

GUIDELINES FOR FUTURE DEVELOPMENT

GUIDELINES FOR FUTURE DEVELOPMENT

I. INTRODUCTION

Development of the San Diego metropolitan area during the decade of the 1980s reflected the state's urban development patterns which were characterized by rapid population and housing growth, especially on the periphery of cities and towns. The pace of development, driven by growth in jobs, population and housing has been well above the national rate, exceeding even California's overall rapid rate of growth. The last decade saw acceleration of the trend toward economic diversification and high job growth in San Diego. This has led to a rapid increase in population, two-thirds of which came from in-migration during the 1980s. During this decade the region's population grew by 35 percent, the number of vehicle trips per capita increased, and there was only limited expansion of roads, transportation improvements and other facilities.

From 1987 to 1990, the City Council debated the problems and issues of growth and how growth affects the quality of life, fiscal resources, and the physical and social pattern of development. City Council direction over this four-year period has culminated in a growth management program designed to address neighborhood preservation, environmental protection, public facility availability, regional transportation mobility, and regional planning. This program is designed to supplement the 1979 management structure to guide growth citywide through a Tier System. Tiers are categories reflecting how development can occur based on the availability of public facilities and services. Merging the new growth policies with the 1979 growth management plan results in a program for managing future development in the City of San Diego.

II. TRENDS

A. Population Growth

In January 1990, the City's population was 1.2 million. Regional forecasts for population increase have been substantially exceeded in the latter half of the 1980s. The 1986 regional growth forecast projected that the region's population would reach 2.5 million in 1995, whereas in January 1990, that figure had already been reached for San Diego county. The forecast approximated a yearly increase of 45,000 in regional population where the actual increase during the second half of the 1980s was 82,000 per year. Despite an anticipated moderation of the rate of population growth for the 1990s, the impacts and needs associated with the next two decades will be pronounced due to the anticipated addition of another one million people in the region by 2010.

B. Urban Form

Development patterns have been established for most of the City and for the majority of the urban portions of the region (excludes mountains and desert). This reality does not preclude future shifts in land use and intensity, but these are generally expected to be long-term and less sweeping than the very rapid growth and development of vacant areas which has occurred over the last 40 years. This is particularly the case in where

approximately three-quarters of the adopted community plan residential capacity has now been built.

C. Fiscal Realities

As a result of the 1978 state passage of Proposition 13, substantial limitations have been placed on the ability of local governments to collect sufficient property taxes commensurate with the historical role this revenue source has played in funding both municipal operations and new public facilities. Also, there have been substantial reductions in the proportion of federal and state funding for transportation and other major capital needs as compared with the four previous decades (1940-1979).

D. Effect of Lifestyle Changes on Travel Patterns

There has been a major expansion of two-worker households leading to an increase in peak-hour trips. Even for those who make a concerted effort to live in the community in which they work, often another member of the household will travel to a job outside that community. Although a broad range of services and employment is a desirable community goal, and should lead to reductions in trip length, it does not ensure a substantially reduced need for inter-community travel. Unless there were to be widespread fundamental changes in the choices made by residents in their selection of home and work locations, the self-contained community alternative independent of specific transportation management incentives and provisions appears to have limited potential in reducing travel demand.

E. Increased Traffic Congestion

During the first seven years of the 1980s, freeway traffic in the region increased approximately 50 percent, as population increased 22 percent, despite the trend toward intensification of sub-regional and community retail and employment centers. This is due to the lower cost of housing on the periphery and the substantial expansion of two-worker households.

F. Economic Growth

The economy of the San Diego metropolitan area achieved major increases in the 1980s in terms of both its size and its diversity. New jobs were created at a very high rate starting in 1984, signaling the end of the 1982 recession. The high job creation, spurred by defense-related, high tech and biomedical increases, resulted in an average of over 45,000 new jobs per year from 1984 through 1989. For the first time, the service sector, stimulated by the growth in basic industry jobs, emerged as the largest category of employment. Service employment, which was San Diego's third largest sector in the 1970s, surpassed both government and retail/wholesale trade during the 1980s. This high level of job creation sustained the high level of population growth. Two-thirds of the increase in population was due to in-migration, a pattern dependent on the expansion of jobs.

III. OVERALL GOALS

1. Manage the growth of the region through assurance of adequate and timely public facilities to serve the additional population.
2. Develop an effective development management system to monitor the distribution and phasing of growth in relation to suitable environmental, physical, and public facility and service performance goals.
3. Reduce public capital and operational costs and effectively manage where future development will occur.
4. Accommodate social and community needs in all areas by providing for balanced housing within all communities for all income levels; proximity of place of employment and residence; recognition of community economic, social and physical values.
5. Preserve and enhance established neighborhoods by establishing performance standards to guide the conservation of valued existing neighborhood characteristics; encouraging private investment and financing for preservation of established neighborhoods; and encouraging infill within City neighborhoods where revitalization is desired and adequate public facilities exist.

IV. OBJECTIVES OF THE 1990 GROWTH MANAGEMENT PROGRAM

The City Council, during their deliberations of the problems and issues associated with growth, identified the following objectives:

1. Protect environmentally sensitive areas and provide for a linked and continuous open space system.
2. Protect single-family neighborhoods from incompatible development.
3. Provide adequate public facilities and services at the time of need to serve new development.
4. Identify existing public facility deficiencies and establish financing techniques to achieve level of service standards.
5. Coordinate growth management policies in San Diego with the growth policies of all jurisdictions within the region, including Mexico.
6. Promote a stable rate of economic growth, a strong and diverse economy and job opportunities which enhance the wellbeing of area residents.
7. Establish balanced communities by providing a range of housing for all economic levels and creating employment opportunities for the economic welfare of each community

8. Protect and conserve limited water supplies.
9. Encourage high-quality development in designated redevelopment areas.

V. DEVELOPMENT PROGRAM

The City will attain the objectives stated above by utilizing its police powers (i.e., its power to regulate the use of land) and its fiscal powers (i.e., the power to collect and to spend money). Through its police powers, the City may impose timing and sequencing controls on new development, thereby regulating the demand for public facilities, while using its fiscal powers to maintain or to expand the capacity of public facilities. The guidelines combine these powers to phase the level of new growth and development to the carrying capacity of programmed public facilities over time.

The provisions for adequate public facilities at the time of need will work to attain the identified level of service goals by 1) providing for capital facility improvements identified in a 20-year capital facilities plan, and 2) assuring that new development is consistent with adopted community facility plans.

A. New Residential and Non-Residential Growth

GOALS

1. Manage the growth of the region through the monitoring of development in the communities in terms of the adequacy and concurrency of public facilities to serve the additional residents.
2. Establish an effective development management system which requires that public facilities reasonably attributable to new development will be provided by new development and not by existing residents.

GUIDELINES AND STANDARDS

1. Plan for phasing of new development and establish revenue sources to pay for infrastructure.
2. Implement an ordinance that establishes procedures for the imposition, calculation, collection, expenditure and earmarking of impact fees tied to assured timely construction of facilities.

B. Economic Growth

GOALS

1. Promote a jobs/housing balance through land use policies which reduce demands on the transportation system.

2. Locate jobs in areas which will enhance and promote the utilization of public transportation and alternative transportation modes.
3. Encourage the continued diversification of the San Diego economy.
4. Promote economic growth which is consistent with environmental goals.

GUIDELINES AND STANDARDS

- Amend the General Plan to ensure consistency between housing goals and major new office and industrial development goals.

C. Preservation of Environmental Quality

GOALS

1. Preserve and protect environmentally sensitive lands which include but are not limited to shoreline, floodplains, hillsides, canyons, wetlands, riparian habitat, endangered species and habitats, and prehistoric and historic sites.
2. Obtain, preserve, and maintain interconnected and functional open space systems to meet the current City needs and the needs of future growth as outlined in the Open Space Element of the General Plan*.

GUIDELINES AND STANDARDS

1. Amend the current three tier program by creation of a fourth geographic area within the City - the environmental tier.
2. Map all areas within the City which are currently and formerly designated as open space, those areas defined as environmentally sensitive lands, and those areas as defined as open space in the Open Space Element of the General Plan. This mapped area will be analyzed for inclusion in the environmental tier and based upon such mapping, the City shall adopt the environmental tier.
3. Before development can proceed on any site within the environmental tier, the City Council shall be required to find that all possible methods of preservation to eliminate development of land within this tier, and/or to minimize development and the impacts of development to land within this tier through the use of mitigation measures have been exhausted.
4. On lands within portions of the environmental tier which are already developed or that have development imminent, all feasible measures shall be taken to protect and preserve environmentally sensitive lands and to provide interconnected and functional open space systems.

5. Provide for continued maintenance of sensitive lands and interconnected open space systems preserved within the environmental tier.

D. Water Conservation and Supply

GOALS

1. Conserve water by establishing standards for water conservation and water reclamation.
2. Protect and maintain sources of water supply, including both reservoirs and underground storage basins.

GUIDELINES AND STANDARDS

1. Require analysis of appropriate water conservation measures in the review of development projects.
2. Require analysis of high water usage projects (e.g., golf courses), and other large scale projects (e.g., industrial processing, major residential) to determine their impact on water supply.
3. Require analysis of projects for their impacts on potable water storage areas.

E. Housing Opportunities

GOALS

1. Maintain a steady level of housing starts to assure continuing availability of all types and prices of housing.
2. Encourage the production of housing opportunities for very-low and low-income persons, and first-time homebuyers.
3. Increase the efficiency of processing land development permits.
4. Create and maintain a stable inventory of developable building sites which provides certainty that development can occur.

GUIDELINES AND STANDARDS

1. Create new development opportunities in selective areas previously bypassed by market forces through governmental incentive as follows:
 - a. Maintain a housing trust fund to assist in the production of housing affordable to low-income households and first-time homebuyers.

- b. Encourage the production of housing opportunities for very-low and low-income persons, and first-time homebuyers through bonuses, waivers, and other regulatory incentives.
- c. Establish an affordable housing replacement ordinance which shall condition the demolition or replacement of affordable housing on the replacement of such housing elsewhere.
- d. Establish an inclusionary zoning policy in order to ensure the availability of very-low and low-income housing in new housing development.

F. Redevelopment and Reinvestment

GOALS

1. Stimulate private investment in order to remove and prevent physical, economic, and social blight.
2. Assure quality development in redevelopment areas.
3. Rehabilitate and creatively reuse older structures whenever feasible.
4. Provide mechanisms so that housing is not allowed to deteriorate into substandard conditions.
5. Preserve and increase affordable housing and minimize the additional effects of displacement due to redevelopment.
6. Encourage infill development in redevelopment areas and where revitalization is desired as a means to provide housing, employment and transit opportunities.

GUIDELINES AND STANDARDS

1. The City should subsidize impact fees, voluntary advance payments and other revenue sources for development proposals in designated redevelopment areas.
2. Rehabilitation and adaptive reuse of buildings should be encouraged where appropriate. Buildings should be protected for historical significance as well as social significance.
3. Redevelopment projects should be evaluated through the community planning process to determine the impact on the social and economic fabric of the community.
4. Provide incentives, through zoning and other mechanisms, for revitalization and rebuilding of older neighborhoods in ways that respect the existing character.

G. Transportation Congestion

GOALS

1. Maintain service level standards on the region's freeways and arterials.
2. Encourage transit and ridesharing, and maintain neighborhood character when planning community circulation systems.

GUIDELINES AND STANDARDS

1. Strive to achieve a level of service "C" (off-peak hour) and "D" (peak hour) on the City's freeways, to avoid increasing heavy traffic congestion.
2. The community plans should define standards for primary arterials and major streets, and the travel forecasts upon which they are based should be the criterion for non-freeway level of service standards.
3. Implement alternative modes of transportation to prepare for the future.
4. Implement an ordinance that provides for monitoring of the timing and sequencing of development in order to determine the capacity of transportation facilities to serve development.
5. Implement a transportation demand management program which includes urban form, urban design and land use recommendations to reduce automobile travel and encourage alternative modes of transportation.
6. Prepare a traffic congestion management program in compliance with state requirements which contains 1) traffic level of service standards, 2) standards for transit, 3) a trip reduction and travel demand element promoting alternative transportation methods, 4) a program for analyzing the impacts of local land use decisions, and 5) the seven-year regional transportation improvement program.

H. Facilities - Adequacy and Concurrency

Public facilities and services should include, but not be limited to freeways, significant regional arterials, public transit, police protection facilities, fire protection facilities, regional parks, central library, sewage treatment plants, solid waste disposal facilities, open space, civic center, city operation stations, water availability and water quality.

GOALS

1. Efficiently utilize existing community facilities and improvements.
2. Attain level of service goals for public facilities and services by the year 2010.
3. Provide public facilities and services to assure that adequate level of service standards are attained concurrently with development.
4. Limit the amount of new development to that which can be supported by existing and programmed public facilities.

GUIDELINES AND STANDARDS

1. Standards for facilities should be established by resolution of the City Council, other than the identified citywide level of service standards for freeways and expressways. The community plans should provide standards and criteria through their Public Facility Elements.
2. The City should adopt a Capital Facilities Plan (CFP) that establishes those capital improvements needed to attain the adopted level of service standards. This plan shall include the facilities needed to address deficiencies and to accommodate new growth over a period of twenty (20) years.
3. A schedule for constructing public improvements designed to attain preferred level of service by the year 2010 should be established.

I. Fiscal Impact Review

GOAL

Provide fiscal data for use by the City to guide future planning and land use decisions.

GUIDELINES AND STANDARDS

1. The City should conduct annual review of the fiscal impacts of private development on a sub-regional basis to serve as a policy guide regarding the amount, intensity, location and timing of new development.
2. Analyze development proposals to identify the demand for public facilities which would result from discretionary projects and to identify specific facility improvements which would be provided by the project.

VI. URBAN FORM ALTERNATIVES

In the preparation of the 1979 General Plan, four alternative strategies or frameworks to guide development patterns were addressed. These strategies are reassessed below in terms of the present urban environment. Alternative 4, Urban Node and Phased Development, was selected as the strategy to guide development into the future. This alternative serves as the basis for the 1990 revisions to this plan as well. The four alternative strategies included:

1. Existing Trends - Under this strategy, the City would permit development to build according to adopted community plans, which would result in 30 percent more housing units over the next 20 years in the City of San Diego. Under this alternative, there would be continued dependency upon the freeway-automobile system and housing continuing to grow in a low-density pattern on the peripheries of the metropolitan core.

This trend assumes no major departures from established City patterns of development (completion of existing and approved suburban communities; intensification of existing regional centers, e.g., Centre City, Mission Valley, University City).

2. Fixed Guideway Transit Alternative - This alternative strategy for accommodating growth would emphasize use of a public transportation system to meet a significant proportion of transportation needs. Rather than retaining present community plans, land use intensities would be oriented instead to ensure higher intensities of development near the public transportation corridors and stations. This strategy for growth could require a public and private commitment to funding an interconnected high-capacity rail system in the near to midterm; with an acceleration of the schedules for the I-5 and Interstate 15 (I-15) corridor trolley lines. Additional fixed rail lines to serve future urban nodes would be highly desirable.
3. Emphasis on "Self-Contained" Communities - This alternative requires self-contained, economically balanced communities linked with freeways and express buses. Each community would provide a full range of housing, shopping, employment and recreational opportunities, thus reducing the necessity for inter-community commuting. Intra-community transit systems would be used to reduce congestion within the individual centers.
4. Urban Node and Phased Development - This alternative as described in the 1979 plan calls for more balanced and self-sufficient communities than the continuation of existing trends, but not as compact and complete as the "self-contained" communities concept. More freeway improvements would be required, commuter and trolley rail systems would be required, employment centers would be located near suburban residential communities, leapfrog development would be discouraged, and infill and redevelopment would be encouraged. This alternative reinforces the importance of the Centre City urban core area as the administrative, financial, cultural and institutional center of the region.

This alternative serves as the basis for the 1990 plan recommendation on guiding future development. Growth will be focused in the urbanized area in selected urban nodes and corridors while carefully phasing development based on the provision of needed public facilities throughout the City.

The continued growth of urban core areas such as Centre City, the Northern University Community ("Golden Triangle"), and Mission Valley should provide the impetus for achieving the expanded rail system. Similarly, higher intensities in selected transportation corridors in the urbanized area will support public transportation throughout the City. However, the phasing of new development based on the availability of public facilities is key to ensuring that present service levels do not deteriorate and to preserve the "quality of life."

VII. MANAGING GROWTH THROUGH THE TIER SYSTEM

In 1979, the General Plan established an innovative growth management program to reverse the existing trend of rapid population growth on the periphery of San Diego, and the reduced and even declining growth in the central areas of the City. The 1960s and 1970s development pattern contributed to rising public costs to serve scattered development, a loss of natural resources such as open space and agriculture land, and a general deterioration in the City's "quality of life" from continued unplanned sprawl. To reverse this trend, the 1979 General Plan envisioned a process whereby the central business district would be revitalized while growth and development in outlying areas would be phased and sequenced in accordance with the availability of public facilities and services. The program divided the City geographically into three (3) "tiers": "urbanized," "planned urbanizing," and "future urbanizing."

The urbanized areas are comprised of older, built-up areas where the 1979 plan actively encouraged intensive and varied development. The planned urbanizing area consists of newly developing communities where development is staged and sequenced, and is required to "pay its own way" through the use of facilities benefit assessments or other financing mechanisms. The future urbanizing area consists primarily of land that is vacant and is zoned A-1 (primarily for agricultural uses), and can be released for urban development only when the urbanized and planned urbanizing areas are sufficiently built out pursuant to General Plan guidelines and specific plans and policies.

At the time of the 1990 General Plan Amendment, the urbanized areas were 82 percent built out, while the planned urbanizing areas were 55 percent built out based on adopted community plans. On that basis, in 1990 the City as a whole was 76 percent developed. The policy of encouraging growth in the urbanized areas was successful. While only 10 percent of all new residential development in 1979 was occurring in the urbanized areas, by 1983 this figure had increased to a peak level of 60 percent. During the late 1980s, the momentum shifted again to the planned urbanizing area, while a strong percentage (typically 40 percent) of residential development continued to occur each year in the urbanized areas.

VIII. URBANIZED AREAS

Beginning with the 1979 General Plan, the program for guiding city growth recommended the division of the city into planning areas or "tiers," designated an urbanized, planned urbanizing, and future urbanizing.

The urbanized area is the central portion of San Diego as well as the remaining older sections of the City. This area includes most of the land south of Miramar Naval Air Station with the exception of Tierrasanta, East Elliott, and Otay Mesa which fall within the planned urbanizing designation.

The downtown core is conceptualized as the focus of metropolitan San Diego. Land use and transportation patterns are expected to emphasize its function as a regional

center. The objectives for the core include attracting the most intensive and varied land use including office-administrative, financial, residential, and entertainment, and strengthening the viability of the downtown core through renewal, redevelopment and new construction.

The remaining communities in the urbanized area could become more diverse in their land use, particularly employment opportunities and housing variety. Access and future public transportation systems are expected to emphasize nodes of activity in older communities. The objectives for the remaining older communities stress the conservation of the social-environmental characteristics and the rehabilitation of deteriorating neighborhoods.

IX. PLANNED URBANIZING

The planned urbanizing area consists of the newly developing communities (see Figure 2). The objectives for these areas include supporting additional public investment necessary to complete development and allow the growth of communities already served by capital facilities. Land will be opened for urbanization in a staged, contiguous manner through the orderly extension of public facilities and the provision of housing for a variety of income levels.

The following criteria should be used to evaluate all planned urbanizing development proposals:

- The development proposal must be included within an adopted community or master development plan.
- The ability and capacity of the water supply and distribution system to provide for the needs generated by the proposed development.
- The ability and capacity of the sanitary sewer system to dispose of and discharge the wastes generated by the proposed development.
- The ability and capacity of the on and off site drainage-ways and facilities to adequately discharge and dispose of the surface runoff generated or increased by the proposed development.
- The ability of the fire department to provide fire protection according to the established response standards of the City.
- The capacity of the appropriate neighborhood school to absorb the children expected to inhabit a proposed development.
- The ability and capacity of parks and open spaces to provide for the recreational needs of the residents of the proposed development.

- An analysis of the cost/revenue of the proposed development or redevelopment based on objective studies that cover total expenditures, both capital and operating, by all governmental agencies, and
- The extent to which the proposed development accomplishes the physical, social (housing), and economic goals of the City as expressed in adopted council policy, ordinances, and resolutions.

New Communities

Large new developments on primarily vacant land, such as North City West and Miramar Ranch North, require special consideration and guidelines.

In general, new communities should be designed and located to ensure that future residents will be afforded an optimum balance of dwelling styles and prices, convenience shopping, office and similar business centers, and educational, cultural, recreational and health services and facilities, either within the community or nearby. Each community should contain a readily identifiable focus achieved through careful siting in the natural terrain.

- Housing

Heavy emphasis must be placed on techniques to implement the Housing Element of the general and community plans. This, in part, would include strong reliance upon a regulatory or review process that serves to avoid repetitive, standardized lot and street patterns and excessive cutting, scarring or other disruption of the natural environment.

Plans for new communities must result in balance in not only the physical but in the social and economic sense as well. Each community should provide real housing opportunities for all economic, racial and ethnic groups. It is essential that housing for low and moderate as well as high income groups is considered in the planning stages of new communities and that it be provided in their actual development.

- Employment Centers

Employment centers should be strategically located throughout the City so as to provide residents with a realistic alternative to the typical commuting burden fostered by urban sprawl. These employment centers could consist of a series of industrial park complexes with office and commercial activities.

- Transportation

The siting of a series of new communities should carefully consider locations that can most readily accommodate and support alternative modes of transit other than the automobile.

The transportation system should also be used as a tool for shaping the urban environment. This can be accomplished by integrating the major system into the natural

land forms and by complementing and providing public views and access to open space systems.

- Open Space

San Diego's natural terrain with its hills, canyons and drainage systems provides an opportunity to create a system of large natural areas which preclude the merging of new development in a continuous pattern of urbanization and, therefore, forms communities which have identity and individuality. Open space not only provides opportunities for recreation and aesthetic enjoyment, but also preserves San Diego's unique natural features and resources.

- Cost Benefit

Economic and fiscal studies must be undertaken to understand the cost/revenue impact of proposed development in both capital and operating costs of all governmental agencies.

Ecological studies of the impact of urbanization throughout the area should be undertaken to quantify environmental values, which contribute to the "quality of life." At a minimum, these studies should serve to identify where environmental problems might occur.

- The development of new communities should be reasonable and realistically phased. Unless this is done, urban sprawl resulting from premature scattered speculation in land development is inevitable. Resisting these pressures requires a strong community will and determined commitment, but if successfully achieved, can result in sound, stable development and attractive living environments.

X. FUTURE URBANIZING AREAS

The future urbanizing area generally includes that land which is presently vacant and is zoned A-1 primarily for agricultural uses, which is generally farthest removed from the City's central business district and from existing developed areas of the City, and which is farthest removed from the service areas of most existing City facilities and services. There typically are no community, specific, or precise plans either adopted, in preparation or programmed for this area. At this time, servicing the area would represent an expensive and inefficient use of City resources. This area is not expected nor is it needed to meet the demand for projected urban development since there is an ample supply of land available for development in the urbanized and planned urbanizing areas.

The City's objectives in this area, therefore, are to avoid premature urbanization, to conserve open space and natural environmental features, and to protect the fiscal resources of the City by precluding costly sprawl and/or leapfrog urban development. The future urbanizing area is to be maintained for the planning period as an "urban

reserve," a concept embodied in the state's "Urban Strategy for California" (State Office of Planning and Research, February 1978.)

The delineation of the future urbanizing area is not intended to be permanent; rather, it is an interim designation designed, as part of the overall growth management program, to prevent premature urban development and, therefore, to guide urbanization into more appropriate areas in accordance with a balanced and efficient growth pattern. Future General Plan updates may indicate either expansion or contraction of this area. Expansion may occur via annexation; contraction may occur via a shift of land to the planned urbanizing area. During the planning period, however, some land in this area may need to be shifted to the planned urbanizing area in order to meet presently unanticipated demands to enable the land market to operate more freely.

These lands may be released for urban development as the urbanized and planned urbanizing communities approach buildout, or as significant opportunities arise to implement the City's balanced housing, land use or other goals.

Proposition A, an initiative measure approved by the electorate of the City of San Diego on November 5, 1985 amended the General Plan. The initiative amended the plan by adding the provisions presented below in bold:

Section 1. "No property shall be changed from the "future urbanizing" land use designation in the 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 changed 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 or 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 of portion thereof would have been adopted or passed irrespective of the fact that any one or more sections, subsections, sentences, clauses/ phrases/ parts or **portions be declared invalid or unconstitutional.**"

In the North City future urbanizing area bounded by the Carmel Valley and Rancho Peñasquitos communities, Peñasquitos Canyon to the south and the county of San Diego to the north, it became apparent that existing zoning was not effective in preventing premature development that could limit future land use options and opportunities to locate and finance future public facilities. A framework plan has been adopted which will guide development in this area when it is shifted to the planned urbanizing designation and for development in the interim before a phase shift has occurred. Land use designations in the framework plan which permit greater development intensities than the existing zoning require voter approval under Proposition A in order to become effective.

Development Policies

1. Land within the future urbanizing area which is designated and zoned for open space, agricultural, or low-density residential use for extended periods of time should be given tax relief through preferential tax assessments. This can be accomplished through the use of the Williamson Act which requires the designation of land as an "agricultural preserve" or as open space pursuant to the General Plan.
2. The existing non-urban land use pattern and character of the area should be retained until such time as the City Council and the electorate approve a phase shift reclassifying

the land to the planned urbanizing designation and a land use plan for the area is adopted.

3. Rural, resource-based and open space uses should be retained on a permanent basis, where appropriate and feasible.
4. Development should be permitted consistent with the A-1 (Agricultural) Zone applied, and conditional uses should be allowed provided they are natural resources dependent, non-urban in character and scale, or are of an interim nature which would not result in an irrevocable commitment of the land precluding future uses.
5. Public facility improvements should be permitted only to meet regional needs or to serve primarily the urbanized and planned urbanizing communities, provided the impacts of those facilities upon identified resources can be avoided or fully mitigated.
6. Lands that should be categorized as environmentally sensitive or which are appropriate for permanent retention as rural, resource-based or open space uses should be identified and mapped.
7. Following the identification and mapping of these resources, transportation corridor and other needed public facility improvements should be identified and mapped, provided such facilities avoid or fully mitigate impacts to the area's resources.
8. Expenditures or plans for future urbanization of these areas should not be made until the need for urbanization of these lands has been evaluated based on the extent of utilization and redevelopment of existing urbanized and planned urbanizing areas, and findings have been made that:
 - a. The capacity of lands identified as appropriate for development within the urbanized and planned urbanizing areas is approaching full utilization in accordance with adopted community plans;
 - b. A need exists for additional developable lands; and
 - c. A process has been developed to identify where the next phase of urban development should occur.

XI. REGIONAL PLANNING

Continue a cooperative relationship with other agencies such as the Local Agency Foundation Commission, the metropolitan sewer system, the San Diego Association of Governments, the Metropolitan Transit Development Board, etc. Continue active participation in and support of the Regional Planning and Growth Management Review Board function of the San Diego Association of Governments. Parameters include work to reach consensus of the region's cities and the county on:

1. Regional Quality of Life Standards.
2. The air quality plan for the San Diego region is mandated by the California Clean Air Act. Statutory requirements are placed on the Air Pollution Control District and the San Diego Association of Governments in formulating the region's air quality plan. Transportation Demand Management and indirect source measures (i.e., provisions to guide land use) are examples of mechanisms which local jurisdictions can utilize in achieving the standards.
3. Regional holding capacities based on factors such as water availability, air quality, and programmed capacity of the transportation system.
4. The need for additional growth-related policies including growth phasing (as related to the Regional Population Forecast), regional land use distribution (population and employment mix), growth monitoring, open space preservation, significant regional arterials, transportation system management and demand management, siting regional facilities, financing regional facilities, consistency of regional and local plans, and development of a regional growth management strategy.

XII. PROSPECTIVE ANNEXATION AREAS

One area of interagency cooperation requiring special attention is the determination of ultimate boundaries for the City. Both state and county have adopted policies favoring management of growth and concomitant urban services through expansion of cities rather than through creation or expansion of limited purpose agencies and special districts. The City has supported this approach to providing needed services to growing areas as the most cost-effective and responsive of available alternatives.

In order to finally determine the most logical and efficient boundaries between different cities, state law provides for the development of a "Sphere of Influence" study for the City by the Local Agency Formation Commission. Upon adoption the City "Sphere of Influence" is used by the Local Agency Formation Commission in making decisions about annexations, detachments, governmental reorganizations, special district formations and other matters affecting the jurisdiction and boundaries of the City. "Sphere of Influence" studies for the entire area have yet to be completed.

Pending the adoption by the Local Agency Formation Commission of a "Sphere of Influence" for San Diego, an interim guideline is necessary to specify the prospective ultimate boundaries of the City. The areas lying within these boundaries are shown on the Prospective Annexation Areas Map (Figure 3) and include both islands of unincorporated land and relatively undeveloped areas sharing common geographic features and bordered by the same natural boundaries as the contiguous City areas. Because development within these areas would require public facility and service extensions from contiguous City areas, and given the City's interest in promoting orderly growth on its periphery, the North City area, generally south of the San Dieguito

River, and Otay Mesa area, generally south of the Otay River, east to Otay Mountain are both considered as prospective annexation areas.

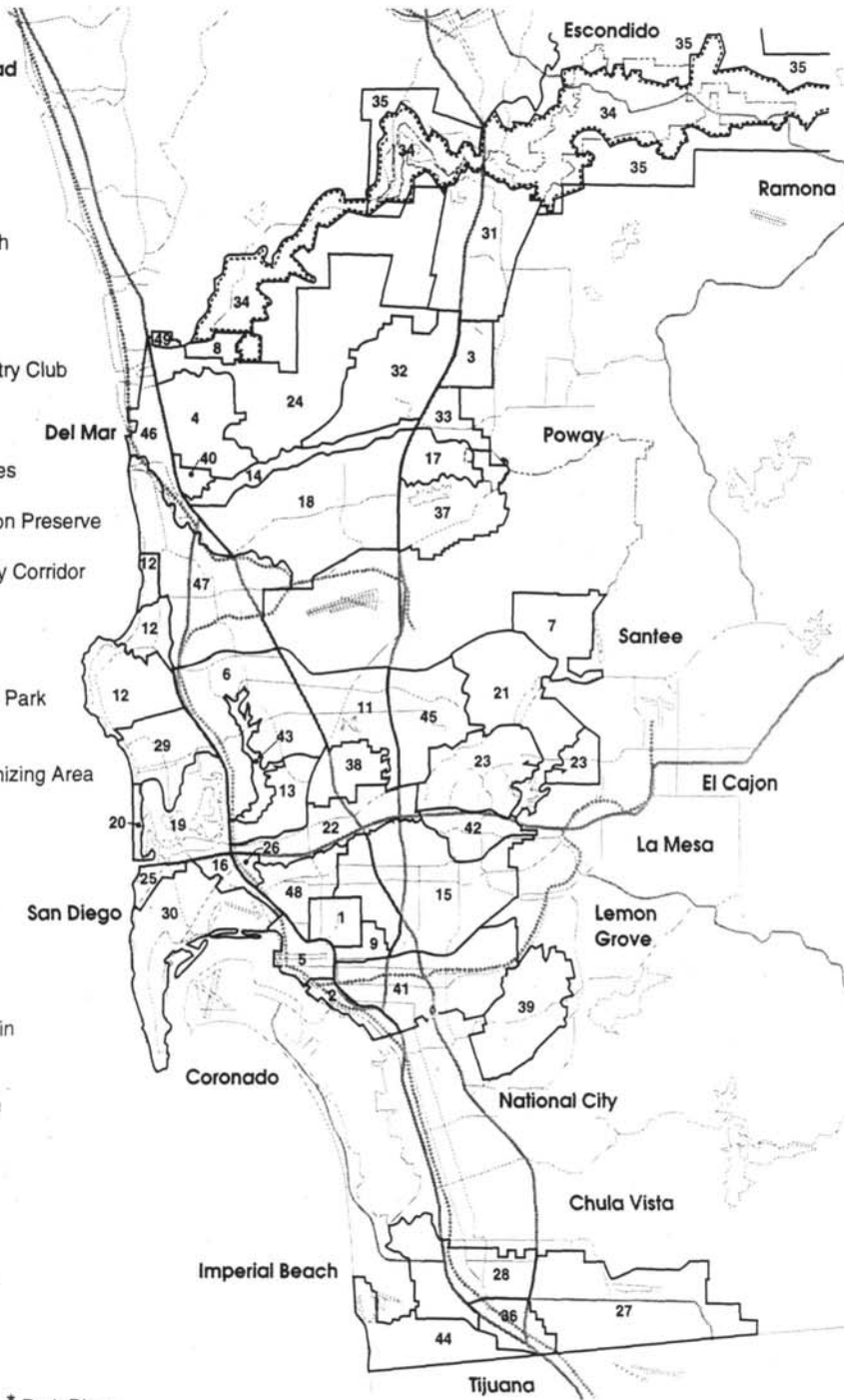
Land within the prospective annexation areas may be annexed upon the initiative of either the landowner or the City. In either case, the following factors will be reviewed:

- The fiscal impact of the proposed annexation.
- Whether the proposal represents an orderly extension of City boundaries.
- The ability of the City to provide urban services.
- The effect of the annexation upon the City's residential growth management program.
- The level of support on the part of affected property owners.

The prospective annexation areas will be systematically included in the appropriate community plans and phased development areas in the same manner as land lying within the City.

Planning Areas
March 1993

- * 1. Balboa Park
 - 2. Barrio Logan
 - 3. Carmel Mountain Ranch
 - 4. Carmel Valley
 - 5. Centre City
 - 6. Clairemont Mesa
 - 7. East Elliott
 - 8. Fairbanks Ranch Country Club
 - 9. Greater Golden Hill
 - 10. Greater North Park
 - 11. Kearny Mesa
 - 12. La Jolla / La Jolla Shores
 - 13. Linda Vista
 - * 14. Los Peñasquitos Canyon Preserve
 - 15. Mid-City
 - 16. Midway/Pacific Highway Corridor
 - 17. Miramar Ranch North
 - 18. Mira Mesa
 - * 19. Mission Bay Park
 - 20. Mission Beach
 - * 21. Mission Trails Regional Park
 - 22. Mission Valley
 - 23. Navajo
 - 24. North City Future Urbanizing Area
 - 25. Ocean Beach
 - 26. Old San Diego
 - 27. Otay Mesa
 - 28. Otay Mesa/ Nestor
 - 29. Pacific Beach
 - 30. Peninsula
 - 31. Rancho Bernardo
 - 32. Rancho Peñasquitos
 - 33. Sabre Springs
 - 34. San Dieguito River Basin
 - 35. San Pasqual Valley
 - 36. San Ysidro
 - 37. Scripps Miramar Ranch
 - 38. Serra Mesa
 - 39. Skyline/Paradise Hills
 - 40. Sorrento Hills
 - 41. Southeast San Diego
 - 42. College Area
 - * 43. Tecolote Canyon Park
 - 44. Tia Juana River Valley
 - 45. Tierrasanta
 - 46. Torrey Pines
 - 47. University
 - 48. Uptown
 - 49. Via De La Valle
- * Park Plans



This map was prepared by
the City of San Diego.
Planning Department



