
2.0 INTRODUCTION, ENVIRONMENTAL SETTING, PROJECT DESCRIPTION, AND HISTORY OF PROJECT CHANGES

2.1 INTRODUCTION

The City of San Diego's Draft General Plan is the proposed Project addressed in this Program Environmental Impact Report (Program EIR). The Project also includes General Plan update companion items described in EIR Section 2.4.0. The Draft General Plan sets out a long-range vision and comprehensive policy framework for how the City could grow and develop, provide public services, and maintain the qualities that define San Diego over the next 20 to 30 years. The Draft General Plan does not change land uses, but rather provides the framework and policy direction for future community plan updates. The preparation of the Draft General Plan has been guided by the City of Villages growth strategy and citywide policy direction contained within the General Plan Strategic Framework Element (SFE) adopted by the City Council on October 22, 2002. The Draft General Plan would replace the Strategic Framework Element and the *Progress Guide and General Plan* (1979).

The Draft General Plan is comprised of a new Strategic Framework section and the following nine elements: Land Use and Community Planning; Mobility; Urban Design; Economic Prosperity; Public Facilities, Services and Safety; Recreation; Conservation; Noise; and Historic Preservation. In addition to the elements listed above, the Housing Element is also a mandatory element that is part of the General Plan. However, the City of San Diego's Housing Element 2005-2010 is under separate cover and was adopted by City Council on December 5, 2006. A summary of the adopted Housing Element is provided in EIR Section 2.4.1.

2.1.1 Approvals Required to Implement the Project

The adoption of the Draft General Plan requires that the San Diego City Council approve and certify the Program EIR through a noticed public hearing (a Process 5 decision). Prior to the City Council hearing, the adoption process also requires that the Planning Commission hold a noticed public hearing. Based on the outcome of the hearing, the Planning Commission is required to forward a written recommendation to the City Council addressing the adoption of the General Plan and certification of the Program EIR.

Since the General Plan is a citywide comprehensive policy-level document, future actions will be required for its implementation. The future actions include, but are not limited to the adoption/approval of the following: community plan updates, public facilities financing plan updates, land development code amendments, applicable ordinances, development of a park master plan, development of a pedestrian master plan, an update to the bicycle master plan, an update to the City's Economic Development Strategy, development projects, and Capital Improvement Program (CIP) projects.

2.1.2 Intended Uses of the Program EIR

The Draft General Plan Project is a citywide comprehensive update of the General Plan and thus meets the criteria for environmental review through a Program EIR. A Program EIR, as defined by the California Environmental Quality Act (CEQA) 15168, is:

“an EIR which may be prepared on a series of actions that can be characterized as one large project and are related either geographically, as logical parts in the chain of contemplated actions, in connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program, or as individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effect which can be mitigated in similar ways.”

The major purposes of this Program EIR are:

- To identify current and projected environmental conditions which may affect or be affected by the Draft General Plan;
- To disclose the potential environmental impacts of the Draft General Plan to the public and decision makers;
- To inform the public and to foster public participation in the planning process for the Draft General Plan;
- To identify a mitigation framework which could eliminate or reduce potentially significant environmental impacts of the Draft General Plan; and
- To evaluate alternatives that might be environmentally superior to the Draft General Plan.

The intent of the analysis in this Program EIR is to determine whether implementation of the Draft General Plan will have a significant effect on the environment. A significant effect on the environment is defined as a substantial adverse change in the physical conditions that exist in the area affected by the Draft General Plan. If a significant effect is identified, the Program EIR identifies measures or alternatives that would generally be considered to substantially reduce that effect.

The Draft General Plan Program EIR, in accordance with CEQA, outlines the environmental setting for the Draft General Plan and identifies potential environmental impacts, the significance of the potential impacts, and mitigation measures to avoid or reduce potentially significant adverse environmental impacts. It also addresses cumulative impacts, growth-inducing impacts, effects found not to be significant, irreversible environmental effects, and alternatives.

The City of San Diego is the lead agency for preparation and adoption of the Draft General Plan Program EIR. This Program EIR is intended for use by City of San Diego decision makers, other responsible or interested agencies and the general public in evaluating the potential environmental impacts that may result from the implementation of the Draft General Plan. There are no known responsible agencies for this Draft General Plan and Program EIR and no federal funds are being used to prepare them. According to CEQA 15386, trustee agencies that may be involved in future actions include the California Department of Fish and Game, the State Lands Commission, the State Department of Parks and Recreation, and the University of California. Federal agencies that may have involvement in future actions include, but are not limited to, the United States Fish and Wildlife Service and Army Corp of Engineers.

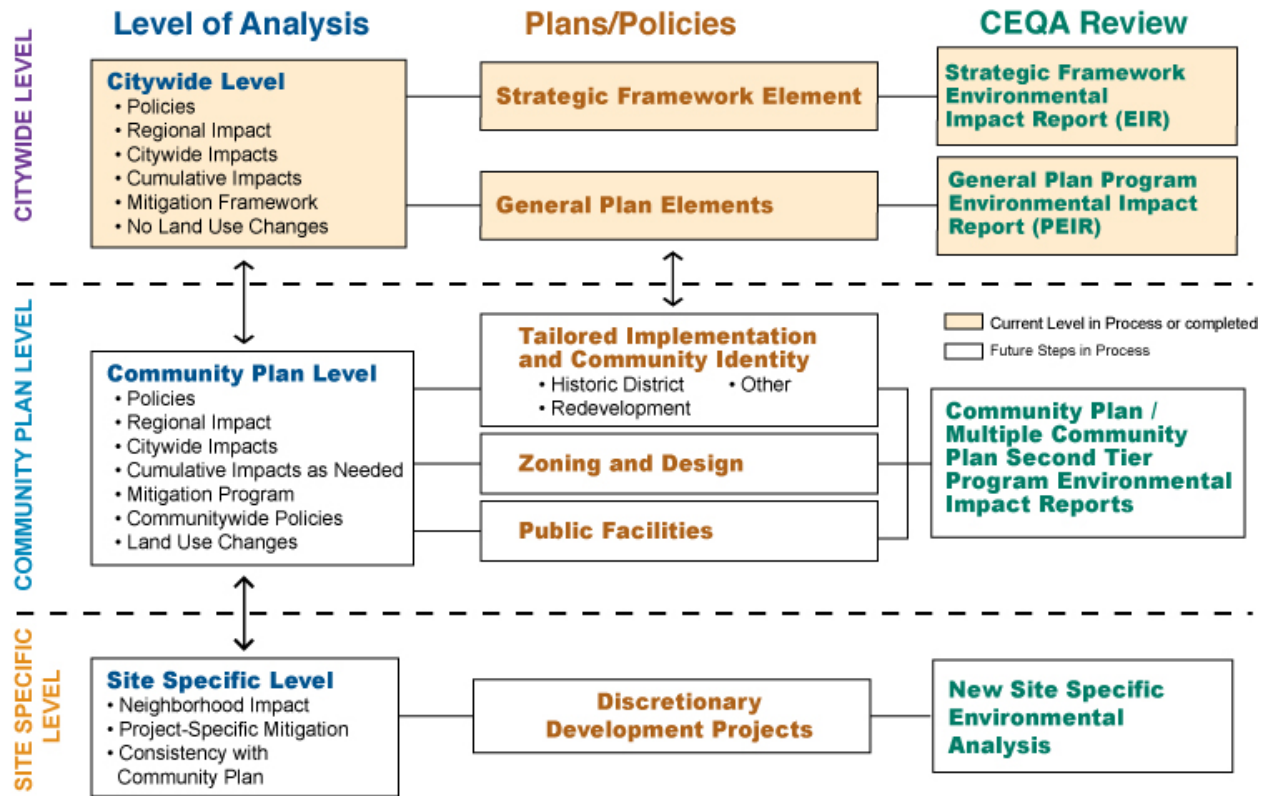
2.1.3 Relationship between Environmental Review for the Draft General Plan, the Strategic Framework Element, the Regional Comprehensive Plan, and Future Community Plan Updates and Development Projects

As shown on **Figure 2.1-0, Relationship between Plans/Policies and CEQA Review**, the Draft General Plan Program EIR provides new environmental analysis beyond that prepared for the previously approved Strategic Framework Element and Action Plan. The Draft General Plan Program EIR uses both the Strategic Framework Element EIR and the San Diego Association of Government's (SANDAG) Regional Comprehensive Plan (RCP) Program EIR as references for data and analysis. Since the draft General Plan provides the policy framework for future community plan updates, future community plan updates will require more specific environmental analysis at the community plan area level than this Program EIR provides and development projects will require more specific environmental analysis at the site area level. Subsequent environmental analysis for community plan updates may use this Draft General Plan Program EIR as a reference and first tier environmental document in accordance with CEQA, but it should be understood that certification of this EIR would not by itself authorize any physical development projects.

The City of San Diego and other agencies may use information in this Program EIR to determine if additional environmental review is required for subsequent actions linked to the General Plan. All subsequent discretionary actions requiring environmental review will be prepared in accordance with the requirements of CEQA. Under Section 15168, if an agency determines that a program or action will result in impacts within the scope of the impacts reported in this Program EIR and that no further mitigation is required; the agency may deem the project to be within the scope of the Program EIR, and no further environmental review will be required.

The City adopted the General Plan Housing Element on December 2006, and it is not a part of the Draft General Plan or the environmental analysis for this Program EIR. The state requires that General Plan Housing Element updates be performed on a five-year cyclic basis. The adopted Housing Element covers the five-year period from 2005 to 2010. Environmental analysis for the Housing Element was through an Addendum to EIR No. 40-1027 (the City of Villages Growth Strategy SFE EIR). However, an analysis of citywide population and housing data is provided in **Section 3.12**. The Housing Element differs from the other elements in the General Plan in several respects. The state requirements for the Housing Elements are more specific than for other General Plan elements and require that quantifiable goals be established and that specific programs be identified to meet these goals. Although the adopted Housing Element 2005-2010 is consistent with the policy direction of the other elements in the Draft General Plan, it is expected that the next Housing Element (2010-2015) will be similarly organized to match the format of the Draft General Plan. Refer to EIR **Section 2.4.1** for a summary of the adopted Housing Element.

Figure 2.1-0¹
Relationship between Plans/Policies and CEQA Review*



* This diagram only shows general relationships. There will be additional environmental review at each level. 4/17/2007

¹Figure 2.1-0 does not reflect the environmental analysis for the Housing Element, which was provided through an addendum to the SFE EIR.

2.2 ENVIRONMENTAL SETTING

Project Area

The project area for the Draft General Plan includes the jurisdictional boundaries and planning areas of the City of San Diego as well as prospective annexation areas, as shown on **Figure 2.2-1**. The City of San Diego land area covers nearly 332 square miles (not including water bodies) and is located in the southwestern corner of California, within the county of San Diego as shown on **Figure 2.2-2**. The Pacific Ocean provides both the City and the county's western boundary and the Republic of Mexico is immediately adjacent to the City and the county to the south.

The City is bordered on the northwest by the coastal communities of the city of Del Mar and the city of Solana Beach. Inland to the north, the City is bordered by unincorporated portions of the county, the city of Escondido and the city of Poway. To the east, the City is adjacent to the unincorporated portions of the county, the city of Santee, the city of La Mesa, and the city of Lemon Grove. The northern portion of San Diego is bordered on the south by the city of National City. The southern portion of the City is bordered on the north by the city of Chula Vista, on the east by unincorporated portions of San Diego County, to the south by city of Tijuana, Mexico, and to the west by the city of Imperial Beach. In addition, the city of Coronado lies west of San Diego Bay. The San Diego Coronado Bay Bridge connects the island of Coronado to San Diego.

The City of San Diego's location within San Diego County is mainly in the southwestern coastal plain (2002, San Diego, SFE EIR). This coastal plain ranges in elevation from sea level to approximately 600 feet Above Mean Sea Level (AMSL) and varies from rolling terraces to steep cliffs along the coast line (2004, SANDAG, RCP PEIR). The region's topography varies greatly, from beaches on the west to mountains and desert on the east. Much of San Diego's topography consists of mesa tops intersected by canyon areas.

Major drainages in the coastal plain include, from north to south, the San Dieguito River, Los Peñasquitos Canyon, Carroll Canyon, Rose Canyon, San Diego River, Los Chollas Creek, Sweetwater River, Otay River and the westernmost mouth of the Tijuana River. Significant features of San Diego's topography include its three marine terraces, which step up the coastal plain west to east towards the inland foothills. Closest to the coast at elevations of 50 feet to 70 feet AMSL is the La Jolla Terrace. Next, at elevations of 300 feet to 500 feet AMSL is the Linda Vista Terrace, which is the largest and contains the "mesa" communities: Mira Mesa, Kearny Mesa, Serra Mesa, Otay Mesa, and Clairemont Mesa (2002, San Diego, SFE EIR). The third terrace, the Poway Terrace, has eroded away and is no longer a distinct landform.

Each large mesa has developed into unique communities separated and physically bounded by distinct natural barriers, the major east-west canyons. While development has occurred in Mission Valley and portions of other drainages, efforts to provide open space and reduce land intensity in San Dieguito River Valley, Los Peñasquitos Canyon, San Clemente Canyon, and the Otay River Valley will allow the City of San Diego an opportunity to retain and/or develop unique communities with distinct physical separation. Level land, land with a slope of 12 percent or less, is considered most suitable for development and comprises 40 percent of the metropolitan area. Very steep hillsides and canyons, land traditionally less suitable for development, comprises 30 percent of the area. The remaining 30 percent is comprised of areas with slopes between 12 to 25 percent (2002, San Diego, SFE EIR).

The weather of the San Diego region, as in most of southern California, is influenced by the Pacific Ocean and its semi-permanent high-pressure systems that result in dry, warm summers and mild, occasionally wet winters. The average temperature ranges from the mid-40s to the high-90s. Most of the county's precipitation falls from November to April, with infrequent (approximately ten percent) precipitation during the summer. The average seasonal precipitation

along the coast is approximately ten inches; the amount increases with elevation as moist air is lifted over the mountains (University of California, 1970). The interaction of ocean, land, and the Pacific High Pressure Zone maintains clear skies for much of the year and drives the prevailing winds (2004, SANDAG, RCP PEIR).

As a result of its unique topography and climate, the San Diego region has been identified as a major “hot spot” for biodiversity and species endangerments. The San Diego region contains habitats and species that are considered to be sensitive by state and federal agencies, affected local jurisdictions and conservation organizations. Many unique and endangered species are found only in the San Diego region (2004, SANDAG, RCP PEIR).

Section 3.0 of this Program EIR provides additional, more specific information relating to San Diego’s current environmental setting/condition pertaining to: agriculture, air quality, biological resources, land use, transportation, visual effects and neighborhood character, air quality, geologic conditions, health and safety, historic resources, hydrology, land use, mineral resources, noise, paleontological resources, population and housing, public services and facilities, public utilities, water supply and quality. For each of the topical issue areas, the existing condition is described in the first section of each analysis section.

Public Facilities Financing

The City of San Diego funds public facilities and services through a variety of funding sources. Impact fees are the major source of funding for City CIP projects. The City’s impact fee program was initiated to implement the growth management program contained in the *Progress Guide and General Plan* (1979 General Plan). The 1979 General Plan growth management program addressed increased growth on the periphery of the City, and the declining growth in the central areas of the City. The plan sought to revitalize the central business district and phase growth and development in outlying areas in accordance with the availability of public facilities and services.

The 1979 General Plan divided the City into three “tiers”: urbanized, planned urbanizing, and future urbanizing. The planned urbanizing areas consisted of newly developing communities where development was required to “pay its own way” through Facilities Benefit Assessments (FBA), or other financing mechanisms such as Mello-Roos Community Facilities. Growth was encouraged in urbanized communities, with the assumption that public capital improvement expenditures from the General Fund would be provided in those areas.

State constitutional and legislative actions adopted in the late 1970s and early 1980s significantly impacted local government financing of operations and capital needs. The passage of Proposition 13 in 1978 reduced property tax revenues and required all “special taxes” be approved by two-thirds of local voters. Additional measures, such as Propositions 62 (1986) and 218 (1996), required additional voter approvals on new taxes. These actions limited local government’s ability to generate new revenue sources. Remaining General Fund revenues were allocated to many competing needs. As a consequence, urbanized communities were left without a stable, dedicated funding source, and capital improvements did not keep pace with development.

Since their establishment in 1980, FBAs have been intended to assure adequate and timely public facilities, such as police, fire, parks and recreation, library, and transportation. To a limited extent, FBA revenues have also funded water and sewer facilities, although adopted user rate fees have served as the secured revenue source for these capital improvements and operations.

Following a period of rapid growth in the 1980s and passage of the Mitigation Fee Act (California Government Code §66000-66025), the City Council adopted a Development Impact Fee (DIF) ordinance in 1987. The fee ordinance allowed the City to establish DIFs in urbanized communities to collect a proportional fair share of capital improvements needed to offset the impact of the development. Unlike FBAs, DIFs were not intended to fully fund all capital improvements for existing and future development; fee revenues were contingent upon costs of identified needs, and rate and type of development. Furthermore, costs of new facilities were shared by new growth and the existing resident base. In the years since their adoption, impact fees have contributed to a number of capital improvements. However, as private urban infill development continued, and a funding source to cover the portion of facilities attributed to existing residents was not identified, the public facilities deficit in urbanized communities continued to grow. In addition, any operating or maintenance costs associated with new facilities were incurred by the City, since legally FBA and DIF could only be used for capital improvement expenses.

The Strategic Framework Element (SFE) identifies the facilities deficit in urbanized communities, and contains policies addressing existing and future public facility and service needs. The SFE direction has been further developed in the Draft General Plan which contains policies addressing facilities financing and prioritization. The Draft General Plan contains detailed policies on how to ensure the timely and adequate provision of public facilities and services through development project evaluation and plan preparation and for community plans to be prepared to address community specific issues including the “location, prioritization, and the provision of public facilities.” The Draft General Plan also provides updated guidelines and policies for specific facilities and services to guide land use development and guard public safety.

Public Facilities Conditions and Guidelines

The following sections summarize the existing conditions and facilities guidelines for public facilities in the City of San Diego.

Libraries

The City’s existing library system is comprised of the Central Library and 35 branch libraries as shown on **Figure 2.2-3**. This figure also shows each library’s two-mile service area and existing (2004) population density (persons per acre) within each service area. **Figure 2.2-4** identifies library locations along with forecasted population density for the Year 2030. The Central Library, located in Downtown, functions as the hub of the library system, and all branches link to it for the delivery of their services. The Central Library serves as the headquarters for the system and supplements the limited collections which branch libraries can offer.

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. Some of the City's strategic library goals entail enhancing the system's information infrastructure and customers' access to digital information and the internet. 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.

The Central Library houses the system's in-depth and retrospective collections and more than half a million unique titles. It serves as the major resource library for the San Diego region and beyond, and has the largest collection for the general public south of Los Angeles. Its resources include the largest government document collection and the only patent depository in the San Diego region which support and supplement the school, university, and special libraries in the area. The Serra Cooperative Library System's research center is located at the Central Library. The research center utilizes the collection to provide reference and inter-library loan services to other libraries in Region V of the Library of California, a multi-type library network which encompasses San Diego, Imperial, Riverside, San Bernardino, and Inyo counties.

In July 2002 the City Council approved the Library System Improvements Program which includes a new Central Library, 12 new branch libraries, and expansion of 12 existing branch libraries. The adopted program declared new and expanded branch libraries are to have a minimum of 15,000 square feet (City of San Diego, 2005). This adopted guideline has subsequently been applied to existing branch library facilities to determine needed capital improvements – expansion or replacement projects. In developing communities, current (1979 Progress Guide and General Plan) guidelines are used to evaluate the need for additional facilities. As of April 2007, 22 of 35 branch libraries are currently under the 15,000 square foot guideline. To date, libraries that have been completed under the improvements program include: Point Loma/Hervey (2003), La Jolla/Riford (2004), College/Rolando (2005), Otay Mesa-Nestor (2006), and Serra Mesa/Kearny Mesa (2006). The North University City Library is under construction and scheduled to open in 2007, and the Logan Heights Library should begin construction in June/July 2007 (Tilotta, 2007).

The Draft General Plan contains policies to develop a Central Library to serve as the major resource library and to design all branch libraries with a minimum 15,000 square feet of dedicated library space, with adjustments for community-specific needs.

Parks and Recreational Facilities

The City of San Diego has over 36,300 acres of existing developed and undeveloped park and open space lands that offer a diverse range of recreational opportunities. The City's parks, open space, trails, and recreation facilities annually serve millions of residents and visitors and play an important role in the physical, mental, social, and environmental health of residents and visitors. The park and recreation system includes population-based, resource-based and open space parks. Many of the adopted community plans for the City contain land use designations for park and

open space lands as shown on **Figure 2.2-5**. These parks contain various facilities and programmed activities.

- Population-based parks (commonly known as neighborhood and community parks) are located within or in close proximity to residential areas 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, shorelines, canyons, habitat systems, lakes, historic sites, and cultural facilities). They are intended to serve the citywide population, as well as visitors.
- Open space parks are City-owned lands located throughout the City, consisting of canyons, mesas, and other natural landforms. Open space parks are intended to preserve and protect native plants and animals, while providing public access and enjoyment by the use of hiking, biking, and equestrian trails.

As the City has grown, so have the quantity, quality, and distribution of recreation opportunities. New parks and open spaces 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, skate parks, dog parks, golf courses, athletic fields, and public schools. **Table 2.2-1** provides a breakdown of the types and quantities of parks within the City.

Table 2.2-1 Existing Park and Open Space Acres within the City of San Diego

District	Population ¹	Population-Based Parks		Resource-Based Parks	Open Space Lands	Other Park Lands ²	Total Parks and Open Space (gross acres) ⁴	Dedicated Parks	Designated Parks	Joint Use School Sites Net Useable	Other Public Agency Parks & Open Space ³
		Gross	Net Useable								
Central	313,559	314.0	296.83	1,126.5	446.7	0.0	1,887.2	1,272.3	150.1	11.1	32.6
Coastal	140,719	191.2	121.08	4,525.0	1,100.0	5,977.0	11,793.2	4,967.4	94.6	24.4	245.7
Eastern	253,843	899.6	350.25	0.0	7,118.8	0.0	8,018.4	1,225.0	6,093.3	96.9	0.0
North Central	208,099	450.0	330.44	476.8	1,993.6	0.0	2,920.4	492.9	250.4	48.1	1327.6
Northern	274,085	738.3	553.10	86.3	11,968.2	0.0	12,792.8	3,966.9	9,338.1	80.0	181.9
Southern	99,499	264.8	134.20	1.1	1,142.1	110.3	1,518.3	143.2	1,215.8	6.9	1,740.0
City Total	1,289,804	2,857.9	1785.9	6,215.7	23,769.4	6,087.3	38,930.3	12,067.7	17,142.3	267.4	3,527.8
Total acres per Thousand		2.22	1.38	4.82	18.43	4.72	30.18	9.36	13.29	.21	2.74

¹ SANDAG population estimate for 2004

² Includes cemeteries* (Mount Hope Cemetery) and stand alone facilities that are not within parks (Cemeteries can be protected as dedicated parkland per City Charter Section 55)

³ Includes the following:

- Border Field State Park and Tijuana Estuary National Park – 2,531 ac.
- Heritage County Park – 7.8 ac.
- San Pasqual Battle Field State Historic Park – 1.9 ac.
- Torrey Pines State Reserve – 1,446.2 ac.
- Cabrillo National Monument – 160 ac.
- Old Town State Park – 29.0 ac.
- Tijuana River Regional Park – 1,740.7 ac.
- Torrey Pines State Beach – 61.36 ac.

⁴ Total Parks and Open Space (gross acres) includes population-based parks, resource-based parks, open space lands and other park lands.

The number and type of recreational facilities and population-based park acres can vary between communities in the City. Neighborhood and community facilities in older urban communities generally tend to have fewer park facilities and acres than new suburban and master planned communities. In general, the reasons for this include, but are not limited to:

- Older urban communities were developed without specified park development guidelines or collection of park fees;
- Resource-based parks, such as Mission Bay Park and Balboa Park, serve both residents and visitors, but are not included towards meeting population-based park requirements because they typically do not include neighborhood/community serving facilities;
- Redevelopment that provides for additional housing also adds to the need for additional population-based park lands;
- Land readily available for development of population-based parks is limited; and
- Funding strategies and resources to enable planned and opportunistic land acquisitions are lacking.

The Draft General Plan recommends that population-based parks provide a minimum ratio of 2.8 useable acres per 1,000 residents. An accounting of existing population-based park acreages, by community planning area, is provided on **Table 2.2-2**. This table also has indications where there are park acreage deficits or surpluses based on the 2.8acre standard.

- Given the existing acreage deficiencies shown on **Table 2.2-2** and the difficulty in obtaining land in urbanized communities, the Draft General Plan includes the framework for developing alternative methods, or “equivalencies” to meet part of the required park acreage within a community. While the City’s primary goal is to obtain land for park and recreation facilities, equivalencies are proposed as a means to provide recreation facilities where land constraints limit acquisition opportunities, or to satisfy community-specific park preferences.

Implementation of “equivalencies” could result in additional park acreage, additional square footage of facility space, or enhancements to increase the usability of existing park lands. The Draft General Plan recommends that a Park Master Plan be prepared to provide detailed criteria for the use of equivalencies and to identify specific projects that could be funded or provided through the use of equivalencies.

Table 2.2-2 Community Planning Area Pop Based Park Summary

March-07

COMMUNITY PLANNING AREA	2006 Household Pop. Per SANDAG	Total Useable Required Acreage	PB Useable Acreage by CPA	CPA PB Park Ac. Useable Deficit/Surplus	
BALBOA PARK	2	0.00	0.00	0.00	Balboa Park serves surrounding communities
BARRIO LOGAN	3,300	9.24	8.00	-1.24	
BLACK MTN. RANCH	4,633	12.97	20.12	7.15	
CARMEL MTN RANCH	12,632	35.37	19.82	-15.55	
CARMEL VALLEY	32,090	89.85	78.42	-11.43	
CENTRE CITY	23,641	66.19	57.75	-8.44	
CLAIREMONT MESA	79,633	222.97	117.40	-105.57	
COLLEGE AREA	16,793	47.02	2.85	-44.17	
DEL MAR MESA	525	1.47	3.17	1.70	
EAST ELLIOT	0	0.00	0.00	0.00	
ENCANTO (SESD)	48,161	134.85	58.26	-76.59	Balboa Park serves Golden Hill
FAIRBANKS C.C.	852	2.39	0.00	-2.39	
GREATER GOLDEN HILL	17,729	49.64	0.00	-49.64	
GREATER NORTH PARK	47,141	131.99	14.08	-117.91	
KEARNY MESA	4,211	11.79	2.40	-9.39	
LA JOLLA	29,715	83.20	43.84	-39.36	
LINDA VISTA	30,468	85.31	80.08	-5.23	
MID-CITY: CITY HEIGHTS	78,344	219.36	84.49	-134.87	
MID-CITY: EASTERN AREA	36,718	102.81	73.35	-29.46	
MID-CITY: KENSINGTON-TALM	14,127	39.56	2.12	-37.44	
MID-CITY: NORMAL HEIGHTS	17,132	47.97	7.57	-40.40	Mission Bay Park serves Mission Beach
MIDWAY-PACIFIC HIGHWAY	3,447	9.65	0.00	-9.65	
MIRA MESA	74,865	209.62	141.15	-64.47	
MIRAMAR RANCH NORTH	11,583	32.43	33.98	1.46	
MISSION BAY PARK	841	0.00	NA	NA	
MISSION BEACH	5,377	15.06	0.00	-15.06	
MISSION VALLEY	17,055	47.75	0.00	-47.75	
NAVAJO	49,002	137.21	119.83	-17.38	
OCEAN BEACH	13,745	38.49	2.41	-36.08	
OLD SAN DIEGO	708	1.98	11.83	9.57	
OTAY MESA	13,593	38.06	16.10	-21.96	
OTAY MESA-NESTOR	62,752	175.71	82.82	-92.89	
PACIFIC BEACH	41,035	114.90	30.25	-84.65	
PACIFIC HIGHLANDS	2,811	7.87	0.00	-7.87	
PENINSULA	36,686	102.72	32.75	-69.97	
RANCHO BERNARDO	39,409	110.35	86.50	-23.85	

Table 2.2-2 Community Planning Area Pop Based Park Summary

March-07

COMMUNITY PLANNING AREA	2006 Household Pop. Per SANDAG	Total Useable Required Acreage	PB Useable Acreage by CPA	CPA PB Park Ac. Useable Deficit/Surplus
RANCHO PENASQUITOS	48,468	150.70	91.66	-59.04
SABRE SPRINGS	10,850	30.38	14.82	-14.82
SAN PASQUAL	55	0.15	0.00	-0.15
SAN YSIDRO	27,310	76.47	35.28	-41.19
SCRIPPS MIRAMAR RCH	20,488	57.37	43.19	-14.18
SERRA MESA	22,483	62.95	49.39	-13.56
SKYLINE-PARADISE HLS	70,534	197.50	68.50	-129.00
SOUTHEASTERN SAN DIEGO	58,098	162.67	80.06	-82.61
TIAJUANA RIVER VALLEY	53	0.15	0.00	-0.15
TIERRASANTA	31,257	87.52	60.04	-27.48
TORREY HIGHLANDS	2,401	6.72	4.72	-2.00
TORREY HILLS	4,663	13.06	14.00	0.94
TORREY PINES	6,990	19.57	1.55	-18.02
UNIVERSITY	49,466	138.50	81.17	-57.33
UPTOWN	36,384	101.88	10.18	-91.70
VIA DE LA VALLE	454	1.27	0.00	-1.27
TOTALS	1,260,710	3,542.62	1,785.9	

Notes:

Population: 2006 projection SANDAG

Population-based parks include Mini, Joint-Use, Neighborhood, Community parks

Resource and Open Space Parks serve residents citywide and ARE NOT INCLUDED in this table

Population-based parks are required at 2.8 acres per 1000 population per General Plan

CPA = Community Planning Area

PB = Population-based park

Source: Park and Recreation Department 2007

Schools

Within the City of San Diego there are numerous public and private educational institutions available for children and adults: universities and colleges; adult education facilities; community colleges; and the elementary and secondary schools. The Draft General Plan provides policy direction for the City to work with school districts and other education providers when planning for future facilities.

The San Diego Unified School District (SDUSD) is a pre-kindergarten to twelfth grade school district and provides educational services to approximately 80 percent of the City of San Diego. In addition to SDUSD, Poway Unified School District and 15 other districts including elementary and secondary levels service the more northern and southern areas of the City as shown on **Figure 2.2-6**.

Due to limited land availability in urban areas and increasing demand for schools, school districts have sometimes developed schools on sites that have required the removal of existing development and open space. The Draft General Plan provides policy direction for the City to work with school districts to design schools as community learning centers, and to work with school districts to better utilize land through development of multistory school buildings. The Draft General Plan also addresses the need to collaborate with school districts to site schools and education facilities to avoid areas with: fault zones; high-voltage power lines; major underground fuel lines; outside areas susceptible to landslides and flooding; excessive noise; industrial areas; hazardous material sites, significant motorized emissions, and environmentally-sensitive lands.

California Government Code section 65995 and Education Code section 53080 authorize school districts to impose facility mitigation fees on new development as a method of addressing increasing enrollment resulting from that development. State of California law currently requires a development fee of \$2.04/square foot of assessable area to assist in financing facilities needed to serve growth. Pursuant to Government Code section 65995, payment of development fees provides for full and complete mitigation of school impacts.

The City of San Diego is served by five community college districts: San Diego, Southwestern Grossmont, Palomar, and Mira Costa. Of the five, the San Diego community college district has all its facilities (three two-year colleges and six continuing education centers) within the City, which provides service to almost 100,000 students each semester. As a result of two recently approved bond measures, the district is in the process of renovating existing and constructing new educational facilities. In an effort to better serve the southern part of the City, the Southwestern Community College District is currently building a new education center in the Otay Mesa community.

The region's two largest universities, San Diego State University and University of California San Diego, are also located in the City. Due to a recent state Supreme Court case, San Diego State University (SDSU) is in the process of revising its 2005 Campus Master Plan and will be producing a new Environmental Impact Report (EIR). The EIR will identify significant environmental impacts, feasible mitigation measures, and SDSU's fair share obligations toward implementing these measures. The 2007 Campus Master Plan revision will allow SDSU to accommodate and house more students on campus and meet the growing demand for higher education. It will increase SDSU's enrollment capacity from 25,000 full-time equivalent students to 35,000. It also incorporates increased academic space, student housing and services, and faculty housing.

The 2004 Long Range Development Plan (LRDP) for the University of California, San Diego (UCSD) is a general land use plan and capacity analysis that guides the physical development of the campus through 2020. The LRDP projects a regular academic year enrollment of 29,900

students by 2020. Based upon academic and student life goals, the LRDP identifies institutional and development objectives, delineates campus land uses, and estimates the campus building capacity.

Fire-Rescue Services

Historically, the primary mission of the Fire-Rescue Department was to provide fire protection. Over the past two decades, the mission of the Department has expanded.

In addition to the wide variety of traditional fire suppression services such as structural, airport, marine, and vegetation firefighting, current services also include emergency medical services, water rescue, confined space rescue, cliff rescue, high angle rescue, hazardous material response, mass casualty incidents response, lifeguard and boating safety, and terrorism and weapons of mass destruction response services. The Fire-Rescue Department is also responsible for hazard prevention and public safety education.

A significant change in the mission of the Fire-Rescue Department occurred in 1997, when 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 uses paramedics on fire engines and trucks, as well as the ambulance units, to provide advanced life support care.

San Diego acquired its full-time fire rescue helicopter, Copter 1, in July 2005. While supporting fire-fighting operations in the City and the region is the primary mission of the Copter 1, it also serves in hoist-air rescue, short-haul air rescue, offshore rescue, helicopter swift-water rescue, night vision goggle operations, patient transport, high-rise firefighting, vehicle rescue, large animal rescue, fire mapping, infrared detection, hazmat team and equipment transportation and disaster assessment.

As part of the development review process, the Fire-Rescue Department reviews proposed development projects to determine whether the project would substantially affect fire issue areas as well as the following response times:

- Five minutes from the time the alarm is received by the response unit to arrival of the first engine at the scene of the incident (1 minute chute + 4 minute travel); and
- Nine minute response time (1 minute chute + 8 minute travel) for initial full alarm assignment (3 engines and 1 truck).

The Draft General Plan contains policies calling for attainment of these established response times as well as additional more detailed level of service and response time objectives. The Fire-Rescue Department uses graduated percentage response times (fractal times) to depict the percentage of the first unit to arrive at the scene of the incident within five minutes of receiving the alarm as shown on **Figure 2.2-7**. Fractal times provide the best indicator of response time and coverage throughout the City.

The City's varied topography presents considerable demands on Fire-Rescue services and can also affect response times. For additional support, the City relies on numerous Automatic Aid Agreements with jurisdictions adjoining the City of San Diego. These agreements assure that the closest engine company responds to a given incident regardless of which jurisdiction they represent. Mutual Aid agreements with county, state, and federal government agencies further allow the City, and any other participating agency, to request additional resources depending on the complexity and needs of a given incident.

In 2004, the Comprehensive Public Safety Needs Assessment Report cited that funding shortfalls in the Fire-Rescue Department had created a backlog of needs estimated to require \$159 million to correct over a five-year period. Since this report was released, the City has increased funding to address this backlog which has allowed Fire-Rescue to begin correcting critical infrastructure and fleet replacement concerns that pose a significant threat to service delivery. Progress has been made in the replacement of emergency vehicles that have exceeded their service life and the construction of needed fire stations. The additional funding resources budgeted to Fire-Rescue are enhancing the ability of the department to meet the growing demand for services.

Currently, there are 47 fire stations strategically located throughout the City to provide emergency service coverage for all communities as well as nine permanent Lifeguard Stations as shown on **Figure 2.2-8**. However, during a failed attempt to gain national accreditation in 2005, it was noted that the City's inability to achieve compliance with national emergency response time standards of five minutes at 90 percent to the time, weighed heavily in the decision to deny accreditation. The City conducted an analysis of response models which indicated that an additional 22 fire stations would need to be built and appropriately staffed to meet this national standard.

Proper site location, funding, and timing of the development of a new fire station or expansion of an existing fire station require great effort and coordination. The Fire-Rescue Department is in the process of preparing a Fire Station/Lifeguard Facility Master Plan to identify a phased approach for the development of fire stations and lifeguard facilities that will address siting, priority of construction, and funding. In order to meet National Fire Protection Association 1710 standards for emergency response times and assure adequate emergency response coverage, the Fire-Rescue Department Master Plan for fire station construction will help assure that levels of service standards are attained for existing and future development. The Master Plan will identify the communities in which fire stations are needed and prioritize implementation based on the following risk assessment criteria: Population, Population Density per Square Mile, Firefighter per Capita, Building Density per Square Mile, Run Volume/Workload Distribution, Response Times, Square Miles Protected, Wildland/Urban Interface Areas, and Staffing Levels.

Figure 2.2-8 shows currently planned fire stations.

Typically, a 2 to 2.5 mile distance between fire stations is sufficient to achieve response time objectives. However, in order to address the potential effects that additional development in urban communities may have on service levels, the Draft General Plan contains a policy that requires a needs analysis when the yearly fire-rescue incident volume exceeds 2,500 responses. This measurement has been applied effectively since 2005 to assess increased demands for

service that negatively impact the availability of emergency responders and their ability to conduct critical non-emergency activities (e.g., training, vehicle/equipment maintenance, pre-fire planning, fire inspections). **Table 2.2-3** identifies fire station/lifeguard facility construction completed in FY 2006 and planned completion up to FY 2009.

Table 2.2-3 Fire Station/Lifeguard Facility Construction				
Community	Station No.	Equipment Assigned	Staffing	Date
Completed				
Mission Valley (Temp. Facility)	45	Engine	4	FY06
Pacific Beach Lifeguard Facility				FY06
Planned Completion				
Pacific Highlands Ranch	47	Engine	4	FY08
Black Mountain Ranch	48	Engine	4	FY09
Otay Mesa	49	Engine	4	FY09
Downtown-Bayside		Engine	4	FY09
University City		Engine/Truck	8	FY09
Boat Operations Dock				FY08

The Fire-Rescue fleet comprises 124 emergency response vehicles and 183 support vehicles. As identified during the recent Citywide Fleet Services Business Process Reengineering, 50 percent of the emergency fleet and 35 percent of the support fleet are beyond their expected life cycles. **Table 2.2-4** identifies apparatus additions and/or replacements that will help to improve the reliability, safety and expense challenges associated with the operation of an aging fleet. The Department has also identified the need to develop a long-term comprehensive vehicle replacement plan/program ensured the authorization and the funding for the acquisition of future fleet needs to replace emergency and support apparatus as they become outdated.

Table 2.2-4 Fire-Rescue Emergency Response Vehicle – Equipment Deliveries and Orders		
Type	Description	Community
Deliveries		
Ladder Truck	105' Service Aerial/Quint	North Park
Ladder Truck	105' Service Aerial/Quint	Rancho Penasquitos
Ladder Truck	105' Service Aerial	Golden Hill
Brush Engine	2400 Gal. All-Terrain w/ Pump	North Park
Brush Engine	2400 Gal. All-Terrain w/ Pump	San Ysidro
Brush Engine	2400 Gal. All-Terrain w/ Pump	University City
Battalion Command	Command Vehicle with Rear Command Module	College
Battalion Command	Command Vehicle with Rear Command Module	Mira Mesa
Battalion Command	Command Vehicle with Rear Command Module	Hillcrest
Division Command	Command Vehicle with Rear Command Module	Citywide

Air OPS Command	Command Vehicle with Rear Command Module	Citywide
Air OPS Fuel Tender	4500 Gal. Helicopter Fuel Tender	Citywide
Light & Air Units	Mobile Air Compressor and Lighting	Citywide (x2)
Surf Rescue Vessel	22' Multi-Purpose Surf Rescue Boat	Ocean
Surf Rescue Vessel	22' Multi-Purpose Surf Rescue Boat	Mission Bay
Orders		
Structure Engine	Triple Combination Pumper	Clairemont
Structure Engine	Triple Combination Pumper	Downtown (x2)
Structure Engine	Triple Combination Pumper	Mira Mesa
Structure Engine	Triple Combination Pumper	Mission Valley
Structure Engine	Triple Combination Pumper	Ocean Beach
Structure Engine	Triple Combination Pumper	San Carlos
Structure Engine	Triple Combination Pumper	Tierrasanta
Structure Engine	Triple Combination Pumper	Pacific Highlands Ranch
Ladder Truck	105' Service Aerial	Pacific Highlands Ranch
Ladder Truck	105' Service Aerial	TBD
Ladder Truck	100' Tractor Drawn Aerial	Downtown
Communications	Interoperability Trailer and Tow Vehicle	Citywide
Explosive Device Team	EDT Response Apparatus	Citywide

The Regional Public Safety Training Institute at the former Naval Training Center (NTC) is the Fire-Rescue Department's only training facility. The use of the training facility is being affected by the redevelopment of NTC. In addition, use of this single facility causes emergency crews to be out of their response districts for long periods of time. The Department has identified the potential future need to develop three smaller, strategically located training centers that would better serve the needs of the Fire-Rescue Department.

Fire-Rescue's emergency response helicopter, Copter 1, is vulnerable to being placed out of service for long periods of time in the event of mechanical failure or the need for routine scheduled maintenance. The Department has identified the potential future need to acquire a second aircraft that would ensure that an emergency response helicopter would be available at all times.

The past maintenance needs of Fire-Rescue facilities have been deferred due to limited availability of funds. Existing fire stations and lifeguard towers are in need of repair. It is anticipated that Fire-Rescue needs will be addressed as part of the Citywide effort to address deferred maintenance.

Growth 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, ongoing training, effective alarm/monitoring systems, and proper location and ongoing maintenance of fire stations, lifeguard facilities and training facilities. As fire-rescue facilities built prior to the 1970s and equipment continue to age, new investments must be made to support growth patterns and maintain levels of service to ensure public safety.

Police Service

The Police Department provides 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 engages in a problem solving partnership with community groups, government agencies, private groups, and individuals to fight crime and improve the quality of life for the residents of San Diego. The City also strives to reduce crime and the perception of safety risks through application of Crime Prevention through Environmental Design (CPTED) concepts to build safer environments.

Until the 1980s, the City provided police services primarily from a centralized facility. In the 1970s, the City conducted studies that evaluated the benefits of decentralizing police functions. As a result, it was determined that several area stations throughout the City would provide improved service to individual communities. To accomplish this, the City implemented a twenty-year facilities plan that resulted in the construction of new area police stations and facilities as shown on **Figure 2.2-9**.

The demographics for the City and needs and technologies employed by the City in providing police services have changed since the last studies were conducted in the 1970s. Advances in laboratory services, information technology, and specialized units have presented a facilities challenge due to limited available space. Several of the area stations built during the 1980s are crowded and in need of improvements.

As part of the development review process, proposed development projects are reviewed by the Police Department to determine whether a project would affect police issue areas and priority response time goals. Priority E is the highest priority response level and accounts for less than four percent of the total calls for service. **Figure 2.2-10** shows existing (2006) Priority E average response times by police beat. The Priority one response level is just beneath Priority E in order of response level, but since these can account for 35 percent of emergency responses, they are considered to be a better indicator of existing (2006) average emergency police response times. **Figure 2.2-11** shows Priority one response times by policy. Unlike the Fire-Rescue Department in which fire units typically respond from stations, police units typically respond to calls while on patrol. The following is a description of the five response levels used by the Police Department:

Priority E: Dispatch Immediately. Priority E calls involve an imminent threat to life. Examples include: serious injury collisions; ambulance needed; attempted suicide; and no detail accidents.

Priority One: Dispatch Immediately. Priority One calls involve serious crimes in progress and those in which there is a threat to life. Examples include: felony crimes in progress; lost children; child abuse; prowlers; minor injury collisions; disturbances involving weapons or violence; hazardous material spills; bomb threat evaluations; and 911 hang-ups.

Priority Two: Dispatch as quickly as possible. Priority Two calls involve complaints regarding less serious crimes in which there is no threat to life. Examples include: prowlers who have left; traffic signals out of order; minor crimes in progress; blocked driveway when the caller is waiting to leave; injured animals; loud parties with mitigating circumstances; burglary alarms during extreme atmospheric conditions such as heavy wind, rain, and customers who refuse to pay for services.

Priority Three: Dispatch as quickly as possible after higher priority calls. Priority Three calls involve minor crimes or requests for service that are not urgent. Examples include: investigating a crime that has already occurred; taking a report; drunk persons who are conscious and not causing a disturbance; loud parties involving noise only.

Priority Four: Dispatch when no higher priority calls for the beat are waiting to be assigned. Priority Four calls involve minor requests for police service. Examples include but are not limited to: found property and most parking violations.

The Draft General Plan contains policies for maintaining average response time goals as growth occurs. In order to address the potential impacts that development may have on police service levels, the Draft General Plan contains a policy that requires a needs analysis when the total annual police force out-of-service time incrementally increases by 125,000 hours over the baseline of 740,000 in a given year. Out-of-service is defined as the time it takes police unit(s) to resolve a call for service after it has been dispatched to an officer. This administrative process was developed in conjunction with the new policy as a means for the department to evaluate growth impacts on police services and to execute appropriate strategies in response.

In 2006, the Police Department acquired new technology and equipment. The City has procured a fleet of four new Police Helicopters to replace the existing fleet. These new helicopters will help to improve the overall effectiveness of the Police Air Support Unit in providing service throughout the City. Approximately 75 field officers were issued Handheld Computers, which has significantly improved the effectiveness of select units in the field by providing the ability to check license plates, run DMV Records, access mug shot photo databases, and interface with online warrant systems, take pictures or video clips on scene, and record audio conversations. Ninety new police patrol vehicles have entered the police fleet. The Critical Response Team (CRT) was developed to provide a coordinated less lethal team response to subdue violent subjects. At the time of this writing, the Police Department is facing a challenge in the recruitment and retention of officers. To address this challenge, the San Diego Police Department has developed a Recruitment and Retention plan, which outlines a strategy to increase the pool of qualified applicants and retain its current personnel.

As growth occurs in the City under the guidance of the Draft General Plan, it is foreseeable that additional infrastructure, including new vehicles, technology, and equipment and additional or expanded police facilities, will be required to maintain and improve the City's police response time goals to ensure public safety.

Emergency Operations Center

The current Emergency Operations Center (EOC) meets the very basic needs of the City. Its location and limited space hampers the City's ability to increase functionality and efficiency to better serve the City's emergency managers. The City's Office of Homeland Security (OHS) has been looking into alternate locations to house the EOC. The site of the regional Law Enforcement Coordination Center, an intelligence fusion center, is being explored as a viable option for not only the EOC, but also for the Police Department and Fire-Rescue Department Operations Centers, the backup Police and Fire Communications Center, the Office of Homeland Security, and possibly the Police Department's Critical Incident Management Unit and its Criminal Intelligence Unit. The space under consideration is scheduled to be vacated in February 2008. If successful, a six-month buildout is anticipated. In the interim, plans are in place to upgrade the current EOC with better equipment that can be easily moved and incorporated into a new site. This upgrade is being funded with Homeland Security grant funds. OHS has also selected and outfitted an alternate EOC in the event the primary EOC is negatively impacted or otherwise unavailable for activation.

Water and Sewer Facilities

See EIR Section 3.14.1

City Street Network

As of June 2006, the City of San Diego consisted of approximately 2735 miles of streets as part of its street network. This includes: 2574 miles of asphalt streets; 111 miles of concrete streets and; 50 miles of unimproved streets. In addition, there are approximately 221 concrete or asphalt alleys and 37 miles of unimproved alleys.

The industry accepted roadway maintenance program, practiced by the California Department of Transportation and other major cities, is to keep 75 percent of the roadway system in acceptable condition at all times. The Street Division rates and monitors the conditions of streets using an Overall Condition Index indicator. The street rating system is based on the Overall Condition Index indicator and then placed into one of three categories: acceptable, fair and poor. The industry accepted street network consists of 75 percent acceptable, 20 percent fair, and 5 percent poor. According to a June 9, 2006 report to the Public Safety & Neighborhood Services Committee by the General Services Department, the most recent data from a 2003 street survey revealed that 40 percent of the streets are in acceptable condition, 42 percent fair and 18 percent are in poor condition. To obtain a street network that meets the acceptable industry percentages, 711 miles of streets would need to be overlaid, which is a new layer of asphalt, and 989 miles of streets would need to be slurry sealed, which is a thin layer of sand, emulsion and water to preserve the condition of existing asphalt (2006 Report No. 06-071).

2.3 HISTORY OF PROJECT CHANGES

Many notable citywide planning efforts were undertaken between the adoption of the General Plan in 1979 and the start of the Strategic Framework Element in 1999 including, but not limited to the following: Guidelines for Future Development, Urban Form Workshop and Action Plan,

Livable Neighborhoods Initiative, Towards Permanent Paradise, Renaissance Commission Report, Transit-Oriented Development Design Guidelines (1998 San Diego, Carrier).

In 1999, the City started the planning process for the Strategic Framework Element. The goal of the SFE process was to establish a working vision and set of core values for the City that would guide future planning and development review efforts, and be the foundation for the comprehensive update to the 1979 General Plan. The SFE planning process integrated the work contained in planning documents generated by citizen committees, workshops, and City Council actions from previous years. It included five phases of public outreach as follows:

- Growth projections forums;
- Growth issues forums and Citizen Committee formed to guide development of the element;
- Alternative strategies and preferred strategy selection workshops and meetings,
- Citywide community planning group workshops; and
- Draft documents public review workshops and hearings.

In October of 2002, the San Diego City Council adopted the Strategic Framework Element and certified the Final Environmental Impact Report (LDR No. 40-1027; SCH No. 2001061069 dated August 27, 2002).

In January of 2003, following the SFE adoption, the City began the General Plan update process. The City used the SFE as a framework to comprehensively update the *Progress Guide and General Plan*. Since January 2003, over 250 workshops, forums, presentations, and working meetings have been held with community planning groups, the Community Planners Committee ([CPC] – composed of members of each of the community planning groups), the general public, and stakeholder and interest groups. Workshops and presentations have been given to the full San Diego City Council, the Land Use and Housing Committee of the City Council, and the Planning Commission. The public and stakeholders have had opportunities to both receive information and provide input on the Draft General Plan at each of these public meetings.

The following is a summary of the Draft General Plan process:

- January 2003 – Following the SFE adoption, the City began the General Plan update process.
- April 2005 – The first draft General Plan (the Discussion Draft) was released for public review.
- May-June 2005 – The Discussion Draft was presented to nearly all of the community planning groups and numerous interest groups and stakeholders. Edits were made to the Discussion Draft based on written comments and comments provided at public meetings.
- July 2005 – The second Draft General Plan (July 2005 Draft) was released for public review. The Planning Commission, Land Use and Housing Committee, community planning groups, and various members of the public expressed concerns with this draft.
- August 2005 to July 2006 – The Draft General Plan was edited based on input from the public, elected officials, and Planning Commissioners. Interim working drafts of

individual elements were produced for public review. A subcommittee of the CPC provided a detailed review of the July 2005 Draft.

- May 2006 – Revised working drafts of the General Plan elements were posted to the City’s website.
- October 2006 – The October 2006 Draft General Plan was released for public review and work began on a Program EIR for the General Plan Update.
- September 2007 – The Public Hearing Draft General Plan was released for public review.

2.4 PROJECT DESCRIPTION

The proposed Project addressed by this Program EIR is the Draft General Plan. The Project also includes General Plan update companion items including: code amendments to eliminate references to the tier system; code amendments to Municipal Code Section 122.0101-122.0104 to either revise or eliminate the section to address revisions to Plan Amendment Initiation Criteria; and adoption of an ordinance to authorize implementation of the state Subdivision Map Act/Quimby Act and provides a methodology for collecting land and/or appropriate park fees from new subdivisions for population-based park and recreation facilities to serve future residents.

The Draft General Plan sets out a long-range vision and comprehensive policy framework for how the City could grow and develop, provide public services, and maintain the qualities that define San Diego over the next 20 to 30 years. The Draft General Plan does not change land uses, but rather provides the framework and policy direction for future community plan updates. The preparation of the Draft General Plan has been guided by the City of Villages growth strategy and citywide policy direction contained within the General Plan Strategic Framework Element.

Since less than four percent of the City’s land remains vacant and available for new development, the Draft General Plan policies focus on the reinvestment in existing communities needed to support additional development. The Draft General Plan policies supports development patterns that emphasize focusing future housing, retail, employment uses, educational, and civic uses, at different scales, in mixed-use village centers. By directing growth primarily toward village centers, the Draft General Plan supports the preservation of established residential neighborhoods and the management of growth over the long term. The City has developed the Draft General Plan within the context of state requirements, regional plans and population forecasts, and the issues and needs unique to the City of San Diego.

California mandates that all local jurisdictions prepare a general plan that establishes policies and standards for future development, housing affordability, and resource protection. With the exception of the Housing Element, the state does not mandate when a general plan should be updated, but it does encourage jurisdictions to keep general plans current through regular updates. A general plan must include the following mandatory elements: Land Use, Circulation, Housing, Conservation, Noise, Open Space, and Safety. However, the state provides flexibility in the presentation of elements and the inclusion of optional elements that best meet the needs of a jurisdiction. The Draft General Plan includes the following elements: Land Use and Community

Planning; Mobility; Economic Prosperity; Public Facilities, Services and Safety; Urban Design; Recreation; Historic Preservation; Conservation; and Noise. The update to the Housing Element was adopted by the City Council under a separate cover on December 5, 2006. Refer to **Section 2.4.1** for a summary of the December 2006 Housing Element 2005-2010. **Table 2.4-1** indicates where state-mandated and optional elements are located in the Draft General Plan.

Table 2.4-1 Relationship Among Elements and Topics										
City of San Diego Draft General Plan Element	Land Use & Community Planning	Mobility	Urban Design	Economic Prosperity	Public Facilities, & Services, & Safety	Recreation	Conservation	Historic Preservation	Noise	Housing¹
State of California Mandatory Elements										
Land Use	X		X	X						
Circulation		X			X					
Housing ¹										X
Conservation							X	X		
Open Space						X	X			
Noise									X	
Safety					X					
Optional Elements/Topics²										
Community Planning	X									
Coastal Resources	X						X			
Environmental Justice	X									
Urban Design			X							
Transit-Oriented Development	X	X	X							
Public Facilities					X					
Emergency Services					X					
Water					X		X			
Parks						X				
Sustainable Development							X			
Airports	X	X							X	
Prime Industrial Land	X			X						
Bio Diversity							X			
Cultural Resources								X		
1 The Housing Element is under a separate cover. 2 List of topics is not all-inclusive.										

On October 22, 2002, the Strategic Framework Element (SFE) was adopted as a new element of the General Plan. The SFE, along with the Five-Year Action Plan, guided the preparation of the Draft General Plan. The SFE included the City of Villages strategy and policies addressing the preparation of the Draft General Plan. The City of Villages concept is a land use and growth strategy that supports the development of mixed-use village centers served by higher frequency transit service. The Draft General Plan incorporates and expands upon SFE policies. Although the SFE is included as a section in the Draft General Plan, the adoption of the Draft General Plan will replace the SFE.

The SFE Five-Year Action Plan was adopted as the implementation program for preparing the Draft General Plan as well as other actions. The Action Plan organizes actions under major goals, which link to the policy recommendations in the SFE. The Five-Year Action Plan is also being updated to identify action items that have been completed. A status report on the Five-Year Action Plan will be presented at the time of the General Plan adoption. A new Mayor's Action Plan will be created subsequent to the adoption of the General Plan.

The Draft General Plan was developed within the context of the regional planning efforts. The San Diego Association of Governments (SANDAG) serves as the transportation and planning agency for the region and is comprised of voting members from the 19 local jurisdictions in the county. SANDAG provides population, housing, employment, and travel forecasts for the region.

The SANDAG 2030 Regional Growth Forecast for the City of San Diego (September 2006) estimated that the population for the City was almost 1.3 million people in 2004. SANDAG has forecasted that the population will increase to 1.66 million people by 2030. In 2004, SANDAG estimated that the City had over 490,000 housing units. SANDAG has forecasted that there will be over 610,000 housing units by 2030. **Table 2.4-2** summarizes the SANDAG forecasted population and housing units in the City of San Diego from 2004 to 2030.

					2004 to 2030 Change	
	2004	2010	2020	2030	Numeric	Percent
Total Population	1,295,147	1,365,130	1,514,336	1,656,257	361,110	28%
Household Population	1,235,672	1,303,738	1,448,395	1,582,385	336,713	27%
Group Quarters Population ¹	49,475	61,392	65,941	73,872	24,397	49%
Civilian	33,033	43,797	48,346	56,277	23,244	70%
Military	16,442	17,595	17,595	17,595	1,153	7%
Total Housing Units	490,266	518,063	574,254	610,049	119,783	24%
Single Family	285,453	290,608	298,710	297,759	12,306	4%
Multifamily	188,772	210,832	254,441	291,354	102,582	54%
Mobile Homes	5,625	5,553	5,871	5,635	10	0%
Persons per Household	2.65	2.62	2.65	2.7	0.05	2%

1. The number of people living in group quarters, such as military barracks and college dormitories

SANDAG, September 2006, *2030 Regional Growth Forecast Update, City of San Diego*

In response to its forecasts, SANDAG prepares regional plans and studies addressing long-term regional land use, housing, employment, and transportation issues. These efforts include the Regional Comprehensive Plan (RCP), the Regional Transportation Plan (RTP) – Mobility 2030, and the Regional Housing Needs Assessment.

The RCP serves as the long-term planning framework for the region and was approved by the SANDAG Board of Directors in July of 2004. The RCP integrates local land use and transportation decisions. It contains an incentive-based approach to focus residential and employment growth into existing and future urban areas with the best existing and future transit connections, with the goal of preserving open space. The RCP includes an Integrated Regional Infrastructure Strategy and serves as a unifying document for a number of other regional initiatives covering topics such as housing, economic prosperity, habitat preservation, and environmental resource protection. The Draft General Plan is designed to complement and support the RCP.

The RTP – Mobility 2030 addresses the mobility challenges created by regional population and employment growth and was approved by the SANDAG Board of Directors on March 28, 2003. The RTP plans for and identifies 42 billion dollars worth of projects for multiple modes of transportation in order to achieve a balanced regional system. The Draft General Plan is consistent with Mobility 2030, and provides guidance on how to work with SANDAG in the future to help implement City policies and transportation project priorities.

The Regional Housing Needs Assessment (RHNA) contains the total number of housing units (107,301) that the 18 cities and county governments should plan for in their general plan housing elements for the 2005-2010 housing element cycle and was approved by the SANDAG Board of Directors on February 25, 2005. The RHNA also allocates each jurisdiction's housing needs into four income brackets: very low, low, moderate, and above moderate. The state requires that each jurisdiction identify enough multifamily zoned land or take other actions to accommodate their share of lower-income housing. The Housing Element identified adequate multifamily zoned land for the current housing element cycle consistent with state requirements and the RHNA. This Program EIR does not cover the Housing Element. The City Council adopted the Housing Element and certified an Addendum to EIR No. 40-1027 (the City of Villages Growth Strategy-Strategic Framework Element EIR) on December 5, 2006. Refer to **Section 2.4.1** for a summary of the adopted Housing Element.

The Draft General Plan is consistent with regional plans and strategies by addressing infrastructure challenges, establishing better linkages between transit and land use planning, preserving open spaces, strengthening existing communities, and creating neighborhood mixed-use centers. The Draft General Plan provides a comprehensive policy framework for addressing growth within the City of San Diego over the next 20 to 30 years.

2.4.1 Purposes and Objectives of the General Plan

The CEQA Guidelines Section 15124(b) requires a description of the project objectives. This section provides the overall goals of the Draft General Plan, along with summaries of the goals and

policies in the ten Draft General Plan Elements. The Draft General Plan’s guiding principals and primary objectives are to achieve:

1. An open space network formed by parks, canyons, river valleys, habitats, beaches, and ocean;
2. Diverse residential communities formed by the open space network;
3. Compact and walkable mixed-use villages of different scales within communities;
4. Employment centers for a strong economy;
5. An integrated regional transportation network of walkways, bikeways, transit, roadways, and freeways that efficiently link communities and villages to each other and to employment centers;
6. High quality, affordable, and well-maintained public facilities to serve the City’s population, workers, and visitors;
7. Formation of historic districts and protection of sites that respect our heritage;
8. Balanced communities that offer opportunities for all San Diegans and share citywide responsibilities;
9. A clean and sustainable environment; and,
10. A high aesthetic standard.

The Draft General Plan reflects these principles through new policy direction in its nine elements, combined with the adopted Housing Element, which are summarized as follows:

Land Use and Community Planning Element

Purpose: To guide future growth and development into a sustainable citywide development pattern, while maintaining or enhancing quality of life in our communities.

The Land Use and Community Planning Element (Land Use Element) provides policies to implement the City of Villages strategy within the context of San Diego’s existing community planning program. The Land Use Element addresses land use issues that apply to the City as a whole and identifies the community planning program as the mechanism to designate land uses, identify site-specific recommendations, and refine citywide policies as needed. The Land Use Element establishes a structure that respects the diversity of each community and includes policies that govern the preparation of community plans. The Land Use Element addresses zoning and policy consistency, the plan amendment process, airport-land use planning, annexation policies, balanced communities, equitable development, and environmental justice. The Land Use Element also covers local implementation of the California Coastal Act and the history and implementation of Proposition A – the Managed Growth Initiative of 1985.

Proposition ‘A’ – The Managed Growth Initiative (1985)

In 1985, the electorate adopted Proposition ‘A,’ an initiative amending the *Progress Guide and General Plan (1979)* to require approval of a majority vote of the people for shifting of land from the Future Urbanizing to the Planned Urbanizing Area phase of growth or development. The ballot measure further provided that the “provision restricting development in the Future Urbanizing Area shall not be amended except by majority vote of the people, and except for amendments which are neutral or make the designation more restrictive in terms of permitting development.”

By 2005, phase shifts, per Proposition ‘A’ and the Guidelines for Future Development, occurred for the land determined to be appropriate for more urban levels of development within the planning horizon of this Draft 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 phased development areas system has, for the most part, expired. The City has grown into a jurisdiction with primarily two tiers: Proposition ‘A’ Lands and Urbanized Lands. The Land Use and Community Planning Element propose to identify non-phase shifted lands as Proposition ‘A’ lands and no longer refer to them as Future Urbanizing Area.

City of Villages Strategy

The City of Villages strategy is to focus growth into mixed-use activity centers that are pedestrian-friendly, centers of community, and linked to the regional transit system. A “village” is a place where residential, retail, employment, and civic uses are present and integrated. Implementation of the City of Villages strategy relies upon the designation and development of village sites. Implementation of the City of Villages strategy relies on community plans updates or amendments to include the designation of village locations. The hierarchy of village types and development areas are: Downtown, Subregional Employment Areas, Urban Village Centers, Community & Neighborhood Village Centers, and Transit Corridors.

Factors to consider when locating village sites include: community plan-identified capacity for growth, existing public facilities or an identified funding source for facilities, existing or an identified funding source for transit service, community character, and environmental constraints. Some of these factors, including, but not limited to the location of parks, schools, fire stations, and transit routes, have been mapped as shown on **Figure 2.4-1**, the Village Propensity Map. This figure also shows existing and community plan-designated land uses. By overlaying the facilities factors with the land uses, the Village Propensity Map illustrates existing areas that already exhibit village characteristics, and areas that may have a propensity to develop as village areas. The Village Propensity Map does not require, prohibit, or constrain development of villages. It is an illustrative tool, not a land use map. Actual village locations, precise village boundaries, the specific mix of uses, architectural form, needed public facilities, and the type of public space within proposed village areas will be determined through community plan updates or amendments.

Land Use and Street System

The Land Use Element identifies seven General Plan land use categories: Parks, Open Space and Recreation; Agriculture; Residential; Commercial Employment, Retail, and Services; Industrial Employment; Institutional, Public, and Semi-Public Facilities; and Multiple Use. The General Plan Land Use and Street System Map depicts these land uses, as shown on **Figure 3.8-1** (see Environmental Analysis – Land Use section). This map also identifies the planned street system, freeways, expressways, arterials, and collector streets needed to serve vehicular transportation demand resulting from the development of the City in accordance with the Draft General Plan. The map is based upon a composite of the more detailed land use and circulation system maps adopted for each community.

The seven land use categories permit a general, citywide view of land use distribution. For greater specificity, Draft General Plan identifies 26 “Recommended Community Plan Designations.”

These designations were derived by grouping some 160 existing (2006) community plan designations that share similar definitions. Standardized designations were developed so that over time, community plans will share a common terminology. These standardized designations are to be applied during community plan updates and amendments. No land use designation or zoning changes are proposed as a part of the General Plan update process.

Community Planning

The City of San Diego has more than fifty planning areas (see **Figure 2.2-1**). The earliest community plans were adopted in the 1960s. Each plan document is a unique reflection of the issues and trends facing the community and includes corresponding strategies to implement community goals.

Community plans are a vital component of the Land Use Element as they contain more detailed land use designations and describe the distribution of land uses more specifically than is possible at the citywide document level. San Diego is one of the few jurisdictions in the state that has the size, diversity, and land use patterns that necessitate community-based land use plans. The community-specific detail found in community plans is also used in the review process for both public and private development projects. While the community plan addresses specific community needs, its policies and recommendations must remain in harmony with other community plans, the overall General Plan, and citywide policies.

Community plans also implement state laws pertaining to provision of housing opportunities to meet the City's share of regional housing needs. As community plans designate land use and density, they must preserve or increase the planned density of residential land uses to ensure that the City is able to meet its share of the region's housing needs. Implementation of community-based goals may cause a shift in densities within or between community planning areas but together they must maintain or increase overall housing capacity. Community plans and other adopted land use plans are implemented through a broad range of zones, regulations and programs.

The City is currently developing a work program to regularly update all of the community plans over what is anticipated to be a 12-year cycle. Updates will be grouped into clusters to comprehensively assess potential opportunities and impacts that may cross community boundaries and to gain project management and environmental review efficiencies. Update clusters will be prioritized based on several factors such as the age/current utility of the existing community plans, the degree to which changes are needed to implement the General Plan, and available funding sources. The process for amending community plans is being revised. A proposed community plan amendment must meet a set of Plan Amendment Initiation Criteria contained in the Land Development Code prior to a Planning Commission public hearing for consideration for further review and study. With the Draft General Plan the Initiation Criteria was updated and will be relocated from the Land Development Code directly into the Land Use and Community Planning Element. See Section D, Plan Amendment Process, of the Land Use Element in the Draft General Plan for information on the new procedure.

Balanced Communities and Equitable Development

“Balanced communities” typically refer to communities that have a diverse mix of housing types that are suitable for households of various income levels. Balanced communities can contribute

toward achievement of a fair and equitable society, and provide more people with the opportunity to live near their work. Recent City initiatives that work toward more balanced communities and increase the supply and distribution of affordable housing include the Inclusionary Housing Ordinance (2003), the Strategic Framework Element/City of Villages strategy (2002), the Housing Element update (2006) and the Draft General Plan. The City of Villages strategy strives to increase housing supply and diversity through the development of compact, mixed-use villages in specified areas. This strategy also helps to achieve some of the jobs/housing benefits of balanced communities at a broader scale by encouraging better links from homes to jobs and services throughout the region.

The City of Villages strategy also includes a commitment to equitable development and environmental justice. Equitable development is concerned with the creation and maintenance of economically and socially diverse communities. Environmental justice strives for fair treatment of all people with respect to development and implementation of environmental laws, policies, regulations and practices.

Measures to support equitable development will occur as part of village master plans or other long-range plans as appropriate. The Draft General Plan policies call for working toward environmental justice by broadening public input, prioritizing and allocating citywide resources to benefit communities in need, and striving for equity in environmental protection and in locating undesirable land uses, among other initiatives.

The specific goals for the Land Use Element are as follows:

- Mixed-use villages located throughout the City and connected by high quality transit.
- Land use categories and designations that remain consistent with the General Plan Land Use categories as community plans are updated and/or amended.
- Community plans that are clearly established as essential components of the General Plan to provide focus upon community-specific issues.
- Community plans that are structurally consistent yet diverse in their presentation and refinement of citywide policies to address specific community goals.
- Community plans that maintain or increase planned density of residential land uses in appropriate locations.
- Community plan updates that are accompanied by updated public facilities financing plans.
- Community plans that are kept consistent with the future vision of the General Plan through comprehensive updates or amendments.
- Approve plan amendments that better implement the General Plan and community plan goals and policies.
- Clearly define the process for amendments to community plans.
- A well-defined process that addresses how plan amendments occur.
- Allow for changes that will assist in enhancing and implementing the community's vision.
- Certification of community plans as the City of San Diego's Local Coastal Program (LCP) Land Use Plans.
- Preservation and enhancement of coastal resources.

- Zoning concurrent with community plan updates and amendments to ensure consistency with community plan land use designations.
- Zones or development regulations to better implement updated community plans.
- Protection of the health, safety, and welfare of persons within an airport influence area by minimizing the public's exposure to high levels of noise and risk of aircraft accidents.
- Protection of public use airports and military air installations from the encroachment of incompatible land uses within an airport influence area that could unduly constrain airport operations.
- Ensure diverse and balanced neighborhoods and communities with housing available for households of all income levels.
- Community and neighborhood-specific strategies and implementation measures to achieve equitable development.
- Ensure a just and equitable society by increasing public outreach and participation in the planning process.
- Equitable distribution of public facilities, infrastructure and services throughout all communities.
- Improve mobility options and accessibility in every community.
- Promote and ensure environmental protection that will emphasize the importance of safe and healthy communities.
- Future growth and development that includes the public in the planning approval process.
- Identification of prospective annexation areas to limit urban sprawl, avoid duplication of urban services, and preserve open space.
- Annexation of county islands within the City of San Diego boundaries.

Mobility Element

Purpose: To improve mobility through development of a balanced, multimodal transportation network.

The Mobility Element's policies promote a balanced, multimodal transportation network that gets people where they want to go and minimizes environmental and neighborhood impacts. A balanced network is one in which each mode, or type of transportation, contributes to an efficient network of services meeting varied user needs. For example, the element contains policies that will make walking more attractive for short trips, and for transit to more effectively link often visited destinations, while still preserving automobility. In addition to addressing walking, streets, and transit, the element also includes policies related to regional collaboration, bicycling, parking, the movement of goods, and other components of a transportation system. Together, these policies advance a strategy for relieving congestion and increasing transportation choices in a manner that strengthens the City of Villages land use vision.

The Land Use and Community Planning, and Mobility Elements of the General Plan are closely linked. The Land Use Element identifies existing and planned land uses. The Mobility Element identifies the proposed transportation network and strategies that have been designed to meet the future transportation needs generated by these land uses. Mobility Element policies related to project design and multimodal facilities will be implemented through public and private development and CIP projects.

The City's transportation strategies and policies cannot be discussed in isolation. The Draft General Plan is part of a larger body of plans and programs that guide the development and management of the transportation system.

- The RTP, prepared and adopted by the SANDAG, is the region's long-range mobility plan. The RTP plans for and identifies projects for multiple modes of transportation in order to achieve a balanced regional system. It establishes the basis for state funding of local and regional transportation projects, and its adoption is a prerequisite for federal funding. SANDAG prioritizes and allocates the expenditure of regional, state and federal transportation funds to implement RTP projects.
- The region's Congestion Management Program (CMP), prepared by SANDAG, serves as a short-term element of the RTP. It focuses on actions that can be implemented in advance of the longer-range transportation solutions within the RTP. The CMP establishes programs to mitigate the traffic impacts of new development and monitor the performance of system roads relative to Level of Service (LOS) standards. It links land use, transportation, and air quality concerns.

The Mobility Element, the RTP, and the CMP all highlight the importance of integrating transportation and land use planning decisions, and using multimodal strategies to reduce congestion and increase travel choices. The Mobility Element, and Public Facilities, Financing and Safety Element, contain policies on how to work effectively with SANDAG to help ensure that City of San Diego transportation priorities are implemented.

The specific goals of the Mobility Element are as follows:

- A city where walking is a viable travel choice, particularly for trips of less than one-half mile.
- A safe and comfortable pedestrian environment.
- A complete, functional, and interconnected pedestrian network, that is accessible to pedestrians of all abilities.
- Greater walkability achieved through pedestrian-friendly street, site and building design.
- An attractive and convenient transit system that is the first choice of travel for many of the trips made in the City.
- Increased transit ridership.
- 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.
- A transportation system which operates efficiently, saves energy and reduces negative environmental impacts.
- Well maintained streets.
- A safe transportation system.
- A transportation system that effectively uses appropriate technologies.
- 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.
- A city where bicycling is a viable travel choice, particularly for trips of less than five miles.
- A safe and comprehensive local and regional bikeway network.
- Environmental quality, public health and mobility benefits through increased bicycling.
- Parking that is reasonably available when and where it is needed through management of the supply.
- Solutions to community-specific parking issues through implementation of a broad range of parking management tools and strategies.
- New development with adequate parking through the application of innovative citywide parking regulations.
- Increased land use efficiencies in the provision of parking.
- An air transportation system that fosters economic growth.
- Adequate capacity to serve the forecasted passenger and cargo needs at existing airports.
- An air transportation system that is integrated with a multimodal surface transportation system that efficiently moves people and goods.
- An international airport to serve the region's long-term air transportation and economic needs.
- General aviation airport operations that support public safety, law enforcement, and aviation training activities and promote adjacent commercial and industrial uses.
- Military aviation installations that support national defense and the regional economic needs.
- Improved rail travel opportunities.
- Safe and efficient movement of goods with minimum negative impacts.
- An objective process for prioritization of transportation projects.
- Effective representation of City of San Diego interests in SANDAG decisions.
- Assured revenues to cover the costs of constructing, operating, and maintaining transportation facilities and providing needed transportation services.

Urban Design Element

Purpose: To guide physical development toward a desired image that is consistent with the social, economic and aesthetic values of the City.

Urban Design Element policies capitalize on San Diego's natural beauty and unique neighborhoods by calling for development that respects the natural setting, enhances the distinctiveness of its neighborhoods, strengthens the natural and built linkages, and creates mixed-use, walkable villages throughout the City.

Urban design describes the physical features that define the character or image of a street, neighborhood, community, or the City as a whole. Urban design is the visual and sensory relationship between people, and the natural and built environment. The built environment includes buildings, walkways and streets, and the natural environment includes features such as shorelines, canyons, mesas, and parks as they shape and are incorporated into the urban framework.

San Diego's distinctive character results from its natural setting, including beaches, bays, hills, canyons and mesas that allow the evolution of geographically distinct neighborhoods. The

network of small human-scaled canyons creates a natural open space system that extends through many parts of the City. The topography and San Diego's year-round climate are ideal for outdoor pedestrian activities.

There are several urban design principles relating to the existing City form and a compact and environmentally sensitive pattern of development envisioned in the City of Villages strategy. These principles are identified below to provide a framework for the goals of the Urban Design Element:

- Contribute to the qualities that distinguish San Diego as a unique living environment;
- Build upon our existing communities;
- Direct growth into commercial areas where a high level of activity already exists; and,
- Preserve stable residential neighborhoods.

The Urban Design Element addresses urban form and design through policies that respect San Diego's natural environment, work to preserve open space systems and target new growth into compact villages. Urban form and how it functions becomes increasingly important as increases in density and intensity occur over time. The urban design principles established in this Element are intended to help achieve an identity for the City as a whole while encompassing its physical, social and cultural diversity. A higher overall quality of urban design is another fundamental goal. Urban design applies at multiple levels from citywide to community to neighborhood and ultimately to individual projects. Urban design is a process to foster quality in the built and natural environment as San Diego changes.

Urban Design Element policies help support and implement land use and transportation decisions, encourage economic revitalization, and improve the quality of life in San Diego. Ultimately, the Urban Design Element influences the implementation of all of the General Plan's elements and community plans as it sets goals and policies for the pattern and scale of development and the character of the built environment. Urban design policies will be supplemented with site-specific community plan recommendations.

The specific goals of the Urban Design Element are as follows:

- A built environment that respects San Diego's natural environment and climate.
- An improved quality of life through safe and secure neighborhoods and public places.
- A pattern and scale of development that provides visual diversity, choice of lifestyle, and opportunities for social interaction.
- A city with distinctive districts, communities, neighborhoods, and village centers where people gather and interact.
- Maintenance of historic resources that serve as landmarks and contribute to the City's identity.
- Utilization of landscape as an important aesthetic and unifying element throughout the City.
- A city of distinctive neighborhoods.
- Development that protects and improves upon the desirable features of San Diego's neighborhoods.
- Architectural design that contributes to the creation and preservation of neighborhood character and vitality.
- Innovative design for a variety of housing types to meet the needs of the population.
- Infill housing, roadways and new construction that is sensitive to the character and quality of existing neighborhoods.
- Pedestrian connections linking residential areas, commercial areas, parks and open spaces.

- Mixed-use villages that achieve an integration of uses and serve as focal points for public gathering as a result of their outstanding public spaces.
- Vibrant, mixed-use main streets that serve as neighborhood destinations, community resources, and conduits to the regional transit system.
- Neighborhood commercial shopping areas that serve as walkable centers of activity.
- Attractive and functional commercial corridors which link communities and provide goods and services.
- Promote the enhanced visual quality of office and industrial development.
- Provide increased pedestrian and transit orientation within office and industrial developments.
- Significant public gathering spaces in every community.
- Distinctive civic architecture, landmarks and public facilities.
- A city enhanced with distinctive public art and cultural amenities.

Economic Prosperity Element

Purpose: To increase wealth and the standard of living of all San Diegans with policies that support a diverse, innovative, competitive, entrepreneurial, and sustainable local economy.

The structure of San Diego's economy influences the City's physical development and capacity to fund essential services. A strong economy creates wealth that makes continued investment in and maintenance of San Diego's infrastructure possible. Over the past several decades the structure of the City's economy has shifted from a production-based economy to one that is increasingly based on creativity and innovation. The Economic Prosperity Element seeks to create an environment that fosters this creativity and allows San Diego to best compete in the regional, national, and global economic setting. The Element links economic prosperity goals with land use distribution and employment land use policies. The Element also expands the traditional focus of a general plan to include economic development policies that have a less direct effect on land use. These include policies aimed at supporting existing and new businesses that reflect the changing nature of industry, creating the types of jobs most beneficial to the local economy, and preparing our workforce to compete for these jobs in the global marketplace. The Element also describes how the formation of redevelopment project areas can be used to implement community goals.

Employment Lands

San Diego's economic base is primarily composed of industries in the technological and professional services, manufacturing, visitor industries, national security, and international trade sectors. These "base sector" industries bring new wealth into San Diego by exporting goods, services, and intellectual property. Base sector industrial uses such as manufacturing, research and development, and support uses are especially desirable as they provide middle-income employment opportunities and livable wages. Non-base sector uses include public sector uses, commercial services, and retail trade to residents. These uses provide essential services and jobs for residents and are encouraged to locate in village and sub-regional employment areas. Non-base sector uses are directly proportionate to the size of the population and strength of the economic base; they cannot expand beyond the capacity of the economic base on which they are dependent.

The Draft General Plan includes the following approaches to encourage base sector industrial uses to remain, locate, and expand in San Diego:

- **Community Plan Land Use Designations.** A range of community plan industrial land uses designations are provided to protect industrial lands through varying degrees of limitations on non-industrial uses.
- **Prime Industrial Lands.** Prime industrial lands are employment areas that support base sector industries. The Industrial and Prime Industrial Land Map identifies the City’s existing industrially-designated land and the subset of these lands that are Prime Industrial Lands. Residential and most non-industrial uses are not permitted within “prime” areas to protect base sector uses from potential land use conflicts and to maintain capacity for base sector industry growth.
- **Business Incentives.** City incentives programs are to be revised so that they offer increased benefits to projects and industries that have a demonstrated potential to provide middle-income jobs, and contribute to community revitalization.

An adequate supply of workforce housing is also an important factor in meeting the needs of businesses in San Diego. The City of Villages strategy encourages higher-density housing to be located in or near certain employment areas and village centers to better link jobs, housing and transportation. This integration of uses is encouraged in areas outside of the Prime Industrial Lands (based on an analysis of area characteristics) to help meet the City’s workforce housing needs. The Housing Element contains more detailed goals and strategies to increase the supply and affordability of housing in San Diego.

Economic Opportunities and Investments

The Economic Prosperity Element promotes economic opportunity for all segments of the population and development of workforce skills consistent with an evolving local economy. It includes policies to help the private sector create jobs for local residents, encourage career ladders and benefits for service sector employment, and to help increase access to education and training to meet today’s business needs. Additional policies are designed to encourage community revitalization through improving access to regional and national sources of public and private investment, to target infrastructure development to support economic prosperity, and to leverage the redevelopment process in certain communities.

While this Element establishes economic prosperity goals and policies, it also calls for the periodic preparation and more frequent updates of the City’s Community and Economic Development Strategy. The strategy will identify and monitor San Diego industries that are growing and are globally competitive. It will also translate policies into specific programs and near to mid-term actions, in response to changes in the global economy.

The achievement of economic prosperity goals also relies on the Land Use Element to appropriately designate land for economic development, the Mobility Element to provide a link between housing and jobs, and the Public Facilities, Services and Safety Element to address the development of regional facilities needed to reinforce the viability of our industrial areas.

The specific goals of the Economic Prosperity Element are as follows:

- A diversified economy with a focus on providing quality employment opportunities and self-sufficient wages for all San Diegans.

- A city with sufficient land and capacity for base sector industries to sustain a strong economic base.
- Efficient use of existing employment lands.
- .
- Commercial development which uses land efficiently, offers flexibility to changing resident and business shopping needs, and assures maximum feasible environmental quality.
- Economically healthy neighborhood and community commercial areas that are easily accessible to residents.
- New commercial development that contributes positively to the economic vitality of the community and provides opportunities for new business development.
- A city with land appropriately designated to sustain a robust commercial base.
- 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 growth.
- A city that provides life-long skills and learning opportunities by investing in excellent schools, post-secondary institutions, and opportunities for continuous education and training.
- Equitable access to educational opportunities.
- A city that will continue to incubate growth and investment by providing a skilled and educated workforce that meets industry needs.
- A broad distribution of economic opportunity throughout the City.
- A higher standard of living and an increase in citywide real median income per capita.
- A city with an increase in the number of quality jobs for local residents, including middle income employment opportunities and jobs with career ladders.
- A city able to retain, 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 city with thriving businesses, particularly in existing urban areas.
- A city with opportunities for growth and expansion of small businesses.
- Community revitalization through enhanced access to regional and national sources of private and public funding.
- Public and private infrastructure that supports economic prosperity.
- A city which preserves the ability of military installations to achieve their mission and to remain in San Diego.
- A city that encourages investments in the tourism industry that also benefit existing residents and support community reinvestment.
- A city that recognizes the benefits of and promotes cultural heritage tourism in the overall economy.
- A city that takes advantage of its location as part of a greater interregional and bi-national area to be a strong competitor in the global marketplace.
- A city that actively promotes greater interregional and bi-national cooperation.
- Protection of the quality of life in the greater border region while keeping the region secure.

- Reliable and efficient passenger and commercial transportation systems along the U.S.–Mexico border.
- A city that promotes and protects waterborne industry and commerce through cargo and cruise terminals.
- An increase in commerce through enhancement of air cargo facilities and operations.
- San Diego’s working waterfront to continue to become a more vital part of the region’s economy and quality of life.
- A city which redevelops and revitalizes areas which were blighted, to a condition of social, economic, and physical vitality, consistent with community plans.
- An informed public decision making process providing economic information to the public and decision makers.

Public Facilities, Services, and Safety Element

Purpose: To provide the public facilities and services needed to serve the existing population and new growth.

Providing adequate public facilities to serve the City’s current and future population continues to be a great challenge. The Public Facilities, Services, and Safety Element (Public Facilities Element) responds to this challenge through policies that address public financing strategies, public and developer financing responsibilities, prioritization, and the provision of specific facilities and services that must accompany growth. The policies within the Public Facilities Element also apply to transportation, and park and recreation facilities and services.

The 1979 *Progress Guide and General Plan* established a growth management program to address the rapid growth on the periphery of the City, and the declining growth trend in the central areas of the City. The plan sought to revitalize the central business district, and phase growth and development in outlying areas in accordance with the availability of public facilities and services.

In 1979, the City was divided into three “tiers:” “Urbanized,” “Planned Urbanizing,” and “Future Urbanizing.” The Planned Urbanizing areas consisted of newly developing communities where development was required to “pay its own way” through the use of Facilities Benefit Assessments (FBAs), or other financing mechanisms. Growth was encouraged in urbanized communities, with the assumption that General Fund public capital improvement expenditures would be provided in those areas. Over time, the FBAs were largely successful in providing facilities in the then-developing communities, but the General Fund fell short in meeting the public facilities needs of urbanized communities. In addition, the City’s Development Impact Fee (DIF) program for the funding of public facilities in urbanized communities was not adopted until 1987.

The 2002 Strategic Framework Element identified the facilities deficit in urbanized communities, and reaffirmed the need to address existing and future public facility and service needs in those areas and throughout the City. The Strategic Framework Element was also the catalyst for an effort to identify and map certain existing facilities in each of the City’s community planning areas.

Facilities Financing

As the majority of San Diego's communities are now primarily "Urbanized," the Draft General Plan provides a multi-faceted facilities financing strategy framework to address existing needs, provide adequate facilities to support infill development, and plan for the ongoing need to fund operations and maintenance throughout the City.

Key points of the Draft General Plan financing strategy are that:

- The City and current population base are responsible for funding existing facilities deficiencies;
- Funding for existing public facilities deficiencies will come through diverse funding resources; and
- New development will pay its proportional fair-share of public facilities costs.

The Element identifies a menu of financing options that could be implemented in order for the City to meet its responsibility to correct existing public facilities deficiencies. To supplement the General Plan, a more detailed strategy to identify specific mechanisms for financing various facility types in targeted geographic areas will be prepared and updated more frequently as needs are reassessed and new mechanisms are developed.

Other implementation actions include anticipated amendments to the City's DIF methodology and public facilities financing plans. Under impact fee methodologies in place as of 2006, fees collected did not keep pace with escalating facility needs and costs, and were intended to only fund a proportional share of new facilities. It is expected that DIFs will need to be applied in more communities in the future as areas developed as planned urbanizing communities in the past experience infill development that was not anticipated in their FBAs. Legally, DIF and FBA funds continue to be eligible for funding capital improvements only and not operations or maintenance needs.

The Draft General Plan calls for the City to use objectively and systematically prioritize the financing of public facilities. The aim is to strengthen the relationship between the City's Draft General Plan and the annual Capital Improvements Program (CIP), to maximize efficiencies in the annual allocation of capital resources, and to implement the City of Villages strategy. Policies call for the City to use a standardized approach to facility prioritization that includes: identifying relevant criteria, evaluating projects based on that criteria, and producing a prioritized list of projects by facility type. Community plan conformance and preferences are to be a part of the prioritization process.

In evaluating new growth, the proposed project requires new development to mitigate its impacts and avoid making facility deficits worse. Key policies require development proposals to fully address impacts to public facilities and services, and require projects that necessitate a community plan amendment due to increased densities to provide or help fund physical improvements that benefit the affected community planning area. In addition, the project's policies call for the establishment of a centralized development monitoring system; and for the maintenance of up-to-date public facilities financing plans to guide the provision of public facilities.

Facilities Guidelines

The Element also provides policies to guide the provision of a wide range of public facilities and services, including fire-rescue, police, wastewater, storm water infrastructure, water infrastructure, waste management, libraries, schools, information infrastructure, public utilities, regional facilities, healthcare services and facilities, disaster preparedness, and seismic safety, as shown on **Table 2.4-3, Public Facilities and Services Topics**.

Facility Type	Topics Addressed in Policies
Fire-Rescue	<ul style="list-style-type: none"> • Response time objectives for fire and emergency medical services • Annual emergency incident volume to evaluate impacts on services
Police	<ul style="list-style-type: none"> • Average response time goals for various priority calls • Guidelines for evaluating when additional resources are needed to maintain service levels
Wastewater	Wastewater treatment and disposal services, and infrastructure planning
Storm Water Infrastructure	<ul style="list-style-type: none"> • Storm water conveyance system • Storm water facility and service demands
Water Infrastructure	Water supply and infrastructure (see Conservation Element for water conservation)
Waste Management	Waste collection, reduction, recycling, and disposal
Libraries	Library planning and design guidelines
Schools	Coordination with districts on school design, location, and joint-use
Information Infrastructure	Integrated information infrastructure system
Public Utilities	<ul style="list-style-type: none"> • Collaboration with regional public utility providers in the planning and provision of their services and facilities • Consideration of utility investments in potential village areas
Regional Facilities	Planning and implementation of regional facilities and infrastructure investments
Healthcare Services and Facilities	<ul style="list-style-type: none"> • Participation with healthcare providers in facilities siting decisions • Integration with the City's growth strategy
Disaster	Preparation for man-made and natural disasters, and plans for restoration of municipal services
Seismic Safety	Seismic, geologic, and structural considerations in the built environment to protect health and safety
Recreational Facilities	See Recreation Element discussion
Streets	See Mobility Element discussion.

The specific goals of the Public Facilities, Services and Safety Element are as follows:

- Implementation of financing strategies to address existing and future public facility needs citywide.
- Public facilities and services that are equitably and effectively provided through application of prioritization guidelines.
- Maximum efficiency in the annual allocation of capital resources for the CIP.

- Public facilities expenditures that are linked to implementation of the General Plan.
- Adequate public facilities that are available at the time of need.
- Public facilities exactions that mitigate the facilities impacts that are attributable to new development.
- Improvement of quality of life in communities through the evaluation of private development and the determination of appropriate exactions.
- Protection of life, property, and environment by delivering the highest level of emergency and fire-rescue services, hazard prevention, and safety education.
- Safe, peaceful, and orderly communities.
- Police services that respond to community needs, respect individuals, develop partnerships, manage emergencies, and apprehend criminals with the highest quality of service.
- Environmentally sound collection, treatment, reuse, disposal, and monitoring of wastewater.
- Increased use of reclaimed water to supplement the region's limited water supply.
- Protection of beneficial water resources through pollution prevention and interception efforts.
- A storm water conveyance system that effectively reduces pollutants in urban runoff and storm water to the maximum extent practicable.
- A safe, reliable, and cost-effective water supply for San Diego.
- 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.
- 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.
- 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, and 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.
- 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.
- Public utility services provided in the most cost-effective and environmentally sensitive way.
- Public utilities that sufficiently meet existing and future demand with facilities and maintenance practices that are sensible, efficient and well-integrated into the natural and urban landscape.
- Regional facilities that promote and support smart growth and improve quality of life.

- Public and private healthcare services and facilities that are easily accessible and meet the needs of all residents.
- 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.
- Protection of public health and safety through abated structural hazards and mitigated risks posed by seismic conditions.
- Development that avoids inappropriate land uses in identified seismic risk areas.

Recreation Element

Purpose: To preserve, protect, acquire, develop, operate, maintain, and enhance public recreation opportunities and facilities throughout the City for all users.

The City of San Diego has over 36,300 acres of park and open space lands that offer a diverse range of recreational opportunities. The City's parks, open space, trails, and recreation facilities annually serve millions of residents and visitors and play an important role in the physical, mental, social, and environmental health of the City and its residents. Parks can improve the quality of life by assisting in maintaining physical well-being. Mental and social benefits include providing visual relief from urban development, passive recreation, opportunities for social interaction, and healthy activities for youth. Park and open space lands benefit the environment by providing habitat for plants and animals, and space for urban runoff to percolate into the soil, while also serving to decrease the effects of urban heat islands. In addition, the City park system supports San Diego's tourism industry, and enhances the City's ability to attract and retain businesses.

San Diego's environment, its coastal location, temperate climate, and diverse topography, contribute to creating the City's first-class recreation and open space system for residents and visitors. The goals and policies of the Recreation Element have been developed to take advantage of the City's natural environment and resources, to build upon existing recreation facilities and services, to help achieve an equitable balance of recreational resources, and to adapt to future recreation needs.

It has become an increasing challenge to meet the public's park and recreational needs as resident and visitor populations grow and the availability of vacant land decreases. The City faces increased demand on existing park lands and an inequitable distribution of parks citywide. The problems are especially acute in the older, urbanized communities. The Recreation Element contains policies to address these challenges and to work toward achieving a sustainable, accessible, and diverse park and recreation system.

Parks and Open Space System

The City provides three categories of parks and recreation for residents and visitors: population-based, resource-based, and open space. These categories, including land, facilities and programming, constitute San Diego's municipal park and recreation system.

- Population-based parks (commonly known as Neighborhood and Community parks), facilities and services are located in close proximity to residential development and are intended to serve the daily needs of neighborhoods and communities. When possible, they adjoin schools in order to share facilities, and ideally are within walking distance of many 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.
- Open space lands are 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 through use of hiking, biking, and equestrian trails.

Park and Recreation Guidelines

The Recreation Element provides policies to guide the City's vision and goals for park and recreation facilities citywide and within individual communities. It sets guidelines for the provision of population-based, resource-based, and open space parks and calls for the preparation of a comprehensive Parks Master Plan. Recreation Element policies also support joint use and cooperative agreements; protection and enjoyment of the City's canyonlands; creative methods of providing "equivalent" recreation facilities and infrastructure in constrained areas; and, implementation of a financing strategy to better fund park facility development and maintenance.

Population-based parks are to be provided at a minimum ratio of 2.8 usable acres per 1,000 residents. Some of San Diego's newer communities come close to meeting this standard, but communities that were developed prior to the 1979 Progress Guide and General Plan fall well short of this goal. It is difficult to acquire parklands in already developed communities due to the cost of land and the desire to avoid displacement of existing land uses. In recognition of the City's land constraints, it is proposed that some of the 2.8 acres could be satisfied through "equivalencies," which are alternative ways to meet population-based park standards. While the provision of increased park acreage in underserved communities will still be aggressively sought, the application of "equivalencies" provides a flexible tool for satisfying some of the community-specific needs and demands in a timely manner.

The proposed Parks Master Plan is intended to provide criteria on how to apply the "equivalencies." In any case, the use of equivalencies is limited to no more than 50 percent of the required parklands. Equivalency determinations are to occur as part of the discretionary project review process with input from the community.

Parks Master Plan

The Recreation Element recommends that a Parks Master Plan be prepared subsequent to General Plan adoption. The Parks Master Plan will establish a citywide parks network, inventory and evaluate all City park lands, recreational uses, facilities, and services; set priorities for

protection and enhancement of existing park and recreation assets, develop implementation strategies to meet community needs; address inequitable access to recreational resources; and establish the basis for a sound financing mechanism to develop, enhance and maintain the City's park network and recreational resources.

Park Financing

In addition to facing land constraints, the City has been continually challenged with financial constraints regarding park development, maintenance and operations. Therefore, it is essential that new parks and recreation facilities, and improvements to existing parks and facilities, be designed and constructed to endure their intended use with minimal funding for maintenance or upgrades during the expected useful life of the facility. Sustainable development features including water and energy conservation measures, "green" building technology, drought tolerant plantings, and design that is sensitive to local environmental conditions can help reduce long-term costs.

The key to providing increased recreation opportunities on a long-term basis is to identify and ensure adequate financing for park development, maintenance and staffing. The Recreation Element calls for the City to collect land and/or appropriate park fees for population-based park and recreation facilities to serve future residents. Cities and counties have been authorized since the passage of the 1975 Quimby Act (California Government Code §66477) to pass ordinances requiring that developers set aside land, donate conservation easements, or pay fees for park improvements. The Recreation Element recommends adopting an ordinance which authorizes implementation of the state Subdivision Map Act/Quimby Act and provides a methodology for collecting land and/or appropriate park fees from new subdivisions for population-based park and recreation facilities to serve future residents.

The Recreation Element is interconnected to other elements of the General Plan. In particular, the Conservation Element provides additional policies to protect and preserve recreational natural resources, canyons, and open spaces, and the Public Facilities Element provides policies on public facilities financing, prioritizing, and development impact fees. Overall, the City of Villages strategy reinforces the importance of recreation as an essential quality-of-life factor that needs to be integrated into every community.

The specific goals of the Recreation Element are as follows:

- A city with park and recreation facilities and services that are designed to accommodate the needs of a growing and diverse population and respect the City's natural landforms.
- A regional and citywide parks/open space system, including the bays, beaches, rivers, and other attractions that gives our region identity, attracts tourism and enriches the quality of life for residents and visitors.
- A city with a diverse range of active and passive recreational opportunities that meet the needs of each neighborhood/community and reinforce the City's natural beauty and resources.
- Preserve, protect and enhance the integrity and quality of existing parks, open space, and recreation programs citywide.
- Preserve, protect and enrich natural, cultural, and historic resources that serve as recreation facilities.

- A park and recreation system that provides an equitable distribution of park and recreation facilities that are designed to accommodate the needs of a diverse population.
- Park and recreation facilities that are sited to optimize access by foot, bicycle, public transit, automobile, and alternative modes of travel.
- Provision of an inter-connected park and open space system that is integrated into and accessible to the community.
- Recreational facilities that are available for programmed and non-programmed uses.
- Achievement of greater public benefit through shared use of recreational resources.
- An increase in recreational activities and programs through multi-agency coordination of interagency public lands, facilities and infrastructure uses.
- Joint use and lease agreements that contribute to the recreational and physical education needs of the community.
- An open space and resource-based park system that provides for the preservation and management of natural resources, enhancement of outdoor recreation opportunities, and protection of the public health and safety.
- Preservation of the natural terrain and drainage systems of San Diego's open space lands and resource-based parks.
- A system of pedestrian, bicycle, and equestrian paths linking communities, neighborhoods, parks, and the open space system.
- Preparation of a citywide, comprehensive Parks Master Plan to guide park and open space acquisition, design and development, recreational programming and needed maintenance over the next 20 to 30 years.
- A sustainable park and recreation system that meets the needs of residents and visitors.
- Provision of parklands that keep pace with population growth through timely acquisition and development.
- An increase in the amount and quality of recreation facilities and infrastructure through the promotion of alternative methods where development of typical facilities and infrastructure may be limited by land constraints.
- An equitable citywide distribution of and access to parks and recreation facilities.

Conservation Element

Purpose: To become an international model of sustainable development. To provide for the long-term conservation and sustainable management of the rich natural resources that help define the City's identity, contribute to its economy, and improve its quality of life.

Conservation is the planned management, preservation, and wise utilization of natural resources and landscapes. The Conservation Element contains policies to guide the conservation of resources that are fundamental components of San Diego's environment, that help define the City's identity, and that are relied upon for continued economic prosperity. San Diego's resources include, but are not limited to: water, land, air, biodiversity, minerals, natural materials, recyclables, topography, viewsheds, and energy. Over the long term, conservation is the most cost-effective strategy to ensure that there will be a reliable supply of the resources that are needed now and in the future.

The City of Villages strategy to direct compact growth in limited areas that are served by transit is, in itself, a conservation strategy. Compact, transit-served growth is an efficient use of urban land that reduces the need to develop outlying areas and creates an urban form where transit, walking and bicycling are more attractive alternatives to automobile travel. Reducing dependence on automobiles reduces vehicle miles traveled which, in turn, lowers greenhouse gas emissions. Additionally, it improves water quality by decreasing automobile-related oil and gas leaks that pollute water bodies throughout the City.

Climate change is a growing concern for cities around the world. The burning of fossil fuels, such as coal and gasoline, as well as deforestation and other human activities are changing the composition of the atmosphere, causing concentrations of greenhouse gases such as carbon dioxide, nitrous oxide, and methane to increase significantly. The City of San Diego has taken steps to address climate change impacts at a local level. The City organization has continued to reduce its share of greenhouse gas emissions through fuel efficiency, energy conservation and the use of renewable energy, and the use of methane gas (biogas) to generate electricity and continues to investigate additional steps that can be taken to help reduce greenhouse gas emissions, identify adaptation goals, and curb the impact of climate change at a local level.

Sustainable development is development which respects the balance and relationship between economy, ecology, and equity. The City is implementing sustainable development policies that will reduce its environmental footprint, including: conserving resources, following sustainable building practices, reducing greenhouse gas emissions, and encouraging clean technologies. In sustainable development practices, economic growth is closely tied with environmental, “clean,” or “green” technologies and industries. San Diego is well positioned to become a leader in clean technology industries due to its highly qualified workforce, world-class universities and research institutions, and established high technology industries. Clean technology industries demonstrate that environmental protection and economic competitiveness goals are aligned and mutually beneficial.

The Conservation Element reflects key goals contained in many other City and regional plans and programs and will help guide their future updates. The Conservation Element sets forth a citywide vision that ties these various natural resource-based plans and programs together using a village strategy of growth and development. It contains policies for sustainable development, preservation of open space and wildlife, management of resources, and other initiatives to protect the public, health, safety and welfare.

The specific goals of the Conservation Element are as follows:

- To reduce the City's overall carbon dioxide footprint by promoting energy efficiency, alternative modes of transportation, sustainable planning and design, and waste management.
- To be prepared for, and able to adapt to adverse climate change impacts.
- To become a city that is an international model of sustainable development and conservation.

- Preservation and long-term management of the natural landforms and open spaces that help make San Diego unique.
- Coastal resource preservation and enhancement.
- Clean coastal waters by continuing to improve the quality of ocean outfall discharges.
- Enhanced public access to the shoreline and coast.
- Effective long-term management of waters resources so that demand is in balance with efficient, sustainable supplies.
- A safe and adequate water supply that effectively meets the demand for the existing and future population through water efficiency and reclamation programs.
- Protection and restoration of water bodies, including reservoirs, coastal waters, creeks, bays, and wetlands.
- Preservation of natural attributes of both the floodplain and floodway without endangering life and property.
- Regional air quality which meet state and federal standards.
- Reduction in greenhouse gas emissions effecting climate change.
- Preservation of healthy, biologically diverse regional ecosystem and conservation of endangered, threatened, and key sensitive species and their habitats.
- Preservation of San Diego's rich biodiversity and heritage through the protection and restoration of wetland resources.
- Preservation of all existing wetland habitat in San Diego through a "no-net-loss" approach.
- An increase in local energy independence through conservation, efficient community design, reduced consumption, and efficient production and development of energy supplies that are diverse, efficient, environmentally-sound, sustainable, and reliable.
- Protection and expansion of a sustainable urban forest.
- Balance mineral production and conservation with habitat and topography protection.
- Retention of productive agricultural lands.
- Greater use of sustainable agriculture practices.
- Reduction in land use conflicts between agriculture and other land uses.
- Retention of the rural agricultural character of river valleys.
- A sustainable, safe, and healthy San Diego-Baja California border environment.
- Widespread public awareness of how the individual and cumulative actions of individuals, organizations, and businesses affect the environment.
- Provision of programs that increase awareness of and promote conservation.

Noise Element

Purpose: To protect people living and working in the City of San Diego from excessive noise.

Noise at excessive levels can affect the environment and quality of life. Noise is subjective since it is dependent on the listener's reaction, the time of day, distance between source and receptor, and its tonal characteristics. At excessive levels, people typically perceive noise as being intrusive, annoying, and undesirable. The most prevalent noise sources in San Diego are from motor vehicle traffic on interstate freeways, state highways, and local major roads generally due to high traffic volumes and speeds. Aircraft noise is also present in many areas of the City. Rail traffic and industrial and commercial activities also contribute to the noise environment.

The City is primarily a developed and urbanized city, and an elevated ambient noise level is a normal part of the urban environment. However, controlling noise at its source to acceptable levels can make a substantial improvement in the quality of life for people living and working in the City. When this is not feasible, the City applies additional measures to limit the affect of noise on future land uses, which include spatial separation, site planning, and building design techniques that address noise exposure and the insulation of buildings to reduce interior noise levels.

The Noise Element provides goals and policies to guide compatible land uses and the incorporation of noise attenuation measures for new uses to protect people living and working in the City from an excessive noise environment. This purpose becomes more relevant as the City continues to grow with infill and mixed-use development consistent with the Land Use and Community Planning Element.

The specific goals of the Noise Element are as follows:

- Consider existing and future noise levels when making land use planning decisions to minimize people's exposure to excessive noise.
- Minimal excessive motor vehicle traffic noise on residential and other noise-sensitive land uses.
- Minimal excessive fixed rail-related noise on residential and other noise-sensitive land uses.
- Minimal excessive aircraft-related noise on residential and other noise-sensitive land uses.
- Minimal exposure of residential and other noise-sensitive land uses to excessive commercial and mixed-use related noise.
- Minimal exposure of residential and other noise-sensitive land uses to excessive industrial related noise.
- Minimal exposure of residential and other noise-sensitive land uses to excessive construction, refuse vehicles, parking lot sweeper-related, and public noise.
- Balance the effects of noise associated with events with the benefits of the events.
- Attenuate the effect of noise on future residential and other noise-sensitive land uses by applying feasible noise mitigation measures.

Historic Preservation Element

Purpose: To guide the preservation, protection, restoration and rehabilitation of historical and cultural resources and maintain a sense of the City. To improve the quality of the built environment, encourage appreciation for the City's history and culture, maintain the character and identity of communities, and contribute to the City's economic vitality through historic preservation.

No city can hope to understand its present or to forecast its future if it fails to recognize its past. By tracing and preserving its past, a city can gain a clear sense of the process by which it achieved its present form and substance. San Diego's rich and varied historical and cultural resources include buildings, structures, objects, landscapes, districts, archaeological sites, and traditional cultural properties that possess historical, scientific, architectural, aesthetic, cultural,

or ethnic significance. Although not always easily distinguishable, these resources, with their inherent ability to evoke the past, represent important aspects of the history of San Diego and the region, from the time before and during European contact with Native Americans to the recent past. The identification, evaluation, registration, and protection of these resources, and thereby the preservation of San Diego's past for its current and future residents, are the essential components of San Diego's historic preservation program.

The Historic Preservation Element contains goals and policies designed to integrate effective historic preservation into the larger planning process to achieve greater preservation of historical and cultural resources. It calls for the City to update its Comprehensive Historic Preservation Plan, which is to guide historic preservation efforts through identification of various implementation measures. The Historic Preservation Element recommends the continuation of existing programs and the development of new approaches as needed. As future growth in San Diego shifts attention from building on open land to a focus on reinvestment in existing communities, there will need to be a continued effort to protect historical and cultural resources.

The commitment of the City to historic preservation results in multiple economic benefits. It is widely recognized that where preservation is supported by local government policies and incentives, designation can increase property values and pride of place. Revitalization of historic downtowns and adaptive reuse of historic districts and buildings conserves resources, uses existing infrastructure, generates local jobs and purchasing, supports small business development and heritage tourism, and enhances quality of life and community character.

The specific goals of the Historic Preservation Element are as follows:

- Identification of the historical resources of the City.
- Preservation of the City's important historical resources.
- Integration of historic preservation planning in the larger planning process.
- Public education about the importance of historical resources.
- Provision of incentives supporting historic preservation.
- Cultural heritage tourism promoted to the tourist industry.

Housing Element

Purpose: To create a comprehensive plan with specific measurable goals, policies and programs to address the City's critical housing needs.

The City faces a severe housing affordability crisis. Not only are low-income people and special needs populations having difficulty finding adequate affordable housing, but now many working people are finding it difficult to remain in San Diego due to the high cost of housing. The Housing Element identifies and analyzes the City's housing needs, establishes reasonable goals, objectives and policies based on those needs, and sets forth a comprehensive five-year program of actions to achieve, as fully as possible, the identified goals and objectives. The Housing Element includes objectives, policies and programs for the following five major goals:

- Provision of an adequate site inventory and new construction capacity.
- Maintenance and conservation (including preservation of existing low-income housing and rehabilitation of existing housing stock).
- Reduction of governmental constraints that are no longer necessary.

- Provision of affordable housing opportunities.
- Implementation of administrative goals (including fair share and community balance, use of redevelopment set-aside funds, reduction of housing discrimination, and energy conservation).

The Housing Element is intended to assist with the provision of adequate housing to serve San Diegans of every economic level and demographic group. The state directs that a Housing Element shall be updated at five-year intervals and shall “consist of standards and plans for the improvement of housing and for the provision of adequate sites for housing,” and shall “make adequate provision for the housing needs of all segments of the community.” The Housing Element was adopted by the City Council on December 5, 2006 under separate cover. In a February 5, 2007 letter from the state's Department of Housing and Community Development, the Department of Housing and Community Development has found the City of San Diego's Housing Element 2005-2010 to be in compliance with state housing element law.

The Housing Element update was distinct from the rest of the General Plan due to the need for frequent Housing Element updates to facilitate compliance with the state reporting requirements. The Housing Element is consistent with the other elements of the Draft General Plan and incorporates the City of Villages strategy as one of its key components of the City's housing strategy.

Implementation Programs

The Housing Element differs from the other elements in the General Plan in several respects. The state requirements for the Housing Elements are more specific than for other General Plan elements and require that the City establish quantifiable goals, and identify specific programs and responsible agencies/entities to meet those goals. There are a number of programs that are identified that are intended to implement the goals of the Housing Element. Some of the responsible agencies include the City of San Diego, the City of San Diego Redevelopment Agency, and the San Diego Housing Commission.

The San Diego Housing Commission is responsible for a large portion of the Housing Element programs. Historically, the Housing Commission's “core” assisted housing programs have included:

- Rental assistance
- Management of publicly owned apartment units
- Financing development of affordable housing units by other entities
- First-time homebuyer assistance
- Housing rehabilitation
- Special needs programs
- Self-sufficiency programs

These Housing Commission sponsored programs, with the respective federal, state and/or local administrative, financial and programmatic requirements, have assisted approximately 30,000 households on an annual basis.

The Redevelopment Agency is responsible for ensuring that the affordable housing requirements under the California Community Redevelopment Law are met in the City's 17 redevelopment project areas.

While the entire list of City housing programs is too numerous to list here, two key programs which encourage construction of affordable housing are described below.

Inclusionary Housing - The City has two inclusionary housing programs. Since 1992, a requirement has been in effect in portions of the North City that are now designated for urban uses. These areas were, until the 1990s, designated as "future urbanizing" areas. In these areas 20 percent of residential units constructed must be affordable to families earning no more than 65 percent of Average Median Income (AMI). Projects with more than ten units must build these affordable units on site or near the site of the market-rate units. Smaller projects may pay an in-lieu fee.

In 2003, San Diego adopted a citywide inclusionary housing program that is applicable in all portions of the City not included in the North City program discussed above. Developers are required to provide at least ten percent of the total dwelling units affordable to rental households earning no more than 65 percent of AMI or homebuyers earning no more than 100 percent of AMI. Developers may pay an in-lieu fee rather than build units. The in-lieu fees will be used to build new affordable housing units, to acquire and rehabilitate multifamily units or for first time homebuyer assistance.

Each year the City reexamines this program and will continue to do so. Incentives are offered to offset the cost to developers of providing inclusionary housing. These include expedited permit processing, reduced sewer and water connection fees, multifamily bond financing for certain projects and density bonus. In addition, the City is considering an on-site density bonus for all projects that meet the inclusionary requirement on site.

Density Bonus Ordinance - The City is in the process of revising its Density Bonus regulations to conform with revised state law. In addition, the City is considering adoption of a local ten percent ministerial density bonus (On-Site Building Bonus) for projects that build required inclusionary units on site rather than paying an in-lieu fee. Based on recent trends and projects now in process utilizing existing and anticipated Density Bonus regulations, it is anticipated that approximately 375 affordable housing units will be added through FY 2010. Of these, approximately 125 will be affordable to moderate-income homebuyers, 125 units will be affordable to low-income renters and approximately 125 units will be affordable to very low-income renters.

Relationship of Housing Element to Other Elements of the General Plan

State law requires each element of the General Plan to be internally consistent with other elements of the General Plan. While some policies and proposals in the Housing Element will be modified during every five-year update, it will remain consistent with General Plan goals and the City of Village strategies. The Housing Element is consistent with principles and guidelines of the Draft General Plan.

To assure consistency of the Housing Element with other elements of the General Plan, the City commits to two actions: (1) evaluate each proposed community plan and General Plan

amendment for impacts on the Housing Element, and (2) prepare an annual report summarizing progress made toward achieving Housing Element goals and summarizing cumulative impacts of community and General Plan amendments adopted during the year on the Housing Element.

The Housing Element anticipates that implementation of the policies of the General Plan will address some of the impediments to housing affordability. These include infrastructure deficiencies in older urbanized communities, fees, identification of potential additional development opportunities for residential and mixed-use development, and continued dialogue with the public and developers to strive for high-quality affordable and higher-density housing.

Since the Housing Element is required to be updated every five to seven years, it is anticipated that the next update to the Housing Element will remain consistent with General Plan goals and the City of Village strategy and will be more similar in formatting while still meeting state requirements.

General Plan Implementation

The General Plan provides a broad range of citywide policies that affect land development and overall quality of life. General plan policies are statements that guide decision making and are adopted by City Council resolution. Policies differ from Land Development Code regulations which contain specific, enforceable standards and are adopted by ordinance. The policies within the City of San Diego's General Plan provide a framework to guide the physical development of the City and will be used to: guide community plan updates; review discretionary permits; and provide direction for public projects, master plans, and other implementation programs. As projects and future implementation actions are reviewed, individual actions are to be deemed consistent with the General Plan if, considering all its aspects, it will further the goals and policies of the plan and not obstruct their attainment.

When the Strategic Framework Element was adopted in 2002, there was an associated Five-Year Action Plan that outlined specific actions needed to implement the new Element. A new Action Plan is being prepared that corresponds to the elements of the General Plan, and identifies actions needed to implement General Plan policies. The Action Plan will be periodically updated, as needed, to indicate implementation progress, identify new initiatives designed to implement General Plan policies, or reflect shifting priorities over time.

Because San Diego is a large and diverse city, the General Plan relies upon the community plans (legally recognized as a part of the Land Use and Community Planning Element) to provide community-specific policies and recommendations. While community plans are in the process of being updated, there may be instances where the policies of the community plan and General Plan are not fully aligned. However, there are no land use or zoning inconsistencies between the General and any given community plans because the General Plan does not change community plan land use designations. The community plans are the final arbiter on issues of land use, density, and intensity. The General Plan and community plans are to play complementary roles to ensure that quality of life is maintained, essential community character is respected, and that public facilities are provided.

The City's adopted land use plans set the framework for the implementing regulations found in the Land Development Code. Despite that state law exempts charter cities from the zoning consistency requirement, it is the City of San Diego's practice to apply zoning that is consistent with community plan land use designations to ensure their implementation. Zoning is one of the primary plan implementation measures. As the California General Plan Guidelines 2003 state, "the success of a general plan, and in particular the land use element, rests in part upon the effectiveness of a consistent zoning ordinance in translating the long-term objectives and policies contained in the plan into everyday decisions." Zoning will be reviewed and changed as appropriate, especially at the time of a community plan update or amendment, to assure that revised land use designations or newly-applicable policies and recommendations can be implemented. New zoning options may be developed to better implement plan recommendations. Plan recommendations may also be implemented through subdivisions, in accordance with the Subdivision Map Act.

Additional implementation programs are referenced in more detail in the elements of the General Plan and Action Plan. Major implementation initiatives include the Public Facilities Financing Strategy, Economic Development Strategic Plan, Parks Master Plan, and other master plans and strategies. Master plans and strategies offer more in-depth analysis and implementation actions associated with their topic areas than is desirable in the General Plan. However, the formation or amendment of such plans will be evaluated against the policies of the General Plan. There are also specific legislative, regulatory, administrative, and collaborative implementation actions that will be needed. The General Plan and the associated Action Plan will be monitored to measure its effectiveness in achieving goals. The General Plan Monitoring Report, initially prepared in 2004, measures progress through: 1) the Action Plan item implementation tracking 2) San Diego Sustainable Community Program Indicators, and 3) community economic indicators.

City of Villages Strategy

The City of Villages strategy will continue to help meet the long-term needs of the City through the incremental redevelopment of aging buildings and sites. Some of the activity centers or districts that have village characteristics are currently experiencing demand for intensified use and have infrastructure or financing for infrastructure available. These areas could develop in accordance with the City of Villages strategy in the next few years through comprehensive development plans. Sites that are currently developed with other uses may be the villages of the future. Many of San Diego's communities already have districts of different scales with village-like neighborhoods that will continue to evolve. A common feature of all the villages will be the addition of vibrant public places and the increased ease of walking between residences, transit stops, public facilities, and basic commercial uses. As the villages become more fully developed, their individual personalities will become more defined and their development patterns will become more varied and distinctive. Some of the villages may take on specialized functions that cannot be predicted at the present time.

The rate at which the City of Villages concept can be applied throughout the City will be determined largely by market demand, public support, and the rate at which infrastructure deficiencies can be remedied. Transit will be particularly crucial. As urban area transit service is improved, many potential village locations could begin to develop in accordance with the City

of Villages concept. 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 diversified pattern built with transit- and pedestrian-orientation will take many 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.

Another 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 strategy will not be affected by the rate of growth, but the number of villages, and the demand for development within individual villages, will be influenced in part by population growth pressures. A demographic trend that could influence implementation of the City of Villages strategy is the steadily increasing proportion of elderly among the City's population as the Baby Boom generation ages. Many elderly people are unable to, or choose not to drive as frequently. The creation of a more pedestrian- and transit-oriented urban pattern around village centers will provide more options to the elderly than the auto-oriented pattern of development that has prevailed in the past. Under the City of Villages strategy, many elderly may choose mixed-use, mixed-income neighborhoods that are accessible by transit or walking to a full-range of services and facilities.

It should also be noted that future environmental, political, and economic conditions, and other factors that cannot be predicted at the present time could affect the rate and scale of San Diego's growth and development.

The Draft General Plan is intended to provide a strategy for the future development of the City that values the distinctiveness of communities while recognizing that San Diego is a major metropolis. The Draft General Plan relies upon the community plans to provide the site-specific guidance to implement many of the Draft General Plan policies, and the continued involvement of an engaged citizenry to monitor its implementation.

Notes and References

City of San Diego

- 1998 Carrier, Lynne. *San Diego: Looking to the Future*.
- 2002 *Environmental Impact Report for the Strategic Framework Element*.
- 2005 Manager's Report "Library Department Facility Improvements Systems." Report No. 05-217. October 31, 2005.
- A. 2006 *General Plan Housing Element. FY2005-2010 Draft*. November 2006.
- B. 2006 Report to the City Council "Conditions of City Street Network." Report No. 06-071. June 9, 2006.

- C. 2006 Report to the City Council “Office of Homeland Security Update.” Report No. 06-169. November 13, 2006.
 - D. 2006 Report to the City Council “Fire-Rescue Year-End Report for CY 2006.” Report No. 06-170. November 13, 2006.
 - E. 2006 Report to the City Council “Informational Report from the San Diego Police Department regarding 2006 Year in Review/Looking Forward.” Report No. 06-171. November 13, 2006.
- 2007 *Library Building Projects*. Retrieved from <http://www.sandiego.gov/public-library/about-the-library/projects.shtml> on March 28, 2007.

San Diego Association of Governments

- 2004 *Final Program Environmental Impact Report for the Regional Comprehensive Plan for the San Diego Region*. July 23, 2004.

San Diego Housing Commission

- 2005 *Three Year Business Plan, Fiscal Years 2006, 2007, 2008*. September 1, 2005

State of California, California Department of Parks and Recreation

- 2002 Westrup, Laura. “Quimby Act 101: An Abbreviated Overview.” May, 28 2002. Retrieved from <http://www.parks.ca.gov/pages/795/files/quimby101.pdf> on April 18, 2007.

Communications

Communication with Mary Ann Tilotta, Capital Improvement Projects - San Diego Public Library, City of San Diego. March 28, 2007.