

# City of San Diego Progress Guide and General Plan Status of Updates

## 1.0 *Conservation Element*

### 1.1 Existing Conservation Element

(Adopted February 26, 1979, Amended March 18, 1997)

The 1979 Conservation Element provides a framework for the planned management, preservation and use of natural resources, including land (landforms, beaches, shoreline, erosion, soil, and agricultural land), water (rivers, streams, lakes, reservoirs, oceans, bays, lagoons, fisheries, pollution), minerals (sand, gravel, salt), ecology (vegetation, wildlife, major habitats, endangered species, human threats), and air. In 1997, the City Council amended the Conservation Element and the Open Space Element to reflect the goals of the Multiple Species Conservation Program.

Many of the recommendations in the existing Conservation Element are still valid. Others require minor editing, updating, or need to be completely rewritten. To link conservation issues more cohesively, the Conservation Element, Energy Conservation Element, and portions of the Open Space Element will be consolidated into a new element: the Conservation and the Environment Element. One of the major goals in the Conservation and the Environment Element will be to establish stronger links between land use, urban design, natural resource conservation, equity, and environmental health. The Conservation and the Environment Element will satisfy state requirements for both the Open Space and Conservation Elements.

The following outline illustrates the policy areas that will be addressed in the Conservation and the Environment Element. Most of the policies are taken directly from the Strategic Framework Element and Action Plan to specifically address resource protection, pollution prevention, efficient land development, social equity, and environmental education. New policies will need to be discussed and developed through the update process. At this point, this outline does not include policies from the existing Open Space Element of the Progress Guide and General Plan.

### 1.2 Conservation Element Revisions

#### **Relevant Strategic Framework Element Core Values:**

- The natural environment.
- The City's extraordinary setting defined by its open spaces, natural habitat, and unique topography.
- A future that meets today's needs without compromising the ability of future generations to meet their needs.

- The conservation, preservation, and environmental quality of natural resources.
- A compact, efficient, and environmentally sensitive pattern of development.
- The health, economic prosperity, and well-being of our citizens.

**Issue Areas:**

**A. Resource Protection**

1. Conserve and restore natural and imported resources by continuing and enhancing existing programs and policies, and by developing new programs and policies that use proactive measures in addition to corrective action.

**a. Biodiversity, Habitat, Open Space and Wildlife**

- 1) Conserve and protect wildlife, vegetation and sensitive habitat.
- 2) Maintain biodiversity to assure a viable, self-perpetuating ecosystem.
- 3) Manage all resources necessary for the survival of endangered species.
- 4) Prioritize open space acquisition that also preserves important ecological resources.
- 5) Provide human access to Multiple Species Conservation Open Space areas for recreational purposes that do not conflict with preservation of these areas.
- 6) Adopt enabling legislation to permit use of the Williamson Act for habitat protection.

**b. Energy and Water**

- 1) Prioritize energy conservation measures that also further the goals of other Progress Guide and General Plan Elements.
- 2) Coordinate City energy planning programs with Federal, State and regional policies and goals.
- 3) Pursue adequate funding at both State and Federal levels for research and development of alternative energy sources.
- 4) Continue water reclamation research to provide inexpensive means of leaching soils and preventing salt water intrusion in addition to lowering water rates.
- 5) Continue efforts to reduce evaporative losses in City reservoirs.
- 6) Continue active participation in water reclamation and seawater conversion programs.

**c. Geographical Features**

- 1) Improve the effectiveness of existing policies and regulations to protect topographic and open space resources. See Strategic Framework Action Plan 4.f.
- 2) Leave floodplains, steep slopes, canyons, coastal and waterfront lands undeveloped or minimally developed consistent with their special qualities and limitations.
- 3) Continue studies of proposed revisions to floodplain zoning, the Hillside Review and Resources Ordinance, and the development of flood-plain and hillside development guidelines,

- 4) Provide for the natural sand flow to beaches in watershed management and floodplain regulation.
- 5) Study the impact of all public and private alterations of cliffs and shoreline to minimize erosion.
- 6) Carefully study and control runoff, sedimentation, and erosion both during and after construction.
- 7) Limit the use of beaches and shorelines to appropriate ocean-oriented recreational and educational uses.
- 8) Protect and preserve important tide pools and lagoons and marine canyons for recreational and research activities.

**d. Minerals**

- 1) Protect major mineral deposits from encroachment by land uses that would make their extraction undesirable or impossible.
- 2) Produce sand and gravel with minimal harm and disturbance to adjacent persons and properties.
- 3) Plan rehabilitation of depleted mineral areas to facilitate reuse compatible with local development objectives.
- 4) Preserve the local salt industry.

2. Conserve renewable and nonrenewable resources through greater efficiency, reuse, and recycling to reduce the City and region's reliance upon expansion of supply and importation. See Strategic Framework Action Plan 4.g.

**a. Energy and Water**

- 1) Maintain and promote water conservation and recycling programs to conserve energy.
- 2) Develop innovative water supply techniques: conservation, reclamation, sea water conversion, watershed management.
- 3) Develop emergency contingency plans, in cooperation with other local agencies and regional suppliers, to assure essential energy supplies and radically reduce non-essential consumption during periods of sudden energy shortage.
- 4) Support development of local non-depleting energy sources: solar, geothermal, biomass, wind, hydroelectric, tidal and ocean current movements.
- 5) Assure an adequate energy supply through a comprehensive program of energy conservation, energy-efficient production, use of alternative energy sources, and energy-efficient design of the community.
- 6) Direct sustained efforts towards eliminating inefficient energy use.
- 7) Pursue energy independence and develop energy conservation, supply, and efficiency programs. See Strategic Framework Action Plan 4.b.
- 8) Increase reliance on local water resources and decrease reliance on imported water.
- 9) Provide adequate water supplies for present uses, to accommodate future growth, to attract and support commercial and industrial expansion, and to supply local agriculture.

- 10) Encourage local water agencies to use State-mandated powers to enforce conservation measures that eliminate or penalize wasteful uses of water.
- 11) Conservation measures should assure an adequate supply of exhaustible resources for future as well as for present use.
- 12) Conserve construction material resources to provide for the City's current and future growth and development needs.

## **B. Pollution Prevention**

1. Protect environmental and public health by reducing or eliminating the use of hazardous and toxic materials by residences, businesses, and public agencies; and by taking actions to minimize the levels of pollutants entering the air, soil and water.

### **a. Water**

- 1) Adopt, amend and/or enforce City policies, regulations and programs to decrease storm water and urban runoff pollution. See Strategic Framework Action Plan 4.d.
- 2) Achieve and maintain a high level of water quality in all water bodies under City jurisdiction.
- 3) Achieve and maintain water quality objectives and criteria of the Regional Water Quality Control Board and the State Water Resources Control Board.
- 4) Implement watershed management practices designed to reduce runoff and improve the quality of collection.
- 5) Continue efforts to improve quality of ocean outfall discharges.
- 6) Strictly enforce regulations concerning sewage discharge from vessels into Mission Bay and San Diego Bay.

### **b. Air**

- 1) Protect and improve air quality. See Strategic Framework Action Plan 4.h.
- 2) Prioritize air pollution-control measures that also further other goals of the Progress Guide and General Plan.
- 3) Provide attractive less-polluting alternatives to automobiles, such as improved public transit, suburban park-and-ride facilities, separated bike lanes, car and van pooling, and telecommuting.
- 4) Promote technological innovations to resolve auto air pollution problems.

## **C. Efficient Land Use**

Take an active leadership role in promoting rural and open space preservation throughout the region. See Strategic Framework Action Plan 4.f.

1. Work toward the citywide development of sustainable or “green” buildings that use renewable energy and conserve energy through design, location, construction, and operation while increasing the comfort, health, and safety of

the people who live and work in them. See Strategic Framework Element Action Plan 4.c.

**a. General**

- 1) Incorporate heat island reduction measures into the appropriate site and street design guidelines, landscape standards, and building codes to reduce peak energy demand.
- 2) Increase landscaping and emphasize the use of deciduous trees and native plants to conserve energy and water and reduce urban runoff.
- 3) Devise and implement a system of encouraging development that conserves energy through its design, location, construction and operation.
- 4) Enforce reduced levels of non-essential lighting, heating and cooling.

2. Conserve and restore natural and imported resources through efficient land use patterns.

**a. General**

- 1) Develop land use policies that conserve and restore resources through the Land Use Element, the Mobility Element, the Urban Design Element, the Community Identity Elements of the Community Plans, and the Park and Recreation Element.
- 2) Promote the development of neighborhoods and communities that provide a balance of land uses, facilities, and services thereby decreasing the number and length of passenger car trips.
- 3) Encourage infill and vertical growth of the City, rather than a pattern of horizontal development to preserve natural resources.

**b. Energy and Water**

- 1) Guide development into energy efficient land-use patterns by maximizing opportunities for public transit, walking, bicycling, and other means of transportation that minimize automobile use..
- 2) Support regional transportation system proposals that require the lowest feasible levels of energy consumption per person-mile.
- 3) Evaluate energy use and energy impacts in the environmental review process.
- 4) Evaluate probable travel requirements and mass transit use during the development review process.
- 5) Use housing distribution in relation to other land uses as a tool to minimize energy consumption.
- 6) Actively encourage innovative building and site design and orientation techniques that minimize energy use by taking advantage of sun-shade patterns, prevailing winds, landscaping, sun-screens, and choice of materials.

**c. Topography**

- 1) Consider important ecological resources in the application of floodplain and hillside zoning and the proposed development guidelines.
- 2) Encourage use of Planned Residential Development and Planned Commercial Development procedures in canyons and on hillsides.

**d. Minerals**

- 1) Integrate the extraction and processing of construction materials with other existing and proposed land uses.
- 2) Protect local evaporative production of salt as a relatively unique local industry, with present and historic interest, economic value, utility as an open space use, and importance as an ecological habitat.
- 3) Develop and adopt a mineral resources zoning classification that protects resources for present and future needs, substantially reduces operational and environmental conflicts with other land uses, terminates non-conforming status for presently unregulated mining operations, and provides for full progressive rehabilitation of worked-out extraction and processing sites.

**D. Social Equity**

1. Ensure that environmental impacts and costs of environmental protection do not unfairly burden or omit any one geographic or socioeconomic sector of the City.

**a. General**

- 1) Conserve beaches and shoreline to maintain and enhance their benefits for present and future San Diego residents and visitors.
- 2) Protect scenic overlook areas from private and unrelated uses.
- 3) Provide suitable access to all public beach and shoreline areas.
- 4) Acquire remaining private beach and shoreline areas for public use.

**E. Environmental Education**

1. Create and sponsor environmental education opportunities in cooperation with schools, colleges, museums, and community groups so that individuals, organizations, and businesses become aware of and assume more responsibility for their impacts on the environment. See Strategic Framework Element Action Plan 4.e.

**a. General**

- 1) Maintain educational and publicity programs to sustain public awareness of the importance of energy conservation, the continued existence of energy problems, and specific conservation tactics that are recommended.
- 2) Actively encourage utility rate revisions that provide incentives for domestic and commercial conservation and for shifting use to off-peak hours.

- 3) Continue and expand programs to discourage single-occupant auto trips and encourage more energy-efficient means of travel, such as carpools, public transit, bicycles, and walking.
- 4) Continue educational efforts regarding the value of and needs of the environment, both formal (school systems, e.g.) and informal (public recreational programs, e.g.).
- 5) Publicize voluntary water conservation measures that focus on reducing waste and decreasing the possibility of rationing and other undesirable restrictions.
- 6) Actively encourage public participation, understanding, acceptance and support of air quality policies as an essential component to their success.

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## **2.0 Economic Prosperity Element**

### **2.1 Existing Industrial, Commercial, and Redevelopment Elements**

(Adopted February 26, 1979)

### **2.2 Economic Prosperity Element Revisions**

#### **Relevant Strategic Framework Element Core Values:**

- The health, economic prosperity, and well-being of our citizens.
- A future that meets today's needs without compromising the ability of future generations to meet their needs.
- A compact, efficient, and environmentally sensitive pattern of development.
- A diverse economy to achieve a rising standard of living for all San Diegans.
- Social equity.
- Mutually beneficial cultural and economic ties with Mexico and our neighbors in Latin America.
- Regional coordination to resolve regional growth issues, and regional collaboration to meet economic prosperity goals.
- Schools as an integral part of our neighborhoods and equitable access to quality educational institutions.

#### **Issue Areas:**

The Economic Prosperity Element will contain coordinated and comprehensive economic prosperity goals, objectives and implementation measures.

#### **A. Employment Land Use and Availability**

1. Strategic location and type of employment lands:
  - a. Inventory and analysis of vacant and underutilized employment lands based on industry clusters, geographic location, infrastructure and transit availability, and public ownership.
  - b. Intensification of employment uses and types of uses in the Regional District, Subregional Districts, Transit Corridors, and Villages.
  - c. Incentives for industrial site infill.
  - d. Collocation of employment and residential uses.
  - e. Preservation of land for middle-income employment opportunities.
2. Retention of employment lands: Establishment of criteria to limit redesignation of employment land to other uses.
3. Commercial land uses:
  - a. Inventory and analysis of types of commercial development.
  - b. Targeting commercial uses in Urban Villages, Transit Corridors, and Neighborhood villages.
  - c. Reuse of commercial sites for non-commercial uses.
  - d. Redevelopment and other incentives for urban infill and mixed-use development.

## **B. Expansion and diversification of the employment base**

1. Business Trend Analysis:
  - a. Employment type, size, wages, job characteristics, economic indicators.
  - b. The regulatory environment; fees, taxes, public private partnerships, other business incentives, redevelopment areas, the growth impact of incentives.
2. Business Development
  - a. Industry clusters
  - b. Market trends (e.g., globalization of intellectual property)
  - c. International trade
  - d. Job quality
  - e. The role of small businesses
3. Economic Monitoring
  - a. Market trend analysis
  - b. Employment conditions and impacts.
  - c. Fiscal impacts.

## **C. Regional Infrastructure: Public Facilities and Services**

1. Prioritization of regional capital facilities (e.g., utilities, regional transit systems, water, wastewater, telecom/bandwidth, airport, rail, port, and roads) based on a strategy for future economic competitiveness, diversity and strength in key industry clusters.
2. The City's leadership role in planning and implementing infrastructure investments on a collaborative regional basis.

## **D. Equitable Development**

1. Analysis of the distribution of economic opportunity.
  - a. Middle income jobs; definition and opportunities for job/industry growth.
  - b. Living wage or alternative legislation.
2. Gentrification and policies to mitigate its negative aspects.
3. Redevelopment/revitalization policies.
4. Environmental justice policies for uses with external effects.

## **E. Education and Workforce Development**

1. Equitable access to educational opportunities.
2. Matching job training to employment needs.
3. Digital inclusion

## **F. United States – Mexico Border**

1. International coordination for border infrastructure, a bi-national village, and employment land planning in border communities.
2. International trade opportunities.

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### **3.0 Housing Element**

#### **3.1 Existing Housing Element**

(Adopted November 6, 2001)

The 1999-2004 Housing Element identifies and analyzes the City's housing needs and sets goals and policies to address these needs over a five-year period. The Housing Element is unique in that the State of California requires it to be updated every five years. The current Housing Element includes goals to ensure the development of sufficient new housing, to maintain and conserve the existing housing stock, to reduce governmental restraints in the development of new housing, to increase affordable housing opportunities, and to comply with all Federal, State and local laws related to housing.

As San Diego's housing crisis escalates, stronger Housing Element goals and objectives for the 2004-2009 planning period need to be developed. The intent of the existing Housing Element policies and goals are still valid but need to be clarified to include more specific and directive programs and objectives (e.g., replace "should" with "shall"). The updated Housing Element will meet state requirements as well as include the relevant core values, policy recommendations, and action plan items from the Strategic Framework Element.

The 2004-2009 Housing Element is outlined below.

#### **3.2 Housing Element Revisions**

##### **Relevant Strategic Framework Element Core Values:**

- A future that meets today's needs without compromising the ability of future generations to meet their needs.
- The health, economic prosperity, and well being of our citizens.
- Social equity.
- Housing affordability throughout the City and an overall diversity of housing types and costs.
- A compact, efficient, and environmentally sensitive pattern of development.
- The physical, social and cultural diversity of our city and its neighborhoods.
- The availability of public facilities, infrastructure, transit, information infrastructure, and services as essential to neighborhood quality and as necessary companions to density increases.

##### **A. Process: achieve public participation from all economic segments of the community to develop the Housing Element.**

#### **4. Housing Needs and Supply Analysis**

1. Existing owner/renter households and housing units
2. Overall housing unit production goal
3. Housing opportunity goal for very low, low, and moderate income households

4. Overcrowded households
5. Lower income households overpaying for housing
6. Special needs housing (disabled, senior, large households, farm workers, families with female head, homeless, and other)
7. Employment and population trends.
8. Units needing rehabilitation
9. Housing units needing replacement
10. Existing assisted housing projects at-risk

## **5. Housing Development Analysis and Policies**

### **1. Analysis:**

- 5.2 Five-year projected new construction needs, including the locality's share of the regional housing needs as determined by SANDAG.
- 5.3 Land inventory by acre, density, availability of services and facilities and dwelling unit capacity and land use (single family, multifamily and rental, mobile homes, emergency shelter and transitional housing, farm worker housing, infill/mixed use, non-residential other)
- 5.4 Governmental Constraints: land use controls (e.g. zoning, growth controls, open space requirements), codes and enforcement (e.g. any local amendments to UBC, degree or type of enforcement), on/off-site improvements (e.g. curbing requirements, street widths, circulation improvements), fees and exactions (e.g. permit fees and land dedication or other requirements imposed on developers), processing and permit procedures (e.g. processing times, approval procedures), other governmental constraints
- 5.5 Nongovernmental Constraints: availability of financing, price of land, cost of construction, and other nongovernmental constraints

### **2. Policies:**

- a. Improve housing affordability throughout the City.
- b. Provide a sufficient range of housing opportunities by developing and maintaining a diversity of housing types and costs.
- c. Designate both vacant and redevelopable land to achieve the City's regional share goal, as allocated by SANDAG, and to address existing citywide housing needs.
- d. Concentrate future residential density increases in the Downtown area, Subregional Districts, and Urban and Neighborhood Village Centers, as illustrated on the City of Villages map and refined by community plan updates and amendments. Future community plan updates shall include residential density minimums where there are no stated residential minimum densities in the current community plan.
- e. Establish policies within the Subregional Districts to co-locate employment and higher density residential use and adopt design standards to mitigate land use conflicts.
- f. Address, and where possible, remove governmental constraints to residential construction.
- g. Initiate public education efforts to help reduce opposition to affordable, transitional and multifamily housing proposals.

- h. Quantify objectives for the maximum number of housing units to be constructed, rehabilitated, and conserved at the very low, low, moderate and above moderate income levels.
- i. Develop programs that set forth a 5-year schedule of actions to achieve the goals and objectives of the element through the administration of land use and development controls, provision of regulatory concessions and incentives, and the use of appropriate federal and state financing and subsidy programs and when available, funds in a low and moderate income housing fund of a redevelopment agency (these will included in the final draft).
- j. Improve and conserve existing housing, particularly affordable housing stock.
- k. Analyze opportunities for energy conservation in residential development.
- l. Target financial assistance to development of housing to meet the needs of very low, low and moderate income households and special needs populations.
- m. Promote equal housing opportunities for all persons.
- n. Preserve assisted housing at risk of converting to non low-income uses.
- o. Ensure provision of coastal zone replacement housing.
- p. Aggressively pursue and secure funding and legislation at all governmental levels to increase housing affordability in San Diego.
- q. Pursue policies that seek to distribute new units affordable to lower income and special needs to populations throughout the City and to avoid their over-concentration in particular neighborhoods.
- r. Encourage institutions of higher education and the military to provide on-campus and on-base housing to relieve pressure in housing stock.
- s. Promote policies to protect renters from abrupt evictions and excessive rent increases.

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## **4.0 Land Use Element**

### **4.1 Existing Land Use Element**

Currently, the General Plan relies upon the more than forty communities, precise and specific plans to serve as the Land Use Element, although not designated as such. A Land Use Element will be prepared to: address land use issues of citywide significance, formally identify community plans as components of the General Plan and, provide guidance on their structure and content. The community plans will continue to provide more detailed and neighborhood specific policies with respect to land use, roadway and implementation. The diversity of each community plan area can, therefore, be recognized within a more comprehensive structure. The scope of the Land Use Element scope is broad and it plays a pivotal role in combining all land use issues into a set of coherent policies to guide the ultimate pattern of development for the City.

### **4.2 Land Use Element Revisions**

#### **Relevant Strategic Framework Core Values**

- We value the City's extraordinary setting defined by its open spaces, natural habitat, and unique topography.
- We value a future that meets today's needs without compromising the ability of future generation to meet their needs.
- We value a compact, efficient, and environmentally sensitive pattern of development.
- We value social equity.
- We value safe and secure neighborhoods.
- We value the physical, social, and cultural diversity of our City and its neighborhoods.
- We value housing affordability throughout the City and an overall diversity of housing types and costs.
- We value schools as an integral part of our neighborhoods and equitable access to quality educational institutions.

#### **A. Discussion of how values are related to land use distribution, arrangement, and density and intensities.**

#### **B. Existing Conditions – Data and Analysis**

- Population Data
- Inventory of Housing and Employment
- Infrastructure inventory
- Inventory of transportation infrastructure and location of mixed use and TOD areas
- Open Space lands and open space/population ratio
- Agricultural resources inventory
- Mineral and other natural resources inventory
- Active and passive park lands and scenic areas
- Existing educational centers
- Public lands
- Solid and liquid waste facilities

- Assessment of potential flood hazard areas
- Redevelopment areas, areas subject to other governmental jurisdiction
- MHPA – preserve designation area and lands acquired
- Energy producing resources
- Airport maps
- Regional port facilities
- Redevelopment areas
- Noise contours
- Detailed school information, including universities
- Solid/liquid waste facilities
- Topography
- Agricultural resources (soils)
- Generalized sand/gravel
- Mining areas
- Seismic hazard areas

**C. Citywide Land Use Policies**

- Establish land use categories and corresponding densities and intensities
- Recommended density and intensity standards for areas to be served by transit
- Refine village opportunity areas (by definition of characteristics) - SFE
- Require the location of public facilities to benefit these village opportunity areas
- Establish general standards for mixed use development
- Define the relationship between and the authority of the Land Use Element and the Land Development Code - SFE
- Establish guidelines for locating educational facilities and use of surplus land
- Establish guidelines for locating and improving public facilities to ensure equitable distribution and access
- Address the relationship between the distribution of land uses and the CIP and provide guidance for the timing and siting of capital improvements to further the overall growth and development policies.
- Address annexation policies - SFE
- Update policies regarding the tier system – SFE
- Include policies related to Environmental Justice – State Law

**D. Relationship between the Land Use Element and the Community Plans and Framework for Community Plan Updates and Amendments – SFE Direction**

- Establish a general policy to prioritize community plan updates according to existing facility deficiencies.
- Include policies, as identified in the Strategic Framework Element, to establish criteria for community plan amendments that increase residential density.
- Establish a general policy to revise the plan amendment process to preserve the integrity of the community and the general plan.
- Develop an outline for an annual report to track land use plan amendments.

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## **5.0 Mobility Element**

### **5.1 Existing Transportation Element**

(Adopted March 5, 1985)

The 1985 Transportation Element provides a framework for developing a comprehensive and coordinated transportation system. It contains recommendations related to: streets and highways, parking, transit, airports, bicycles and pedestrians, maritime, and noise. Many of these recommendations are still valid. Others require minor editing or updating, and some need to be completely rewritten. For example, the existing General Plan goal to achieve “a transportation system that is safe, functional, efficient, environmentally acceptable, and aesthetically pleasing” is still pertinent. However, comprehensive amendments to the element are needed to:

- reflect Strategic Framework Element recommendations to implement the Transit First strategy and the Regional Transit Vision;
- implement the City of Villages goal to develop a multi-modal transportation system;
- focus on the mobility, environmental, and health benefits of walkable communities;
- update existing conditions, planned network maps, and level of service projections using Mobility 2030 (the Regional Transportation Plan) as a base;
- link the planned transportation network to the new Land Use Element; and
- incorporate new policies related to environmental justice .

The existing element supports multi-modalism, but places greater emphasis on road-building as the solution to congestion. In summary, the importance of all modes of transportation and the link to land use planning in meeting mobility goals will have a greater emphasis in the new Mobility Element. Issue areas to be incorporated into the Mobility Element are outlined below. Some policies are taken directly from the Strategic Framework Element and existing General Plan. Other policies will be discussed and developed through the update process.

### **5.2 Mobility Element Revisions**

#### **Relevant Strategic Framework Element Core Values:**

We Value:

- A convenient, aesthetically pleasing, and multi-modal transportation system.
- Walkable communities with tree-lined streets.
- Parks and public spaces, accessible by foot, transit, bicycle, and car, as areas for neighborhood, community, and regional interaction and convenient recreation.
- The availability of public facilities, infrastructure, transit, information infrastructure, and services as essential to neighborhood quality and as necessary companions to density increases.

## **Issue Areas:**

### **A. Land Use and Transportation Policies**

1. Integrate land use and transportation planning to improve mobility.
2. Require transit-oriented development in village centers.
3. Provide adequate transportation facilities and services to support villages.
4. Encourage development of through streets in grid patterns and discourage large super-blocks to provide a balance of human-scaled transportation facilities while providing adequate transportation capacity and alternative routes.
5. Encourage a mix of uses in village centers so that local trips can be made by walking and bicycling.
6. Design developments to be accessible by foot, bicycle and transit, as well as by automobile.
7. Promote design accessibility for all, with special attention to the needs of children, the elderly, and people with disabilities.

### **B. Streets and Highways Policies**

1. Design new neighborhoods and modify the existing street network to better support walking, transit, and bicycling.
2. Design street and highway facilities to:
  - a. accommodate and balance service to all users/modes, using the guidelines contained within the City Street Design Manual,
  - b. respect the natural environment, scenic character, and community character of the area traversed, and
  - c. emphasize aesthetics and noise reduction.
3. Provide capacity and operational improvements to streets and highways to minimize congestion with a focus on persons and goods, not just vehicles.
4. Support targeted freeway and roadway improvements.
5. Maximize the efficiency of transportation infrastructure by implementing Transportation Systems Management (TSM) and Transportation Demand Management (TDM) measures.

### **C. Transit First Policies**

1. Use the Regional Transit Vision as the basis for transit planning, development, and land use coordination.
2. Implement transit priority measures to help make transit travel times competitive with the automobile.
3. Prioritize transit service investments in existing and planned villages.
4. Integrate transit into neighborhoods and developments.
5. Ensure that the design and location of transit stations and centers respect neighborhood character.
6. Continue efforts to achieve a transit system that is 100% accessible.

### **D. Walkable Communities Policies**

1. Create a safe, efficient, and attractive street environment for pedestrians.
2. Develop a citywide Pedestrian Master Plan, or similar tool, to identify needed improvements to the pedestrian network.

3. In programming capital improvements, prioritize those that provide safe and accessible routes to schools, transit, and village centers.
4. Provide pedestrian and neighborhood amenities such as street trees, benches, public art, and plazas.
5. Form partnerships with citizens, community groups, public health advocates, business associations, and developers to better realize the mobility, environmental, and health benefits of walkable communities.
6. Recognize the role of walking as a mode of transportation. Work with SANDAG to increase funding for pedestrian improvements as a percentage of regional transportation funds and to monitor pedestrian mode split.
7. Integrate pedestrian considerations into private and public projects. Include the cost of implementing pedestrian improvements into project budgets.
8. Link pedestrian paths and trails into a region-wide network where possible.

**E. Bicycle Policies**

1. Create a safe and effective bikeway network to serve commuter and recreational riders and to encourage more people to bicycle to meet their mobility needs. Use the Bicycle Master Plan to guide the development and maintenance of the bikeway network.
2. Encourage bicycling through educational, marketing, and promotional programs.
3. Require convenient bicycle access and secure bicycle storage facilities in all major activity centers such as schools, parks, libraries, shopping centers, office buildings and employment centers. Provide showers and locker rooms in office buildings and employment centers.
4. Prohibit on-street parking where necessary and appropriate to provide safe bikeways.

**F. Gateways and Linkages Policies**

1. Ensure that the natural form of the City is legible from crossing points in the circulation system.
2. Define neighborhood and community edges by either natural open spaces or urban enhancements, including streetscape improvements, to celebrate gateways and entrances.
3. Landscape transportation corridors to enhance landmarks, views, and community character.

**G. Parking Management Policies**

1. Consider public and private parking facilities as part of the community infrastructure necessary to support existing and planned land uses. Provide community parking facilities that serve multiple users.
2. Support parking management programs, regulations, and districts that encourage shared parking and more efficient use of on- and off-street parking resources.
3. Support innovative programs, such as car sharing cooperatives and small neighborhood cars, to reduce the number and size of needed parking spaces.
4. Limit or prohibit on-street parking in intensively utilized areas and along

heavily traveled routes where needed to improve multi-modal mobility with facilities such as bikeways and transit ways.

#### **H. Financing Policies**

1. Aggressively pursue all potential sources of funding, including private sector participation and user fees to finance the construction, operation, and maintenance of needed transportation facilities and services.
2. Take a leadership role to support the extension of TransNet, and other means, to increase funding for transit operations and capital improvements.
3. Work with elected officials at all levels of government to increase the amount of federal and state transportation funds that are allocated to the San Diego region, and where possible, to increase local flexibility and discretion in the use of such funds.
4. Use local funds strategically to leverage state and federal funds.
5. Support legislation to increase financing for transportation improvements that are linked to smart growth policies.
6. Promote environmental justice in transportation projects through a cost-benefit analysis that determines who benefits from transportation improvements, who bears the burden from them, and who pays for them.
7. Require the dedication and/or improvement of transportation facilities in conjunction with the subdivision of land, negotiated development agreements, discretionary permits, and facilities financing plans.
8. In community plans, establish policy direction on phasing thresholds that link development to transportation facilities and services.
9. Support the continued implementation of transportation financing mechanisms such as local tax increment districts, benefit assessment districts, public/private sector joint development and use of transportation centers, and community landscape improvement and maintenance districts.
10. In programming capital improvements, give priority to the most cost-effective multimodal improvements in existing and proposed villages and congestion hot spots.
11. Work with SANDAG to increase funding for transportation projects that implement smart growth goals.

\* *In addition, the sections on Rail, Maritime, and Noise will be updated. The Strategic Framework Element does not contain specific recommendations in these areas.*

## **6.0 Public Facilities Element**

### **6.1 Existing Public Facilities, Services, and Safety Element**

(Adopted February 26, 1979)

The Public Facilities, Services and Safety Element, adopted as a part of the 1979 General Plan, addresses those public facilities and services that are publicly managed and which have a direct influence on the location and allocation of land use. These are schools, libraries, police, fire, water, sanitation, and flood control.

The guiding goal in allocating services is to program these public facilities at a time and level to complement accompanying development. The existing Element states “one should not precede the other,” and “the installation of public service can be used as a powerful tool in guiding and timing development in desired locations.” The 1979 Urban Development Program divided the City geographically into three tiers or phases of growth: Urbanized, Planned Urbanizing, and Future Urbanizing. Currently most the City falls within either the Urbanized or Planned Urbanizing area tiers. Many of the older Planned Urbanizing areas such as Mira Mesa and Rancho Bernardo have reached plan build-out, and are beginning to experience limited redevelopment. The recently adopted Strategic Framework Element calls for an alternative development phasing proposal to be developed to address all of the tiers in order to implement the City of Villages strategy.

Several amendments to the Public Facilities, Services, and Safety Element are needed to:

- reflect Strategic Framework Element recommendations on key policies to address the phasing of new development and the preparation of public facilities plans;
- implement the City of Villages strategy through prioritization of citywide and community facility needs;
- incorporate public amenities into village projects;
- encourage the use of shared resources; and
- identify additional user fee and taxation measures to provide facilities and services such as parks, libraries, fire facilities, schools, police services, sewer lines, public transit, and local roadway improvements and amenities.

The existing element emphasizes the importance of timely development of facilities and services so as not to impact the capacity and ability of the City to provide the service. Findings included in the 1979 element did not, however, reflect the severe infrastructure financing strains that have occurred over the last twenty-five years, beginning with voter-approved property tax limitations. These fiscal constraints have impacted all California cities, yet San Diego utilizes fewer general revenue sources than other medium and large cities in the States. In addition to incorporating the goal of state-local fiscal reform that could benefit the City, alternative methods of financing public facilities will be addressed as identified by the Strategic Framework Element and through the plan update process.

## **6.2 Public Facilities Element Revisions**

### **Relevant Strategic Framework Element Core Values:**

We Value:

- The availability of public facilities, infrastructure, transit, information infrastructure, and services as essential to neighborhood quality and as necessary companions to density increases.
- A future that meets today's needs without compromising the ability of future generations to meet their needs.

### **Issue Areas:**

#### **A. Schools**

1. Cooperatively assist in resolving availability and capacity issues
2. Expand joint usage as community learning centers/ other uses
3. Consider architectural design in the community context
4. Pursue greater state flexibility in design to reflect local desires
5. Continue working on Model Urban School pilot projects

#### **B. Libraries**

1. Evaluate existing facilities for adequacy or expansion/ relocation
2. Balance decisions on library effectiveness with community and city-wide needs
3. Consider joint use sharing of facilities to provide for community service or education purposes

#### **C. Public Safety (Police, Fire, and Disaster Preparedness)**

1. Police sub-stations should be located near the geographic center of an area to be covered and accessible to major transportation routes
2. Police personnel should be continually involved in the review of proposed developments to implement the defensible space concept
3. Fire personnel should be continually involved for their examination of the fire safety of all land use developments
4. Adequate fire service should be provided for all areas of the community
5. In conjunction with the Unified County Emergency Services Organization, undertake public information efforts for awareness on disaster planning, including domestic terrorism preparedness

#### **D. Water**

1. Work toward an acceptable regional approach to water management
2. Support and initiate programs of water conservation and reclamation and which would include items that follow:
  - a. Requirements that new construction have water saving devices
  - b. Re-evaluation of landscaping requirements for drought resistance
  - c. Emphasis on cluster development utilizing common use spaces
3. Maintain a forceful program of water reclamation planning and greater use of reclaimed water

**E. Sanitation (Liquid Wastes and Solid Wastes)**

1. Permit extension of sewerage lines only when in conformance with adopted plans and the available holding and treating capacity
2. Continue the program of waste water reclamation, including effective utilization of the water produced.
3. Locate sanitary landfill sites regionally to provide efficiency as well as environmental sensitivity
4. Develop resource recovery options as feasible in order to reduce the need for new and expanded sanitary landfills
5. Expand the scope of recycling for glass, paper, aluminum and other materials through public awareness and collection programs
6. Utilize landfill sites when closed for beneficial public use such as parks and wildlife habitats

**F. Floodplains (note: Storm Drainage is in the Conservation Element outline)**

1. Emphasize the multipurpose use of floodplains
2. Adopt policies favoring the preventive approach to flood control
3. Give highest priority to those floodplains where potential damage is greatest

## **7.0 Recreation Element**

### **7.1 Existing Recreation Element**

(Adopted February 26, 1979)

The existing Recreation Element provides a framework for a comprehensive public recreation system. It contains recommendations for: population-based centers, resource-based parks, other recreational accommodations, and class/programs/activities. The existing element emphasizes the combination of land, facilities, and staff services as vital elements for a constructive and enjoyable use of leisure time. It recognizes that recreation land may be difficult to acquire in the already developed parts of the city states that “an idea balance of recreational opportunities cannot be achieved through just city-wide application of numerical standards for physical facilities. These standards are important however they should be used with discretion rather than mechanically.”

#### **Existing Recreation Policies**

1. Goals
  - a. Provide a range of opportunities for active and passive recreation, educational activities, and neighborhood identification, in all parts of the city, adapted to the needs and desires of each neighborhood and community.
  - b. Enhance the urban scene by development of an extensive and varied system of open space and recreation facilities.
  - c. Acquire and preserve all beaches for public uses.
2. Discussion of park standards
  - a. Population-based Parks and Facilities
  - b. Neighborhood parks and facilities
  - c. Community parks and recreation centers
  - d. Resource-based Parks
  - e. Total Acres per Thousand Residents
3. Recommendations
  - a. Make fullest possible use of multi-purpose planning to expand recreation opportunities:
    1. Recreation use of school facilities and school use of recreation facilities
    2. Variety of compatible recreation activities within a given site
    3. Passive recreation combined with cultural resource preservation
    4. Appropriate recreational use of open space lands and wildlife conservation areas and water resources
  - b. Evaluate each park to be acquired and/or developed on an individual basis using the standards as guidelines.
  - c. Address community needs in community plans.

- d. Retain all park land for recreation purposes only. As opportunities arise, repossess for recreation purposes desirable park areas that have been diverted to other uses.
- e. Design parks so as to preserve or enhance the topographic and other natural site characteristics.
- f. Utilize planting materials native to Southern California and landscaping compatible with our climate to reduce maintenance costs.
- g. Acquire non-public beach areas for public use, and preserve and identify access.
- h. Make suitable provision for parks or open space public areas in redevelopment plans for areas presently park deficient.
- i. Needed park facilities in older urbanized areas of the city should receive higher priority in the allocation of available funds.
- j. Coordinate with private recreational facilities and commercial interest so that the private facilities complement and supplement the public recreational system.
- k. Review the existing fee schedule of the Park Fee Ordinance.
- l. Amend the Park Fee Ordinance to require park fees as a condition of building permits for construction where the underlying property has been previously subdivided.

## **7.2 Recreation Element Revisions**

### **Strategic Framework Element Values and Policies**

#### **Relevant Strategic Framework Core Values:**

We Value:

- Parks and public spaces, accessible by foot, transit, bicycle, and car, as areas for neighborhood, community, and regional interaction and convenient recreation.
- The availability of public facilities, infrastructure, transit, information infrastructure, and services essential to neighborhood quality and as necessary companions to density increases.

#### **Relevant Strategic Framework Policies:**

1. Neighborhood Quality
  - Celebrate public spaces
  - Develop partnerships with neighborhoods in the site selection, planning, design, and building of public facilities, including parks and schools, to ensure they invite community use and function as centers for the community.
2. Provide accessible and integrated parks
  - Develop a citywide park master plan to address shortfalls and provide remedies.
  - Develop alternative methods of providing parks and recreational areas to meet the needs of urban and built-out communities, recognizing available land constraints and seizing opportunities for the creation of more accessible parks and the integration of public space and recreation. Some

examples include additional or enhanced structures within park and recreational areas, public plazas, pocket parks, urban trails, linear parks, and joint use facilities.

3. Public Facilities and Services

- Promote the joint-use of facilities, including schools, parks, libraries, childcare facilities, and other public facilities and services.
- Establish service standards for public facilities and infrastructure that are flexible, but provide an equivalent level of service.
- Protect and enhance regional parks through planning and acquisition.

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## **8.0 Urban Design Element**

### **8.1 Existing Urban Design Element**

(Adopted February 26, 1979)

The existing Urban Design Element provides direction citywide for design of public and private development, circulation, infrastructure, and natural and open spaces. It contains many of the policies and issues addressed in the Strategic Framework Element such as recognizing the significance of the natural topography, directing density to compact, urban areas, promoting mixed-use and efficient development, integrating new development into the existing neighborhood character and encouraging multimodal transportation with pedestrian, bike and transit facilities. Although many of these recommendations are still valid,\* the language will need to be updated and edited to reflect the current status of the City as one which has nearly completed build-out and where new development will be focused in mixed-use villages functioning as community centers. As such, some sections may need more comprehensive revisions, for example, planning for pedestrians, transit, and mixed-use development will need significantly more detail to respond to the high significance that Strategic Framework core values place on these issues. The new element will also incorporate already developed concepts such as linking transit and land use, transit-oriented design, and street design.

Issue areas to be incorporated into the Urban Design Element are outlined below. Some policies are taken directly from the Strategic Framework Element. Other policies will be discussed and developed through the update process.

### **8.2 Urban Design Element Revisions**

#### **Relevant Strategic Framework Element Core Values:**

- We value the natural environment.
- We value the City's extraordinary setting, defined by its open spaces, natural habitat and unique topography.
- We value a compact, efficient, and environmentally sensitive pattern of development.
- We value walkable communities with tree-lined street.
- We value a convenient, efficient, aesthetically pleasing, and multi-modal transportation system.
- We value safe and secure neighborhoods.
- We value the physical, social, and cultural diversity of our city and its neighborhoods.
- We value housing affordability throughout the City and an overall diversity of housing types and costs.
- We value the City's multiplicity of arts, cultural, and historical assets.

#### **Issue Areas:**

**A. Urban Form and the Natural Environment**

1. Analysis of existing urban growth patterns.
2. Preservation of the natural base of the city by allowing the natural environment to define urban form and development.
3. Protection of natural areas and the development of public open space and trail systems that penetrate and define communities.
4. Preservation of scenic views and view corridors.
5. Efficient land development that conserves energy, water, visual quality, and other natural resources. (e.g. grading and hillside development).
6. Shoreline design.
7. Areas for future development; the regional center, subregional districts, urban and neighborhood villages, and transit corridors.

**B. Neighborhoods**

**1. Urban Infill Development**

- a. Preservation of existing neighborhood character, continuity, and identity.
- b. Design that is safe and accessible for children, seniors and the disabled.
- c. Public safety through defensible space design.
- d. Landscape design to achieve community goals.
- e. Diverse architecture in infill development that complements the surrounding neighborhood.
- f. Design elements, features and themes identified with the City or community.
- g. Community and private organization partnerships to develop public spaces including schools and parks.
- h. Integration of public facilities to existing neighborhoods.
- i. Preservation and creation of community landmarks.

**2. Mixed-Use Villages**

- a. Transit-oriented development
  - 1) Compact villages through design and location of neighborhood and community commercial uses to be accessible by foot and transit, as well as by car
  - 2) Active streetscapes to create a more attractive pedestrian environment
- b. Village Design
  - 1) Visual character and community identity through building orientation, bulk, scale, massing, architecture, setbacks and parking orientation.
  - 2) Design to mitigate potentially incompatible land uses.
- c. Celebration of public spaces
  - 1) Inclusion of significant public spaces in village development.
  - 2) Neighborhood identity through the design of prominently located civic and public uses in village centers.
  - 3) Design of schools as community centers.
  - 4) Creative park design for urban and built-out communities.

### **C. Street Design**

1. Design street systems in urban areas for maximum interconnectivity.
2. Visual quality improvement through design and landscape of sidewalks, medians, connecting walkways and crosswalks that enhance the pedestrian and bike experience.
3. Design of streetscapes, bicycle facilities, urban trails, paths and pedestrian connection projects and retrofits.
4. Transit system design to enhance visual clarity through signage lighting, and stop designs.
5. Design for safety and accessibility for children, seniors and the disabled.
6. Freeway design that is pleasant for drivers and existing residents.
7. Route clarity on freeways and major thoroughfares.
8. Encourage cluster landscaping with native plants.

### **D. Arts and Culture**

1. Integrate arts and cultural resources into neighborhoods.
2. Use art in public places to define a sense of place and interest.
3. Incorporate historic character and artifacts into new development.
4. Support neighborhood festivals and celebrations.

### **E. Historic Resources**

1. Preservation of historic and prehistoric resources.
2. Ensure that the density and intensity of new residential and mixed-use development does not threaten historic structures.

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