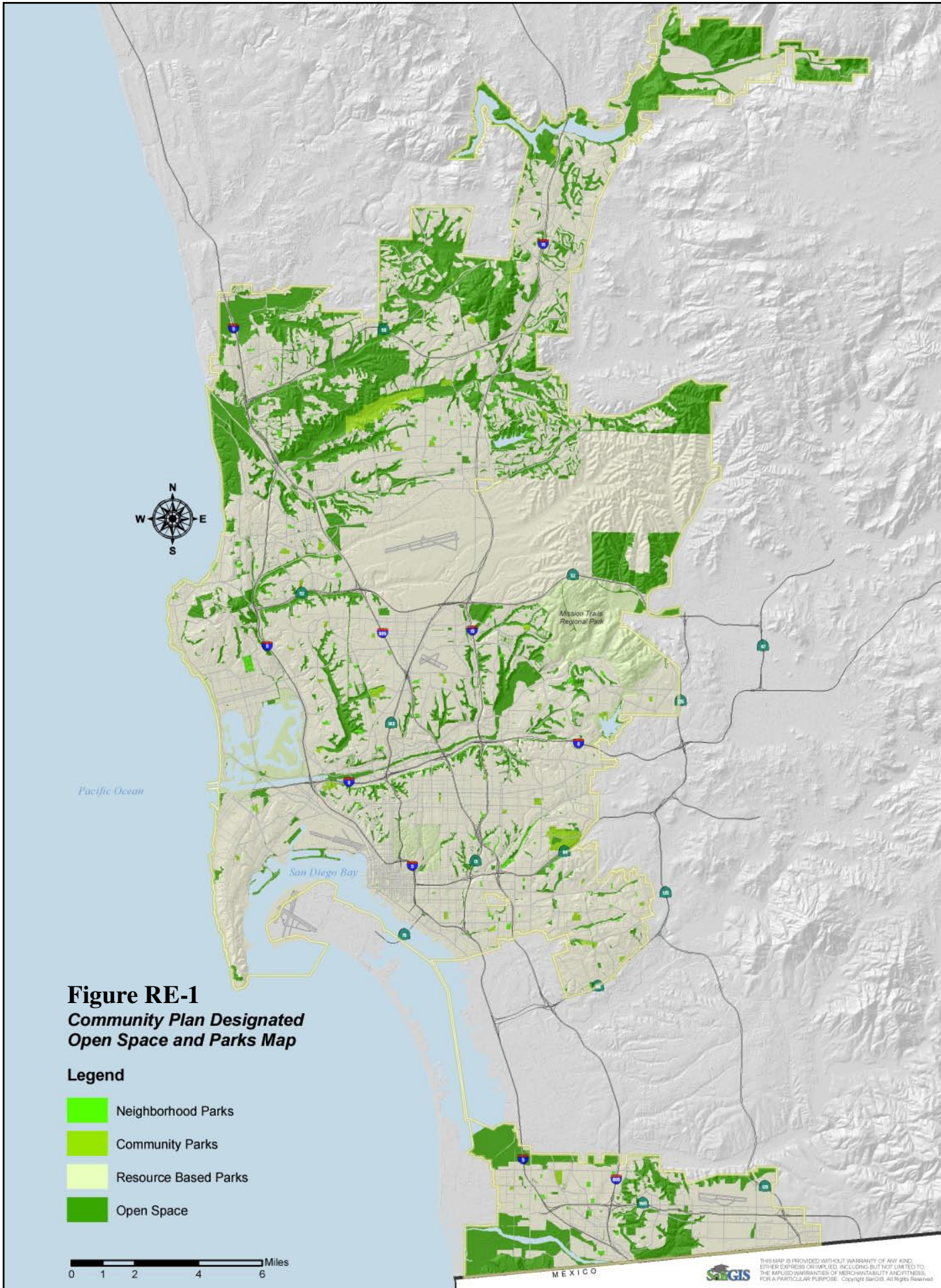
The Recreation Element is not an isolated component of the General Plan. It is interconnected, in varying degrees to other elements of the General Plan. The Conservation Element provides additional policies for protecting and preserving our recreational natural resources and open space. The Urban Design Element recognizes the opportunities that park and recreation facilities provide toward creation of safe and walkable communities, distinctive neighborhoods, and significant public spaces and civic architecture. The Strategic Framework / Land Use Element reinforces the importance of recreation as a quality of life factor that needs to be integrated into communities. The Mobility Element links the recreation value associated with mobility policies for development of a pedestrian master plan and a trails master plan.

City of San Diego definitions for ‘park’ and ‘open space’ vary according to the context in which the terms are used (see Table RE-1, Park and Open Space Terminology). For purposes of this General Plan, designated open space and parks are those areas of the city that are identified in adopted land use plans as open space or parks. As such, these areas include population and resource-based parks, open space with natural or cultural value (including MHPA lands), and areas identified in land use plans that may not contain natural or cultural characteristics, but instead function to provide a land use buffer, visual relief, or similar purpose. Figure RE-1, Community Plan Designated Open Space/Parks Map identifies open space and parks in this context.

San Diego’s environment, its coastal location, temperate climate, and diverse topography, contribute to the city’s recreation needs. The goals and policies of the Recreation Element have been developed

to take advantage of the city’s natural environment, to build upon existing recreation facilities and services, and to adapt to future recreation needs. To accomplish this, the Recreation Element identifies goals and policies to address a diversity of recreation opportunities, preservation of existing facilities, the accessibility of facilities and services, cooperative efforts to attain parkland and facilities, open space and resource-based parks, and guidelines for park and recreation facilities.

Table RE-1 Park & Open Space Terminology			
Context of Use	Term	Description	Attributes
General Plan & Community Land Use Plans	Designated Parks & Designated Open Space	Land identified in adopted land use plan for use as either population or resource-based parks or open space.	<ul style="list-style-type: none"> <li>Publicly or privately owned</li> <li>Satisfies park and open space objectives of a land use plan</li> <li>May be modified by City Council through a land use plan amendment</li> <li>Includes Multi-Habitat Preservation Area (MHPA) lands</li> <li>May also include resources to protect public good (e.g., aesthetics, flood plains, historic)</li> </ul>
Park & Recreation Lands	Designated Parkland	Land set aside without ordinance or statute requiring park or open space use.	<ul style="list-style-type: none"> <li>Publicly owned and managed by Park &amp; Recreation Dept</li> <li>May be used for any public purpose deemed necessary by the City Council</li> <li>Includes population-based and other types of parks and open space uses</li> <li>Reviewed periodically for consideration as dedicated parkland</li> <li>May be designated through subdivision process</li> </ul>
	Dedicated Parkland	Land dedicated by City ordinance or State Legislature for park and recreation purposes only (including open space).	<ul style="list-style-type: none"> <li>Publicly owned and managed by Park &amp; Recreation Dept</li> <li>Limited to park, recreation, and cemetery use</li> <li>May include population-based and other types of parks and open space uses</li> <li>Two-thirds voter approval required to remove dedication</li> <li>Proposed dedications require recommendation by Park and Recreation Board prior to City Council consideration</li> </ul>
Development Process	Other Development Restricted Land	Land encumbered by open space easement in favor of the city, or identified in the subdivision process as an open space lot.	<ul style="list-style-type: none"> <li>Not publicly owned</li> <li>Future development controlled by restrictions placed on property by the city</li> <li>City Council action required to remove restrictions</li> <li>May also have an open space designation in community plan</li> </ul>





## A. Diversity

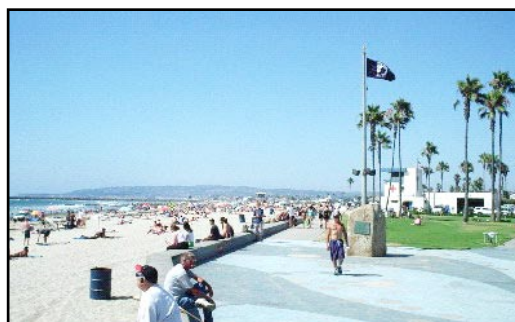
### Goals

- A diverse range of active and passive recreation opportunities that achieve the needs and desires of each neighborhood and community
- A park and open space system that is integrated into the community

### Discussion

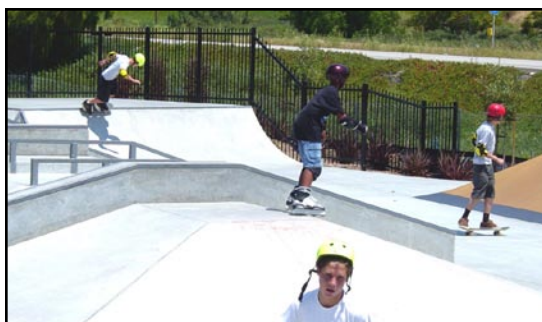
San Diego's climate, topography, and location define the city and enhance its recreational opportunities. San Diego is fortunate to have a temperate climate that makes comfortable year-round outdoor recreation possible. The hillsides, canyons, mesas, and floodplains that define the city's topography provide numerous and varied recreational opportunities.

The city's coastal location, its beaches, bays, and estuaries, provide a combination of active and passive recreation. San Diego is also defined by its diverse neighborhoods and communities. These neighborhoods and communities are reflective of the wide array of cultures, income levels, ethnicities, and household types that represent the city and influence its recreation choices.



Recreation and leisure-time activities are defined by the user, and include active and passive pursuits. While some may participate in active recreation such as organized or programmed sports, others may choose passive activities such as reading under a shade tree, strolling through a garden, or observing nature. Individual recreation choices are based on a number of factors including location, age, family composition, schedule, ability, and culture.

The city's park and recreation system offers a broad range of recreation opportunities. It is a network of park lands, open space, recreation facilities, programs, and staff services designed to meet the specialized needs of individual neighborhoods and communities. In recognition of the wide array of recreation and leisure-time



choices available, the city provides numerous opportunities for recreation and leisurely pursuits throughout the city including sports fields and leagues, pools, tennis courts, parks, beaches, picnic areas, skate parks, dog parks, programs for youths and adults, hiking/biking and equestrian trials, and areas of scenic and visual enjoyment.



## Policies

- RE-A.1. Provide a diversity of recreation programs to meet the demographically changing needs of the community.
- RE-A.2. Sustain partnerships with neighborhoods in the planning, site selection, design, and construction of park and recreation centers to ensure neighborhood and community needs are satisfied.
- RE-A.3. Include community recreation needs in community plans to ensure recreation facilities and programs reflect community needs and desires.

## B. Preservation

### Goals

- Preservation and enhancement of existing parks, open space, and recreation programs
- Effective management, preservation, and enrichment of natural, cultural, and historic resources that serve as recreation facilities

### Discussion



San Diegans place a high value on the availability of park and recreation opportunities, and increasingly recognize their importance as a requisite companion to urban living and increasing densities. As San Diego continues to grow, so will its demand for additional housing. Since undeveloped residential land in the city is diminishing, much of the housing planned for the future will be in the form of infill development and redevelopment. This will be especially evident in the older, well established urban communities. Preservation and enhancement of existing population-based parks, recreation programs, and open space to serve existing and future residents is essential.

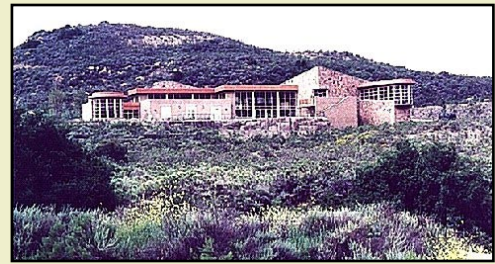
Key to the preservation and enhancement of open space and parkland are the city's resource-based parks which are home to many of the city's cultural and natural resources. Cultural resources are man-



made physical features associated with human activity. In addition to their historic value, cultural resources often function as recreation facilities. The Old Mission Dam (Padre Dam) in Mission Trails Regional Park and the Presidio and Fort Stockton in Presidio Park are examples of cultural resources that provide recreational value. Natural resources are the naturally occurring environmental attributes of the region. They include the beaches, canyons, mesas, rivers, floodplains, and associated plants and animals. These natural resources, like cultural resources, provide varying opportunities for recreation. Cultural and natural resources should be protected and preserved as reminders of man's historic presence, the regions' natural history, and to provide maximum educational, recreational, and aesthetic benefit for the citizens of, and visitors to San Diego.

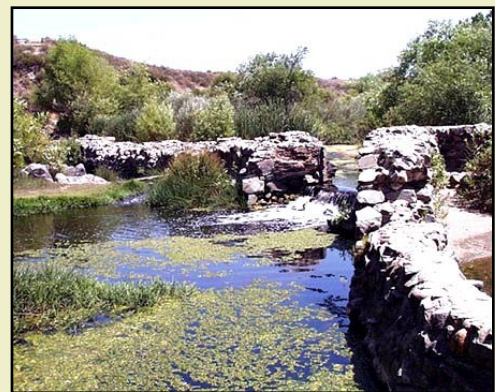
## Policies

- RE-B.1. Protect existing parklands and open space from unauthorized encroachment by adjacent development through appropriate enforcement measures.
- RE-B.2. Protect and enhance resource-based parks and open space lands through appropriate means which include sensitive planning, open space dedications on abutting portions of adjacent lands, and land acquisitions.
- RE-B.3. Identify and secure funding sources necessary for protecting and preserving resource-based parks and open space.
- RE-B.4. Preserve all beaches for public only purposes, including the protection of sensitive habitat and species.
- RE-B.5. Design parks to preserve, enhance, and incorporate items of natural, cultural, or historic importance.



*Mission Trails Regional Park has been called the third jewel in the City of San Diego Park System (Balboa Park and Mission Bay Park are the first and second). Established in 1974, Mission Trails Regional Park is one of the largest urban parks in the United States. Originally used by the Kumeyaay Indians, it is the site of the Old Mission Dam, built to store water for the Mission San Diego de Alcalá. The park encompasses approximately eight thousand acres of natural open space land. Its rugged hills, valleys, and open areas represent a San Diego prior to the landing of Cabrillo in San Diego Bay in 1542.*

*Mission Trails Regional Park provides San Diego residents and visitors a way to explore the cultural, historical, and outdoor recreational aspects of San Diego. The park is operated and maintained by the City of San Diego in close partnership with the Mission Trails Regional Park Foundation. With more than 40 miles of trails, boating on Lake Murray, camping at Kumeyaay Lake, numerous informative hikes, and a state-of-the-art Visitor & Interpretive Center, Mission Trails Regional Park has something to offer everyone.*







- RE-B.6. Protect parks from over commercialization and privatization.
- RE-B.7. Protect beaches and canyons from uncontrolled urban run off.
- RE-B.8. Develop programs to educate the public on the variety, importance, and recreational uses of the city's natural and cultural resources.
- RE-B.9. Balance the needs of land for residential, commercial and industrial use with the needs of land for parks and open space use.

## C. Accessibility

### Goals

- Park and recreation facilities that are designed to accommodate the needs of a diverse population
- Park and recreation facilities that promote safe and timely access by foot, bicycle, public transit, automobile, and modes of travel

### Discussion

Park and recreation facilities enhance the quality of life for all San Diegans. The Strategic Framework Element recommends that park and recreation facilities be integrated into the urban fabric so they become a convenient and easily accessible part of the daily life of San Diegans. San Diego's recreation system is comprised of a large number of facility types and programs dispersed throughout the city.



Recreation access has three components: linkage, opportunity, and availability. Regarding recreation linkages, ideally all facilities should be located within walking distance of residential neighborhoods and employment centers. However, given the wide variety of recreation facility types, their use characteristics, and associated costs, it is not feasible to locate every type of recreation facility in every community. Those facilities which are not convenient and easily accessible to all communities should be equitably distributed throughout the city in locations that provide accessibility to the city's diverse population. The Mobility Element provides additional recommendations regarding access including policies for development of citywide trails master plan and a citywide pedestrian master plan.



Recreation opportunity addresses the need for facilities to be accessible to the broadest population possible. This means facilities should be optimally located and designed to address those with special needs. They should be located along transit routes that provide access to the disabled, elderly, teens, and the economically disadvantaged. They should be designed as open facilities that can be easily navigated by seniors and persons with disabilities. Outdoor recreational opportunities should also be available to a diverse population within the city's open space and resource-based parks. This can be accomplished through development of accessible overlooks and trails, where feasible, and interpretive and directional signs.

Recreation availability speaks to the need for facilities to be open for use by the general public. Many recreation facilities set aside time for exclusive use by programmed activities such as sport leagues, clubs, or other private groups. These programmed activities do fulfill recreational needs of the community. However, a balance between programmed and non-programmed use of recreation facilities must be achieved to make facilities available to the greatest number of the users.



## Policies

- RE-C.1. Provide new and upgraded park and recreation facilities that employ barrier free design principles that make them accessible to all San Diegans regardless of age or physical ability.
- RE-C.2. Provide barrier free trails and outdoor experiences & opportunities for the disabled community where feasible.
- RE-C.3. Provide recreation programs and services specifically designed to meet the needs of children, the increasing elderly population, and the underserved teenage population.
- RE-C.4. Equitably distribute specialized recreation facilities that are not feasibly located in most community parks based on broader service areas.
- RE-C.5. Transit.
  - Improve public transit to park and recreation facilities.
  - a. Consider the location of existing and proposed recreation facilities in developing transit routes.
  - b. Locate transit stops at entries to neighborhood, community, and regional recreation facilities.



**RE-C.6. Linkages.**

Provide safe and direct physical linkages to and within park and recreation facilities and open space areas.

- a. Provide pedestrian and bicycle paths between recreation facilities and residential development.
- b. Designate pedestrian and bicycle corridors, and where appropriate, equestrian corridors, that link residential neighborhoods with park and recreation facilities, trails, and open space.
- c. Provide as part of all commercial, industrial, and multi-dwelling unit developments bicycle facilities that are visible, convenient, and secure.
- d. Improve public access through development of, and improvements to, multi-use trails within urban canyons and other open space areas.

**RE-C.7. Public access.**

Provide public access to open space for recreational purposes.

- a. Provide public access into Multiple Species Conservation Program (MSCP) open space for only those recreational purposes deemed compatible with the preservation goals of the MSCP Subarea Plan.
- b. Provide public access at locations consistent with conservation goals.
- c. Preserve and identify public beach access.

**RE-C.8. Balance the scheduling of programmed and non-programmed use of recreation facilities to provide access to a diversity of users.**

## **D. Joint Use and Cooperative Partnerships**

### **Goals**

- Efficient use of land through sharing of public and private resources for active and passive recreation
- Public facilities and infrastructure utilized for recreation activities and programs
- Joint use and lease agreements that contribute to the recreational and physical education needs of the community



## Discussion

Creative methods for cost-effective and efficient use of public lands are required if recreation facilities are to be improved, enhanced, and expanded to meet future needs. San Diego's expanding urban development and its desire to protect and preserve parkland, recreation facilities, and open space have limited the availability of, and placed constraints on, developable lands. One creative means of providing additional lands and facilities for public recreation use is through joint use of public and non-profit facilities such as parks, swimming pools, and schools. Joint use facilities can mean any land area or physical structure shared by one or more public or non-profit entities. An example of a joint use facility is a ball field at a middle school that is exclusively used for school purposes during school hours, but is available for public use when school is not in session. Joint use serves an increasingly important role in providing recreation facilities in the older, more densely populated urban communities.

San Diego has a well established history of developing successful joint use recreation facilities. The City of San Diego entered into its first joint use agreement in September, 1948 with the San Diego Unified School District. The city is now a party to approximately 100 similar agreements between it and the San Diego Unified, Solana Beach, Del Mar Union, Poway Unified, and San Ysidro School Districts. These agreements have accommodated the need for recreation space by designating school sites for off-hour recreation use. The agreements have resulted in space for multi-purpose courts, turf fields, lighted and unlighted multi-purpose fields, and parking lots in communities throughout the city.

In addition to the continued pursuit of joint use opportunities with school districts, there are opportunities for new cooperative partnerships with governmental agencies and other entities with land holdings. Underutilized public facilities, such as surplus land, remnant parcels, rights-of-way, structures, and underground facilities can provide recreation opportunities. Rights-of-way provide opportunities for trails that link recreation facilities. Surplus land and remnant parcels could be developed into population and resource based recreation facilities. Underutilized structures could provide space for recreation programs, and underground facilities could possibly provide recreation space at ground level. Once identified and developed, such cooperative partnerships could provide additional recreation facilities and services.



*The City Heights Urban Village is an outstanding example of joint-use and cooperative partnerships between public and private organizations. The project is the result of a partnership between the City of San Diego, San Diego Unified School District, the San Diego Foundation, CityLink Investment Corp., Price Charities, and the San Diego Housing Commission. The City Heights Urban Village recreated the core of the City Heights community, establishing a pedestrian-friendly town square that includes important public facilities. The village includes the City Heights Weingart Branch Library, Rosa Parks Elementary School, the City Heights Recreation Center, playing fields, public swimming pool, municipal gymnasium, performance area, police sub-station, and an adult learning center. Also within the village are offices, a retail center, and 116 townhomes. The urban village covers 10 city blocks within the City Heights Redevelopment Project Area.*



## Policies

- RE-D.1. Engage in multi-purpose planning to provide a variety of compatible recreational activities within a given location.
- RE-D.2. Work with local school districts, colleges, and universities to continue development of on-campus joint-use recreation facilities including multi-purpose courts, parking lots, and multi-purpose athletic fields.
- RE-D.3. Support local school districts' efforts to expand secondary school sites that result in additional joint-use opportunities while balancing the competing needs of recreation and housing.
- RE-D.4. Strive for mutually agreeable long-term, joint-use agreements with other public agencies to assure recreation for future generations.
- RE-D.5. Pursue, for park development, surplus school property for acquisition or lease.
- RE-D.6. Rights-of-way.  
Establish a policy to address under utilized or unnecessary city rights-of-way.
- a. Direct that an inventory of those rights-of-way be maintained.
  - b. Develop criteria to determine potential value for bike, pedestrian, and equestrian linkages, or for access to open space canyons.
- RE-D.7. Design public facilities to incorporate recreational elements such as children's play areas, rooftop courts, pocket parks, and usable public plazas.
- RE-D.8. Pursue partnerships with public agencies and non-profit entities to provide additional recreational space within the city such as parks, linear parks, trail connections, parkways, bike paths, and other recreation facilities. Potential partners for recreation land and facilities may include, but are not limited to:
- Metropolitan Transit System
  - San Diego Unified Port District
  - California Department of Transportation
  - U. S. Department of Defense
  - Other governmental agencies and jurisdictions
  - Utility and railroad companies
  - Non-profit youth and recreation entities
- RE-D.9. Explore utilization of government-owned surplus or remnant parcels for public park use.



RE-D.10. Develop agreements that provide acre for acre credit when the joint use facilities are developed and implement population-based park needs.

## E. Open Space Lands and Resource-Based Parks

### Goals

- An open space system that provides for the preservation and management of natural resources, enhancement of outdoor recreation opportunities, and protection of the public health and safety
- An urban form determined by the varied terrain and natural drainage systems of San Diego
- A system of pedestrian, bicycle, and equestrian paths linking neighborhoods, parks, and open space

### Discussion

Open space may be defined as land or water areas generally free from development or developed with very low intensity uses that respect the characteristics of the natural environment. Open space is generally non-urban in character and may have utility for: park and recreation purposes; conservation of land, water, or other natural resources; historic or scenic purposes; or support of the mission of military installations as detailed in §65560 of the California Government Code. Open space that may be designated for outdoor recreation includes, but is not limited to: areas of outstanding scenic, historic, and cultural value; areas particularly suited for park and recreation purposes, including access to passive recreation space adjacent to waterfronts, rivers and creeks; urban canyons; specified areas within the city's MSCP; and areas that serve as links between major recreation uses and open space, such as utility easements, river banks, and trails. The Conservation Element further defines and expands on policies for preservation of open space.



As stated in the introduction of the Recreation Element, the City of San Diego definitions for 'open space' and 'park' vary according to the context in which the terms are used. Table RE-1, Park and Open Space Terminology, identifies the three contexts in which open space and parks are used, defines them in that context, and lists the general attributes for each. For purposes of this General Plan, designated open space lands are those areas of the city that are identified in adopted land use plans as open space.



*Mission Bay Park was developed from the 1940s through the 1960s using a tidal marsh that Juan Rodriguez Cabrillo named “False Bay” in 1542. In 1944, a Chamber of Commerce committee recommended development of Mission Bay into a tourist and recreation center to help diversify the city’s economy. In the late 1940s, dredging and filling operations began converting the marsh into the jewel that is today, Mission Bay Park. Twenty-five million cubic yards of sand and silt were dredged to create the land forms of the park, which now is almost entirely man-made.*

*Mission Bay Park comprises 27 miles of shoreline. Swimmers, boating enthusiasts, and sun lovers are drawn to Mission Bay’s beaches and water activities. The park offers a wide variety of recreation facilities and activities including boat docks and launching facilities, sailboat and motor rentals, 14 miles of biking and walking paths, basketball courts, and playgrounds for children. It’s one of San Diego’s most visited parks.*

Resource-based parks are often located within open space, as previously defined. They are intended to preserve and make available to all residents and visitors those areas of outstanding scenic, natural, or cultural interest. Examples of resource-based parks are Mission Trails Regional Park, Mission Bay Park, and Balboa Park. Although resource-based parks are not developed to address the specific needs of any one community, portions of them can, and do function to fulfill the local neighborhood and community park needs of surrounding residents.

## Policies

RE-E.1. Protect and enhance resource-based parks through planning and acquisition.

RE-E.2. Sensitive development.  
Provide for sensitive development of recreation uses within and adjacent to open space lands.

- a. Include only those development features and amenities that do not encroach upon or harm the feature or resource that inspires the open space or resource-based park
- b. Design and maintain open space lands to preserve or enhance topographic and other natural site characteristics.
- c. Create or enhance open space multi-use trails pursuant to a

citywide trails master plan to accommodate, where appropriate, pedestrians/hikers, bicyclists, and equestrians.

- d. Locate canyon and other open space trails to take advantage of existing pathways and maintenance requirements where possible and desirable.
- e. Preserve existing public open space view corridors, such as views to the Pacific Ocean, other bodies of water, and significant topographic features.
- f. Preserve open space along lakes, rivers, and creek beds for passive public recreation uses that are consistent with MSCP preservation goals.



- g. Plant only native plant and non-invasive naturalized plant materials adjacent to open space lands.
  - h. Plant only native plant materials in open space lands intended for natural resource protection.
- RE-E.3. Acquire remaining private beaches in the La Jolla Community for public use.
- RE-E.4. Balance passive recreation needs of trail use with environmental preservation.
- RE-E.5. Provide open space lands for outdoor recreation purposes including, but not limited to:
- Locations of outstanding scenic, historic, and cultural value.
  - Corridors that link recreation facilities and open space areas such as utility easements, river and streams banks, trails and scenic highway corridors
  - Sites particularly suited for park and recreation purposes, such as areas adjacent to and providing access to beaches, lakeshores, rivers, and streams.

## F. Park and Recreation Guidelines

### Goals

- A Park and Recreation system that meets the needs of residents and visitors
- Alternative methods of providing recreation facilities and infrastructure where development of typical facilities and infrastructure are limited by land constraints

### Discussion

As the city has grown, so have the quantity, quality, and distribution of recreation opportunities. New parks and open space have been acquired and facilities and services have been expanded in response to population-based needs. Recreation activities in the form of cultural, athletic, sport, social, and craft programs have been developed to serve a wide variety of the population throughout the city at parks, recreation centers, athletic fields, and public schools. Table RE-2, Community Plan Designated Parks and Open space, provides a breakdown of the types and quantities of designated parks and open space.





**Table RE-2  
Community Plan Designated Parks and Open Space\***

<b>Parks &amp; Open Space</b>	<b>Acres</b>
Designated Population-Based Parks Mini-Park, Neighborhood Park Community Park, Recreation Center, & Swimming Pool	
Acres	2,915.45
Designated Open Space	
Resource-Based Parks	6,236.79
Open Space Parks	16,434.63
Golf Courses	3,335.66
Remaining Open Space Lands	28,365.05
Acres	54,372.13
<b>Total Acres**</b>	<b>57,287.58</b>

\* See Table RE-1 for the park and open space description for General Plan and Community Land Use Plans.

\*\* Does not include the 5,977-acre San Diego/La Jolla Underwater Park.

Although improving, a variation continues to exist between communities with respect to facilities provided, total population-based park acres, and existing population-based park acres per 1,000 residents. Of most concern is the relative lack of neighborhood and community facilities in portions of older urbanized neighborhoods. Reasons for this are related to the age of the communities, and the types of facilities included in the calculation of population-based parks per resident. First, the older urbanized communities were developed without specified park development guidelines or park fees. Second, large resource-based parks such as Mission Bay Park and Balboa Park, which serve the needs of the entire city and visitors, but also serve nearby residents, are not given credit toward providing benefits of population-based parks. Adding to the difficulty in developing new facilities in older urbanized communities is the lack of land readily available for development of parks. Retrofitting those neighborhoods with new parks must be achieved with solutions that balance the often competing needs of parks and housing. The Public Facilities, Services and Safety Element provides additional goals and policies related to provision of recreation facilities.

There are many recreation facilities within the City that, while not under the control of the city, provide a wide variety of recreation opportunities for the public. These facilities come in many forms, from government-owned and operated parks to commercial endeavors such as fitness clubs. Each serves to increase recreation opportunities, if only for a specified time. Of significant benefit to the public are those facilities that are owned, operated, and maintained by other governmental agencies



and non-profit entities. These facilities tend to represent long term investments in recreation and are designed to be accessible to the widest breadth of the public. Examples of these are the Cabrillo National Monument, Torrey Pines State Park, the Salvation Army Ray and Joan Kroc Corps Community Center, and the numerous non-profit recreation facilities located throughout the city. While not owned and operated by the city, it should be recognized that these facilities do provide a valuable asset to the city.

An ideal balance of recreational opportunities throughout the city is best achieved by considering a number of factors such as numerical criteria for park acres and facilities, economic feasibility, community needs and desires, topographic conditions, changing demographics, and evolving trends in recreation. Neighborhood and community facilities should take a variety of forms in response to the specific needs and desires of the residents involved. Neighborhood parks should be oriented toward achieving maximum neighborhood involvement in terms of interest, participation, and support. They should be an important element in creating neighborhood identity.

Community facilities should supplement those in the neighborhood and provide for a greater variety of facilities and active programmed uses. Table RE-3, Park and Recreation Guidelines, provides a strategy for development of population-based recreation facilities. The purpose is two-fold. First is to provide a means of measuring the degree to which park and recreation facilities are developed; and second, to equitably provide facilities throughout the city. The guidelines should be used with discretion rather than mechanically. They are a basic tool for guiding and evaluating the adequacy of service to a given area and to the city as a whole. Their application should be related to economic feasibility and the nature of the specific neighborhood or community, and should allow for flexibility as



*On May 26, 1868, when San Diego consisted of only 2,301 residents and 915 houses, a 1,400 acre tract of nine city pueblo lots was set aside as "City Park." Twenty-four years later, in 1892, Kate O. Sessions asked city officials to lease 30 acres of "City Park" for a nursery, and in return, she would plant 100 trees per year throughout the park. In 1902, the Park Improvement Committee employed landscape architect Samuel Parsons, to develop a comprehensive plan for the park. By 1910 the parkland began to look much as it does today. In that same year a contest was held to rename the park. Balboa, in honor of Spanish explorer Vasco Nuñez de Balboa, the first European to see the Pacific Ocean, was selected, in part, because the park also offered wide views of the Pacific Ocean.*

*Balboa Park owes much of its development to two world fairs, the Panama-California Exposition of 1915-16, and the California Pacific International Exposition of 1935-36. The design of the 1915 Panama-California Exposition reflected Spanish Colonial Architecture. The Cabrillo Bridge, most of the Cultural Center buildings along El Prado, and the Spreckels Organ Pavilion were built for the Exposition, under the supervision of architect, Bertrum Goodhue. The development of the Southern Palisades grew out of the California Pacific International Exposition and was designed to represent a complete history of the Southwest, from prehistoric times to the modern era under the direction of Richard Requa, Director of Architecture and Landscaping. Many of the buildings were designed to be reminders of Indian Pueblo or Mayan building design.*



*Balboa Park is comprised of more than 1,100 acres. It includes fifteen museums, various gardens, arts and international culture associations, recreation areas, and the San Diego Zoo. This urban park at the edge of downtown is renowned for its brilliant displays of seasonal flowers, shady groves of trees, and meandering paths through rolling lawns. It offers something historical, horticultural, educational, and recreational for everyone. Approximately 14 million visitors come to the park each year.*



specific areas change or the needs and desires of the residents change. Table RE-4, Guidelines for Population-Based Parks Acreage, provides the methodology used for establishing the guideline of providing 2.4 usable acres of population-based park per 1,000 residents.

The guidelines for overall provision of urban recreation lands (all parks and open space lands) are more flexible than those for only population-based facilities. Citywide, community plan designated parks and open space lands should amount to approximately 20 acres for each 1,000 residents. Based on the most current population data (2004) of 1,294,032 residents, community plan designated parks and open space amount to 34.62 acres per 1,000 residents citywide.

Designated open space parks and resource-based parks should provide between 15 and 17 acres/1000 residents. Currently, open space parks and resource based parks amount to 17.52 acres per 1,000 residents. Based on the same data, community plan designated population based parks amount to 2.25 acres per 1,000 residents citywide.

Constraints related to land availability, potential loss of housing, or funding may make implementation of the Park and Recreation Guidelines infeasible in portions of some communities. Additionally, strict compliance with the guidelines can limit the flexibility needed to meet community specific needs and demands. Alternative methods of providing recreation facilities need to be available to achieve citywide equity where constraints may make meeting guidelines infeasible, or to satisfy community specific needs and demands where flexibility is required. The enhancements in Table RE-3 provide additional means for achieving equity by increasing recreation opportunities, improving utilization, or providing additional recreation facilities.

**Table RE-3  
Park and Recreation Guidelines and Enhancements**

Category	Recreation Facility or Type	Guidelines	Typical Components and Requirements	Enhancements*
Population*	Neighborhood Park	<ul style="list-style-type: none"> <li>• 10 acres or an acre per acre credit up to 5 acres for joint use adjacent to a school (see policies in section RE-D)</li> <li>• Serves a population of 3,500-5,000 within a one-half mile radius</li> </ul>	<ul style="list-style-type: none"> <li>• Design/facilities based on population and use characteristics</li> <li>• Elements may include: play and picnic areas, children's play areas, multi-purpose courts, multi-purpose lawn areas, comfort stations, and landscaping</li> <li>• Comply with applicable Park and Recreation standards and policies</li> </ul>	<ul style="list-style-type: none"> <li>• Vest Pocket Park and Mini parks</li> <li>• Permeable edges of regional parks with neighborhood park facilities that satisfy neighborhood park guidelines</li> <li>• Facilities not normally associated with a neighborhood park but provide additional neighborhood recreational opportunities</li> <li>• Addition of new long term recreation programs</li> <li>• Indoor recreational space</li> <li>• Artificial turf that extends use and minimizes downtime for maintenance</li> <li>• Public plazas and recreational landscaped areas</li> </ul>
	Community Park	<ul style="list-style-type: none"> <li>• 20 acres or an acre per acre credit up to 7 acres for joint use adjacent to a school (see policies in section RE-D)</li> <li>• Serves a population of 18,000-25,000 within a one and one-half mile radius</li> </ul>	<ul style="list-style-type: none"> <li>• Facilities to supplement neighborhood parks</li> <li>• Based on needs, preferences, and use characteristics of community</li> <li>• Elements may include: athletic fields, multi-purpose courts, recreation center, play areas, picnic areas, comfort stations, lawn acres, off-leash dog park, skate park, swimming pools, and landscaping</li> <li>• Comply with applicable Park and Recreation standards and policies</li> </ul>	<ul style="list-style-type: none"> <li>• Improvements or expansions to community parks facilities may include new or expanded recreation center, swimming pool, and sports courts</li> <li>• Permeable edges of regional parks with community park facilities that satisfy neighborhood park guidelines</li> <li>• May include citywide facilities to be located throughout the city to address deficits in population based needs</li> <li>• Addition of new long term recreation programs</li> <li>• Facilities not normally associated with a community park but provide additional community recreational opportunities</li> <li>• Artificial turf that extends use and minimizes downtime for maintenance</li> </ul>

**Table RE-3  
Park and Recreation Guidelines and Enhancements**

Category	Recreation Facility or Type	Guidelines	Typical Components and Requirements	Enhancements*
	Swimming Pool	<ul style="list-style-type: none"> <li>Per 50,000 residents within one and a one-half to two miles***</li> </ul>	<ul style="list-style-type: none"> <li>May be stand-alone facility or located within a community park</li> <li>Comply with applicable Park and Recreation standards and policies</li> <li>May be stand-alone facility or located within a community park</li> <li>Elements may include gymnasiums, indoor courts, craft rooms and other community serving facilities</li> <li>Comply with applicable Park and Recreation standards and policies</li> </ul>	<ul style="list-style-type: none"> <li>Improvements or expansions to existing swimming pool facility such as a secondary pool and other associated facilities</li> </ul>
	Recreation Center	<ul style="list-style-type: none"> <li>Per 18,000-25,000 residents within one and one-half mile radius</li> </ul>	<ul style="list-style-type: none"> <li>Located at site of distinctive scenic, natural, or cultural feature</li> <li>Intended for citywide use</li> <li>Developed amenities should not impair feature or resource</li> <li>Includes parks such as beaches and shorelines Balboa Park</li> </ul>	<ul style="list-style-type: none"> <li>Improvements that may be determined to increase recreation opportunity.</li> </ul>
Open Space	Citywide Resource-Based Parks	<ul style="list-style-type: none"> <li>Between 15 and 17 acres per 1,000 residents based on residential densities of service area</li> </ul>	<ul style="list-style-type: none"> <li>City-owned land located throughout the city consisting of canyons, mesas, and other natural landforms.</li> <li>Facility may be stand alone or collocated</li> <li>Stand alone facilities that are unique to the character of community</li> <li>May include off-leash dog parks, golf courses, water play areas, skate parks</li> </ul>	<ul style="list-style-type: none"> <li>Multiple-use trails, staging areas, overlooks, and interpretive signs.</li> </ul>
Amenity	Open Space Lands	<ul style="list-style-type: none"> <li>Facilities that do not trigger a demand in every community but may be provided to serve the needs of several communities</li> </ul>	<ul style="list-style-type: none"> <li>Facility may be stand alone or collocated</li> <li>Stand alone facilities that are unique to the character of community</li> <li>May include off-leash dog parks, golf courses, water play areas, skate parks</li> </ul>	<ul style="list-style-type: none"> <li>Improvements that may be determined to increase recreation opportunity.</li> </ul>

\* The enhancements identified are representative, and not exclusive.

\*\* Population calculations determined using projected dwelling units by community and current city wide population per household census data by housing type.



Cumulative Population	Acres*	Neighborhood Parks (NP)	Community Parks (CP)	Acres/1,000 Residents
5,000	10	1	---	NP- 40 ac/25,000 = 1.6 CP- 20 ac/25,000 = 0.8 2.4
10,000	10	1	---	
15,000	10	1	---	
20,000	10	1	---	
25,000	20	Included within CP acres	1	2.4 acres/1,000 Residents

\* Acres are net usable.

## Policies

- RE-F.1. Community Plans.  
Use community plan updates to further refine the Park and Recreation Guidelines.
- a. Identify community specific recreation needs and desires.
  - b. Tailor the Park and Recreation Guidelines to community specific conditions.
  - c. Identify opportunities for recreation enhancements in communities where compliance with Park and Recreation Guidelines are not feasible or where specific community needs are not satisfied.
- RE-F.2. Park Master Plan.  
Develop a citywide Park Master Plan.
- a. Develop implementation strategies to meet urban needs and address inequitable access to recreational resources.
  - b. Include a needs assessment.
  - c. Include policies that further refine the Park and Recreation Guidelines.
  - d. Develop guidelines for enhancements that include credit toward fulfilling population-based Park and Recreation Guidelines.
  - e. Include measurements of recreation performance based on the Park and Recreation Guidelines and enhancements.
- RE-F.3. Designate as a priority, recreational funding resources for public recreation facilities in under served neighborhoods.
- RE-F.4. Designate as a priority in under served neighborhoods, scheduling of neighborhood parks and facilities for local youth activities.



- RE-F.5. Improve distribution of the most specialized recreation facilities such as water play areas, pools, and skate parks.
- RE-F.6. Assure the appropriate quality and quantity of recreation facilities and infrastructure citywide.
- RE-F.7. Develop a diverse range of recreation programs that are sensitive to community needs, interests, and financial resources.
- RE-F.8. Use to advantage recreational opportunities presented by the natural environment, in particular beach/ocean access and open space.
- RE-F.9. Mini-parks and Vest Pocket Parks.  
Pursue opportunities to develop mini-parks and vest pocket parks
- a. Identify under utilized city lands with potential for use as mini-parks and community gardens.
  - b. Encourage community participation in development and maintenance of mini-parks and city owned and maintained community gardens.
  - c. Pursue acquisition of lands, as they become available, that may be developed as mini-parks.
- RE-F.10. Enhancements.  
Utilize Park and Recreation Enhancements as a means of assuring all communities equitably benefit from quality recreation facilities and infrastructure.
- a. Provide alternative methods (enhancements) of meeting Park and Recreation Guidelines that provide recreation facilities and infrastructure where development of typical facilities and infrastructure are limited by land constraints.
  - b. Implement enhancements when the Park and Recreation Guidelines cannot be reasonably implemented, or when community specific needs and demands require additional flexibility in providing facilities.
  - c. Provide a public forum to identify neighborhood and community preferences for enhancements.
- RE-F.11. Identify, quantify, and consider as fulfilling population-based park needs, for purposes of General Plan and community plan park allocation, those portions of regional parks that satisfy neighborhood park and community park guidelines.
- RE-F.12. Consider existing recreation facilities provided by non-profit organizations when establishing priorities for new facilities.



- RE-F.13. Land Purchase.  
Establish a council policy or other mechanism to outline parameters for locating and purchasing properties in the city that may be used for recreation purposes.
- a. Develop a process to identify lands that become available for purchase or lease.
  - b. Develop criteria to determine potential value for recreation use.
  - c. Provide direction on how those lands could be developed for recreation purposes.
- RE-F.14. Encourage private development to include recreation elements such as children's play areas, rooftop courts, vest-pocket parks and usable public plazas.
- RE-F.15. Include usable passive and/or active public recreation areas in development projects requiring community plan amendments resulting in development intensities beyond those identified in the applicable land use plan.
- RE-F.16. Pursue joint-use agreements and facilities as a means of meeting Park and Recreation Guidelines.





**The City of San Diego General Plan**  
*Recreation Element*



# Conservation Element

## Introduction

Conservation is the planned management, preservation, and wise utilization of natural resources. Its objective is to prevent the wasteful exploitation, destruction and neglect of resources. It involves both identification of a community's natural resources and adoption of policies for their preservation, development, and wise use. Conservation is one of the most important strategies for managing San Diego's resources. Resources include, but are not limited to, water, energy, land, biodiversity, minerals, natural materials, recyclables, view sheds and air. Sustainable conservation practices help ensure that future generations will be able to balance the use and enjoyment of renewable and non-renewable resources and achieve and maintain a healthy and diverse economy. Sustainability is a global issue that extends beyond the realm of city planning. However, local land use planning and resource management affect the natural environment and the resources that support San Diego, thus impacting sustainability. Over the long-term, conservation is the most cost-effective strategy to ensure a reliable supply of the resources that are key to San Diego's quality of life.

Multiple environmental problems and solutions are inextricably linked. For example, policies for water conservation also help us save energy, which in turn reduces fossil fuel consumption, which then translates into improved air quality. Similarly, the City of Villages strategy for compact growth in limited areas is, in itself, a conservation strategy. Compact growth in villages and transit corridors results in the more efficient use of urban land, a reduced need to develop outlying areas, and support for more transit, walking and bicycling. A better transit, pedestrian, and bicycling infrastructure will reduce vehicle miles traveled, which helps improve air quality and reduce oil and gas leaks on the street, which then results in less storm water runoff pollution.

Just as Conservation policies are inter-related, the Conservation Element is inter-linked with other General Plan elements, including Land Use, Recreation, Mobility, Public Facilities and Service, and Urban Design. The Conservation Element also reflects key goals contained in many other city and regional plans and programs and will help guide their future updates. These plans and programs include the Multiple Species Conservation Program, the Vernal Pool Management Plan, the Source Reduction and Recycling Element, the Household Hazardous Waste Element, the Non-Disposal Facility Element, the Siting Element, the Natural Resource Management Plans, the Urban Runoff Management Plan, the Strategic Plan for Water Supply, as well as regional plans such as Energy 2030: the San Diego Regional Energy Strategy, SANDAG's Regional Comprehensive Plan, the Regional Transportation Plan, and others.



## A. Open Space and Landform Preservation

### Goal

- Preservation of San Diego's natural landforms and features

### Discussion

Open space may be defined as land or water areas generally free from development or developed with 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; conservation of land, water, or other natural resources; or for historic or scenic purposes. San Diego's many canyons, valleys, mesas, hillsides, beaches, and other landforms create a unique setting that fosters biodiversity, a sense of place, and recreational opportunities. Open spaces are shown on the General Plan Land Use Map as designated parks and open spaces. In addition, the Recreation Element describes the attributes of designated and dedicated park and open space



lands. Some important open space areas are not preserved as parks or dedicated open spaces, but are protected through regulations or other property restrictions such as conservation or open space easements.

The city uses base zones, overlay zones, grading regulations, and supplemental development regulations to assure that development occurs in a manner that protects environmental quality.

The city's environmentally sensitive lands regulations help protect, preserve, and restore lands containing steep hillsides, sensitive biological resources, coastal beaches, sensitive coastal bluffs, or Special Flood Hazard Areas. The intent of regulations is to assure that development occurs in a manner that protects the overall quality of the resources, and the natural and topographic character of the area, encourages a sensitive form of development, retains biodiversity and interconnected habitats, maximizes physical and visual public access to and along the shoreline, and reduces hazards due to flooding in specific areas while minimizing the need for construction of flood control facilities. Steep hillsides are shown on Figure CE-1.



The development regulations and guidelines for Environmentally Sensitive Lands also serve to implement the Multiple Species Conservation Program (MSCP) by placing priority on the preservation of biological resources within the Multi-Habitat Planning Area (MHPA), as identified in the City of San Diego Subarea Plan. The MSCP is a regional conservation plan in which the City of San Diego is a participating member. The MHPA is the planned habitat preserve, and the City of San Diego MSCP Subarea Plan is the policy document through which the MSCP is implemented in the city. (See Section E of this Element for additional information). MHPA lands in the City of San Diego are shown on Figure CE-2.

## Policies

### CE-A.1. Open Space Preservation.

Protect and conserve the landforms and open spaces that define the city's urban form, serve as habitat, and provide recreational opportunities.

- a. Pursue funding for the acquisition and management of open space lands.
- b. Take an active leadership role in promoting rural and open space preservation throughout the region.
- c. Ensure the protection of other community open spaces that have been designated in community plans for long-term open space use primarily because of their value in protecting landforms, providing buffers within and between communities or potentially incompatible land uses, providing visually appealing open spaces, and protecting habitat and biological systems of community importance that are not otherwise included in the Multiple Species Conservation Program (MSCP) Open Space category.
- d. Minimize or avoid impacts to canyons and other environmentally sensitive lands by relocating sewer infrastructure out of these areas and minimizing construction of new sewer access roads into these areas.
- e. Make redirection of sewage discharge away from canyons and other environmentally sensitive lands a city priority.
- f. Encourage the planting of native plants near open space preserves.

### CE-A.2. Regulatory Protection.

Apply the appropriate zoning and environmentally sensitive lands regulations to limit development of floodplains, wetlands, steep hillsides, canyons, and coastal and waterfront lands.

- a. Manage watersheds and regulate floodplains to reduce disruption of natural systems, including the flow of sand to the beaches.
- b. Limit grading and alterations of steep hillsides, cliffs and shoreline to minimize erosion and landform impacts.



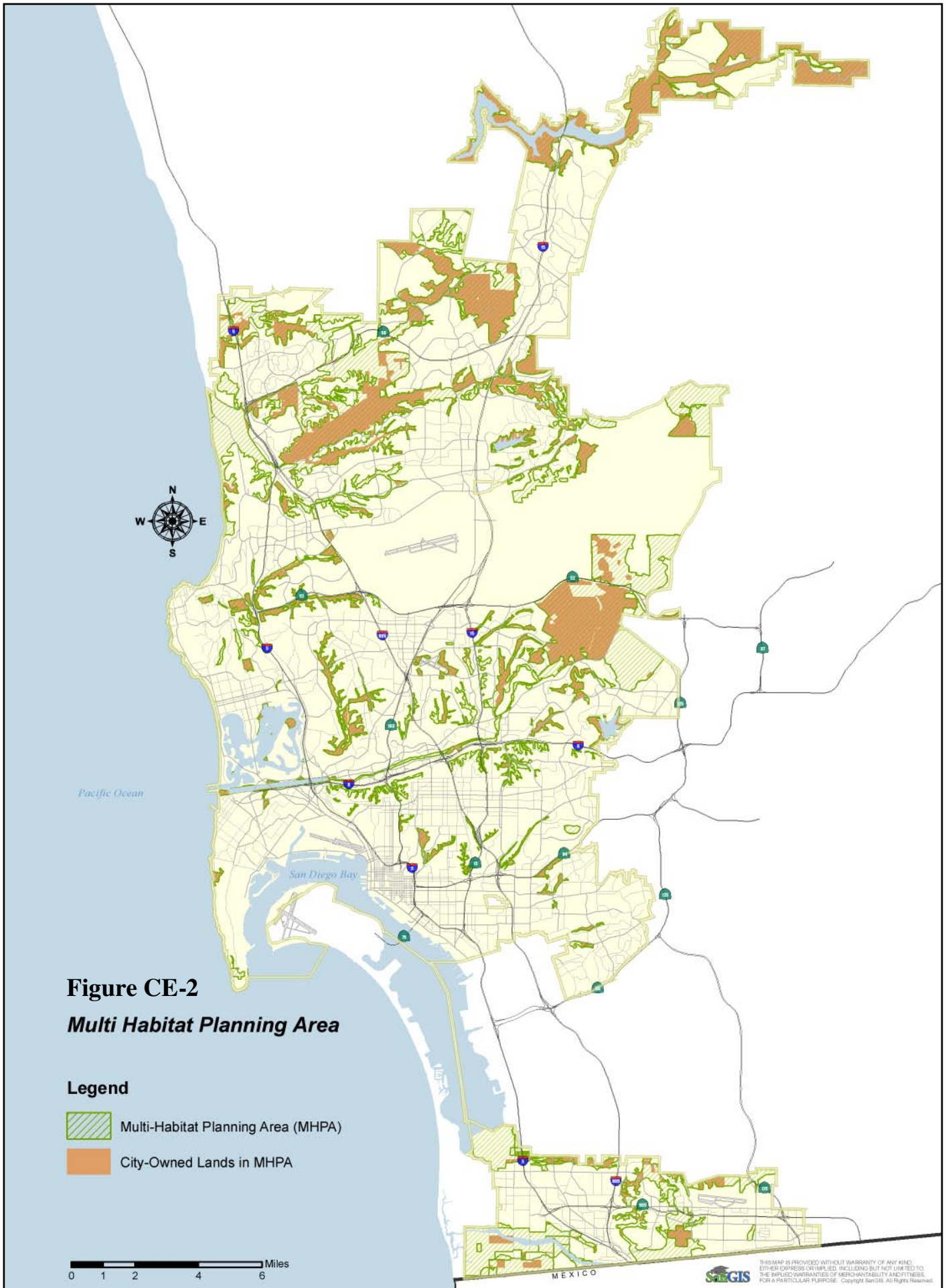
**Figure CE-1**  
**Steep Slopes and**  
**100 ft Contours**

**Legend**

-  Topo - 100 ft contours
-  Steep Slopes - 1999

0 1 2 4 6 Miles

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**Figure CE-2**  
**Multi Habitat Planning Area**

- Legend**
- Multi-Habitat Planning Area (MHPA)
  - City-Owned Lands in MHPA

0 1 2 4 6 Miles

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- CE-A.3. Balance the city's housing goals and conservation goals, through the City of Villages strategy of targeting mixed-use development into the existing commercial fabric of the city.
- CE-A.4. Use natural landforms and features as integrating elements in project design to complement and accentuate the city's form (see Urban Design Element).
- CE-A.5. Limit and control runoff, sedimentation, and erosion both during and after construction activity.

*The San Pasqual Valley agricultural and open space preserve demonstrates the many benefits of open space preservation. The approximately 14,000 acre San Pasqual Valley Plan Area, largely owned by the City of San Diego Water Department, lies within the San Dieguito River Basin and contains the Hodges Reservoir and significant groundwater resources. The City of San Diego acquired the valley in the late 1950s for water supply purposes. The valley also serves as*



*a valuable agricultural, biological, scenic, and recreational resource. The San Pasqual Valley Plan (1995) calls for: optimization of water supply and quality, preservation of rural character, retention of agriculture, habitat preservation, and creation of an open space park among other goals. The City of San Diego has reaffirmed its commitment to protection and wise management of the San Pasqual Valley through development of the San Pasqual Vision Plan together with a series of ten directives which identify detailed plan implementation actions.*

- CE-A.6. Limit use of beaches and shorelines to appropriate ocean-oriented recreational and educational functions, and natural resource preservation.
- CE-A.7. Protect and preserve important tide pools, lagoons and marine canyons for research, conservation, and limited recreational purposes.
- CE-A.8. Manage wetland areas as described in Section F for natural flood control and preservation of landforms.
- CE-A.9. Retain premium agriculturally productive lands in agricultural usage, as identified in community plans.



## B. Water Supply

### Goals

- A safe, reliable, and cost-effective water supply for San Diego
- Maximum water-use efficiency

### Discussion

San Diego has a semi-arid coastal climate, with coastal areas receiving an average of ten inches of rain annually. The city's historically reliable water supply is credited to its ability to import and store water supplies from the Colorado River and Northern California. However, as these imported water supplies become scarce because of population increases, economic growth, and competing regional demands, San Diego must develop additional water resources to ensure an adequate supply for present and future generations. By 2030, the city's water demands are projected to increase by approximately 55 million gallons a day (MGD) or 25 percent over 2002 levels. To accommodate this demand, the challenge is to continue providing existing and new customers with a safe and reliable water supply in a cost-effective manner.

The majority of San Diego's water supply is imported from Northern California and the Colorado River. The City of San Diego has no direct control over the imported water supply, but is a member agency of the San Diego County Water Authority (SDCWA), which is responsible for securing the San Diego region's water supply.

Additional dedicated water supplies and increased water-use efficiency programs are needed for the region to support growth projections and industry needs. In response to imported water supply uncertainties, the city prepared a Long-Range Water Resources Plan, which defines a flexible thirty-year strategy and includes evaluation tools for continued water resources planning.

*In late 2002, the U.S. Department of the Interior mandated that Southern California return to its basic allocation of 4.4 million annual acre-feet apportionment from the Colorado River. This represented a significant reduction of 900,000 acre-feet annually that Southern California had been receiving for decades. The Quantification Settlement Agreement (QSA) was ratified in 2003, allowing the San Diego County Water Authority (SDCWA) to purchase up to 200,000 acre-feet annually of conserved water directly from the Imperial Irrigation District (IID) for a term of 75 years. SDCWA is the wholesale water agency for the San Diego region. The full amount of this water transfer will not be available for two decades as the IID gradually ramps up its conservation program. Additionally, SDCWA opted to finance the lining of the All American and Coachella canals in exchange for dedicated rights to 78,000 annual acre-feet of conserved water from these projects for a term of 110 years. Part of this water will be available to San Diego beginning as soon as 2006.*

*While the addition of the 278,000 acre-feet of dedicated water supplies to San Diego County is welcome, the remaining demand for imported water still must be made available by the Metropolitan Water District of Southern California (MWD). MWD is the wholesale water agency responsible for providing water to Southern California's urban water agencies including SDCWA. MWD is also pursuing water transfers from California's Central Valley and the Colorado River to meet the growing demands of its large service territory. The SDCWA has preferential rights to approximately 15 - 18% of MWD's annual supply, potentially leaving the San Diego region with 70,000 or more acre-feet of supplies that could be interrupted during a water shortage.*





The city operates nine local drinking water supply reservoirs that are critical components of the regional water supply system. These reservoirs store imported water, provide emergency water storage, and capture rainfall and runoff that provides 10 to 20 percent of the city's water supply (rainfall in reservoir areas averages 15-25 inches per year). However, when runoff from storms or other human activities picks up pollutants, the runoff becomes a significant threat to water quality. The continued urbanization of watershed lands increases this threat.



Pollutants of concern for drinking water include materials that are not typically addressed under storm water regulations; nutrients and related algae, organic carbon, and dissolved solids are of particular concern. To fill this gap, the City of San Diego has written Source Water Protection Guidelines which help development project proponents and reviewers determine if their projects pose a threat to water quality. Where a threat exists, the Guidelines offer suggestions

on site designs and the use of Best Management Practices (BMPs) to minimize potential problems. Applying the Guidelines and reducing runoff pollution is particularly challenging, as the reservoirs and their tributary watersheds are located almost entirely outside of the City of San Diego.

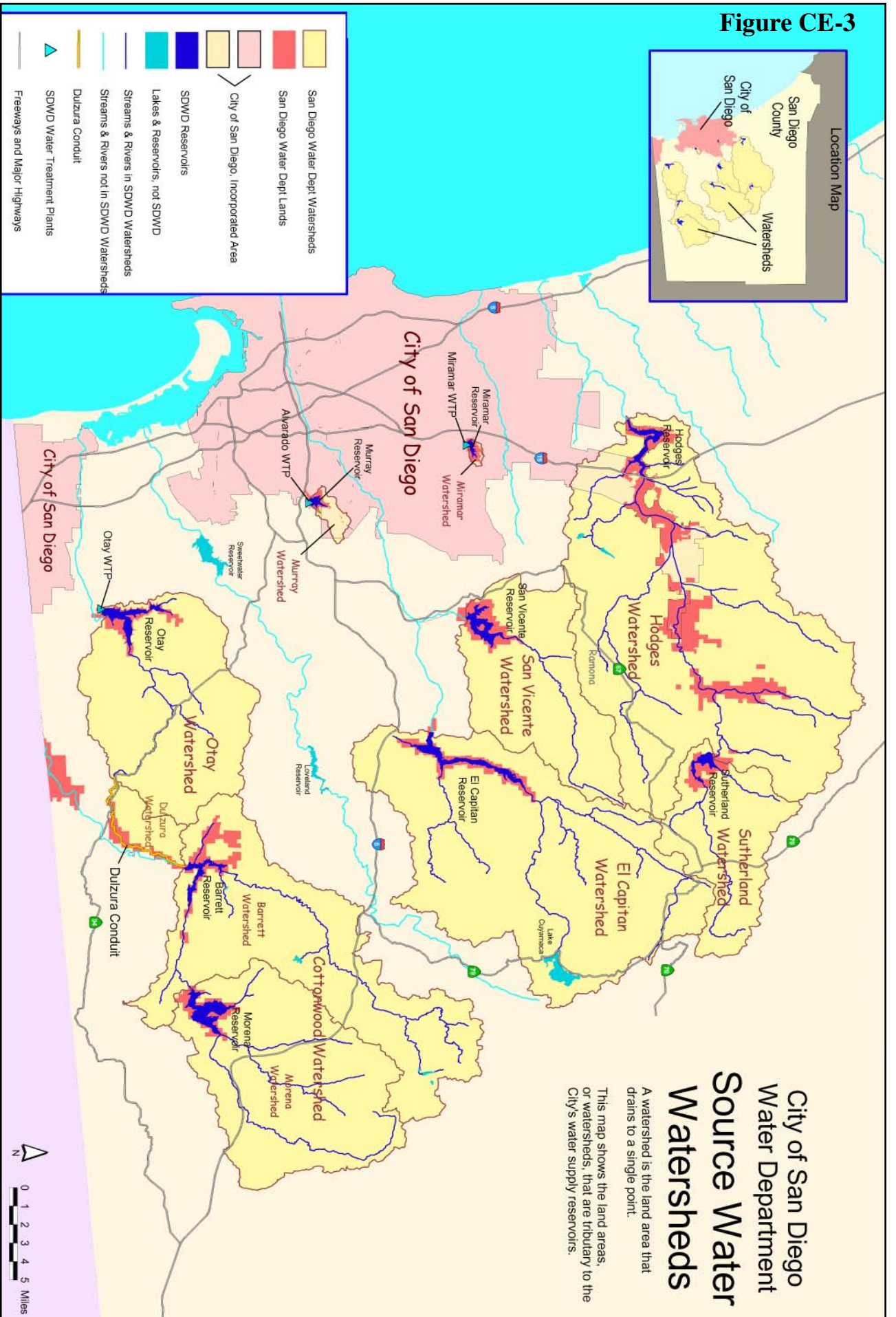
## Policies

### CE-B.1. Alternative Water Sources.

Optimize the use of imported supplies and improve reliability by increasing alternative water sources to: provide adequate water supplies for present uses, accommodate future growth, attract and support commercial and industrial development, and supply local agriculture.

- a. Prepare, implement, and maintain long-term, comprehensive water supply plans and options in cooperation with the appropriate state and federal agencies, regional authorities, water utilities, and local governments.
- b. Develop potential groundwater resources and storage capacity, combined with management of surface water in the water basin to meet overall water supply and resource management objectives.
- c. Participate in advanced water treatment processes such as brackish groundwater and seawater desalination programs.
- d. Continue to expand recycled water programs.
- e. Pursue water transfers.
- f. Optimize storage, treatment and distribution capacity.
- g. Ensure adequate water supply during emergency situations.

**Figure CE-3**





- h. Support regional efforts towards ensuring that imported water is reliable, cost-effective, and is of high quality.
- i. Maintain existing and future water supply, storage, treatment and distribution facilities with minimal or no impact to the environment.

CE-B.2. Water Conservation.

Maximize the implementation of water conservation measures as a cost-effective way to manage water demands and reduce the dependence on imported water.

- a. Implement conservation incentive programs that increase water-use efficiency and reduce urban runoff.
- b. Develop a response plan to assist citizens in reducing water use during periods of water shortages and emergencies.
- c. Encourage local water agencies to use state-mandated powers to enforce conservation measures that eliminate or penalize wasteful uses of water.
- d. Explore alternative conservation measures and technology as they become available.
- e. Develop and expand water-efficient landscaping to include urban forestry, urban vegetation, and demonstration projects.

CE-B.3. Water Resource Protection.

Protect drinking water resources by implementing guidelines for development projects that may impact water supply watersheds, reservoirs and groundwater aquifers. The guidelines should address development project evaluation, site design, best management practices (BMPs) and storm water treatment measures.

- a. Collaborate with other jurisdictions to reduce the potential for polluted runoff to impact water supplies.
- b. Enter into cooperative, voluntary agreements with other jurisdictions to enable the city to provide advisory review of development projects that may impact our watershed and reservoir areas, but are outside of the city's boundaries.

CE-B.4. Watershed Management Plans.

Continue to participate in the development and implementation of watershed management plans.

- a. Control water discharge in a manner that does not reduce reasonable use by others, damage important native habitats and cultural resources, or create hazardous conditions (e.g., erosion, sedimentation, flooding and subsidence).
- b. Protect reservoir capacity from sedimentation.
- c. Improve and maintain drinking water quality and urban runoff water quality through implementation of source water protection



guidelines and storm water protection measures (see also Urban Runoff Management section).

- d. Encourage proper agricultural practices (if applicable) such as tillage, use of grass filter strips, runoff detention basins, and organic farming.

## C. Urban Runoff Management

### Goal

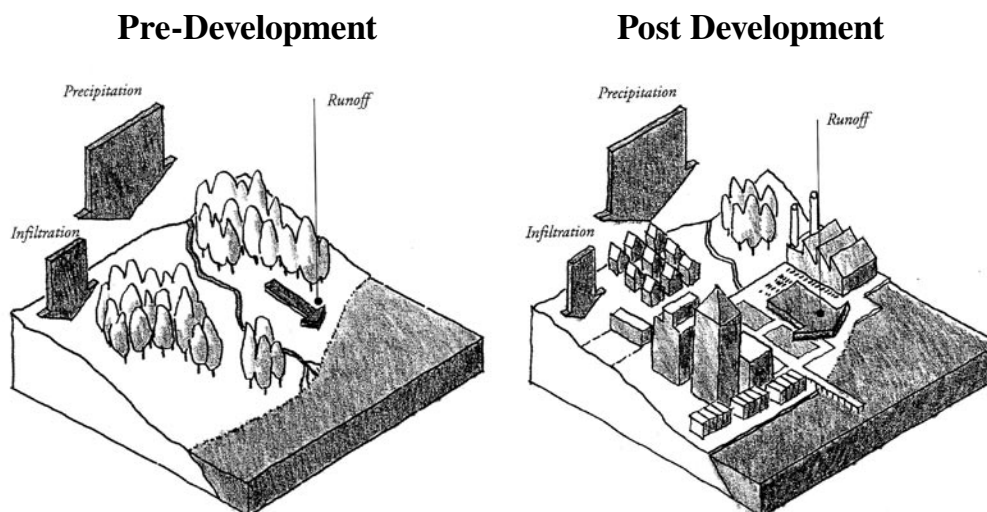
- Protection and restoration of all natural water bodies, including coastal waters, creeks, bays, and wetlands
- Preserved natural attributes of both the floodplain and floodway without endangering life and property

### Discussion

When water from rainfall or human activities flows across urban areas it picks up a host of pollutants in its path, such as: trash, debris, organic waste, pesticides, bacteria, viruses, oil, grease, sediments, nutrients, metals, and toxic chemicals. This runoff is a major source of water pollution as it is conveyed by the storm drain system, untreated, directly to our creeks, bays, wetlands, beaches, and open spaces. Polluted runoff also threatens our drinking water, as discussed in the Water Supply section of this Element. The diverse origins and types of urban runoff pollution make it very difficult to treat, so pollution prevention is the key to a successful urban runoff program.

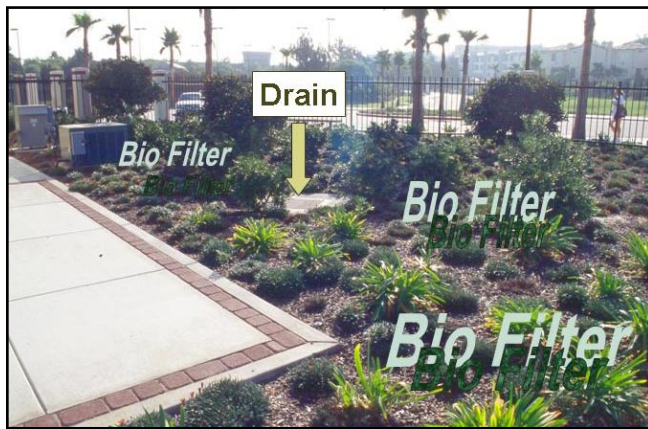
Figure CE-4

### Hydrologic Cycle





Water quality preservation and urban runoff management also requires preservation of key open space and permeable areas within watersheds, as runoff increases in developed areas (see Figure CE-3). Watersheds are areas in which water, sediment, and dissolved materials flow to a common outlet, so what happens in one part of the system can affect the water quality and quantity over a broad area. Open space and permeable areas are important because when storm water (or other urban water runoff) passes over natural surfaces, some of it is absorbed into the ground and cleansed by natural filtration processes. Maintaining water quality is important to public health, wildlife, and economic prosperity, and is a requirement of the federal Clean Water Act.



The city's storm water pollution prevention efforts include watershed management, Best Management Practices (BMP) development/implementation, planning and development measures, public education, employee training, water quality monitoring, source identification, and code enforcement components. Storm Water BMPs are specific management practices designed to prevent pollutants from entering storm water and urban runoff.

These efforts are documented in the city's annual Urban Runoff Management Plan (URMP). This plan is a requirement of the city's municipal storm water National Pollutant Discharge Elimination System (NPDES) Permit. The permit is issued by the Regional Water Quality Control Board, San Diego Region, in response to the Clean Water Act. [Click here for the latest URMP.](#)

In addition to the water quality impacts from storm water runoff, heavy storms periodically cause flooding damage. San Diego's semi-arid climate makes it more susceptible to flooding because of local soil and vegetation characteristics. While the city's numerous canyons and valleys comprise an efficient natural drainage system that results in a low ratio of floodplain area to total land area, there are areas that experience flooding during heavy rains, such as in the case of the San Diego River Valley. Figure CE-5, the "Flood Hazard Areas Map," depicts the 100-year floodplains which are areas subject to major flooding. Flood control has been addressed in the city both through engineered flood control channels and floodplain zoning to significantly restrict building.

The City of Villages strategy, which encourages compact, infill development, plays an important role in achieving water quality and urban runoff management goals. Implementation of the strategy will help reduce pressure for development in rural and undeveloped areas region-wide, preserve open spaces that are important watershed/habitat areas, and encourage a reduction in automobile dependence (which



would decrease the need for new roads, as well as oil and gas leaks on the streets).

The following policies address land development practices for erosion control, decreased use of impervious surfaces, and design that captures or reduces runoff from development sites. The policies also provide a summary of the city's overall water quality protection policies. [Click here for a more detailed description of the city's programs.](#)

## Policies

### CE-C.1. Public Education.

Continue to develop and implement public education programs.

- a. Involve the public in addressing urban runoff problems and raising awareness of how individual's activities contribute to urban runoff pollution.
- b. Work with local businesses and developers to provide information and incentives for the implementation of Best Management Practices for pollution prevention and control.
- c. Implement watershed awareness and water quality educational programs for city staff, community planning groups, the general public, and other appropriate groups.

### CE-C.2. Land Development Protection Measures.

Apply water quality protection measures to land development projects during project design, permitting, construction, and operations in order to minimize the quantity of runoff generated on-site, the disruption of natural water flows and the contamination of storm water runoff.

- a. Increase on-site infiltration, and preserve, restore or incorporate natural drainage systems into site design.
- b. Reduce the amount of impervious surfaces through selection of materials, site planning, and narrowing street widths where possible.

*The Clean Water Act of 1972 (CWA) is the cornerstone of surface water quality protection in the United States. The CWA employs a variety of regulatory and nonregulatory tools to reduce direct pollutant discharges into waterways, finance municipal wastewater treatment facilities, and manage polluted runoff. These tools are employed to achieve the broader goal of restoring and maintaining the integrity of the nation's waters so that they can support "the protection and propagation of fish, shellfish, and wildlife and recreation in and on the water."*

*In the early decades of the Act's implementation, efforts focused on regulating discharges from traditional "point source" facilities, such as municipal sewage plants and industrial facilities, with little attention paid to runoff from streets, construction sites, farms, and other "wet-weather" sources. Starting in the late 1980s, efforts to address polluted runoff have increased significantly. Evolution of CWA programs over the last decade has also included a shift from a program-by-program, source-by-source, pollutant-by-pollutant approach to more holistic watershed-based strategies. Under the watershed approach equal emphasis is placed on protecting healthy waters and restoring impaired ones.*

*The City of San Diego enacted the Storm Water Management and Discharge Control Ordinance in 1993. This ordinance prohibits pollutants from entering the storm water conveyance system. The city has also amended grading and drainage regulations to better control storm water pollution from sediments, erosion, and construction materials during construction and during permanent use of developed sites.*



- c. Increase the use of natural vegetation and landscaping in drainage design.
- d. Avoid conversion of areas particularly susceptible to erosion and sediment loss (e.g., steep slopes) and where unavoidable, enforce regulations that minimize these impacts.
- e. Apply land use, site development, and zoning regulations that limit impacts on, and protect the natural integrity of topography, drainage systems, and water bodies.
- f. Maintain landscape design standards that minimize the use of pesticides and herbicides.
- g. Enforce maintenance requirements in development permit conditions.

CE-C.3. Contractor Compliance.

Require contractors to comply with accepted storm water pollution prevention planning practices for all projects.

- a. Minimize the amount of graded land surface exposed to erosion and enforce erosion control ordinances.
- b. Continue routine inspection practices to check for proper erosion control methods and housekeeping practices during construction.

CE-C.4. Continue to participate in the development and implementation of Watershed Management Plans for water quality and habitat protection.

CE-C.5. Best Practices.

Assure that city departments continue to use good housekeeping procedures so that water quality objectives are routinely implemented.

- a. Incorporate water quality objectives into existing regular safety inspections.
- b. Follow Best Management Practices and hold training sessions to ensure that employees are familiar with those practices.
- c. Educate city employees on sources and impacts of pollutants on urban runoff and actions that can be taken to reduce these sources.
- d. Ensure that contractors used by the city are aware of and implement urban runoff control programs.
- e. Serve as an example to the community-at-large.

CE-C.6. Pollution Control.

Continue to encourage measures to promote the proper collection and disposal of pollutants at the source, rather than allowing them to enter the storm drain system.







- a. Promote the provision of used oil recycling and/or hazardous waste recycling facilities and drop-off locations.
- b. Review plans for new development and redevelopment for connections to the storm drain system.
- c. Follow up on complaints of illegal discharges and accidental spills to storm drains, waterways, and canyons.

CE-C.7. Flood Management.

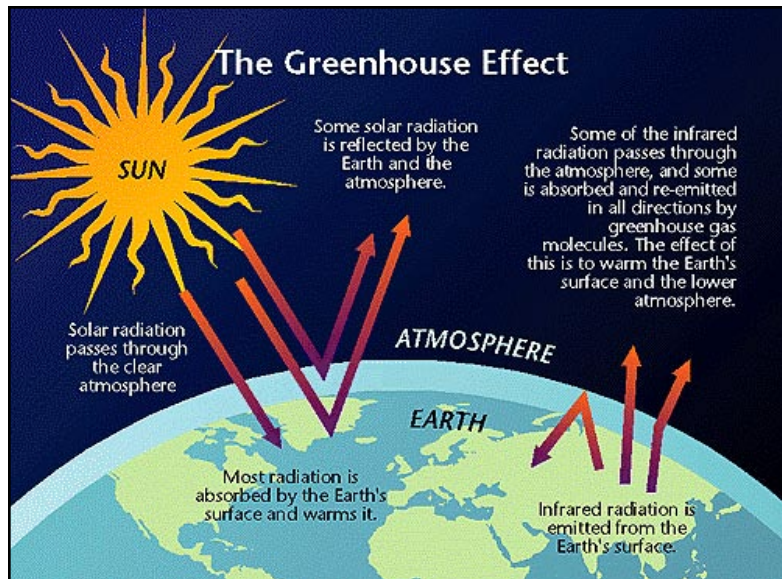
Manage floodplains to address their multi-purpose use, including natural drainage, habitat preservation, and open space and passive recreation, while also protecting public health and safety.

## D. Air Quality

### Goals

- Continued improvement in regional air quality
- Reduction in greenhouse gas emissions

### Discussion



Air pollution is clearly linked to health problems, especially for children and elderly residents, and those with respiratory conditions. Motor vehicles and other fossil-fuel burning vehicles are responsible for about 75 percent of the air pollution emissions in the San Diego region (see Table CE-1). Diesel fuel emissions, which contain toxic particulate matter, are especially harmful to public health (see also Mobility Element, Section

L). Ground level ozone, a significant air pollutant in San Diego, is caused by internal combustion vehicles. It forms when sunlight and heat interact with vehicle emissions. Even at low-levels, ozone can aggravate respiratory conditions, interfere with the ability of plants to produce and store food, and damage building materials. Air pollution also can cause haze, which reduces visibility. On a much broader scale, carbon dioxide emissions from vehicles and fossil-fuel burning power plants are identified as two significant contributors to global warming.



Under the federal Clean Air Act, the Environmental Protection Agency (EPA) sets limits on how much of a pollutant is allowed in the air anywhere in the United States. The federal government has identified health standards for six criteria pollutants: ozone (smog), carbon monoxide, nitrogen dioxide, sulfur dioxide, lead, and inhalable particulates (those smaller than 10 microns are commonly called PM10 and those particles 2.5 microns or smaller are called PM2.5).

At the state level, the California Air Resources Board (ARB) gathers air quality data for the state of California, ensures the quality of this data, designs and implements air quality models, and sets ambient air quality standards for the state. California regulates the same pollutants as the federal government plus three others: sulfates, visibility reducing particulates, and hydrogen sulfide.

Locally, the San Diego County Air Pollution Control District is the agency responsible for enforcing the federal and state air pollution regulations, and for developing local rules for the county. [click for more information](#). San Diego's air quality has improved over the past quarter century because of effective emission control devices on motor vehicles and stricter, enforceable regulations for industry. This accomplishment is especially noteworthy considering our region's substantial growth in population and motor vehicle mileage. However, in April 2004 the Environmental Protection Agency (EPA) moved to enforce tougher clean-air standards for ozone, and San Diego was listed among 474 counties in the United States that do not meet EPA's new eight-hour ozone standard. San Diego is also out of compliance with the California PM10 particulate standards. Air quality will remain a persistent challenge as the number of people and cars in our region grows.

**Table CE-1  
Sources of Emissions in the San Diego Region**

Motor Vehicles (cars, trucks, buses)	50%
Other Mobile (trains, planes, ships, agricultural equipment)	26%
Industry and Commerce (which includes power plants)	14%*
Home Products	9%
Agriculture	1%
Source: San Diego County Air Pollution Control District, 2002 1-Hour Ozone Maintenance Plan.	

*\* This percentage includes emissions generated by power plants producing electricity in the San Diego region. Local fossil-fuel based power plants produce about 2500 megawatts (MW) of electricity. During peak periods, the San Diego region imports about another 1500 MW of power, the generation of which affects skies outside our region.*



*Ozone. Historically, San Diego's primary air pollution problem has been ozone. Ozone is a colorless gas that can be good or bad depending on where it is located. Ozone in the stratosphere (seven or more miles above the earth) protects the planet from the sun's harmful rays; ozone at ground level causes smog. Ground level ozone is formed when fossil fuel exhaust and other emissions react in the presence of sunlight.*

*Particulates. Particulate matter (PM) is a mixture of very tiny solid or liquid particles composed of chemicals, soot, and dust. Very small particles can be inhaled into the lungs and cause or aggravate health problems including asthma, bronchitis and other lung diseases.*

In order to improve local air quality and to reduce greenhouse gas emissions (GHG) that contribute to climate change, the City of San Diego is participating in the Cities for Climate Protection program. The goal put forward by the Mayor and City Council in 2002 is to achieve a 15 percent reduction in GHG by 2010, using 1990 as baseline. Click [here](#) for the City of San Diego Cities for Climate Protection Action Plan.

## Policies

- CE-D.1. Develop and adopt a fuel efficiency policy to reduce fossil fuel use by city departments, and support community outreach efforts to achieve similar goals in the community.
- CE-D.2. Continue to upgrade energy conservation in city buildings and support community outreach efforts to achieve similar goals in the community.
- CE-D.3. Continue to use methane as an energy source from inactive and closed landfills.
- CE-D.4. Preserve and plant trees and vegetation that are consistent with habitat and water conservation policies and that absorb carbon dioxide and pollutants.
- CE-D.5. Promote technological innovations to help reduce automobile, truck, and other motorized equipment emissions.
- CE-D.6. Encourage alternatives to single-occupancy vehicle use, including using public transit, carpooling, teleworking, bicycling, and walking.
- CE-D.7. Support state, federal, and local actions to increase the use of alternative fuels.
- CE-D.8. Support state, federal, and local efforts to increase fuel efficiency and reduce GHG, including California's Greenhouse Gas Rule adopted in 2004 (see <http://www.arb.ca.gov/cc/cc.htm> for more information).



## E. Biological Diversity

### Goal

- A healthy regional ecosystem with biological diversity and conservation of endangered, threatened, and key sensitive species and their habitats

### Discussion

San Diego County is a “hot spot” of biodiversity in the United States. Many unique and endangered species are found in the San Diego region. Ensuring their survival is essential to maintaining a healthy local ecosystem. Human activity is creating a “biodiversity deficit” by destroying ecosystems faster than nature can adapt or create new ones. Rates of species extinction are currently estimated at one hundred to one thousand times higher than pre-human levels.



The city adopted the Multiple Species Conservation Program (MSCP) in 1997 to preserve and manage sensitive species at an ecosystem level. The MSCP is a comprehensive habitat conservation planning program for southwestern San Diego County (the planned habitat preserve is shown on Figure CE-2). The purpose of the MSCP is to preserve a network of habitat and open space. The plan is designed to preserve native vegetation and meet the habitat needs of multiple species, rather than focusing preservation efforts on one species at a time. By identifying priority areas for conservation and other areas for future development, the MSCP has streamlined existing permit procedures for development projects which impact habitat.



Many native vegetation communities in the region are considered sensitive because they have been greatly reduced by development. San Diego County contains more than 200 plant and animal species that are federally and/or state listed as endangered, threatened, or rare; proposed or candidates for listing; or otherwise are considered sensitive. Over half of these species occur in the MSCP study area. The MSCP will protect habitat for more than 1,000 native and non-native plant species and more than 380 species of fish, amphibians, reptiles, birds and mammals.

Local jurisdictions and special districts will implement their portions of the MSCP Plan through subarea plans, which describe specific implementing mechanisms. The MSCP, with its attached subarea plans, meets the requirements of the federal Endangered Species Act and the California Natural Community Conservation Program.



## **Policies**

- CE-E.1. Preserve natural habitats pursuant to the MSCP, preserve rare plants and animals to the maximum extent practicable, and manage all city-owned native habitats to ensure their long-term biological viability.
- CE-E.2. Implement the City of Villages strategy as a means to meet the city's substantial housing needs while reducing pressure to develop open space.
- CE-E.3. Prioritize, fund, acquire, and manage open spaces that preserve important ecological resources and provide habitat connectivity.
- CE-E.4. Implement the conservation goals/policies of the city's MSCP, including providing connectivity between habitats and limiting recreational access and use to appropriate areas.
- CE-E.5. Consider important ecological resources when determining where to apply floodplain regulations and development guidelines.
- CE-E.6. Promote aquatic biodiversity and habitat recovery by reducing hydrological alterations, such as grading a stream channel.





## F. Wetlands

### Goals

- Protection and restoration of wetland resources to preserve San Diego's rich biodiversity and heritage
- No net loss of wetland habitat in San Diego

### Discussion

San Diego supports a unique assemblage of wetlands, including tidal and freshwater marshes, riparian wetlands and vernal pools. Most of San Diego's coastal wetlands are open to the ocean's tides and contain a mix of ocean and fresh water. Wetlands are vitally important to the survival of many fish, birds, and plants. Waterways and their riparian areas are critical habitats for a variety of



wildlife. Straightening, cementing over, and otherwise altering stream channels and wetlands removes the opportunities for biodiversity and also impacts important ecological processes that remove pollutants and improve water quality. The health of riparian, marsh, and other wetland areas is an important indicator of ecosystem health, and of the sustainability of human activity within a watershed.

In addition, wetlands protect surface water quality by slowing the erosive forces of moving water. Wetlands provide a natural means of flood control and damage prevention by reducing flood peaks, thereby protecting against the loss of life and property. Wetlands also improve water quality by intercepting and filtering waterborne sediments, excess nutrients, heavy metals and other pollutants.

Appreciation of the value of wetlands has grown, as have laws calling for their protection, yet wetlands are still threatened. California has lost ninety percent of its historical wetlands, and only five percent of the state's coastal wetlands remain. The following policies highlight the importance of wetlands and offer guidance for their protection and restoration.



## **Policies**

- CE-F.1. Use a watershed planning approach to preserve and enhance wetlands.
- CE-F.2. Facilitate public-private partnerships that improve private, federal, state and local coordination through removal of jurisdictional barriers that limit effective wetland management.
- CE-F.3. Seek state and federal legislation and funding that supports efforts to research, classify, and map wetlands (including vernal pools) and their functions, and improve restoration and mitigation procedures.
- CE-F.4. Support the long-term monitoring of restoration and mitigation efforts to track and evaluate changes in wetland acreage, functions, and values.
- CE-F.5. Support research and demonstration projects that use created wetlands to help cleanse urban and storm water runoff, where not detrimental to natural upland and wetland habitats.
- CE-F.6. Support educational and technical assistance programs, for both planning and development professionals, and the general public, on wetlands protection in the land use planning and development process.
- CE-F.7. Encourage site planning that maximizes the potential biological, cultural, hydrological and land use benefits of wetlands.
- CE-F.8. Implement a 'no net loss' approach to wetlands conservation in accordance with state and federal regulations.
- CE-F.9. Consider public health, access, and safety, including pest and vector control, on wetland creation and enhancement sites.



## G. Energy Independence

### Goals

- Increased local energy independence
- An adequate regional energy supply maintained through conservation, efficient production, efficient community design, and reduced consumption
- Energy supplies that are diverse, efficient, environmentally-sound, sustainable, and reliable

### Discussion

California's energy supply has fluctuated in its ability to meet demand over the last thirty years, notably during peak economic growth periods. San Diego's main drivers of energy demand are population, economic development, housing, and land use. Establishing more local energy sources, with an emphasis on clean, renewable sources, will provide increased economic stability and environmental benefits. Using renewable energy sources reduces dependence on fossil fuels and also helps to



reduce carbon dioxide and other gases in the atmosphere. Water conservation (see Water Supply section) also helps reduce energy use. Almost sixty percent of the energy used by the City of San Diego goes for pumping water and sewage. Energy efficient land use and transportation policies are addressed in this section, as well as in the Land Use and Mobility elements.







## **Policies**

- CE-G.1. Maintain a centralized Energy Conservation and Management Program and Comprehensive Plan for all City of San Diego operations.
- CE-G.2. Coordinate city energy planning programs with federal, state and regional agencies.
- CE-G.3. Pursue state and federal funding opportunities for research and development of alternative and renewable energy sources.
- CE-G.4. Maintain and promote water conservation and waste diversion programs to conserve energy.
- CE-G.5. Seek funding to support the installation of photovoltaic panels, or other forms of energy production, on residences and public buildings.
- CE-G.6. Develop emergency contingency plans, in cooperation with other local agencies and regional suppliers, to assure essential energy supplies and reduce non-essential consumption during periods of energy shortage.
- CE-G.7. Pursue investments in energy efficiency and direct sustained efforts towards eliminating inefficient energy use.
- CE-G.8. Increase energy efficiency and demand management to reduce consumption of fossil fuels.
- CE-G.9. Support local and regional transportation policies that improve mobility and increase energy efficiency and conservation.
- CE-G.10. Support the development of facilities that generate renewable energy.
- CE-G.11. Promote facilities that use renewable energy sources or reduce use of non-renewable energy sources.
- CE-G.12. Encourage small, decentralized, energy efficient power generation.
- CE-G.13. Promote energy conservation education.



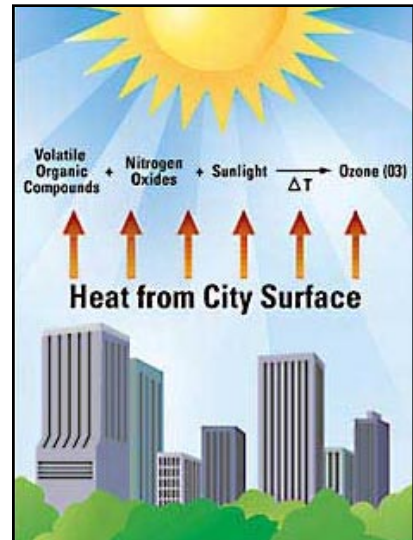
## H. Sustainable Development and Urban Forestry

### Goals

- Citywide integration of sustainable or “green” buildings and site design
- Protection and expansion of a sustainable urban forest

### Discussion

Buildings account for a significant portion of the United States’ consumption of energy and raw materials, and waste output. Sustainable or “green” buildings use resources such as building materials, water, energy, and land more efficiently than other buildings. Green buildings provide an array of environmental, economic and health benefits for building owners and occupants, and help the broader community by conserving resources and reducing pollution.



Green buildings and site design can also help mitigate the Urban Heat Island effect in San Diego. The term “heat island” refers to urban air and surface temperatures that are higher than nearby rural areas. Heat islands form as cities replace natural land cover with dark-colored impermeable pavement, construct buildings that block natural cooling from wind, and otherwise collect and retain heat so much so that compared with open space nearby, a city can be up to ten degrees warmer. Collateral benefits for implementing heat island mitigation measures are that it can also result in energy savings, and reduced ground level ozone production.

Trees are an effective, low-technology way to help meet green building goals and reduce heat islands, while also achieving other environmental and economic benefits. Our urban forest, comprised of all of the publicly and privately owned trees, helps reduce energy consumption, improve air quality, reduce storm water runoff, decrease soil erosion, improve the pedestrian environment, reduce glare, and improve community image and aesthetics. These benefits increase when the size and extent of the tree canopy is increased. Studies have shown that urban trees offer returns far greater than their cost of planting and upkeep.

#### ***The Benefits of Trees***

- *Strategically placed trees around buildings can lower air conditioning bills, and windbreak trees can reduce winter heating bills.*
- *Tree root systems hold soil in place, preventing erosion. Trees also absorb storm water and reduce peak storm runoff.*
- *Trees help cleanse the environment. During photosynthesis trees absorb, or sequester, carbon dioxide and convert it into oxygen. Trees also remove sulfur dioxide, nitrogen oxide, and particulates from the air.*
- *City trees help to counter the urban heat island effect.*
- *Trees reduce noise pollution by acting as a buffer and absorbing urban noise.*
- *Trees help create attractive and desirable shopping districts. Mature trees also raise property values.*
- *Trees provide homes for animals that would otherwise be unable to survive in an urban habitat.*
- *Tree-lined streets help calm traffic and encourage walking.*



## Policies

### CE-H.1. Green Buildings.

Encourage the construction and operation of green buildings.

- a. Require all city buildings to achieve, at a minimum, the Silver Rating goal identified by the Leadership in Energy and Environmental Design (LEED™) Green Building Rating System to conserve resources, including but not limited to energy and renewable resources.
- b. Require all city-funded construction projects to incorporate green building components.
- c. Provide incentives to builders/owners that employ green building techniques.
- d. Provide technical service for green buildings in partnership with other agencies.

### CE-H.2. Energy Efficient Design.

Design and build energy efficient buildings.

- a. Design mechanical and electrical systems that achieve maximum energy efficiency with currently available technology.
- b. Strive for innovative site design and building orientation to minimize energy use by taking advantage of sun-shade patterns, prevailing winds, landscaping, and sun-screens.
- c. Support self-generation of energy using renewable technologies.
- d. Combine energy efficiency measures that have longer payback periods with measures that have shorter payback periods.
- e. Reduce levels of non-essential lighting, heating and cooling.

### CE-H.3. Indoor Air Quality.

Construct and operate buildings using materials, methods, and mechanical and electrical systems that ensure a healthful indoor air quality. Avoid contamination by carcinogens, volatile organic compounds, fungi, molds, bacteria, and other known toxins.

- a. Eliminate the use of chlorofluorocarbon-based refrigerants in newly constructed facilities and major building renovations and retrofits for all heating, ventilation, air conditioning, and refrigerant-based building systems.
- b. Reduce the quantity of indoor air contaminants that are odorous or potentially irritating to protect installers and occupants' health and comfort. Select low-emitting adhesives, paints, coatings, carpet systems, composite wood, agri-fiber products, and others.

### CE-H.4. Reduce waste by renovating or adding on to existing buildings, rather than constructing new buildings where feasible.



- CE-H.5. Building Materials.  
Reuse building materials, use materials that have recycled content, or use materials that are derived from sustainable or rapidly renewable sources to the extent possible.
- a. Encourage contractors to schedule time for deconstruction and recycling activities to take place during project demolition and construction phases.
  - b. Use life cycle costing in decision-making for materials and construction techniques. Life cycle costing analyzes the costs and benefits over the life of a particular product, technology, or system.
  - c. Remove code obstacles to using recycled materials in buildings and for construction.
- CE-H.6. Recycling Space.  
Include features in buildings to facilitate recycling of waste generated by building occupants.
- a. Provide permanent, adequate, and convenient space for individual building occupants to collect refuse and recyclable material.
  - b. Provide a recyclables collection area that serves the entire building or project. The space should allow for the separation, collection and storage of paper, glass, plastic, metals, and other materials as needed.
- CE-H.7. Sustainable Landscaping.  
Encourage sustainable landscape design, and landscape and park maintenance.
- a. Encourage the use of integrated pest management to reduce dependence on the use of pesticides, herbicides, and synthetic fertilizers.
  - b. Encourage composting.
  - c. Decrease the amount of impervious surfaces in developments.
  - d. Increase use of trees which lose their leaves at the end of the growing season and native vegetation.
  - e. Reduce use of lawn types that require high levels of irrigation.
  - f. Incorporate existing mature trees and vegetation into site designs.
  - g. Minimize the use of landscape equipment powered by fossil fuels.
  - h. Implement water conservation measures in site/building design and landscaping.
  - i. Use high efficiency irrigation technology, drought tolerant native plants, and recycled site water to reduce the use of potable water for irrigation.
- CE-H.8. Urban Heat Island.  
Develop and adopt an Urban Heat Island mitigation policy.
- a. Develop measures to limit or mitigate the use of dark materials on roofs and roads.



- b. Develop measures to increase vegetation, particularly shade trees, to cool air temperatures.
- c. Minimize the development of, and where possible retrofit, large surface parking lots.

CE-H.9. Urban Forestry.

Develop, nurture, and protect a sustainable urban/community forest.

- a. Seek resources and take actions needed to plant, care for, and protect trees in the public right-of-way and parks.
  - 1) Encourage the planting of large canopy shade trees in order to maximize environmental benefits.
  - 2) Seek to retain significant and mature trees.
  - 3) Develop a program and funding source to maintain trees.
- b. Include community street tree master plans in community plans. prioritize community streets for street tree programs; identify the types of trees proposed for those priority streets by species (with acceptable alternatives) or by design form, integrate known protected trees and inventory other trees that may be eligible to be designated as a protected tree.
- c. Develop a citywide urban forest master plan comprised of the community plan street tree master plans.
- d. Continue to require the planting of trees through the development permit process.
- e. Consider tree planting as mitigation for air pollution emissions, storm water runoff, and other environmental impacts as appropriate.
- f. Support public outreach efforts to educate city staff, the business community, and the general public on the environmental and economic benefits of trees.

*City of San Diego Refuse and Recyclables Materials*

*Chapter 14, Article 2, Division 8 of the City of San Diego Municipal Code requires all new multiple unit residential, commercial, and industrial development to provide on-site areas for the storage of refuse and recyclable materials. The purpose of the regulations is to provide permanent, adequate, and convenient space for the collection of refuse and recyclable material.*

*City of San Diego Landscape Regulations*

*Landscape regulations (Municipal Code Chapter 14, Article 2, Division 4) are in place and designed to: minimize the erosion of slopes and disturbed lands through revegetation; conserve energy by the provision of shade trees over streets, sidewalks, parking areas, and other paving; conserve water through low-water-using planting and irrigation design; reduce the risk of fire through site design and the management of flammable vegetation; and to improve the appearance of the built environment by increasing the quality and quantity of landscaping visible from public rights-of-way, private streets, and adjacent properties.*



## I. Mineral Production

### Goal

- Mineral production and conservation balanced with habitat and topography protection

### Discussion

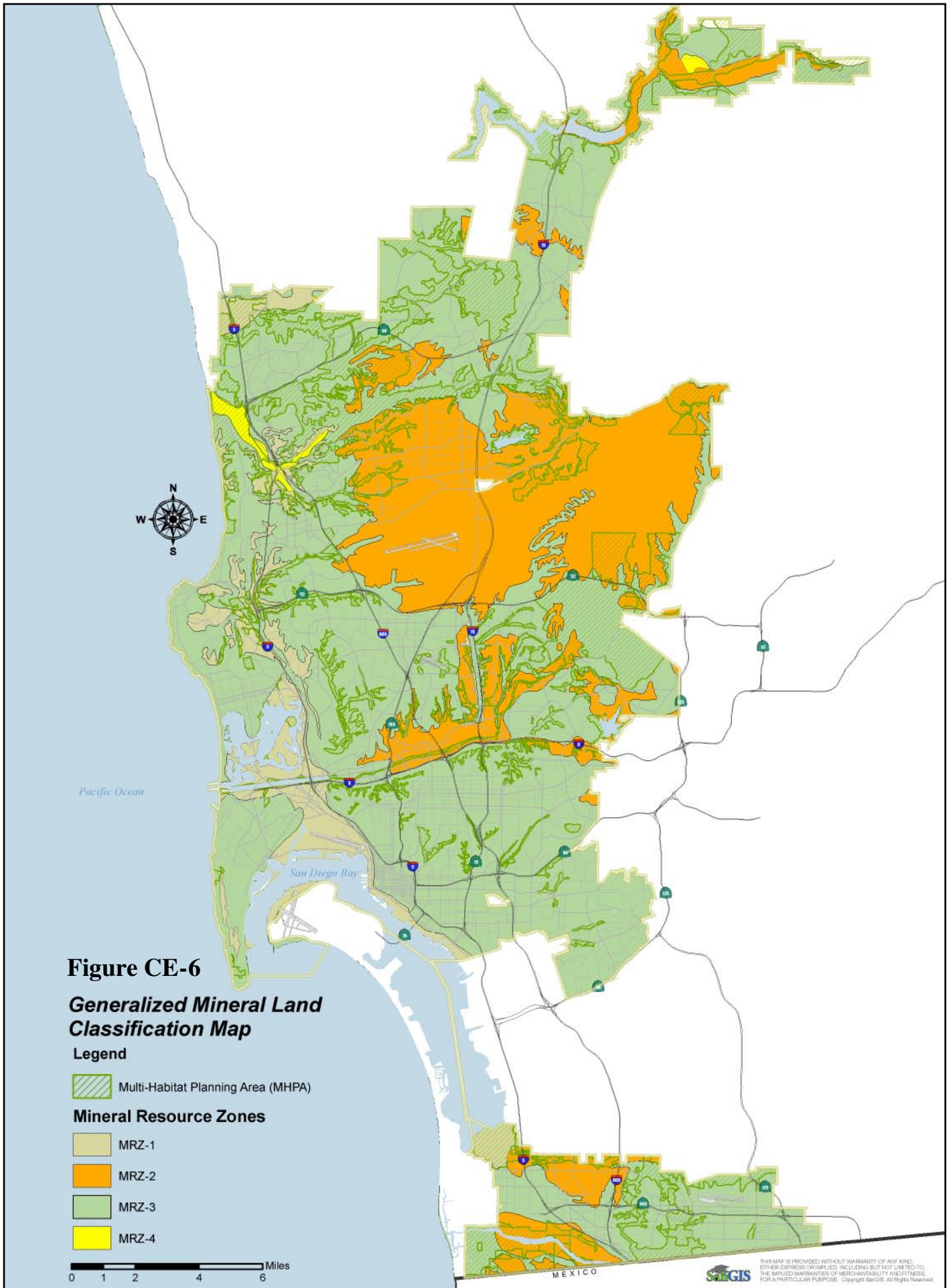
San Diego's important mineral resources include salt, sand, and gravel, all of which have been produced in San Diego for many decades. San Diego's salt production occurs within the South San Diego Bay Unit of the San Diego National Wildlife Refuge. Within this refuge, approximately 1,050 acres of salt ponds are currently in active salt production. A commercial solar salt operation is permitted to operate within the refuge. This operation, which occurs on approximately 1,035 acres at the southern most end of San Diego Bay, has produced salt at this site for more than 130 years. The current facility consists of a series of diked ponds that facilitate the concentration and precipitation of salts from bay water. It produces approximately 60,000 to 80,000 tons of common salt (sodium chloride) annually. Although the salt ponds are a unique local industry, they do not represent a large share of the salt production market. As a result, salt production may be relocated to the Salton Sea.

The salt ponds are also valuable as an irreplaceable habitat for many bird species. Each year, birds use the ponds to nest, feed, and roost. It is one of the few large areas remaining along the highly urbanized Southern California coast where large bird populations can gather. The U.S. Fish and Wildlife's draft Comprehensive Conservation Plan (CCP) is considering restoring the commercial salt ponds for wildlife.

San Diego's aggregate mineral resources (sand and gravel) provide necessary materials for the local economy. Extraction of sand, rock, and gravel, began in San Diego in Mission Valley in 1913. Extraction still occurs in Mission Valley and in other areas of the city such as Carroll Canyon and Mission Gorge. There are also mining operations within the MSCP subarea plan, consisting mainly of sand, rock, and gravel extraction using open pit mining.

Mineral deposits that are acceptable for use as portland cement concrete (PCC) grade aggregate are the rarest and most valuable of aggregate resources. The location of San Diego's high quality mineral resource areas are shown on Figure CE-6 as Mineral Resource Zone (MRZ)-2 areas. State law requires cities to plan for the beneficial management of these valuable mineral resources.

The use of locally mined materials for San Diego's development is desirable as it reduces the need for trucking materials over long distances, which in turn results in decreased energy use, and fewer traffic, infrastructure, and air quality impacts,





as well as lower direct costs to the consumer and local government. Local use also may result in fewer direct mining environmental impacts to remote, less regulated areas outside of the city. However, because of competing demands for precious open lands, access to aggregate reserves in western San Diego County have significantly decreased over the past twenty years. Urbanization, as well as the designation of lands within the Multiple Habitat Conservation Plan, and the depletion of active mines contributes to the shortage of materials.

In accordance with the city's MSCP Subarea Plan (Section 1.4.2):

“Current mining operations that have approved restoration plans may continue operating in the MHPA. New or expanded mining operations on lands conserved as part of the MHPA are incompatible with MSCP preserve goals for covered species and their habitats unless otherwise agreed to by the wildlife agencies at the time the parcel is conserved. New operations are permitted in the MHPA if 1) impacts have been assessed and conditions incorporated to mitigate biological impacts and restore mined areas; 2) adverse impacts to covered species in the MHPA have been mitigated consistent with the Subarea Plan; and 3) requirements of other City land use policies and regulations... have been satisfied. Existing and any newly permitted operations adjacent to or within the MHPA shall meet noise, air quality and water quality regulation requirements, as identified in the conditions of any existing or new permit, in order to adequately protect adjacent preserved areas and covered species. Such facilities shall also be appropriately restored upon cessation of mining activities.”

To continue to meet our needs locally, reclamation and recycling of building materials must take on a greater importance. Recycling has the added benefit of reducing the amount of waste entering landfills.

## **Policies**

- CE-I.1. Promote the recycling and reclamation of construction materials to provide for the city's current and future growth and development needs.
- CE-I.2. Permit new or expanding mining operations within the MHPA in accordance with MSCP policies and guidelines.
- CE-I.3. Produce sand and gravel with minimal harm and disturbance to adjacent property and communities.
- CE-I.4. Plan rehabilitation of depleted mineral areas to facilitate reuse compatible with local planning goals and policies, including the MSCP.
- CE-I.5. Consider local evaporative salt production for future economic value, open space use, and for important ecological habitat.





## J. Border/International Conservation

### Goal

- A sustainable, safe, and healthy San Diego-Baja California border environment

### Discussion

San Diego is a part of the California-Baja California border region. While divided by the U.S. - Mexico international border, the region shares environmental issues that cross political boundaries. Rapid population growth and economic development have resulted in environmental problems and challenges. Collaboration at the local, state and federal government levels of both countries is needed to address these challenges and work toward achieving a sustainable, safe, and healthy environment.

Many environmental protection and public health programs have arisen from the U.S. – Mexico Border Environmental Program: Border 2012 Program. This program was developed by the U.S. Environmental Protection Agency (EPA) and Mexico’s Secretariat of Environment and Natural Resources (SEMARNAT), in partnership with the U.S. Department of Health and Human Services, the Mexican Secretariat of Health, and other federal agencies, with the active participation from local and state governments from both sides of the border, and U.S. border tribes. The mission of the Border 2012 program is to “To protect the environment and public health in the U.S.-Mexico border region, consistent with the principles of sustainable development.” The City of San Diego participates in several Border 2012 task forces, as well as other border-area committees and initiatives.

Our environment is also influenced by national security measures related to San Diego’s location on the international border. Cars and trucks idling at the port of entry affect air quality and traffic. The location of a potential third port of entry would also impact the border environment. In addition, if biological or chemical substances were released on either side of the border, it could impact our shared air and water resources. The economic impact of border activities is discussed in the Economic Prosperity Element, and the potential response to a hazardous materials emergency (accidental or terrorist) is discussed in the Public Facilities and Safety Element.

Key border environmental issues and their associated conservation efforts include:

**Habitat** – The border region is one of the most ecologically diverse in the world, with a large number of threatened and endangered species and habitats. Organizations from

The U.S. – Mexico Border 2012 Program web site served as a primary reference for this section. Click here for more information. The Regional Comprehensive Plan (RCP) prepared by SANDAG also served as a reference. Click here for the RCP.



both countries are working together on the Las Californias Binational Conservation Initiative to promote binational habitat corridors and protect biodiversity. The San Diego Association of Governments (SANDAG) is responsible for coordinating habitat corridor planning in the San Diego region and across our borders.

**Water Quality** – Water is the most limited resource in this primarily arid region. Surface and groundwater resources are threatened by contamination, including agricultural runoff, industrial discharge, and untreated sewage. Increasing demand for water has led to the rapid depletion of aquifers. Inadequate water supply and inefficient use of water could limit future regional development.

The cities of San Diego, Tijuana, and Tecate share the Tijuana River Watershed, which encompasses approximately 1,750 square miles (approximately one-third in California and two-thirds in Baja California). A watershed is an area that drains water, sediment, and dissolved materials to a common stream outlet. A diverse team of researchers and practitioners, as a part of a Binational Vision Project for the Tijuana River Watershed, has been working to gather baseline information, identify stakeholders, develop a binational vision, and recommend strategies for achieving the vision.

A major source of watershed pollution is derived from extensive urbanization from the cities and communities in both countries. These pollutants include toxics and sewage that flow into the Tijuana River and drain into the Pacific Ocean. The pollutants cause public health hazards and beach closures. Corrective action is underway through the



Tijuana Sewer Rehabilitation Project to rehabilitate or replace deteriorated sewer pipes in Tijuana. In addition, the International Wastewater Treatment Plant (IWTP), constructed in the U.S. in 1997, has helped reduce the amount of dry weather flows that cross the border. However, the plant is still not in compliance with its discharge permit which requires secondary treatment. U.S. federal government actions are needed to improve the level of treatment and the quantity of sewage treated.

Groundwater is also impacted by pollutants that enter the watershed. Groundwater quality is impacted by factors including the release of toxic and non-toxic pollutants, overuse resulting in subsidence or seawater intrusion of aquifers, and pollution at well-heads and water recharge areas.



The City of San Diego has been involved in several binational projects related to water quality and wastewater, including working on a Tijuana aquifer report with the U.S. Department of Energy, participating in technology transfer workshops, testing wastewater in Tijuana, and exploring opportunities for the sale of recycled water to Mexico.

**Air Quality** – Pollutants from a number of sources including trucks and passenger vehicles, power plants and industrial facilities, agricultural operations, mining, dust from unpaved roads, and open burning of trash have affected urban and regional air quality along the U.S. - Mexico border.



Air quality concerns have traditionally been dealt with separately in each nation. However, there is growing concern that air pollution from one side of the border may have negative effects on the other side, particularly since a number of new power plants have been built and are planned along the California-Baja California border. In addition, heightened security measures have slowed border crossing times for the more than 2,500 trucks that cross the border every day. These idling trucks impact our air quality. Auto emissions from older vehicles in Mexico, that are not subject to California emissions control regulations, are also a concern. Various legislative solutions and pilot projects are being discussed to address these issues.

**Waste Management** – The inappropriate disposal of hazardous and solid waste poses a threat to environmental and public health. Binational workgroups have been established to assess hazardous and solid waste problems in the border area, improve the monitoring of the trans-boundary movements of hazardous waste, identify hazardous waste generators and management facilities in the region, and establish a notification system regarding new facilities. The City of San Diego has signed a binational agreement along with the County of San Diego and the City of Tijuana for the notification of hazardous materials incidents along the two miles north and south of the border area.

Workgroups are also investigating waste management capacity (both institutional and in terms of infrastructure) and working to increase capacity where needed. Related to this effort, the City of San Diego has provided technical assistance to the City of Tijuana in its efforts to site a new landfill. The City of San Diego is also actively pursuing solutions to address used tire disposal. Piles of scrap tires are an environmental problem because they pose a risk to health and the environment from emissions from tire fires, which are difficult to extinguish, and because they serve as breeding grounds for mosquitoes.



## Policies

- CE-J.1. Collaborate with SANDAG to plan for, conserve, and manage habitat corridors that cross political boundaries.
- CE-J.2. Continue to participate in the Tijuana River Watershed Binational Vision Project to improve the health of the watershed.
- CE-J.3. Intergovernmental Collaboration.  
Continue to support and participate in initiatives, programs and task forces at all three levels of government, in the U.S. and Mexico, to protect the environment, conserve resources, and protect public health in the California-Baja California border region. Areas of concern include but are not limited to those listed below.
- a. Shorten border crossing times to lessen the idling of cars and trucks.
  - b. Prevent untreated sewage from entering the U.S. and affecting the Tijuana River Valley and South San Diego beaches.
  - c. Stop trash, waste tires, and silt from crossing the border and polluting the Tijuana River Valley.
- CE-J.4. Continue to develop relationships and collaborate with the Baja California cities of Tijuana, Playas de Rosarito, and Tecate to further environmental protection and conservation efforts.
- CE-J.5. Border Communities.  
Collaborate with U.S. and Mexican authorities to protect the residents of border communities from harmful environmental impacts from projects on both sides of the San Diego-Baja California border.
- a. Recognize that border-area residents are disproportionately at risk from environmental pollutants and take steps to reduce those risks.
  - b. Promote the participation of local residents and stakeholders in developing solutions to environmental problems.
  - c. Work with appropriate organizations to establish a trans-border environmental impact assessment process.
  - d. Encourage participation in, and development of mutually beneficial educational outreach projects on issues of common concern, such as illegal tire disposal.



## K. Environmental Education

### Goal

- Individuals, organizations, and businesses in San Diego that are aware of and more responsible for their impacts on the environment

### Discussion

Environmental education and opportunities for public discussion of environmental issues are important ways to share information about our environment and how we impact it. Education offers individuals the information they need to make informed decisions on how their everyday actions may affect the environment. Increased public awareness also leads to better collective decisions on solutions to environmental issues. Decision makers are better able to determine a successful approach to complex environmental issues with an informed citizenry participating and monitoring progress.

### Policies

- CE-K.1. Continue and expand city programs that create and sponsor environmental education in cooperation with K-12 schools, colleges, museums, community groups, non-profits, and government agencies.



- CE-K.2. Maintain educational programs to sustain public awareness of the importance of resource conservation (e.g., energy, water, open space), the continued existence of long-term resource demand challenges, and specific conservation tactics that are recommended.



- CE-K.3. Continue and expand city and regional transportation demand management programs that promote fuel-efficient alternatives to driving alone, such as ridesharing, transit, bicycling, walking, and teleworking (see Mobility Element).
- CE-K.4. Publicize voluntary water and energy conservation measures that focus on reducing waste and decreasing the possibility of rationing and other undesirable restrictions.
- CE-K.5. Actively encourage public discussion of air quality policies, understanding that it is individual decisions that are an essential component to their success.
- CE-K.6. Educate citizens and public servants about both short- and long-term risks associated with the use and disposal of hazardous materials.
- CE-K.7. Support education programs on waste minimization, reuse, recycling and resource recovery that involve the media, schools, industry, government, and academia.
- CE-K.8. Implement water quality education programs focused on pollution prevention techniques for the public, municipal employees, and businesses.
- CE-K.9. Expand educational opportunities within open space lands and parks, including programming at the Mission Trails Visitor and Interpretive Center and the Tecolote Nature Center.



## L. Historic and Cultural Resources

### Goal

- The preservation, protection and restoration of historic and cultural resources



*Picture of historic property with caption: What are historic and cultural resources? Historic and cultural resources include buildings, sites, structures, objects, historic districts, landscape features (including significant trees and plantings, hardscape, fountains, lighting, sculptures, signs and other natural or designed features), interior elements and fixtures designated in conjunction with a property, or other objects of historical, archaeological, scientific, educational, cultural, architectural, aesthetic, or traditional significance to the citizens of the City of San Diego.*

### Discussion

Historic and cultural resources are tangible connections to our shared past that enrich the present. They reflect past accomplishments, events, cultures and people that make up the history of San Diego, the state of California, and the United States of America. Historic and cultural resources include buildings, structures, objects, archaeological sites and associated artifacts, districts or landscapes possessing physical evidence of human activities that are typically more than 45 years old, regardless of whether they have been altered or continue to be used. Historic resources also include traditional cultural properties.

The City of San Diego has made significant achievements in terms of protecting its historic and cultural heritage. There is, however, much more to do. As future growth in San Diego shifts attention from building on open land to a focus on reinvestment in existing communities, historic and cultural resources will be increasingly threatened. In order to ensure their protection, it

is imperative that historic preservation planning be integrated within the larger land use planning process. To this end, the following draft policies are offered as a means of protecting and enhancing San Diego's historic and cultural heritage.

### Policies

- CE-L.1. Preservation Planning.  
Strengthen historic preservation planning.
- a. Fully integrate the consideration of historic and cultural resources in the larger land use planning process.
  - b. Consult with California Native American tribes prior to the adoption or amendment of the general plan or specific plan for the purpose of preserving, or mitigating impacts to, cultural places located on land within the city's jurisdiction that is affected by the proposed plan adoption or amendment.



- c. Encourage the consideration of historic and cultural resources early in the development review process.
- d. Make the results of historic and cultural resources planning efforts available to land use planning agencies, the public and other interested parties to the extent legally permissible.
- e. Maintain Certified Local Government (CLG) status ensuring San Diego's direct participation in federal and state historic preservation programs.
- f. Utilize additional benefits of the CLG program including grant funding available from the California Office of Historic Preservation.
- g. Update the Comprehensive Historic Preservation Plan. The plan is intended to guide, with specificity, historic preservation efforts in future years, including implementation measures, inventories, incentives, education and regulations.

CE-L.2. Resource Documentation.

Actively pursue a program to identify, document, evaluate, designate and preserve the historic and cultural resources in the City of San Diego.

- a. Develop Context Statements. "Historic contexts" organize information based on a cultural theme and its geographical and chronological limits. They describe the significant broad patterns of development in an area that may be represented by historic and cultural resources.
- b. Complete a comprehensive citywide inventory of historic and cultural resources in conformance with state standards and procedures
- c. Require that all city-owned properties designated as historic and cultural resources are maintained in a manner that is consistent with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.

*The Certified Local Government (CLG) program is a partnership among local governments, the State of California Office of Historic Preservation, and the National Park Service. The CLG program integrates local governments with the national historic preservation program through activities that strengthen decision making regarding historic places at the local level. The program encourages the direct participation of local governments in the identification, evaluation, registration, and preservation of historic properties within their jurisdictions and promotes the integration of local preservation interests and concerns into local planning and decision making.*

CE-L.3. Preservation Incentives.

Promote the maintenance, restoration and rehabilitation of historic properties through a variety of financial and development incentives. Continue to use existing programs and develop new approaches as needed.

- a. Encourage owners of historic or cultural resources to utilize Federal incentives including Federal Rehabilitation Tax Credits, façade and conservation easements and others. Rehabilitation Tax Credits provide a 10 or 20 percent rehabilitation tax credit for income producing properties on rehabilitation spending for historic buildings eligible





- for the National Register of Historic Places. Facade and conservation easements offer income tax deductions for the donation of a specified portion of a designated historic or cultural resource.
- b. Encourage owners of historic and cultural resources to utilize incentives offered by the state of California including the Mills Act the California Cultural and Historical Endowment as well as any other available incentives. The Mills Act provides property tax relief to help rehabilitate and maintain designated historic properties. The California Cultural and Historical Endowment was created to administer Proposition 40 funds dedicated to preservation of historic and cultural resources. These funds are available to government and non-profit organizations through a competitive grant application process.
  - c. Create incentives to encourage the protection and preservation of important archaeological sites in situ on privately owned property.
  - d. Use the flexibility provided in the California State Historical Building Code Title 24 in meeting code requirements for historically designated buildings.
  - e. Take advantage of the conditional use permit (CUP) process for historic resources, to gain flexibility in the application of some development regulations.
  - f. Create an architectural assistance service to help owners design rehabilitation and/or adaptive re-use plans, or feasibility studies for historically designated buildings.
  - g. Continue to provide design assistance for owners of historic properties through the Historical Resources Board.

CE-M.4. Sponsorship Program.

Develop a historic preservation sponsorship program.

- a. Create a historic preservation fund that provides a funding source for local preservation incentives such as an architectural assistance program and archaeological site protection plan. The fund may be supported through grants, private donations, or mitigation fees for historic or cultural resources that cannot be preserved onsite.
- b. Create a “receiver site” program that provides relocation sites for historic or cultural resources (buildings, structures or objects) that cannot be preserved onsite.
- c. Establish an “adopt a building” program that encourages the public and local businesses to become involved in the protection and preservation of historic and cultural resources by sponsoring preservation of individual historic or cultural resources.
- d. Create an incentive program to encourage the curation of archaeological artifact collections.



CE-L.5. Public Education.

Foster greater public participation and education on historic and cultural resources.

- a. Encourage public attendance at monthly Historical Resources Board meetings.
- b. Encourage the participation of California Native American tribes in efforts to preserve historic and cultural resources.
- b. Engage the public when creating “context statements” by adopting an oral history component of historic survey work.
- c. Participate in National Historic Preservation Week and California Archaeology Month. Each year in May recognize those individuals, groups or businesses that have made a significant contribution in the preservation, protection or restoration of historic or cultural resources.
- d. Foster educational opportunities using designated historic and cultural resources.
- e. Encourage the involvement of educational institutions in preservation programs and activities.
- f. Promote the use of local history themes in public art projects.

*Enacted in 1972, the Mills Act legislation grants participating local governments the authority to enter into contracts with owners of qualified historic properties who actively participate in the restoration and maintenance of their historic properties while receiving property tax relief.*





**The City of San Diego General Plan**  
*Conservation Element*



# Noise Element

## Introduction

The purpose of the Noise Element is to identify potential current and future noise sources and provide goals, policies, and implementation actions to ensure that noise levels are not excessive and don't negatively impact the residents of the City of San Diego. The Noise Element will ensure that development is directed through planned land uses and/or constructed with noise abatement to avoid an excessive noise environment. This purpose becomes more relevant as the city continues to grow with infill and mixed use development along transit corridors pursuant to the Strategic Framework Element.

Noise can be generally defined as perceived, unwanted sound. Noise in excessive levels can affect our living environment and our quality of life. Because its effect is based on perception and is therefore subjective, noise is dependent on the listener's reaction, the time of day, distance between source and receptor, and its tonal characteristics. For instance, while most receivers would be awakened by a loud, backup signal of a delivery truck or a car alarm in the middle of the night, the annoyance of invasive noise while watching television, playing, or studying varies depending on the listener's sensitivity.

Studies have shown that excessive noise can have adverse physiological and psychological effects. Extreme levels can cause pain and hearing loss. Continuous exposure to low level noise can have such insidious, long term effects as raising blood pressure, lessening the quality of sleep, or inhibiting children's ability to learn.

Noise is generated by several different sources including civilian, commercial, and military aircraft operations; automobile, truck, bus, and rail traffic; industrial and commercial activity; sporting events, and periodic nuisances such as construction, motorized recreational watercraft, loud parties, leaf blowers, and special events. The most prevalent noise sources in San Diego are vehicular traffic on interstate freeways, state highways, and local major roads and air traffic (airplanes and helicopters). Local streets are not considered a major source of noise since traffic volume and speed are generally much lower than for freeways and major roadways. In addition, rail, industrial, and commercial sources contribute to the noise environment.

The City of San Diego is primarily a developed, urbanized area, and an elevated ambient noise level is a normal part of the urban environment. However, controlling noise to acceptable levels can make a substantial improvement in the quality of life for city residents.



The information in the Noise Element serves as the basis for guidelines describing compatible land uses and the standards for using noise attenuation devices or measures to reduce the noise to acceptable noise standard levels citywide. The major issues pertaining to noise sources are identified and related goals and policies are established. The policies listed in this Element serve as guides for addressing noise issues and implementation measures for minimizing the effects of existing and foreseeable noise issues. It also contains noise attenuation methods for minimizing noise from noise sources as well as minimizing noise affecting sensitive land uses.

## **Definitions**

**Decibel (dB)** - A unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure.

**A-Weighted Sound Level (dBA)** - Sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network, which de-emphasizes very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise. All sound levels referenced in the Noise Element are A-weighted, unless reported otherwise.

**Community Noise Equivalent Level (CNEL)** - A noise measurement scale (average A-weighted noise level) applied over a 24-hour period to all noise events received at the measurement point. It is weighted more heavily for evening and night periods in order to account for the lower tolerance of individuals to noise during those periods.



**Table NE-1**

**RELATED PLANS, PROGRAMS, AND REGULATIONS USED TO  
IMPLEMENT THE NOISE ELEMENT**

Many plans, programs, and regulations adopted by state or the city directly relate to the Noise Element and assist in its implementation as listed in the table below.

<p>California Environmental Quality Act (CEQA)</p>	<p>Exposure to excessive noise is considered an environmental impact under CEQA. Implementation of CEQA ensures that during the decision making stage of development, city officials and the public will be informed of any potentially excessive noise levels and available mitigation measures to reduce them to acceptable levels.</p>
<p>California Noise Insulation Standards (California Code of Regulations, Title 24)</p>	<p>Establishes an interior noise standard of 45 dBA for multiple unit and hotel/motel structures. Acoustical studies must be prepared for multiple unit residential and hotel/motel structures that are proposed to be located within the Community Noise Equivalent Level (CNEL) noise contours of 60 dBA or greater. In addition, the city requires single unit residential structures located within the CNEL noise contours of 60 or greater to prepare an acoustical study. The studies must demonstrate that the building is designed to reduce interior noise to 45 dBA or lower (CNEL).</p>
<p>Airport Comprehensive Land Use Plans (CLUP)</p>	<p>Address aviation operations for each of the airports within the City of San Diego. These adopted plans are updated or amended periodically by the San Diego County Regional Airport Authority and policies within the General Plan are revised to be consistent with any changes to the CLUPs as required by California Government Code Section 65302.3. The city uses the airport noise contours within each CLUP to review the noise compatibility of all proposed development.</p>
<p>The City of San Diego Noise Abatement and Control Ordinance (Municipal Code Section 59.5.0101 et seq.)</p>	<p>Provides controls for excessive and annoying noise from sources such as refuse vehicles, parking lot sweepers, watercraft, animals, leaf blowers, alarms, loud music, and construction activities.</p>



## A. Noise and Land Use Compatibility

### Goal

- Consider potential excessive noise levels when making land use planning decisions to minimize the exposure to city residents

### Discussion

The Noise Element is related to the Land Use Element because excessive noise affects residential land uses, specifically, the quality of life of city residents. Noise producing and noise sensitive land uses should be planned, sufficiently separated, and/or made to be compatible. In addition to residential uses, other noise sensitive land uses include, but are not limited to: schools, libraries, parks, places of worship, hospitals, and care facilities. Permanent noise generating activities in proximity to these uses must ensure that they do not expose sensitive uses to unacceptable noise levels.





If the proposed use is not compatible with the noise levels from existing or expected excessive noise levels, noise attenuation devices and/or measures should be incorporated in the development design to reduce the noise to an acceptable interior level of 45dBA or lower (CNEL) as required by state regulations (CCR Title 24).

### Policies

- NE-A.1. Separate excessive noise generating uses and residential and other noise sensitive land uses with sufficient spatial buffer of less sensitive uses.
- NE-A.2. Assure the appropriateness of proposed developments relative to existing and forecasted noise levels by consulting the guidelines for noise compatible land use (shown on Figure NE-1) to minimize the effects on noise sensitive land uses.
- NE-A.3. Require an acoustical study showing the ability to meet noise standards for proposed developments in areas where the noise level exceeds or would exceed the “normally acceptable level” (shown on Figure 1).
- NE-A.4. Require noise attenuation devices or measures to reduce the noise to an acceptable noise level for proposed developments to ensure an acceptable interior noise level, as appropriate, in accordance with California’s noise insulation standards (CCR Title 24).
- NE-A.5. Support state regulation streamlining to allow standardized building material and/or construction material noise attenuation as an option to current requirements for acoustical evaluation.



**Figure NE-2**  
**Guidelines for Noise Compatible Land Use**

Land Use Category	Community Noise Exposure Ldn or CNEL, dBA						
	55	60	65	70	75	80	85
Residential – Single Units, Mobilehomes							
Residential – Multiple Units, Group Living, Mixed Commercial/Residential Use							
Transient Lodging - Motels, Hotels, Transient Housing							
Institutional, Schools, Libraries, Churches, Hospitals, Nursing Facilities							
Auditoriums, Concert Halls, Amphitheatres							
Sports Arena, Outdoor Spectator Sports							
Open Space, Playgrounds, Parks, Natural Resources Preservations							
Golf Courses, Riding Stables, Water Recreation, Cemeteries							
Commercial Services, Office, Research and Development, Retail Sales, Vehicle Sales							
Industrial, Manufacturing, Wholesale, Storage, Utilities, Extractive, Agriculture							
 <b>Normally Acceptable</b> Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.							
 <b>Conditionally Acceptable</b> New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and necessary noise insulation features included in the design. Conventional construction, with closed windows and fresh air supply systems or air conditioning will normally suffice.							
 <b>Normally Unacceptable</b> New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and necessary noise insulation features included in the design.							
 <b>Clearly Unacceptable</b> New construction or development should generally not be undertaken.							

Source: California General Plan Guidelines, Appendix C Noise Element Guidelines, 2003. Office of Planning and Research





## **B. Motor Vehicle Traffic Noise**

### **Goal**

- Minimal excessive motor vehicle traffic noise on residential and other noise sensitive land uses

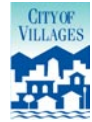
### **Discussion**

Motor vehicle traffic noise is ubiquitous within the City of San Diego. Excessive noise levels along major roads, interstate freeways, and state highways affect much of the urban environment. Traffic noise level is dependent upon volume, speed, flow, and vehicle mix as well as distance to the receptor.

The city has no control over the noise generated by vehicular traffic on freeways and highways. For these and more aptly for city-controlled major roads, the city can, however, influence daily traffic volumes and reduce peak hour traffic by promoting alternative transportation modes and integration of mixed-use infill development. In addition, local roadway design features and traffic management techniques can minimize noise from traffic speed, frequent vehicle acceleration and deceleration, and innovative roadway paving material can further reduce traffic noise. Increasing use of hybrid transit buses can reduce noise along mixed-use transit corridors. For noise sensitive land uses adjacent to freeways and highways, these uses should be buffered or shielded from excessive noise levels by intervening, less sensitive, industrial-commercial uses. (Refer to Figure fold-out map)

### **Policies**

- NE-B.1. Encourage noise compatible land uses adjoining existing and future highways and freeways.
- NE-B.2. Require traffic calming design and traffic control measures that minimize motor vehicle traffic noise in noise sensitive land use areas.
- NE-B.3. Require noise reducing, site design and/or traffic control measures for new development in areas of high noise to ensure that the mitigated levels meet acceptable decibel limits.
- NE-B.4. Require new development to provide facilities which support the use of alternative transportation modes such as walking, bicycling, carpooling and, where applicable, transit to reduce peak hour traffic.
- NE-B.5. Continue to designate local truck routes to reduce truck traffic in noise sensitive land uses areas.



NE-B.6. Continue to work with Caltrans to landscape freeway-highway, rights-of-way buffers and install noise barriers.

## C. Trolley and Train Noise

### Goal

- Minimal excessive fixed rail related noise on residential and other noise sensitive land uses

### Discussion

Daily train traffic produces noise that may disrupt activities in proximity to rail-road tracks. Trains can generate high yet relatively brief, intermittent noise events. Rail noise primarily depends upon the speed of the train with horns and diesel engine noise from freight and passenger trains also contributing. When operating in residential areas, trains are required to travel at a reduced speed to minimize noise. Factors that influence the overall rail noise level on adjacent uses include the train speed, distance of the uses from the tracks, the intermittent nature of train events, time of day, and the lack of sound walls or other barriers between the tracks and adjacent uses.

Typically, trains are required by state and federal regulations to sound their horns at all at-grade crossings and the warning sound of train horns is a common sound experienced by communities near the rail corridor. In an effort to minimize excess train horn noise, the federal government now allows local jurisdictions to establish train horn “quiet zones.” The recently enacted federal Train Horn Rule requires jurisdictions to implement supplementary and alternative safety measures to compensate for loss of the train horn used at crossings within the quiet zone.

The commuter, intra-city rail, and freight trains operate on the coastal rail corridor, which traverses south/north direction adjacent to Interstate 5 through the city. Passenger rail service operates from the northern areas of the Southern California and San Diego region to the Santa Fe Depot in Centre City. Freight service operates from the Marine Terminal to Mexico and to northern areas of Southern California. Generally, the rail corridor is bounded by industrial, commercial, and other non-residential areas, except in Centre City and the communities in the southern area of the city, which includes residential uses adjacent to the corridor. Freight rail service between the Marine Terminal and Mexico operates at late night and early morning hours, which can affect adjacent residential uses. Rail traffic is expected to increase with additional commuter, inter-city, and freight train service, which is likely to result in an increase in rail noise.



The California High Speed Rail Authority is studying the feasibility of high-speed rail service connecting the San Diego region to other regions in the state. Future high-speed train traffic will generate noise that may affect noise-sensitive uses along the potential rail corridors. For high-speed rail vehicles, air turbulence can be a significant source of noise.

The San Diego Trolley light rail transit (LRT) system consists of two operating lines, a third line currently nearing completion, and a planned mid-coast extension. The Orange Line operates between Centre City and the City of Santee via Southeastern San Diego within the city; and the Blue Line operates between San Ysidro and Mission Valley. The Blue Line operates between San Ysidro and Old Town, serving downtown and the communities of Barrio Logan and Nestor, within the freight rail corridor. The Green Line, which was recently constructed, operates between Old Town and the City of Santee via a tunnel under San Diego State University. This line connects with the Orange Line in the City of La Mesa. There are segments of the trolley tracks which are adjacent to residential and other sensitive land uses, and the trolley generates noise from the movement of its wheels over the tracks. The highest noise levels of intermittent but excessive noise levels are generated by warning horns and rail guard signals at at-grade crossings. The trolley's electric motor, welded tracks, and concrete cross ties on newer segments all contribute in reducing excessive noise.

A future San Diego Trolley extension is being planned to connect North University City and the University of California San Diego with Old Town. Part of the extension will operate in the existing rail corridor that is adjacent to Interstate 5. The level of the trolley generated noise will be determined during the planning processes and environmental review for the trolley extension.

## **Policies**

- NE-C.1. Encourage noise-compatible land uses near the rail corridors and trolley lines.
- NE-C.2. Work with the SANDAG, Caltrans, Metropolitan Transit System (MTS), and passenger and freight rail operators to install noise attenuation features if freight or passenger rail or trolley operations adversely affect existing adjacent residential or other noise-sensitive uses.
- NE-C.3. Establish train horn "quiet zones" consistent with the federal Train Horn Rule.
- NE-C.4. Work with the MTS to minimize excessive noise from the future trolley extensions affecting residential and other noise sensitive land uses.



- NE-C.5. Work with the California High Speed Rail Authority to minimize excessive noise from the future high-speed rail service affecting residential and other noise sensitive land uses.

## D. Aircraft Noise

### Goal

- Minimal excessive aircraft related noise on residential and other noise sensitive land uses

### Discussion

Aircraft noise affects communities that are adjacent to an airport during takeoffs, approaches and landings. Aircraft noise varies in how it affects land uses depending upon the type and size of the aircraft and the height of the aircraft along the flight path. Another variable affecting the overall impact of noise is a perceived sensibility to aircraft noise at night.

Airport facilities within the City of San Diego include military aircraft at Marine Corp Air Station (MCAS) Miramar, general aviation operations at Brown Field and Montgomery Field Municipal Airports, and commercial operations at San Diego International Airport (SDIA) at Lindbergh Field. Aircraft noise sources from airport facilities outside of the city include military aircraft operations at Naval Air Station (NAS) North Island and helicopters at Naval Outlying Field (NOF) – Ream Field Imperial Beach and commercial aircraft operations at the Tijuana International Airport in Mexico.

The city has adopted the Airport Environs Overlay Zone to provide supplemental regulations for property surrounding the facilities within the city, which include Brown Field, Montgomery Field, Lindbergh Field, and Marine Corps Air Station Miramar. The intent of these regulations is to ensure that land uses are compatible with the operation of airports by implementing the Comprehensive Land Use Plans (CLUP) prepared by the San Diego County Regional Airport Authority and to ensure that the California Code of Regulations (CCR) Title 21 for incompatible land uses are satisfied.

The California Airport Noise Standards (CCR Title 21), under the authority of the California Department of Transportation (Caltrans), establishes the 65 Community Noise Equivalent Level (CNEL) contour as the boundary for the acceptable level of aircraft noise for persons living near an airport. As such, the 65 CNEL noise contour serves as the boundary for determining land use compatibility. Within the 65 CNEL boundaries, the noise environment is generally not compatible for residential land uses; non-residential uses generally are compatible with a higher level



of noise. Incompatible uses can be made compatible if appropriate noise insulation, which can provide an interior CNEL of 45 dB or less, is installed and/or avagation easements (also know as noise easements) across all or a portion of the proposed development site are recorded.

Noise from commercial aircraft primarily affects communities that are adjacent to Lindbergh Field during takeoffs, approaches and landings. Commercial jet aircraft takeoffs tend to produce intense noise, but also landings can be noisy especially when reverse thrust is applied. Generally, larger and heavier aircraft produce more noise than lighter ones. Noise generated by commercial jet engines has been declining because of advances in engine technology and fleet turnover.

Lindbergh Field is unique in that it is situated adjacent to downtown. The communities adjacent to Lindbergh Field have included residential land uses since the late 1800s. Although the ongoing introduction of quieter planes into commercial service and the curfew on night operations have helped reduce noise at Lindbergh Field, the airport still requires a variance from the California Airport Noise Standards. The state requires that airport operators receive a variance to the California Airport Noise Standards in order to operate an airport with noise impacts within the 65 CNEL. The San Diego County Regional Airport Authority, as Lindbergh Field's operator, has implemented monitoring and mitigation measures to minimize airplane noise levels and their effects on Lindbergh Field's adjacent communities.

Noise from military air bases may present particular noise issues compared to civilian and commercial airports. For example, the military conducts landing and takeoff training exercises, which require planes to increase thrust to takeoff as soon as they land. MCAS Miramar, operating large numbers of helicopters, can create a noise problem for sensitive land uses within the flight path used by the helicopters.

Noise from military aircraft (airplanes and helicopters) based at MCAS Miramar affects adjacent communities. The areas adjacent to the airport are occupied primarily by industrial and commercial land uses, which are reasonably compatible with Miramar's noise levels. However, residential areas that are more distant are affected by aircraft noise. The Marine Corps has implemented monitoring and mitigation measures to minimize their aircraft noise effects on Miramar's adjacent communities.

Noise levels from other airports within the city are not as extensive as the noise levels from Lindbergh Field and MCAS Miramar. Only smaller civilian aircraft operate from both Brown and Montgomery Fields. Both these municipal general aviation airports have noise monitoring programs to continuously assess aircraft noise effects. In addition, the areas adjacent to both airports are occupied primarily by industrial and commercial land uses. A potential higher percentage of corporate jet use at these airports may affect future noise levels. The city implements adopted land use policies to ensure compatible development within the surrounding areas.



The city has also adopted a noise limit for Montgomery Field and adjacent residential areas that limits aircraft noise for day and nighttime hours (Municipal Code section 68.0158).

Aircraft noise levels from airport facilities outside of the city are also less extensive. Military aircraft operations (jets and helicopters) at NAS North Island and NOF Imperial Beach primarily use the airspace over the San Diego Bay. Occasionally, there are single event noises that can affect adjacent sensitive land uses. Aircraft noise from commercial jet aircraft operations at the Tijuana International Airport only affect open space and industrial land uses on Otay Mesa within the city.

In addition to military helicopters, helicopter activity from private, police/emergency, medical and news/traffic monitoring helicopters contribute to the general noise environment in the city. In particular, low-flying helicopters are a source of noise complaints in the city, especially at night. Helicopter noise is associated with the sound generated by rotor blades slapping against wind currents, not by aircraft engines. Improvements in rotor systems are the primary means of reducing noise generated by helicopters.

The noise levels associated with operations at a heliport depend upon the flight path, the helicopter types used, the number of operations, and the time of day. Each of these aspects of heliport operation must be defined to assess the potential noise impacts upon noise sensitive land uses. The city regulates the siting of non-military helipads/helistops in the city through the Conditional Use Permit (CUP) process. The city requires an analysis to identify potential noise levels and may regulate the hours of operation and arrival/departure routes, and type of helicopters, which may use the helipads/helistops in order to minimize excessive noise affecting noise sensitive land uses.



## **Policies**

- NE-D.1. Encourage noise-compatible land uses within the 65 CNEL airport noise contour area in accordance with California Code of Regulations Title 21.
- NE-D.2. Continue to update, implement, and enforce city regulations intended to minimize airport noise.
- NE-D.3. Continue to work with regional, state, and federal agencies, including the San Diego County Regional Airport Authority and the Marine Corps to implement noise-reducing measures in communities with existing noise sensitive land uses that are affected by airport noise and to monitor and reduce excessive noise associated with commercial and military aircraft.
- NE-D.4. Continue to regulate the siting and operation of heliport/helistops through the Conditional Use Permit process in order to minimize excessive noise.

## **E. Commercial and Mixed-Use Activity Noise**

### **Goal**

- Minimal excessive commercial-related noise on residential and other sensitive land uses and within mixed-use structures where residential units are either located above ground floor commercial uses or in an adjacent building within the same development

### **Discussion**

Noise generated by ground floor commercial operations, maintenance, truck deliveries, and vehicular and pedestrian traffic can affect adjacent and above ground floor residential areas. Day and night commercial/entertainment activities and special events in the Centre City and other mixed residential/commercial use areas located citywide are expected to generate urban noise throughout the year. The city requires bars and nightclubs over five thousand square feet to minimize excessive noise to surrounding uses by limiting their hours of operation. The city's noise ordinance also limits noise levels to 65 dBA during the day and 60 dBA during the night generated on-site by commercial uses to minimize the effect of noise on adjacent sensitive land uses.



## Policies

- NE-E.1. Encourage the design and construction of commercial and mixed-use structures to minimize excessive noise to the residential land use and other noise sensitive land uses.
- NE-E.2. Encourage new mixed-use developments to site loading areas, parking lots, driveways, trash enclosures, mechanical equipment, and other noisier components away from the residential component of the development.
- NE-E.3. Limit the hours of truck deliveries to commercial uses abutting residential uses and other noise sensitive land uses to minimize excessive noise unless there is no feasible alternative or there are overriding transportation benefits by scheduling deliveries at other hours.
- NE-E.4. Limit hours of commercial/entertainment operations to minimize excessive noise to residential and other noise sensitive land uses.
- NE-E.5. Limit on-site noise levels generated by commercial uses.
- NE-E.6. Encourage mixed-use developments and residential developments adjacent to commercial/entertainment uses to notify potential residents that they may be affected by noise from commercial/entertainment related activities, such as music, delivery vehicles, pedestrian and vehicular traffic, and other urban noise.

## F. Industrial Activity Noise

### Goal

- Minimal excessive industrial related noise on residential and other noise sensitive land uses

### Discussion

Industrial land uses have the potential to be a noise source. The degree of noise generated by industrial uses are dependent upon various factors, including type of industrial activity, hours of operation, and the location relative to other land uses. Industrial noise sources are located throughout the city. Outdoor truck activity, air compressors, and generators, are potential noise sources associated with industrial use that can interfere with activities conducted on noise-sensitive land uses, which include residential uses. The city's noise ordinance limits noise levels to 75 dBA generated on-site by industrial uses to minimize the effect of noise on adjacent land uses.





## **Policies**

- NE-F.1. Encourage the design and construction of industrial uses to minimize excessive off-site noise impacts.
- NE-F.2. Limit outdoor industrial activities or operations to minimize excessive noise.
- NE-F.3. Limit the hours of operation of high-noise generating industrial equipment.
- NE-F.4. Limit the hours of truck deliveries to industrial uses abutting residential uses and other noise sensitive land uses to minimize excessive noise unless there is no feasible alternative or there are overriding transportation benefits by scheduling deliveries at other hours.
- NE-F.5. Continue to enforce limits to on-site noise levels generated by industrial uses.

## **G. Construction/Refuse Vehicles and Parking Lot Sweepers Noise**

### **Goal**

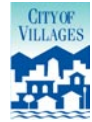
- Minimal excessive construction/refuse vehicles and parking lot sweeper related noise on residential and other noise sensitive land uses.

### **Discussion**

Construction, refuse vehicle, and parking lot sweeper activity in all land use areas will temporarily elevate noise levels. The city recognizes that construction, refuse vehicle, and parking lot sweeper activities are necessary and noise control of these activities is limited. In order to control excessive noise from these activities, the city's Noise Abatement and Control Ordinance limits the hours of operation.

### **Policies**

- NE-G.1. Continue to enforce the City of San Diego Municipal Code restricting the hours of operation for construction activity.
- NE-G.2. Continue to enforce the City of San Diego Municipal Code restricting the hours of operation for refuse vehicle and parking lot sweepers activity in residential areas.



- NE-G.3. Limit the hours of operation for refuse vehicles and parking lot sweepers on commercial uses if their activity results in an excessive noise level that adversely affects adjacent residential uses.

## H. Typical Noise Attenuation Methods

### Discussion

Noise impacts can typically be abated in four basic methods: by reducing the sound level of the noise generator, by interrupting the noise path between the source and receiver, by increasing the distance between the source and receiver, and by insulating the receiver (building material and construction methods).

Quieting certain noise sources may often be successfully achieved through design or the use of mufflers. Although the city has little direct control over noise produced by motor vehicle because state and federal noise regulations pre-empt local regulations, the most efficient and effective means of abating noise from transportation systems is to reduce the noise at the source. Noise generated by aircraft, motor vehicles, and trains, for example, may be abated through improved engine design. Noise generated by land uses, such as industrial uses, may be abated through site design, structure design and construction, and the limiting of noise producing operations. This method most directly assigns the responsibility to the generator of the noise.

Noise may also be minimized by strategically placing walls, landscaped berms, or a combination of the two, between the noise source and the receptor. Generally, effective noise shielding requires a continuous, solid barrier with a mass which is large enough to block the line of sight between source and receiver. Variations may be appropriate in individual cases based on distance, nature, and orientation of buildings behind the barrier, and a number of other factors. Garages or other structures may be used to shield dwelling units and outdoor living areas from non-aircraft noise.

The effects of noise may also be minimized by separating or isolating the noise source from the potential receiver. Wide buffers along freeways, for example, may reduce the noise level affecting adjacent noise sensitive land uses. These buffer areas may be developed with less sensitive but non-impactive commercial/industrial structures. Sufficient isolation of airport noise is impractical in existing urban areas.

The noise problem may be abated by protecting the receiver with acoustical structures, enclosures, or construction techniques. In addition to site design techniques, noise insulation can be accomplished through proper design of buildings. Nearby noise sources should be recognized in determining the location of doors, windows, and vent openings. Sound-rated windows (extra thick or multi-paned) and wall insulation are also effective as specified in CCR Title 24. Care should be taken in actual construction: doors and windows fitted properly; openings sealed; joints caulked



and plumbing constructed to ensure adequate insulation from structural members. Sound-rated doors and windows will have little effect if left open. This may require installation of air conditioning for adequate ventilation. The acceptable maximum level for interior noise level is 45 dBA; the following table depicts typical noise mitigation measures to attain this acceptable level.

**Table NE-3 Noise Attenuating Construction Material/Methods for the Interior of Residential Structures - Typical Mitigation Measures to Attain 45 dBA Interior Noise Level**

Exterior Noise Level	Typical Mitigation
60 to 65 dBA	<ol style="list-style-type: none"><li>1. Air conditioning or mechanical ventilation</li><li>2. Double-paned glass</li><li>3. Solid core doors with weather stripping and seals</li></ol>
65 to 70 dBA	<p>Mitigation 1, 2, and 3 plus</p> <ol style="list-style-type: none"><li>4. Stucco or brick veneer exterior walls or wood siding w/one-half inch thick fiberboard underlayer</li><li>5. Glass portions of windows/doors not exceed 20%</li><li>6. Exterior vents facing noise source shall be baffled</li></ol>
70 to 75 dBA	<p>Mitigation 1 through 6 plus</p> <ol style="list-style-type: none"><li>7. Interior sheetrock of exterior wall attached to studs by resilient channels or double walls</li><li>8. Window assemblies shall have a lab-tested STC rating of 30 or greater.</li></ol>