



THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: August 27, 2009

REPORT NO. PC-09-067

ATTENTION: Planning Commission
Agenda of September 3, 2009

SUBJECT: 2050 Regional Growth Forecast

SUMMARY:

This is an information item only. No action is required on the part of the Planning Commission at this time. San Diego Association of Governments (SANDAG) staff will present information on the goals and purpose of 2050 Regional Growth Forecast, review the regional growth forecast and estimated planned capacity, and describe a range of land use scenarios that could be applied to address the housing unit capacity shortfall to meet the forecasted 2050 housing demand. Staff is seeking Planning Commission discussion and input on the land use scenarios.

BACKGROUND

The San Diego Association of Governments (SANDAG) is in the process of preparing the 2050 Regional Growth Forecast. The regional forecast is largely based on local land use plans and policies, and is meant to reasonably identify where growth is projected to occur in the region over the next 40 years. The forecast is completed through a multi-step, collaborative process that involves input from local jurisdictions. City staff works closely with SANDAG to make certain that the forecast is consistent with adopted community plan land use and current long-range planning efforts.

The forecast is the first step in developing the 2050 Regional Transportation Plan (RTP). As a part of the RTP, the 2050 forecast will serve as the basis for the region's first Sustainable Communities Strategy. The forecast will also be used in developing the Regional Housing Needs Assessment (RHNA) and updating the next Regional Comprehensive Plan (RCP). In addition, the 2050 Forecast will support local land use, capital improvement, and water resource planning throughout the region. City of San Diego staff has been involved in initial discussions concerning the 2050 Regional Growth Forecast through the Regional Planning Technical Working Group (TWG). The TWG is comprised primarily of the region's planning and community development directors, and is chaired by City of San Diego Planning Director Bill Anderson.

DISCUSSION

SANDAG has prepared a memorandum (attached) that contains background information on the 2050 Regional Growth Forecast and identifies current issues that must be addressed. In summary, the

preliminary draft forecast shows that the region's currently adopted general (and community) plans, current long-range planning efforts, and the County of San Diego's draft General Plan Update, allow capacity to provide housing opportunities for about 85 percent of the housing demand projected for the region. Current City long-range planning efforts include future development assumptions for Otay Mesa, Barrio Logan, Grantville and Carroll Canyon. SANDAG has been working through the TWG to identify various land use scenarios that could provide housing opportunities for the remaining 15 percent of growth (approximately 70,000 housing units) expected in the last 10 to 15 years of the forecast.

Growth and housing capacity are key issues that are addressed in the City of San Diego's community plan update program. "Community plans are the vehicle for implementing state law pertaining to provision of housing opportunities, and meeting the City's housing needs and regional share goal (General Plan p. LU-22)." Given that the regional housing shortfall does not become evident until the late 2030s, it is reasonable to assume that the City will be able to plan for adequate capacity over the long term through community plan updates and amendments beyond current long-range planning efforts included in the draft 2050 Forecast. However, SANDAG staff needs City input on a preferred long term land use scenario over the next few months in order to continue work on the 2050 Forecast, and ultimately produce a forecast that meets state legislative requirements for preparation of the 2050 Regional Transportation Plan. Assumptions made for the purposes of the growth forecast are for long term planning purposes and do not affect the density limitations set forth in the adopted community plans.

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS

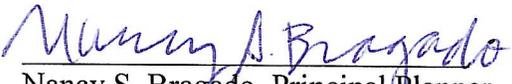
The Community Planners Committee has been informed that this item is being discussed at the Planning Commission, and Land Use and Housing Committee, and will be monitoring the issue.

CONCLUSION

SANDAG and City staff would appreciate Planning Commission input on what land use scenario(s) should be used to determine forecast housing capacity in the City of San Diego. SANDAG staff proposes to produce a draft subregional forecast in late 2009 that would be distributed for review and comment. The final forecast is expected to be presented to the SANDAG Board of Directors in early 2010 for use in the 2050 Regional Transportation Plan.

Respectfully submitted,


William Anderson, FAICP, Director
City Planning & Community Investment


Nancy S. Bragado, Principal Planner
City Planning & Community Investment

WA/MPW/NSB

Attachment: SANDAG Memorandum of July 24, 2009



401 B Street, Suite 800
 San Diego, CA 92101-4231
 (619) 699-1900
 Fax (619) 699-1905
 www.sandag.org

July 24, 2009

File Number 3100900

TO:  San Diego Region Cities and County
 FROM: Mayor Lori Holt Pfeiler, SANDAG Board Chair
 SUBJECT: 2050 Regional Growth forecast

MEMBER AGENCIES

- Cities of
- Carlsbad
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- and
- County of San Diego

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- North County Transit District
- United States Department of Defense
- San Diego Unified Port District
- San Diego County Water Authority
- Southern California Tribal Chairmen's Association
- Mexico

In its role as the Metropolitan Planning Organization for the San Diego region, SANDAG prepares a regional growth forecast every four years. The regional forecast is largely based on local land use plans and policies, and is meant to reasonably identify where growth is projected to occur in the region over the long term. The forecast is completed through a multi-step, collaborative process that involves input from local jurisdictions (in particular, the planning and community development directors who serve on the Regional Planning Technical Working Group (TWG)), citizens, and elected officials. In addition to local outreach, SANDAG staff conducts peer review by outside experts including demographers, economists, developers, and natural resource managers to evaluate economic and demographic assumptions about fertility, migration, inflation, and other indicators.

Over the past three decades, this collaborative process has resulted in forecasts that have been quite accurate. As such, SANDAG forecasts have served as a valuable planning tool for regional and local infrastructure providers such as transportation agencies, school districts, water suppliers, and others.

SANDAG currently is developing a forecast extending to 2050. The 2050 Regional Growth Forecast¹ will be the first step in developing the 2050 Regional Transportation Plan (RTP). As part of the RTP, the 2050 forecast will serve as the basis for the region's first Sustainable Communities Strategy. The forecast also will be used in developing the Regional Housing Needs Assessment (RHNA) and updating the next Regional Comprehensive Plan (RCP). Finally, as with past forecasts, the 2050 Forecast also will support local land use, capital improvement, and water resource planning efforts throughout the region.

2050 Growth: Change and Challenges

Previous forecasts have consistently shown that the San Diego region will continue to grow although at reduced rates in the future. This forecast is no different and preliminary draft projections suggest that the region will

¹ SANDAG denotes forecasts by a sequential series number. The current working forecast is known as the Series 12: 2050 Regional Growth Forecast.

approach 4.4 million residents, 1.9 million jobs, and 1.5 million housing units by 2050 (see Figure 1.) Most of the projected residential growth can be accommodated based on adopted general plans and policies; however, draft projections show the region’s housing demand exceeds planned housing capacity before 2050.

Based on land use and general plan input from the TWG, draft analysis indicates that local plans would be able to accommodate more than the 500,000 additional jobs projected by 2050, but would come up short in planned housing, with capacity for only 380,000 units out of the 450,000 projected. This results in a projected shortfall of 70,000 housing units (approximately 15 percent) by 2050.

This analysis is based on information from existing general plans, including the County of San Diego draft plan update, areas considered most likely for redevelopment based on local input, and information on natural constraints to development, such as steep slopes, habitat, and floodplains, as well as policies such as parking requirements, setbacks, and existing buildings and infrastructure, that influence future development and redevelopment potential.

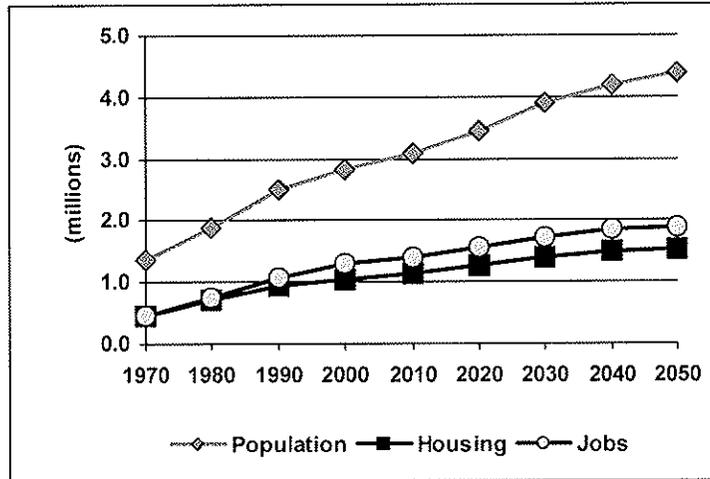


Figure 1. Draft 2050 Growth Projections for San Diego Region

Initial economic projections show strong growth in real per capita income and stable, diversified employment growth over the next four decades. While there is sufficient capacity for job growth, continued economic development in the region is contingent upon providing opportunities to house San Diego’s future labor force, as indicated in the SANDAG Regional Economic Prosperity Strategy.

Important Considerations for the 2050 Forecast

As a result of Senate Bill 375 (Steinberg, 2008), the SANDAG forecast shall “identify areas within the region sufficient to house all the population of the region...over the course of the planning period of the regional transportation plan.”² Further, in order to avoid additional state review during the RHNA process, the population forecast also must be “within a range of 3 percent of the total regional population forecast...over the same time period by the [California] Department of Finance.”³ At this point, the SANDAG 2050 projection of 4.4 million residents falls within 3 percent of the Department of Finance projection (4.5 million).

Currently adopted general plans and certain draft updates allow capacity to provide housing opportunities for about 85 percent of the housing demand projected for the region. Recognizing that many of the region’s general plans will be updated at least once between now and 2050, SANDAG staff has been working with each jurisdiction through the TWG since October 2008 to identify opportunities to accommodate the 70,000 housing units shortfall in the last 10 to 15 years of the forecast.

² California Senate Bill 375, Section 4 (b)(2)(B)(ii). Approved by California Governor September 30, 2008.

³ California Senate Bill 375, Section 8 (b). Approved by California Governor September 30, 2008.

Recommendations from the TWG and the SANDAG Regional Planning Committee, Transportation Committee, and Board of Directors

To ensure local input, SANDAG staff has been working with local planning directors, through the TWG, to identify a series of land use scenarios that could bridge the gap between the horizon year of local general plans and the 2050 forecast year. Twelve scenarios and their variants were generated through a series of workshops and meetings with the TWG. The TWG reviewed each scenario in detail with a focus on selecting alternatives that were reasonable based on knowledge of local plans and market conditions, as well as alternatives that align with regional goals described in approved plans such as the RCP and RTP. Based on those objectives, at its May meeting, the TWG recommended that SANDAG staff continue to examine the following land use scenarios:

- Maximum general plan development/redevelopment regionwide
- Density increases in transit investment areas
- Redevelopment near high-frequency transit stations
- Plan updates in Smart Growth Opportunity Areas (SGOAs)
- Inclusion of draft plans in the forecast, at jurisdiction's discretion
- Jurisdiction-specific options, not listed above

These alternatives also were presented to the SANDAG Regional Planning and Transportation Committees. Both groups recommended that these alternatives be studied further.

Recognizing that one size does not fit all jurisdictions in our diverse region, the SANDAG Board of Directors directed SANDAG staff to work with each jurisdiction to determine which (if any) of the above options provides a suitable 2050 land use scenario for that jurisdiction.

Next Steps

To have the best chance of meeting the schedule set for completing the RTP, the regional growth forecast process must move ahead. To help facilitate the forecast process, the SANDAG Board of Directors has directed SANDAG staff to work with each jurisdiction to develop the 2050 growth forecast. Each jurisdiction will have the option to consider one of the proposed 2050 scenarios (listed above) or to provide a substitute scenario.

Upon collecting information from each jurisdiction, SANDAG staff proposes to produce a draft subregional forecast in late 2009 that would be shared with each jurisdiction for comment and review. The final forecast is expected to be presented to the SANDAG Board of Directors in early 2010 for use in the 2050 RTP.

KKU/BJA/dsn