REPORT

THE CITY OF SAN DIEGO
TO THE PARK AND RECREATION BOARD

DATE ISSUED: May 13, 2015 REPORT NO: 101

ATTENTION: Park and Recreation Board
Agenda of May 22, 2015

SUBJECT: General Plan Amendments – Recreation and Noise Elements

SUMMARY

Issue – Should the Park and Recreation Board recommend approval of the Recreation and Noise Elements General Plan amendments?

Director's Recommendation – Recommend approval of the proposed General Plan amendments.

Other Recommendations – The following groups have reviewed and considered the proposed project. Actions taken and recommendations made by these groups are listed under Discussion below.

Community Planners Committee
The Technical Advisory Committee
Planning Commission
Airport Land Use Commission staff
City's Airports Advisory Committee
California Native American tribes

Fiscal Impact – n/a

Water and Energy Conservation Status – The proposed General Plan amendments comply with all water and energy conservation guidelines contained in Council Policy 200-14.

Environmental –
Pursuant to San Diego Municipal Code (SDMC) Chapter 6, Article 9, Paragraph 69.0211 (Addenda to Environmental Reports) an Addendum to Environmental Impact Report No. 104495 was distributed for a 14-day public review period on April 1, 2015 along with the

previously certified Environmental Document. No comment letters were received during public review and the document was made final on April 16, 2015. However, one comment letter was received two days after the Addendum was made final from the Rincon Band of Luiseno Indians indicating that the identified location for the General Plan Amendments was not within Luiseno Aboriginal Territory and for the City to locate a tribe within the project area to address any concerns in the event of any inadvertent findings. It should be noted that the General Plan Amendments, in and of themselves do not result in physical effect on the environment for which a tribal cultural resource could be impacted. The Mitigation Framework identified in the General Plan PEIR for Historical Resources (Archaeology) would be applied to future projects when applicable as further noted below.

For the following environmental issue areas, the Addendum addresses the proposed amendments to the General Plan which result in technical changes or additions to the analysis previously discussed in the PEIR and environmental review but the environmental conclusions would remain the same: Health and Safety, Land Use, Noise, Population and Housing, Public Services and Facilities, Transportation/Traffic/Circulation/Parking, and Water Quality. There are no new significant impacts identified for the current project, and significant effects previously examined will not be substantially more severe than shown in the previous PEIR. No mitigation is required for the proposed amendments to the General Plan; however, as future development occurs, individual discretionary projects would be subject to environmental review, impact analysis, and identification of project-specific mitigation measures as required in the PEIR Mitigation Framework in accordance with CEQA and the City's Land Development Code. The addendum is available online at http://www.sandiego.gov/planning/genplan/index.shtml.

BACKGROUND

In 2008, the City Council adopted a comprehensive update to the General Plan, which sets out a long-range vision and comprehensive policy framework for how the City should plan for projected growth and development, provide public services, and maintain the qualities that define San Diego over the next 20 to 30 years. General Plan amendments are part of the continued effort to maintain a current and effective General Plan.

DISCUSSION

Staff has identified the need for amendments to the General Plan to update, to ensure consistency with other adopted City documents and programs, and refine policies based on new information and implementation efforts. The proposed amendments include edits to the Land Use and Community Planning Element; Mobility Element; Economic Prosperity Element; Public Facilities, Services and Safety Element; Recreation Element; Noise Element and Glossary. The full package of amendments is available at http://www.sandiego.gov/planning/genplan/index.shtml. A summary of

the Recreation and Noise Element edits and errata sheets are included as Attachment 1 with a detailed discussion regarding these amendments below.

Recreation Element

There are three proposed amendments to the Recreation Element. The amendments incorporate Council Policy 600-17 and Council Policy 600-11, and update the General Plan's Open Space and Parks Map. The purpose of Council Policy 600-17, Park Funding - Non-Residential Development, is to provide a process for non-residential development to share in the costs of developing park and recreation facilities with residential developments. Section A in the Recreation Element adds new sub-policies RE-A.1.k and RE.A.2.d to provide the policy basis to allow for non-residential development to contribute to park and recreation facilities, when certain processes and conditions are met. By including these policies in the General Plan, it will be possible to retire Council Policy 600-17.

Council Policy 600-11, Credit For Park And Recreation Facilities Provided By Subdivisions, identifies the parameters for evaluating the amount of credit allowed when park and recreational facilities are furnished by a subdivider. Section A of the Recreation Element adds new sub-policies RE-A-8.d and RE-A-8.e to ensure that parks can be accessed from a public right-of-way and to reference the "Consultants Guide to Park Design & Development" which includes standards for siting public parks. By including these policies in the General Plan, it incorporates more of the Council Policy into the plan.

Figure RE-1, Community Plan Designated Open Space and Parks Map, is updated to be consistent with community plan land use maps. When the General Plan was adopted the open space and parks source data was from SANDAG and an existing park land inventory. The revised version is a composite of open space and park uses that are mapped in adopted land use plans. This more accurately portrays community plan designated uses and the distribution of open space and park lands throughout the City.

Noise Element

Edits to the Noise Element are proposed to adjust noise level compatibility for parks and religious assembly, to use land use terms that are consistent with the Land Development Code, to add a new policy on park siting, and other refinements. The edits support urban park development and recognize current ambient noise conditions.

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

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

The Noise Element includes guidance for park site planning when the park is located in a higher noise area. Policy NE-B.9 seeks to reduce noise exposure for sensitive park uses, such as tot lots and picnic areas, by recommending those uses be located in lower noise areas of the park.

Public Outreach

The amendments were presented to the Community Planners Committee (CPC) November 27, 2012 and a subcommittee was formed to review the amendments in detail. On February 25, 2014 CPC voted to approve the General Plan Amendment package with a modified LU-D.8 policy (Attachment 2). The Technical Advisory Committee voted in support of the amendments on June 12, 2013 and May 14, 2014.

In addition, a workshop on the amendments was held at Planning Commission on December 5, 2013. The Commissioner's provided minor edits and generally supported the amendments. The amendments were presented to the City's Airports Advisory Committee on April 14, 2015 as an information item. The Airport Land Use Commission staff determined the amendments to be consistent with the Airport Land Use Compatibility Plans on April 24, 2015. In accordance with Senate Bill 18 (SB 18) California state law requires that local governments offer consultation to California Native American tribes prior to amending or adopting a general plan. Noticing for tribal consultation was issued on November 1, 2013 with a 45-day notice sent March 23, 2015. Although no tribes have requested consultation for the General Plan amendments, one email was received from the Ipai Nation of Santa Ysabel indicating that they had reviewed the amendment materials and had no concerns or need to consult. One additional notice will be sent to all tribal groups identified on the original SB 18 noticing list ten days prior to the City Council hearing.

CONCLUSION

Staff is seeking a Park and Recreation Board recommendation on the General Plan amendments for the Recreation and Noise Elements. The General Plan amendments are part of the continued effort to maintain a current and effective General Plan. The Recreation Element incorporates Council Policies

600-17 and 600-11, and updates the General Plan's Open Space and Parks Map to be consistent with community plan land use maps. The Noise Element edits address the differences in ALUCP noise requirements, propose park/noise levels that are consistent with State of California General Plan Guidelines and most major California cities; and maintain policy support to plan for quieter parks.

Respectfully submitted,

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Deputy Director, Planning Department

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(so/NB)

Attachments:

1. General Plan Amendment Summary and Errata Sheets
2. Community Planners Committee February 25, 2014 minutes
3. General Plan & CEQA noise-land use compatibility thresholds comparison

cc: All Council Districts

General Plan Amendments

for

Recreation and Noise Elements

April 2015

General Plan Amendments Summary – Recreation and Noise Elements

April 2015

No.	Proposed General Plan Amendment	Purpose
Recreation		
10	Section A. Add new sub-policies RE-A.1.k and RE.A.2.d to provide the policy basis to allow for non-residential development to contribute to park and recreation facilities, when certain processes and conditions are met.	Incorporates the provisions of Council Policy 600-17; intent is to rescind the Council Policy.
11	Add new sub-policies RE-A-8.d & e to ensure that parks can be accessed from a public right-of-way and to reference the "Consultants Guide to Park Design & Development."	Incorporates provisions of Council Policy 600-11 further into the General Plan.
12	Change in data source for Figure RE-1 – Community Plan Designated Open Space and Parks Map. The General Plan Open Space and Parks Map depicts generalized open space and park land uses in the City of San Diego. This map is intended as a representation of the distribution of open space and park lands throughout the City.	At the time of General Plan adoption in 2008, the open space and parks source data was from SANDAG and an existing park land inventory. The revised version is a composite of open space and park uses that are mapped in adopted land use plans. This more accurately portrays community plan designated uses. Users are referred to adopted land use plans for more information.
Noise		
13	Section A. Edit Noise Element Table NE-3, to adjust noise level compatibility for parks and religious assembly. Specifically most park use compatibility is adjusted to 70 dBA and outdoor spectator/golf course is changed to 75 dBA. Use land use terms that are consistent with the Land Development Code and reference LDC Chapter 13, use regulation tables. Propose an alternative method of measuring noise levels in parks. New Policy NE-B.9 to address park planning with respect to noise. New Section D discussion text and Policy NE-D.7 to acknowledge that noise policies in Airport Land Use Compatibility Plans (ALUCP) may be more restrictive than what is shown on Table NE-3.	Helps support urban park development and recognizes current ambient noise conditions. Addresses differences in ALUCP noise requirements. Proposed park/noise levels are consistent with State of California General Plan Guidelines and most major California cities. Maintains policy support to plan for quieter parks. The change to religious assembly uses is to be consistent with how other assembly uses are treated.

Recreation Element

A. Park and Recreation Guidelines

Policies

Park Planning

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

a. – j No changes.

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

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

a.- c No changes.

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

- A determination that the non-residential development would create an impact to park and recreation infrastructure;
- A nexus study that provides justification for the proposed sharing of facilities costs between residential and non-residential uses, and identifies which costs will be shared; and
- A fee established that equitably reflects the proportions of the population-based costs to be shared by residential and non-residential development.

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

Park Standards

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

a. – c: No changes

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

e. All parks to be designed and constructed consistent with the "Consultant's Guide to Park Design & Development."

Noise Element

A. Noise and Land Use Compatibility

Goal :

- Consider existing and future noise levels when making land use planning decisions to minimize people's exposure to excessive noise.

Discussion:

The Noise Element influences Land Use Element policies since excessive noise affects land uses, specifically, the quality of life of people working and living in the City. The planning of future noise-sensitive land uses should have a sufficient spatial separation or incorporate site design and construction techniques to ensure compatibility with noise-generating uses. Noise-sensitive land uses include, but are not necessarily limited to residential uses, hospitals, nursing facilities, intermediate care facilities, child educational facilities, libraries, museums, ~~places of worship~~and~~,~~ child care facilities,~~ and certain types of passive recreational parks and open space~~.

The City uses the Land Use - Noise Compatibility Guidelines shown on Table NE-3 for evaluating land use noise compatibility when reviewing proposed land use development projects. The land uses described provide examples of uses under each land use category. A more complete listing of use categories and subcategories is found in the Land Development Code Chapter 13, in the use regulation tables. A "compatible" land use indicates that standard construction methods will attenuate exterior noise to an acceptable indoor noise level and people can carry out outdoor activities with minimal noise interference. Evaluation of land use that falls into the "conditionally compatible" noise environment should have an acoustical study. In general, an acoustical study should include, but is not limited to the analysis listed on Table NE-4, Acoustical Study Guidelines, with consideration of the type of noise source, the sensitivity of the noise receptor, and the degree to which the noise source may interfere with speech, sleep, or other activities characteristic of the land use. For land uses indicated as conditionally compatible, structures must be capable of attenuating exterior noise to the indoor noise level as shown on Table NE-3. For land uses indicated as incompatible, new construction should generally not be undertaken. Due to severe noise interference, outdoor activities are generally unacceptable and for structures, extensive mitigation techniques are required to make the indoor environment acceptable. For uses related to motor vehicle traffic noise, refer to Section B for additional guidance. For uses affected by aircraft noise, refer to Section D, since noise compatibility policies in the Airport Land Use Compatibility Plans could be more or less restrictive for uses affected by aircraft noise than shown on Table NE-3. Refer to Section I for a discussion of typical noise attenuation measures.

Policies

NE-A.1. Separate excessive noise-generating uses from residential and other noise-sensitive land uses with a sufficient spatial buffer of less sensitive uses.

NE-A.2. Assure the appropriateness of proposed developments relative to existing and future noise levels by consulting the guidelines for noise-compatible land use (shown on Table NE-3) to minimize the effects on noise-sensitive land uses.

NE-A.3. Limit future residential and other noise-sensitive land uses in areas exposed to high levels of noise.

NE-A.4. Require an acoustical study consistent with Acoustical Study Guidelines (Table NE-4) for proposed developments in areas where the existing or future noise level exceeds or would exceed the "compatible" noise level thresholds as indicated on the Land Use - Noise Compatibility Guidelines (Table NE-3), so that noise mitigation measures can be included in the project design to meet the noise guidelines.

NE-A.5. Prepare noise studies to address existing and future noise levels from noise sources that are specific to a community when updating community plans.

TABLE NE-3 Land Use - Noise Compatibility Guidelines

Land Use Category	**Exterior Noise Exposure (dBA CNEL)**				
	60	**65**	**70**	**75**	
~~Open Space and~~ Parks and Recreational					
~~Community & Neighborhood Parks; Passive Recreation~~					
~~Regional Parks; Outdoor Spectator Sports, Golf Courses; Athletic Fields; Outdoor Spectator Sports, Water Recreational Facilities; Horse Stables; Park Maint. Facilities~~					
Parks, Active and Passive Recreation					
Outdoor Spectator Sports, Golf Courses; Water Recreational Facilities; Indoor Recreation Facilities					
Agricultural					
Crop Raising & Farming; Community Gardens, -Aquaculture, Dairies; Horticulture Nurseries & Greenhouses; Animal Raising, Maintain & Keeping; Commercial Stables					
Residential					
Single Dwelling Units; Mobile Homes~~; Senior Housing~~		**45**			
Multiple Dwelling Units~~; Mixed-Use Commercial/Residential; Live Work; Group Living Accommodations~~ **For uses affected by aircraft noise, refer to Policies NE-D.2. & NE-D.3.*		**45**	**45***		
Institutional					
Hospitals; Nursing Facilities; Intermediate Care Facilities; Kindergarten through Grade 12 Educational Facilities; Libraries; Museums;~~-~~; ~~Places of Worship;~~ Child Care Facilities		**45**			
Other Educational Facilities including Vocational~~.~~/Trade Schools and ~~or Professional Educational Facilities; Higher Education Institution Facilities (Community or Junior Colleges,~~ Colleges and~~, or~~ Universities~~)~~		**45**	**45**		
Cemeteries					
Retail Sales					

Land Use Category	Exterior Noise Exposure (dBA CNEL)				
	60	65	70	75	
Building Supplies/Equipment; Food, Beverages & Groceries; Pets & Pet Supplies; Sundries Pharmaceutical, & Convenience Sales; Wearing Apparel & Accessories			50	50	
Commercial Services					
Building Services; Business Support; Eating & Drinking; Financial Institutions; Maintenanc & Repair; Personal Services; Assembly & Entertainment (includes public and religious assembly); Radio & Television Studios; Golf Course Support			50	50	
Visitor Accommodations		45	45	45	
Offices					
Business & Professional; Government; Medical, Dental & Health Practitioner; Regional & Corporate Headquarters			50	50	
Vehicle and Vehicular Equipment Sales and Services Use					
Commercial or Personal Vehicle Repair & Maintenance; Commercial or Personal Vehicle Sales & Rentals; Vehicle Equipment & Supplies Sales & Rentals; Vehicle Parking					
Wholesale, Distribution, Storage Use Category					
Equipment & Materials Storage Yards; Moving & Storage Facilities; Warehouse; Wholesale Distribution					
Industrial					
Heavy Manufacturing; Light Manufacturing; Marine Industry; Trucking & Transportation Terminals; Mining & Extractive Industries					
Research & Development				50	

	Compatible	**Indoor Uses**	Standard construction methods should attenuate exterior noise to an acceptable indoor noise level. Refer to Section I.
		Outdoor Uses	Activities associated with the land use may be carried out.
45, 50	**Conditionally Compatible**	**Indoor Uses**	Building structure must attenuate exterior noise to the indoor noise level indicated by the number (45 or 50) for occupied areas. Refer to Section I.
		Outdoor Uses	Feasible noise mitigation techniques should be analyzed and incorporated t make the outdoor activities acceptable. Refer to Section I.
	Incompatible	**Indoor Uses**	New construction should not be undertaken.
		Outdoor Uses	Severe noise interference makes outdoor activities unacceptable.

TABLE NE-4 Acoustical Study Guidelines

An acoustical study should include, but is not limited to the following analysis:
Provide noise level measurements to describe existing local conditions and the predominant noise sources.
Measure existing single event noise levels (SENEL, SEL, or Time Above) within airport influence areas.
Estimate existing and projected noise levels (CNEL) and compare them to levels on Table NE-3~~2~~. For parks, may consider motor vehicle traffic noise measurements during the one-hour period where the worst-case traffic noise

levels are expected to occur from dawn to dusk at a park.

Recommend appropriate mitigation measures to achieve acceptable noise levels on Table NE-3~~2~~.

Estimate noise exposure levels with recommended mitigation measures.

Describe a post-project assessment to evaluate the effectiveness of the proposed mitigation measures.

B. Motor Vehicle Traffic Noise

Goal :

- Minimal excessive motor vehicle traffic noise on residential and other noise-sensitive land uses.

Discussion:

Motor vehicle traffic noise is a major contributor of noise within the City. Excessive noise levels along arterial roads, interstate freeways, and state highways affect much of the urban environment. Traffic noise level is dependent upon traffic volume, speed, flow, vehicle mix, pavement type and condition, the use of barriers, as well as distance to the receptor.

Local roadway design features and traffic management and calming techniques can minimize noise from traffic speed and frequent vehicle acceleration and deceleration, and innovative roadway paving material can further reduce traffic noise. Vehicles equipped with a properly functioning muffler system help to limit excessive exhaust noise. Future use of hybrid transit buses could help to reduce noise along mixed-use transit corridors.

At higher speeds, typically on freeways, highways and primary arterials, the noise from tire/pavement interaction can be greater than from vehicle exhaust and engine noise. The use of lower noise paving surfaces can reduce tire/pavement interaction noise. For noise-sensitive land uses adjacent to freeways and highways, these uses should be buffered from excessive noise levels by intervening, less sensitive, industrial-commercial uses or shielded by sound walls or landscaped berms. The City can, however, influence daily traffic volumes and reduce peak-hour traffic by promoting alternative transportation modes and integration of mixed-use infill development. The peak hour traffic may or may not be the worst-case noise levels since higher traffic volumes can lead to higher congestion and lower operating speeds. The worst-case noise levels may occur in hours with lower volumes and higher speeds.

Although not generally considered compatible, the City conditionally allows multiple unit and mixed-use residential uses up to 75 dBA CNEL in areas affected primarily by motor vehicle traffic noise with existing residential uses. Any future residential use above the 70 dBA CNEL must include noise attenuation measures to ensure an interior noise level of 45 dBA CNEL and be located in an area where a community plan allows multiple unit and mixed-use residential uses.

Policies

NE-B.1. Encourage noise-compatible land uses and site planning adjoining existing and future highways and freeways.

NE-B.2. Consider traffic calming design, traffic control measures, and low-noise pavement surfaces that minimize motor vehicle traffic noise (see also Mobility Element, Policy ME–C.5 regarding traffic calming).

NE-B.3. Require noise reducing site design, and/or traffic control measures for new development in areas of high noise to ensure that the mitigated levels meet acceptable decibel limits.

NE-B.4. Require new development to provide facilities which support the use of alternative transportation modes such as walking, bicycling, carpooling and, where applicable, transit to reduce peak-hour traffic.

NE-B.5. Designate local truck routes to reduce truck traffic in noise-sensitive land uses areas.

NE-B.6. Work with Caltrans to landscape freeway-highway rights-of-way buffers and install low noise pavement surfaces, berms, and noise barriers to mitigate state freeway and highway traffic noise.

NE-B.7. Promote the use of berms, landscaping, setbacks, and architectural design where appropriate and effective, rather than conventional wall barriers to enhance aesthetics.

NE-B.8. Enforce the state vehicle code to ensure that motor vehicles are equipped with a functioning muffler and are not producing excessive noise levels.

NE-B.9 When parks are located in noisier areas, seek to reduce exposure through site planning, including locating the most noise sensitive uses, such as children's play areas and picnic tables, in the quieter areas of the site; and in accordance with the other policies of this section.

C. Trolley and Train Noise

Goal:

- Minimal excessive fixed rail-related noise on residential and other noise-sensitive land uses.

Discussion:

Daily traffic from passenger and freight train and trolley operations produces noise that may disrupt adjacent noise-sensitive uses. Trains can generate high, yet relatively brief, intermittent noise events. The interaction of the steel wheels and rails is a major component of train noise. Factors that influence the overall rail noise include the train speed, train horns, type of engine, track conditions, use of concrete cross ties and welded track, the intermittent nature of train events, time of day, and sound walls or other barriers. When operating in residential areas, trains are required to travel at a reduced speed to minimize noise.

Federal regulations require trains to sound their horns at all roadway-rail grade crossings and the warning sound of train horns is a common sound experienced by communities near the rail corridor. In an effort to minimize excess train horn noise, the federal government allows local jurisdictions to establish train horn "quiet zones." This requires the implementation of supplementary and alternative safety measures to compensate for the loss of the train horn usage.

The state is planning for high-speed rail service that would connect the San Diego region to other regions in the state. Air turbulence noise generated from high-speed train traffic may affect noise-sensitive uses along the potential rail corridors.

Policies

NE-C.1. Use site planning to help minimize exposure of noise sensitive uses to rail corridor and trolley line noise.

NE-C.2. Work with the San Diego Association of Governments (SANDAG), Caltrans, Metropolitan Transit System (MTS), California High-Speed Rail Authority, and passenger and freight rail operators to install noise attenuation features to minimize impacts to adjacent residential or other noise-sensitive uses. Such features include rail and wheel maintenance, grade separation along existing and future rail corridors, and other means.

NE-C.3. Establish train horn "quiet zones" consistent with the federal regulations, where applicable.

NE-C.4. Work with SANDAG, Caltrans, MTS, and passenger and freight rail operators to install grade separation at existing roadway-rail grade crossings as a noise and safety measure.

D. Aircraft Noise

Goal:

- Minimal excessive aircraft-related noise on residential and other noise-sensitive land uses.

Discussion:

Aircraft noise primarily affects communities within an airport influence area. The noise impact or the perceived annoyance depends upon the noise volume, length of the noise event and the time of day. In general, aircraft noise varies with the type and size of the aircraft, the power the aircraft is using, and the altitude or distance of the aircraft from the receptor. Another variable

affecting the overall impact of noise is a perceived increase in aircraft noise at night. The City evaluates the potential aircraft noise impacts on noise sensitive land uses when considering the siting or expansion of airports, heliports, and helistops/helipads as addressed in the Land Use Element.

Aircraft noise is one of the factors that the state-required Airport Land Use Compatibility Plans address~~es~~ with established policies for land use compatibility for each public use airport and military air installation. The Airport Land Use Compatibility Plans, as discussed in the Land Use Element, incorporate~~s~~ the California Airport Noise Standards that establishes the 65-dBA CNEL as the boundary for the normally acceptable level of aircraft noise for noise-sensitive land uses including residential uses near airports. The land use noise compatibility policies in the compatibility plans could be more or less restrictive for uses affected by aircraft noise than shown on Table NE-3. The City implements the noise policies contained in the compatibility plans through development regulations and zoning ordinances in the Land Development Code.

Since CNEL represents averaged noise exposure over a 24-hour period, there can be single event noise levels that may exceed the reported CNEL. Although there is no single event standard for aircraft noise exposure, the measurement of the duration and maximum noise levels during single event noises can assist in evaluating potential affects on future noise sensitive land uses.

Uses that have outdoor areas exposed to high levels of aircraft noise cannot mitigate noise levels to an acceptable level due to overflights. Noise-sensitive uses that have outdoor areas used daily by the occupants, such as schools for children and child care centers, are incompatible in areas that exceed the 65 dBA CNEL since mitigation measures cannot reduce exposure to outdoor play areas from prolonged periods of high aircraft noise.

San Diego International Airport (SDIA)

San Diego International Airport (SDIA) at Lindbergh Field is the commercial air carrier airport serving the region located in the City's urban center and is adjacent to downtown. Although various industrial, commercial, and residential uses surround the airport, residential is the primary use and the most affected by the airport. Primarily commercial air carrier aircraft with a limited number of general aviation corporate jet aircraft use SDIA. Normally, aircraft arrive from the east and depart to the west. Noise from aircraft taking off and climbing affect more areas west or adjacent to SDIA, whereas noise from aircraft approaching and landing affects fewer areas east of the airport. Commercial aircraft noise has been declining due to advances in engine technology. However, noise will affect more areas as operations at SDIA increase in the future.

The SDIA requires a variance from the California Airport Noise Standards in order to operate with noise in excess of the 65 dBA CNEL affecting residential uses. As the airport operator, the San Diego County Regional Airport Authority has implemented monitoring and mitigation measures to minimize aircraft noise affecting residential areas. The SDIA prohibits most late night takeoffs to help limit noise impacts. As a mitigation measure, the Quieter Home Program retrofits affected homes to reduce interior noise levels to an acceptable level. The variance requires that the Airport Authority obtain avigation easements for new residential uses and other noise sensitive uses above the 60 dBA CNEL and for participating homes in the Quieter Home Program.

Communities surrounding SDIA contain existing and planned areas for residential uses including higher-density residential uses. Higher-density residential structures use construction materials that can mitigate higher exterior noise levels to acceptable levels. Higher-density residential uses also contain limited outdoor areas, which limit the length of outdoor exposure to higher noise levels. Given the geographic extent of the areas above the 65 dBA CNEL within the SDIA airport influence area and the desire to maintain and enhance the character of these neighborhoods, the City conditionally allows future single unit, multiple unit, and mixed-use residential uses in the areas above the 65 dBA CNEL. Although not generally considered compatible with aircraft noise, the City conditionally allows multiple unit and mixed-use residential uses above the 65 dBA CNEL only in areas with existing residential uses, and single unit residential uses only on existing single unit lots. Any future residential use above the 65 dBA CNEL must include noise attenuation measures to ensure an interior noise level of 45 dBA CNEL, provision of an avigation easement, and be located in an area where a community plan and the Airport Land Use Compatibility Plan allow residential uses.

Marine Corps Air Station (MCAS) Miramar

MCAS Miramar operates a mixture of jet fighter, transport, and helicopter aircraft. Noise from military air installations presents different noise issues compared to civilian airports. Military readiness requires constant training. Aircraft training includes touch and goes (takeoffs and landings with a close-in circuit around the airport), aircraft carrier simulated landings, practice instrument approaches, and normal departures to and arrivals from other installations or training areas. As a result, noise can affect more areas than from civilian airports. Helicopter noise can be an annoyance since helicopter noise events last longer and pulsate.

As indicated by the Air Installations Compatibility Use Zones (AICUZ) study, adjacent industrial and commercial uses are compatible with MCAS Miramar's noise levels. Noise from MCAS Miramar affects residential areas in surrounding communities. To minimize aircraft noise impact on residential areas, the Marine Corps implements noise abatement and monitoring programs as described in the AICUZ study.

Brown Field and Montgomery Field

Noise levels from Brown Field and Montgomery Field municipal airports are not as extensive as the noise levels from SDIA and MCAS Miramar. Typically, the smaller general aviation aircraft, both propeller and jet aircraft operate from Brown and Montgomery Fields.

Due to the length of its runways, Montgomery Field cannot accommodate all types of general aviation aircraft. Noise-compatible commercial and industrial uses are adjacent to the airport. Aircraft noise affects residential areas in surrounding communities. To minimize the impact on surrounding residential areas, Montgomery Field has a noise-monitoring program to assess aircraft noise and regulations, including a nighttime noise limits and a weight limit for aircraft using the airport.

General aviation propeller and jet aircraft, as well as law enforcement and military aircraft, use Brown Field. Noise-compatible open space and industrial uses are primarily adjacent to Brown Field. Aircraft noise affects residential uses to the west of the airport.

Airports Outside of the City

Aircraft noise from airports outside of the City is also less extensive than noise from SDIA and MCAS Miramar. Military aircraft operations at Naval Air Station (NAS) North Island and Naval Outlying Field (NOLF) Imperial Beach primarily use the airspace over the Pacific Ocean and the San Diego Bay. The primary traffic pattern for helicopters training at NOLF Imperial Beach is along the Tijuana River Valley and then offshore. Overflight noise from general aviation aircraft operating at Gillespie Field has the potential to affect residential areas in the City west of the airport. Aircraft noise from commercial air carrier operations at the Tijuana International Airport in Mexico primarily affect open space and industrial uses adjacent to the international border in the Otay Mesa area.

Helicopter Operations

The noise levels associated with operations at a heliport or helipad/helistop depend upon the flight path, the helicopter types used, the number of operations, and the time of day. Helicopter activity from military helicopters, private, police, fire/rescue, medical, and news/traffic monitoring helicopters contribute to the general noise environment in the City. In particular, low-flying helicopters are a source of noise complaints in the City, especially at night. Within the City, most helicopters operate from existing airports. Emergency medical or public safety helicopters primarily use the few certified off-airport heliports.

Policies

NE-D.1. Encourage noise-compatible land use within airport influence areas in accordance with federal and state noise standards and guidelines.

NE-D.2. Limit future residential uses within airport influence areas to the 65 dBA CNEL airport noise contour, except for multiple-unit, mixed-use, and live work residential uses within the San Diego International Airport influence area in areas with existing residential uses and where a community plan and the Airport Land Use Compatibility Plan allow future residential uses.

NE-D.3. Ensure that future multiple-unit, mixed-use, and live work residential uses within the San Diego International Airport influence area that are located greater than the 65 dBA CNEL airport noise contour are located in areas with existing residential uses and where a community plan and Airport Land Use Compatibility Plan allow future residential uses.

a. Limit the amount of outdoor areas subject to exposure above the 65 dBA CNEL; and;

b. Provide noise attenuation to ensure an interior noise level that does not exceed 45 dBA CNEL.

NE-D.4. Discourage outdoor uses in areas where people could be exposed to prolonged periods of high aircraft noise levels greater than the 65 dBA CNEL airport noise contour.

NE-D.5. Minimize excessive aircraft noise from aircraft operating at Montgomery Field to surrounding residential areas.

a. Implement a noise-monitoring program to assess aircraft noise.

b. Implement nighttime aircraft noise limits and a weight limit for aircraft using the airport.

NE-D.6. Encourage civilian and military airport operators, to the extent practical, to monitor aircraft noise, implement noise-reducing operation measures, and promote pilot awareness of where aircraft noise affects noise-sensitive land uses.

NE-D.7. Limit future uses within airport influence areas when the noise policies in the compatibility plans are more restrictive for uses affected by aircraft noise than shown on Table NE-3.

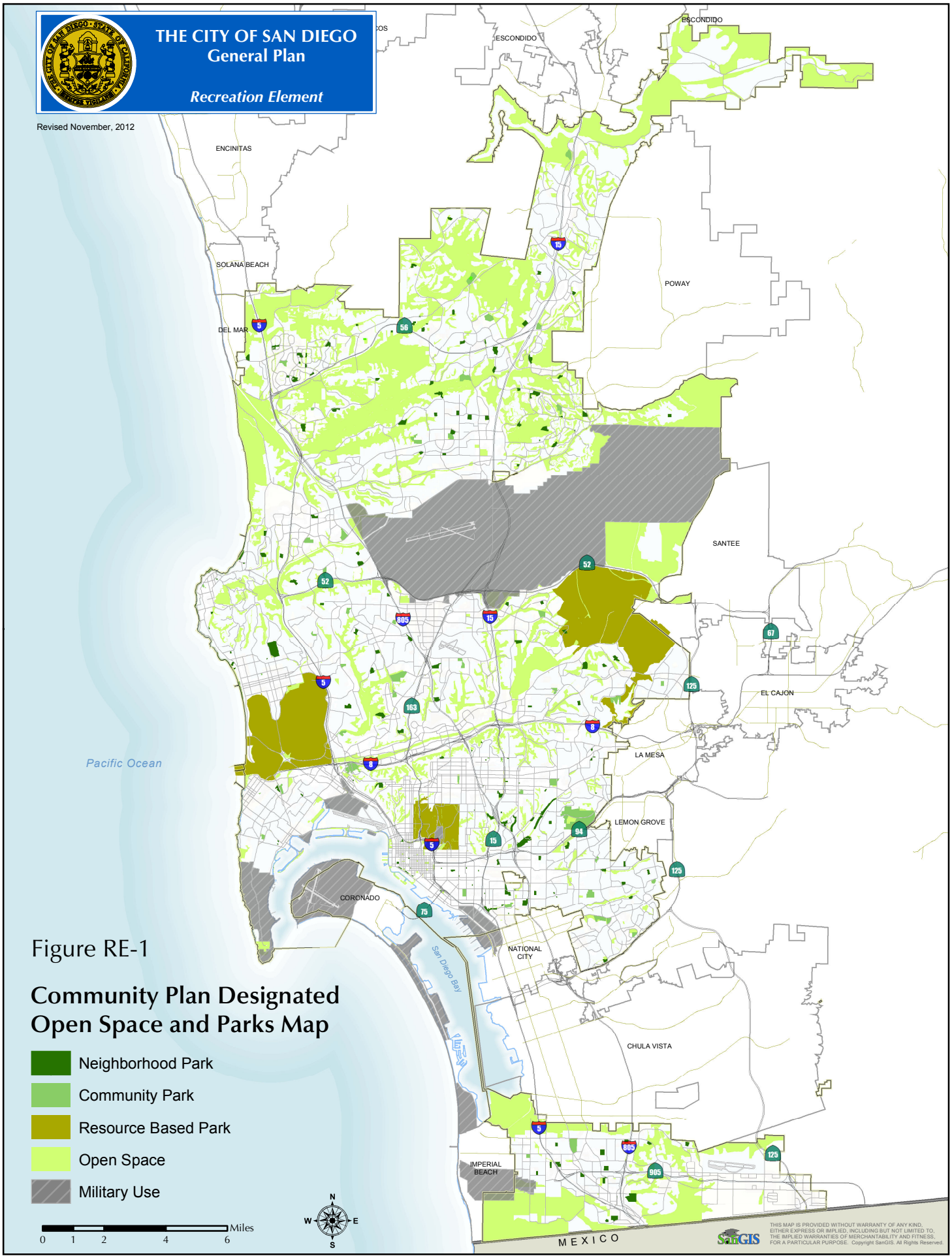

Figure RE-1

Community Plan Designated Open Space and Parks Map

Community Planners Committee

Planning, Neighborhoods & Economic Development Department ● City of San Diego
1222 First Avenue, 4th Floor ● San Diego, CA 92101
SDPlanninggroups@sandiego.gov ● (619) 235-5200

CPC FINAL MINUTES FOR MEETING OF FEBRUARY 25, 2014

MEMBERS PRESENT:
Jim Varnadore, City Heights
Jeff Barfield, Clairemont Mesa
Rhea Kuhlman, College Area
Laura Garrett, Downtown (Centre City)
Laura Riebau, Eastern
Kenneth Malbrough, Encanto
David Strickland, Greater Golden Hill
David Moty, Kensington/Talmadge
Joe La Cava, La Jolla
Pat O'Donohoe, Mira Mesa
Lorayne Burley, Miramar Ranch North
Debbie Watkins, Mission Beach
Marla Bell, Mission Valley
Daniel Smith, Navajo
Jim Baross, Normal Heights
Vicki Granowitz, North Park
Giovanni Ingolia, Ocean Beach
Mel Ingalls, Otay Mesa
Albert Velasquez, Otay Mesa Nestor
Brian Curry, Pacific Beach
Julia Quinn, Peninsula
Richard House, Rancho Bernardo
Jon Becker, Rancho Penasquitos
Matthew Paredes, San Ysidro
Wallace Wulfeck, Scripps Miramar Ranch
Bob Crider, Serra Mesa
John Mooney, Skyline/Paradise Hills
Robert Leif, Southeastern
Tim Splinter, Tierrasanta
Janay Kruger, University

VOTING INELIGIBILITY/RECUSALS: Otay Mesa Nestor.

Guests: Justin Delesare, Reynaldo Pisano, Tim Golba, Mark Rowland, and others.

City Staff/Representatives: Bill Fulton, Robert Vacchi, Nancy Bragado, Sara Osborn, and Diane Maglaras.

NOTE: *The sign-in sheets provided at the entrance to the meeting are used to list CPC Representatives, guest speakers, and staff present at the meeting.*

1. **CALL TO ORDER:** Chair Joe La Cava called the meeting to order at 7:00 pm and proceeded with roll call.

2. **NON-AGENDA PUBLIC COMMENT:**
   Mel Ingalls, Otay Mesa, spoke about the upcoming Jobs Economics event February 28, 2014 from 12:30 to 3:30, 3165 Pacific Highway.

3. **MODIFICATIONS AND APPROVAL OF AGENDA:**
   David Moty, Kensington/Talmadge, moved to approve agenda. Seconded by Jim Varnadore, City Heights. Motion passed unanimously.

4. **APPROVAL OF THE MINUTES OF JANUARY 28, 2014:**
   Robert Leif, Southeastern, moved to approve minutes with exception to add David Strickland, Greater Golden Hill, as a member present. Seconded by Matthew Paredes,

San Ysidro. Motion passed 23-0-6. 6 Abstentions: Peninsula, Mission Valley, Serra Mesa, Ocean Beach, Pacific Beach and Rancho Penasquitos.

5. **ROBERT VACCHI, DIRECTOR, DEVELOPMENT SERVICES:** Information Item
Robert Vacchi discussed what functions are in the Development Services Department and his vision going forward.

6. **ROUNDTABLE DISCUSSION:** Information Item
Open discussion about community plans, discretionary permits, processing, public hearings, etc. CPC shared with one another their experiences, issues, concerns, ideas, and solutions.

7. **GENERAL PLAN AMENDMENTS:** Action Item
Sara Osborn, Senior Planner, Planning, Neighborhoods & Economic Development, spoke about the proposed amendments to the General Plan.

Motion by Laura Riebau, Eastern, to approve with a recommendations made by the Ad Hoc Committee as follows. In the Land Use and Community Planning Element, change Policy LU-D.8 to include that the public will also have the ability to submit a request to the City Council to consider a plan initiation. In the Economic Prosperity Element, Redevelopment section, remove references to "Civic San Diego" and replace with Successor Agency. The ad hoc committee had also recommended that staff revise the definition of "infill" in the Glossary to ensure that infill development does not ruin the historic fabric of the community. Seconded by Robert Leif, Southeastern, University. Motion Passed 26-0-3. 3 Abstentions: Mira Mesa, Peninsula and La Jolla.

Note: Jon Becker, Rancho Penasquitos, not in attendance during vote.

8. **REPORTS TO CPC:**
- Staff Report
  - The Otay Mesa Nestor Community Plan Update will go to City Council on March 11, 2014.
- CPC Appointment Reports:
  - None
- Subcommittee Reports:
  - None.
- Chairperson's Report:
  - Announcement that City has a new Mayor.
  - Council 600-24 update will be brought to CPC's March meeting for a final action.
  - Infrastructure draft presentation was circulated to members.

11. **ADJOURN TO NEXT REGULAR MEETING, March 25, 2014.**
The meeting was adjourned by Chair Joe La Cava at 9.00 pm.

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

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

Notes:

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

A – Normally Acceptable or Satisfactory

C – Conditionally Acceptable

N – Normally Unacceptable

U- Clearly Unacceptable

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

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

Notes:

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

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