

SAN YSIDRO COMMUNITY PLANNING GROUP

NOTICE OF **ADJOURNED** MEETING

The NOVEMBER 16, 2020 Regular Meeting of the San Ysidro Community Planning Group is ADJOURNED. Regular Meetings are suspended until in-person public meetings are authorized.

All 13 current boardmembers will continue to serve until regular meetings can be resumed and an election by the membership is able to be held, as determined by proper authority. Likewise, officers will continue in their current office. Upon the completion of the election process, 8 newly elected boardmembers and 3 officers will serve out the remainder of a normal term (i.e., Officers to April 2022, Boardmembers to April 2024). Then the next scheduled election for the remaining 7 seats will be in March 2022.

**TERMS EXPIRED
MARCH 2020**

Miguel AGUIRRE
Maritza CHAVARIN
Rodolfo LOPEZ, JR.
Gregorio ORTIZ
Adriana ORENDAIN
Alfonso REYNOSO
Vacancy [*Candidate Edgar Alaniz*]
Vacancy [*Candidate Paul Arredondo*]

**TERMS EXPIRING
MARCH 2022**

Cinnamon CLARK
Michael FREEDMAN
Jennifer GOUDEAU
Ben MEZA
Alberto PEREZ
Jason M-b WELLS
Alfonso ZERMENO

Chairman: Michael Freedman (619) 690-3833
michaelf@cox.net

City Planner: Michael Prinz (619) 533-5931
MPrinz@sandiego.gov

VETERANS DAY

NOVEMBER 11, 2020

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COUNCILMEMBER VIVIAN MORENO

EIGHTH DISTRICT
CITY OF SAN DIEGO

November 6, 2020

Mr. Michael R. Freedman
3833 Via Del Bardo
San Ysidro, CA 92173-1557

Dear Mr. Freedman,

One of my priorities as your Councilmember is to ensure that District Eight residents receive information about important events occurring in their neighborhoods. Therefore, I am excited to share with you that there will be an upcoming large item drop-off opportunity in your community.

On Friday, December 4th, 2020 from 9AM to 12PM, three dumpsters will be available for large, unwanted items drop off. These dumpsters will be located at 125 Cypress Drive, San Diego, CA 92173. No tires, electronics, motor oil, dirt or batteries will be accepted.

My office will continue host large item drop off events in the future. If you have questions regarding this event or would like to report any City-related concerns, please contact my representative Christopher Gris at (619) 236-6688.

Sincerely,

Vivian Moreno
Councilmember, District Eight

VM/cj



The City of San Diego

Staff Report

DATE ISSUED: October 23, 2020
TO: City Council
FROM: Planning Department
SUBJECT: Complete Communities: Housing Solutions and Mobility Choices Initiative

Primary Contact: Heidi Vonblum Phone: (619) 446-5363

Secondary Contact: Brian Schoenfisch Phone: (619) 533-6457

Council District(s): Citywide

OVERVIEW:

This action requests adoption of the Planning Department's Complete Communities: Housing Solutions and Mobility Choices initiative.

The Complete Communities: Housing Solutions and Mobility Choices initiative delivers on the City's vision of creating equitable, healthy, and sustainable neighborhoods that are diverse, walkable, connected, safe, and inclusive. Complete Communities: Housing Solutions and Mobility Choices proposes amendments to the San Diego Municipal Code (SDMC) to provide incentives to increase housing production and improves the mobility network around existing transit and development. The initiative removes regulatory barriers to producing housing, invests in walking, biking, and transit infrastructure, while also investing in neighborhood and mobility amenities, such as street trees, bicycle facilities, and promenades. These types of investments increase the quality of neighborhoods where new housing is proposed by creating more active, pedestrian-oriented spaces and support mode shift to non-vehicular modes of travel, this in turn helps the City meet its Climate Action Plan (CAP) goals. Prioritizing these investments in areas where they are needed most is also a central intent of the Complete Communities initiative.

A Final Program Environmental Impact Report (PEIR) for Complete Communities: Housing Solutions and Mobility Choices, Report SCH No. 2006091032, has been prepared. The public review comment period ended on March 12, 2020, and the Planning Department has prepared responses to the comments received, which are included in the Final PEIR.

PROPOSED ACTIONS:

CERTIFY the Complete Communities: Housing Solutions and Mobility Choices Final Environmental Impact Report, SCH No. 2019060003, and adopting the Findings and Statement of Overriding Considerations.

ADOPT a resolution amending the Land Development Manual, including amending Appendix A of the Land Development Manual, adding a new CEQA Significance Determination Threshold for Transportation in accordance with SB743; adding a new Appendix R to the Land Development Manual: Transportation Study Manual; and adding a new Appendix T to the Land Development Manual to implement new Mobility Choices Regulations.

ADOPT an ordinance adding new Mobility Choices Regulations, in new Division 11 in Chapter 14, Article 3 of the San Diego Municipal Code.

ADOPT a resolution approving a new Active Transportation In Lieu Fee to offset project VMT to fund active transportation projects that reduce VMT within the City's most VMT efficient areas.

ADOPT an ordinance adding new Housing Solutions Regulations, in new Division 10 in Chapter 14, Article 3 of the San Diego Municipal Code.

ADOPT an ordinance amending Chapter 14, Article 2, Division 6 of the San Diego Municipal Code to scale Development Impact Fees for residential dwelling units through the Housing Solutions program and exempting units under 500 square feet from the requirement to pay Development Impact Fees.

ADOPT a resolution approving a new Neighborhood Enhancement In Lieu Fee to be used to fund housing preservation and active transportation and neighborhood amenities within the City's Transit Priority Areas (TPAs).

DISCUSSION:

A. What is Complete Communities?

Complete Communities is a multifaceted initiative aimed to facilitate equitable, healthy, and sustainable neighborhoods across housing, mobility, parks, and infrastructure in San Diego. Through thoughtful and inclusive planning initiatives that incentivize housing construction, reconfigure mobility infrastructure investment, create added value in our parks system, and reassess how we pay for infrastructure, the City will create a healthy environment and thriving communities for all residents. Housing Solutions and Mobility Choices together provide more needed housing options and locate them where residents will have the greatest access to mobility choices.

A.1 How will State legislation be tailored to meet San Diego's needs?

Complete Communities: Housing Solutions and Mobility Choices aligns with the legislative requirements of SB 375 and SB 743; helps the City meet its Regional Housing Needs Allocation (RHNA) targets for affordable housing; carries out key components of AB 2372, the California Sustainable and Affordable Housing Act (CASA), and AB 1763; and implements the CAP. While aligning with State requirements, Complete Communities: Housing Solutions and Mobility Choices is tailored to San Diego's local needs and public input.

A straight application of guidance from the State Office of Planning and Research regarding SB 743 would result in burdensome environmental review for the areas within San Diego that are the closest to transit and the most likely to utilize new investments in walking, biking, and transit facilities. Mobility Choices tailors the requirements of SB 743 to San Diego's needs by providing a clear and easy streamlined process for all new development located in transit priority areas and in VMT efficient communities, as well as ensuring corresponding investments in these same areas to ensure that facilities needed to reduce vehicular travel are implemented. Without Mobility Choices, new development – in the precise areas where we want to see most new development occurring – will face burdensome and lengthy environmental review procedures under CEQA.

This initiative will ensure that housing is produced and Citywide VMT is reduced through equitable investment citywide.

A.2 How will Complete Communities: Housing Solutions and Mobility Choices help San Diego achieve its climate goals?

The CAP, adopted in 2015, is a fundamental citywide plan to achieve GHG emissions reductions through local policy and action. Implementing the CAP strategies and goals is dependent upon adoption of additional ordinances, policies, and programs. The CAP identifies that the greatest GHG emissions reductions can be achieved by strategic land use planning, specifically by locating housing within TPAs, because housing located near transit results in less VMT. This initiative provides streamlined development in the areas of the City that are most aligned with the City's climate goals and invests in VMT-reducing infrastructure, such as pedestrian and bicycle facilities, in areas that provide the greatest return on investments in terms of VMT and GHG emissions reductions.

A.3 How will Complete Communities: Housing Solutions and Mobility Choices help invest equitably in San Diego's neighborhoods?

This initiative will create sustainable and equitable growth by prioritizing equitable development, investing in the City's Communities of Concern, and promoting balanced communities. This initiative provides greater jobs-housing balance, more walkable and transit-oriented communities, more housing capacity for all income levels, and more transportation options for San Diegans beyond the single occupancy vehicle. Using the City's Climate Equity Index (CEI), this initiative focuses investment in the City's Communities of Concern, or those communities that were identified as very low or low access to opportunity in the CEI. Also, specifically, at least 50 percent of these new funding sources would be invested within Communities of Concern. See Attachment A, which identifies the City's Communities of Concern and shows how those areas align with the City's TPAs, where investments will be focused.

B. What is Mobility Choices?

Mobility Choices aims to connect every San Diegan with safe and convenient mobility alternatives that can reliably connect them to jobs, shopping, services, and parks. The Mobility Choices package includes the Mobility Choices Regulation Ordinance, a Resolution to Adopt the Active Transportation In Lieu Fee, and the following amendments to the Land Development Manual (LDM): an updated Appendix A: CEQA Significance Determination Threshold for Transportation (Attachment B), a new Appendix R: Transportation Study Manual (Attachment C), and a new Appendix T: Mobility Choices Implementation Guidelines (Attachment D), the amendment to the LDM would be adopted through a Resolution to Amend the Land Development Manual. Each item is described in further detail below. Mobility Choices does not replace or offset the Development Impact Fee (DIF) Program.

B.1 What is Senate Bill 743 and what does it mandate for the City of San Diego?

SB 743 changes transportation impact analysis as part of California Environmental Quality Act (CEQA) compliance from Level of Service (LOS) to VMT. SB 743 requires the selection of a VMT analysis methodology, establishment of VMT thresholds for transportation impacts, and identification of feasible mitigation strategies. As a lead agency, the City is required to implement VMT as the new metric to evaluate transportation impacts by July 1, 2020.

SB 743 is intended to ensure that the environmental impacts of traffic, such as noise, air pollution, and safety concerns, continue to be properly addressed and mitigated through CEQA, and to better align statewide goals related to infill development, promotion of public health through active transportation, and reduction of GHG emissions. Implementation of SB 743 also implements the CAP which identifies increases in pedestrian, bicycle, and transit mode shares as strategies to reduce VMT and therefore to reduce GHG emissions.

B.2 What changes would be made to the CEQA Significance Determination Threshold for Transportation, Appendix A of the Land Development Manual?

The City's CEQA Significance Determination Thresholds are proposed to be updated to comply

with the change from LOS to VMT as the metric for measuring transportation impacts, (Attachment B). This change allows the City to address transportation impacts by focusing mitigation efforts toward reducing vehicular travel, rather than accommodating additional vehicular trips under the LOS metric, consistent with the CAP.

B.3 What are some of the significant updates included in the Transportation Study Manual, Appendix T of the Land Development Manual?

The Transportation Study Manual (TSM) is a proposed update to the City's current Transportation Impact Study Manual, last updated in 1998. The TSM provides detailed CEQA transportation analysis guidelines using VMT-based metrics to determine a development's environmental impacts. Additionally, the TSM ensures that best planning practices for a development are incorporated through a Local Mobility Analysis (LMA). The LMA evaluates the effects of a development on mobility, access, circulation, and related safety elements in the proximate area of the development for all modes. The LMA includes guidance for analyzing and accommodating non-single occupancy modes: pedestrian, cyclists, and transit. The TSM focuses on VMT reducing measures.

B.4 What does the Mobility Choices Regulation Ordinance require?

The Mobility Choices Regulations will require new development to provide either VMT Reduction Measures or to pay an Active Transportation In Lieu Fee. The fee will be used to construct transit, bicycle, and pedestrian supporting infrastructure where they will be most utilized and therefore provide the greatest VMT and GHG reductions.

The requirements of the ordinance are location based, dependent on which Mobility Zone the development is located in.

- Development within Mobility Zone 1 would not be required to provide VMT Reduction Measures or to pay the fee, as this Mobility Zone is the most VMT efficient.
- Development within Mobility Zone 2 would be required to provide 5 points of VMT Reduction Measures.
- Development within Mobility Zone 3 would be required to provide 8 points of VMT Reduction Measures.

Development within Mobility Zones 2 and 3 may choose to pay the fee in lieu of providing measures.

Development within Mobility Zone 4 would be required to pay the Active Transportation In Lieu fee to offset VMT from development. Certain exceptions apply, as listed in the Mobility Choices Regulations and in Appendix T. Notably, exceptions to these requirements apply for small residential developments, locally-serving retail developments, and certain industrial developments.

To provide an additional incentive for investments to occur in Communities of Concern, development in Mobility Zone 4 that provides active transportation and VMT reducing infrastructure in a community planning area that includes a Community of Concern and is located in Mobility Zones 1, 2, or 3, may be exempt from the fee if the infrastructure reduces the development's required VMT reduction.

B.5 How were the Mobility Zones designated?

Mobility Choices identifies four Mobility Zones depending on current VMT and access to transit. Mobility Zones 1, 2, and 3 are considered VMT efficient areas based on associated commuter patterns and general access to transit (e.g., location within a TPA). Investments in VMT reducing infrastructure in these zones results in the greatest return on investment to achieve Citywide VMT reductions, and therefore greenhouse gas emissions reductions.

Additional information regarding the framework for the Mobility Choices Regulations and maps of the Mobility Zones is included in Attachment E: Complete Communities: Mobility Choices Regulation Framework.

B.6 How will the Mobility Choices Regulations be implemented?

New development located within Mobility Zones 2 or 3 will implement VMT Reduction Measures, which will encourage the use of non-auto transportation and reduce VMT. VMT Reduction Measures include pedestrian, bicycle, and transit supportive measures, such as planting shade trees, painting high visibility crosswalks, providing an on-site shared bicycle fleet, or upgrading a transit stop. These VMT Reduction Measures will be located within the development site or in the adjacent right of way and would be privately maintained. The full suite of VMT Reduction Measures is outlined in Appendix T of the Land Development Manual (Attachment D).

New development located within Mobility Zone 4 would be required to pay the Active Transportation In Lieu fee which will be used to construct Citywide VMT reducing infrastructure in Mobility Zones 1, 2, and 3 as those zones possess greater VMT reduction potential than Mobility Zone 4. A list of eligible program facilities to be constructed with funds collected from the Active Transportation In Lieu fee is available in Appendix A of Attachment F: Mobility Choices Fee Program Nexus Study.

B.7 How is the Active Transportation In Lieu Fee calculated for a development?

The Active Transportation In Lieu Fee is calculated per development for the amount of additional VMT generated over the threshold (85% of the VMT/capita or employee in the region). The fee is based off a unit cost per VMT reduced. More information on the unit cost calculation is available in Attachment F: Active Transportation In Lieu Fee Nexus Study.

An interactive VMT calculator will be available that will determine a development's requirements under Mobility Choices based on location and development type and size. The VMT Calculator will provide the Mobility Zone of the development and either the required Active Transportation In Lieu Fee amount or the number of VMT Reduction Measure points. More information on the VMT Calculator is available in Attachment G: Active Transportation In Lieu Fee Calculator User Manual.

B.8 How would the Active Transportation In Lieu Fee streamline the process for development?

The Mobility Choices initiative intends to alleviate the burden of offsetting VMT generated in VMT inefficient portions of the City through the Active Transportation In Lieu Fee. The fee provides certainty and time-savings in the development process. A development's mitigation requirements are easily identifiable with the VMT calculator and are covered by the Programmatic Environmental Impact Report prepared for Complete Communities: Mobility Choices and Housing Solutions (see Section D).

B.9 What are the economic impacts or cost savings of the Active Transportation In Lieu Fee?

The estimated impacts and potential costs savings for developers was evaluated through an economic analysis, Attachment H: Citywide Active Transportation In Lieu Fee Program Estimated Impacts and Cost Savings Analysis. This analysis looked at potential development prototypes that could occur in the VMT inefficient areas where the Active Transportation In Lieu Fee is applicable, and tested for financial feasibility of each prototype, taking into consideration cost savings provided by Mobility Choices through factors such as architecture and engineering, entitlement costs, traffic studies and environmental documents, developer overhead fee, interest carry, and offsite improvements. The analysis found that Mobility Choices has the potential to enhance the feasibility of development within the VMT inefficient areas.

There are additional cost savings and efficiencies gained by mitigating VMT impacts in Mobility Zones 1, 2, and 3 (VMT efficient areas) instead of in Mobility Zone 4. As outlined in Attachment I: Effects of VMT Reducing Infrastructure in Mobility Zone 4 vs. Mobility Zone 3, the cost to reduce VMT within Mobility Zone 4 is significantly higher than in Mobility Zone 3. For example, for bike facilities it is a 20:1 cost ratio. If one mile of vehicular traffic generated by development in Mobility Zone 4 were to be offset in Mobility Zone 4, the fee per mile would be approximately \$4,500. By basing the Active Transportation In Lieu Fee on the cost to provide VMT efficient infrastructure in Mobility Zones 1, 2, and 3, the fee is significantly reduced to \$1,400 per mile of vehicular traffic, and the City is able to achieve greater Citywide VMT reductions. The Active Transportation In Lieu Fee would be a new Development Impact Fee, applicable only in Mobility Zone 4, and would be used solely to fund bicycling, pedestrian, and transit infrastructure projects that reduce VMT within Mobility Zones 1, 2, and 3.

C. What is Housing Solutions?

Housing Solutions is an opt-in incentive program that will help the City meet its RHNA targets for affordable housing and CAP goals by incentivizing the construction of housing in multi-family and mixed-use commercial areas served by transit. The program will remove regulatory barriers to producing housing at all income levels, while investing in affordable housing preservation and the provision of neighborhood amenities, such as linear parks, urban plazas, cultural amenities, and promenades. The Housing Choices package includes the Housing Solutions Regulation Ordinance, Resolution to Adopt DIF Scaling and DIF Exemption for Units Less Than 500 Square Feet, and the Resolution to Approve the Neighborhood Enhancement In Lieu Fee.

C.1 What does the Housing Solutions Regulation Ordinance require from a development?

Housing Solutions will require a development to do all of the following: (1) be located on a parcel within a TPA; (2) provide 15 percent of rental dwelling units to households earning up to 50 percent of area median income, provide 15 percent of rental dwelling units to households earning up to 120 percent of area median income, and provide 10 percent of rental dwelling units to households earning up to 60 percent of area median income (i.e., meet the inclusionary housing requirements); (3) replace equivalently-sized existing affordable units; (4) pay \$9.00 per square foot of lot area, or \$11.00 per square foot of lot area for buildings more than 95 feet in height, into the *Neighborhood Enhancement In Lieu Fee* or construct an on-site public promenade on a premises 25,000 square feet or larger with at least 200 linear feet of street frontage; and (5) meet CAP consistency checklist requirements, implement pedestrian-oriented design, provide additional outreach in Communities of Concern, and implement special standards for structures over 95 feet, adjacent to a single-family zone, or adjacent to a freeway.

C.2 What incentives does the Housing Solutions Regulation Ordinance provide to a development?

Developments that meet all five program requirements will receive the following incentives: (1) ministerial approval with limited exceptions (e.g., developments in Environmentally Sensitive Lands must follow existing regulations); (2) development density governed by a new floor area ratio (FAR) as indicated on the "FAR Tier" allowances map and by Building Code minimums; (3) development height governed by the allowed FAR (except in the Coastal Height Overlay Zone); (4) Affordable Housing Incentives and Waivers; and (5) elimination/scaling of development impact fees (DIF) based on development square footage.

C.3 What are the FAR Tiers?

The density incentive is divided into four tiers based on FAR, which is determined by dividing

the total or gross floor area of the building by the gross area of the lot. Attachment J: Housing Solutions Floor Area Ratio (FAR) Allowances Map shows FAR Tier 1, downtown San Diego with no limit on FAR; FAR Tier 2, the City's regional or subregional employment areas, including public universities, with an 8.0 limit on FAR; FAR Tier 3, urbanizing TPAs, with a 6.5 limit on FAR, and FAR Tier 4, suburban TPAs, with a 4.0 limit on FAR. The maximum FAR in the Coastal Overlay Zone and the Coastal Height Limit Overlay Zone is limited to a 2.5 FAR. Any Community Planning Area within FAR Tier 2 that contains a Community of Concern is reduced to FAR Tier 3 to address concerns about gentrification and potential for displacement.

These divisions were determined in coordination with the Mobility Choices Mobility Zones. The Housing Solutions initiative encompasses all parcels zoned for multi-family residential development within Mobility Zone 2 (i.e., TPAs). The four tiers were developed through consideration of forecast VMT across all mobility zones; recent and anticipated development patterns Citywide, including employment centers and neighborhood growth; and recent and ongoing community plan updates. These factors were considered together to determine where additional density aligns with mobility, RHNA, CAP, and equity goals.

C.4 How does the infrastructure amenity requirement benefit neighborhoods?

The program requires a payment to the Neighborhood Enhancement Fund or the provision of an on-site public promenade to provide quality of life improvements for all residents as new development is added to neighborhoods. The Neighborhood Enhancement In Lieu Fee will be used for design, construction, and/or maintenance of neighborhood-enhancing projects that enhance a sense of place, facilitate pedestrian circulation, improve connections to transit, and promote livability and vitality.

The fee will be set at \$9.00 per square foot of lot area, and buildings over 95 feet in height will pay an additional 25 percent of the established fee. Fifty percent of the funds collected will be reserved for preserving affordable housing. An additional 50 percent will be invested in improvements within Communities of Concern, as identified by the City's Climate Equity Index.

Development on a premises 25,000 square feet in area or larger with at least 200 linear feet of street frontage may construct on-site public amenities in the form of a public promenade. The development must hold a minimum of two public design charrettes for the community to provide feedback on proposed promenade design concepts.

C.5 What is Housing Solutions' relationship to CASA?

Housing Solutions is the proposed local implementation of CASA with additional flexibility built in, based upon input received from the public. CASA and Housing Solutions require at least 20 percent of a development be comprised of affordable units to participate and both embrace increased density as an incentive. Housing Solutions contains many similar provisions to CASA, but it provides more flexibility, is tailored to our local conditions, and incorporates more neighborhood amenities.

D. What does the Complete Communities: Housing Solutions and Mobility Choices Environmental Impact Report cover?

Together, Housing Solutions and Mobility Choices are intended to provide more needed housing options and locate new development where residents will have the greatest access to mobility choices. The EIR analyzed the potential environmental impacts of implementation of each of the components of the programs. As a programmatic document for a policy initiative, needed mitigation to address any potential significant environmental impacts was incorporated into the proposed regulations and policies of the programs, to the extent feasible. It is anticipated that as development that meets the qualifications under the opt-in Housing Solutions program would be processed ministerially, that no future environmental review would be required. The programmatic EIR

adequately analyzes those impacts. The EIR also analyzes the impacts associated with implementation of the Mobility Choices program and incorporates required mitigation to the extent feasible within the Mobility Choices Regulations.

E. Conclusion

Complete Communities: Housing Solutions and Mobility Choices provides a comprehensive approach to addressing the City's urgent need for more housing while reducing Citywide VMT and GHG emissions. The initiative prioritizes investment in active transportation infrastructure in areas that have the potential to reduce the greatest number of vehicle trips and seeks to address the housing affordability crisis by locating affordable housing near existing transit services, jobs, and community amenities.

City Strategic Plan Goal(s)/Objective(s):

Goal #1: Provide high quality public service

Objective #1: Promote a customer-focused culture that prizes accessible, consistent, and predictable delivery of services

Objective #2: Improve external and internal coordination and communication

Objective #3: Consistently collect meaningful customer feedback

Goal #2: Work in partnership with all of our communities to achieve safe and livable neighborhoods

Objective #3 Invest in quality infrastructure

Objective #4 Foster services that improve quality of life

Objective #5: Cultivate civic engagement and participation

Objective #6: Decrease unsheltered homelessness

Goal #3: Create and sustain a resilient and economically prosperous City

Objective #1: Create dynamic neighborhoods that incorporate mobility, connectivity, and sustainability

Objective #3: Diversify and grow the local economy

Objective #4: Prepare and respond to climate change

Objective #7: Increase the net supply of affordable housing

Fiscal Considerations:

As part of the Mobility Choices program, staff is proposing an Active Transportation In Lieu Fee of \$1,400 per VMT that is applicable in Mobility Zone 4 (and optional in Mobility Zones 2 and 3), and would be required to be paid prior to building permit issuance in accordance with San Diego Municipal Code Section 142.0640. Fee revenue will be placed in a new interest bearing special fund established with this action and would be available on a citywide basis to construct pedestrian, bicycling, or transit improvements that are VMT reducing. Fifty percent of the funds collected will be invested within Communities of Concern, as identified by the City's Climate Equity Index. This action will provide an additional funding source to the City's CIP program. General Fund impacts could occur due to maintenance activities on the newly constructed facilities.

As part of the Housing Solutions program, staff is proposing to exempt for affordable housing units and dwelling units less than 500 square feet from payment of DIF for projects that opt into the Housing Solutions program. In addition, the Housing Solutions Program will scale the amount of the DIF collected on residential units above 500 square feet based on the size of the unit being constructed (number of square feet) for projects that opt into the Housing Solutions program. Depending on the size of the unit, the applicable DIF fee could be reduced by up to 34 percent. The DIF exemptions and scaling based on unit size will reduce the amount of DIF collected for projects that opt into the Housing Solutions program, which will reduce available funding for the City's CIP. However, a high utilization of the program may partially (if not wholly) offset the reduced DIF collection through a higher volume of projects paying reduced fees and would achieve the City's General Plan and Climate Action Plan goals of incentivizing housing production in TPAs.

A requirement of using the Housing Solutions program is the payment of a Neighborhood Enhancement Fee of \$9.00 per linear foot of property frontage (or \$11.00 per linear foot of property frontage for development exceeding 95 feet). Fee revenue will be placed in a new interest bearing special fund established with this action and would be available on a citywide basis to construct walking, biking, transit infrastructure, and recreational improvements. Fifty percent of the funds collected will be invested in improvements within Communities of Concern, as identified by the City's Climate Equity Index. Collection of the Neighborhood Enhancement Fee will offset the reduced DIF collection.

Charter Section 225 Disclosure of Business Interests:

N/A; there is no contract associated with this action.

Environmental Impact:

A Final Program Environmental Impact Report (PEIR), Report SCH No. 2006091032, has been prepared. The public review comment period ended on March 12, 2020 and responses to the comments received are included in the Final PEIR. See Attachment K: PEIR Findings and Statement of Overriding Considerations and Attachment L: Final PEIR and for more information.

Equal Opportunity Contracting Information (if applicable):

This item is exempt from EOC review per the memo dated August 7, 2019.

Previous Council and/or Committee Actions:

On October 2, 2019, Mobility Choices was presented as an information item to the Active Transportation and Infrastructure Committee.

On December 6, 2019, Housing Solutions was presented as an information item to the Land Use & Housing Committee.

On December 10, 2019, Complete Communities: Housing Solutions and Mobility Choices was presented to the Community Planners Committee as an information item.

On January 8, 2020, Mobility Choices was presented as an information item to the City's Mobility Board.

On January 28, 2020, Complete Communities: Housing Solutions and Mobility Choices was presented to the City's Equity Stakeholder Working Group.

On May 14, 2020, the Planning Commission voted 5-2 to recommend approval of Complete Communities: Housing Solutions and Mobility Choices.

On June 3, 2020, the Mobility Board voted unanimously to support Mobility Choices.

On June 24, 2020, the Land Use and Housing Committee voted 3-1 to forward Complete Communities: Housing Solutions and Mobility Choices for full City Council consideration without a recommendation, with direction to staff to work with stakeholders on issues raised by committee members and in public communications received. Since that time, on July 16, 2020, the Planning Department, along with the Institute for Local Government, hosted an online public forum that was attended by over 300 participants, and has engaged with various interested stakeholders.

On June 30, 2020, the Community Planner's Committee considered Complete Communities: Housing Solutions and Mobility Choices. The Committee voted to oppose Housing Solutions and identified concerns related to the lack of affordable housing, excessive FAR, inadequate transition zones, and lack of discretionary review. The Committee did not take an action on Mobility Choices.

Key Stakeholders and Community Outreach Efforts:

Planning Department staff conducted public outreach to seek feedback from a wide range of stakeholders from May 2019 to September 2020, which included community events, scoping meetings, online surveys and an engagement tool, and meetings with business and property owners, advocacy groups, and other interested parties. See Attachment M: Complete Communities Public Engagement Summary for more information.

Mike Hansen

Department Director

Erik Caldwell

Deputy Chief Operating Officer, Smart & Sustainable Communities

Attachments:

Attachment A: Equity Maps

Attachment B: CEQA Significance Determination Threshold for Transportation

Attachment C: Appendix R: Transportation Study Manual

Attachment D: Appendix T: Mobility Choices Implementation Guidelines

Attachment E: Complete Communities: Mobility Choices Regulation Framework

Attachment F: Active Transportation In Lieu Fee Nexus Study

Attachment G: Active Transportation In Lieu Fee Calculator User Manual

Attachment H: Citywide Active Transportation In Lieu Fee Program Estimated Impacts and Cost Savings Analysis

Attachment I: Effects of VMT Reducing Infrastructure in Mobility Zone 4 vs Mobility Zone 3

Attachment J: Housing Solutions Floor Area Ratio (FAR) Allowances Map

Attachment K: PEIR Findings and Statement of Overriding Considerations

Attachment L: Final PEIR

Attachment M: Complete Communities Public Engagement Summary



The City of San Diego

Staff Report

DATE ISSUED: September 15, 2020

TO: City Council

FROM: Planning Department

SUBJECT: Complete Communities: Play Everywhere – City of San Diego Parks Master Plan, General Plan Recreation Element Amendment, and Citywide Park Development Impact Fee

Primary Contact: Heidi Vonblum Phone: (619) 446-5363

Secondary Contact: Jonathan Avila Phone: (619) 525-8233

Council District(s): Citywide

OVERVIEW:

The Planning Department's Complete Communities: Play Everywhere initiative includes the City of San Diego Parks Master Plan, an amendment to the General Plan Recreation Element, and a new Citywide Park Development Impact Fee to replace all current community planning area-based existing park impact fees to enable the delivery of more parks faster.

The 2008 General Plan Recreation Element identified the need for a comprehensive Parks Master Plan. A draft Parks Master Plan and an amendment to the General Plan Recreation Element were released for public review on April 24, 2020 (Attachments A and B), and over 500 individuals and organizations have provided feedback since then.

The Parks Master Plan plans for an interconnected Citywide parks system with opportunities for everyone to get outside and play while fostering social interactions, cultural activities, and exercise, as well as providing urban respite, enjoyable transportation options, and an increased tree canopy cover.

It is a plan grounded in equity with the goal of promoting equal access to parks and addressing systemic and historical inequities experienced by people who live in Communities of Concern, as well as addressing access to and enjoyment of parks for all genders, abilities, and ages. The Parks Master Plan also focuses on ensuring access to the City's diverse array of great recreational resources, including the beaches and shorelines and regional parks, for all San Diegans. This equity-driven framework prioritizes parks investments in Communities of Concern.

Complete Communities: Play Everywhere establishes a framework for delivering a wide range of park and recreational resources sooner. An updated framework that reflects the City's existing and future needs, based on new patterns of development, is critical to delivering needed parks across the City. The Parks Master Plan allows for innovation and flexibility to meet the present and changing recreational needs of the City's residents and visitors.

The plan includes policies and strategies to achieve the vision of providing opportunities for everyone to play everywhere. A new Citywide Park Development Impact Fee will allow the City to invest in parks strategically throughout the City to deliver more parks faster to the areas that need them the most.

The CEQA and Environmental Policy Section of the Planning Department has prepared an addendum to the 2008 General Plan Environmental Impact Report No. 104495 EIR (SCH # 2006091032), certified on March 10, 2008 (Attachment C). The General Plan EIR Mitigation Monitoring and Reporting Program (MMRP) applies to the addendum. The General Plan Program EIR MMRP can be viewed at <https://www.sandiego.gov/sites/default/files/legacy//planning/genplan/pdf/peir/mmrp.pdf>. The 2008 General Plan Environmental Impact Report can be viewed at <https://www.sandiego.gov/planning/genplan/documents/peir>. The information contained in the addendum reflects the independent judgement of the City of San Diego as the Lead Agency.

PROPOSED ACTIONS:

ADOPT a resolution adopting the Addendum to Environmental Impact Report No. 104495/SCH No. 2006091032, which was finalized on May 8, 2020, and adopting the Mitigation, Monitoring, and Reporting Program.

ADOPT a resolution approving an amendment to the General Plan Recreation Element.

ADOPT a resolution adopting the City of San Diego Parks Master Plan.

ADOPT a resolution adopting a new Citywide Park Development Impact Fee to replace the existing park component of Community Planning Area-based Development Impact Fees, including a 5 percent administrative fee.

DISCUSSION:

A. What is Complete Communities?

Complete Communities is a multifaceted initiative aimed to facilitate equitable, healthy, and sustainable neighborhoods across San Diego. It will help shape a future that works for all San Diegans with a focus on four key areas: housing, mobility, parks, and infrastructure. Complete Communities includes planning strategies that work together to create incentives to build homes near transit, offer more mobility choices, and provide new opportunities for people to walk, bike, relax, and play. These efforts will provide all residents access to the resources and opportunities necessary to improve the quality of their lives. These thoughtful and inclusive planning initiatives and programs will create a healthy environment and thriving communities that will serve to enhance the quality of life for all residents, regardless of their background and identity.

B. What is Complete Communities: Play Everywhere?

Complete Communities: Play Everywhere includes the Parks Master Plan, an amendment to the General Plan Recreation Element, as well as the adoption of a new Citywide Park Development Impact Fee (Citywide Park DIF) to replace existing community-focused park development impact fees to enable the City to deliver more parks to more people more quickly. As called for in the 2008 General Plan, a new Parks Master Plan (Attachment A) is proposed to replace a plan last approved in 1956.

Relevant parks and recreational programs should meet the changing needs and priorities of residents, both now and in the future. The system should offer safe, convenient access to a park space and recreation programming for everyone. Parks should be iconic, reflecting the unique qualities of their settings. The system should be sustainable. Park improvements, programs, and management strategies should contribute to economic, social, and environmental well-being.

Equity is a central value of the City's parks system. Park planning and investments should address long-standing inequities in the City's parks system experienced by people that live in Communities of Concern and areas with the greatest park deficiencies – areas of the City where we know that the greatest needs exist – by ensuring equal access to meaningful recreational opportunities.

The City's park and recreation needs have evolved, influenced by changes in population demographics and development patterns. Communities vary in the quality and availability of park spaces due to patterns of historical growth. Prior development patterns have also left parts of the City with fewer connections to parks and natural areas. More growth located in existing neighborhoods increases demand for parks that meet the unique needs of these developed areas that contain limited land for new park spaces. Prioritizing parks in these neighborhoods that are experiencing the greatest rates of residential growth is critical.

The Parks Master Plan envisions bringing the many benefits of great parks and recreational opportunities to all City residents and visitors. Great parks feature quality recreational amenities and programs for diverse interests, ages, and abilities. These parks are comfortable, active, enjoyable, and safe spaces for social connections. Meaningful parks celebrate the history and identity of surrounding communities. They also protect and promote the health of sensitive natural resources and habitats. In a great system, parks join with lively public spaces, active streets, cultural amenities, trails, and conserved natural lands to make up a connected and accessible network of recreational experiences for everyone.

The proposed General Plan Recreation Element Amendment identifies various methods by which the City can sustain, connect, and expand its parks and recreational opportunities through the implementation of the Parks Master Plan.

B.1 How will Complete Communities: Play Everywhere help San Diego achieve its climate goals?

The Climate Action Plan (CAP), adopted in 2015, is a bold citywide plan to achieve greenhouse gas (GHG) reductions through local policy and action. CAP implementation is dependent upon adoption of additional ordinances, policies, and programs to implement the strategies and goals set forth in the CAP.

Specifically, the CAP calls for most new development to occur within transit priority areas (TPAs). CAP Strategy 3 specifically calls for strategic land use planning (locating land uses close to transit) and investments in biking, walking, and transit infrastructure as sources of

significant Citywide GHG emissions reductions. To align new development with the City's climate goals, the Parks Master Plan identifies a new park standard, which enables the City to plan for parks and recreational experiences to serve these new development patterns. This new standard will allow for flexibility and innovation that necessary to meet San Diego's changing and unique park needs. Proximity to transit, linkages to safe and protected bicycle facilities, as well as connections to other civic uses are critical to not only a thriving parks system, but to the City's climate goals as well.

Parks also allow the City the opportunity to increase the City's urban tree canopy cover, consistent with CAP Strategy 5. The Parks Master Plan encourages shade coverings and tree canopy throughout the City's parks system.

B.2 How will the Parks Master Plan help invest equitably and improve access to parks and recreation in all San Diego neighborhoods?

The Parks Master Plan establishes a travel time goal for reaching a meaningful recreational opportunity and using measurable criteria to prioritize future capital investments. The measurable criteria include the Citywide Climate Equity Index, the age and condition of existing parks, park capacity and recreational value relative to surrounding population density, as well as walking, bicycling, and transit accessibility to prioritize future capital investments.

10-20-30-40 Access Goals

Access goals examine how easily people can travel to a park or recreation facility. Everyone should be able to get to an enjoyable recreational experience along a safe, enjoyable, and active route. We want to see people enjoying the outdoors not just inside of our parks, but for the entirety of their journey to and from our parks. The Parks Master Plan sets a new 10-20-30-40 minutes access and activation goal: a 10-minute walk, 20-minute bike ride, and 30-minute transit ride to a park or recreation facility that will be enjoyed for *at least* 40 minutes. In addition to walking, biking and taking transit can increase the range and types of recreational opportunities that each resident can access. Focusing on activation within public park spaces is important to ensuring access to meaningful and enjoyable recreational opportunities.

Gaps in the access network highlight opportunities to plan for new park space near communities with limited access or enhance pedestrian, bike, and transit links that make it easier to get to parks.

An Equitable Parks System

An equity-based park planning approach recognizes that certain areas of a city are likelier to have fewer, quality recreational opportunities due to factors such as the era of community development and historical levels of investment/lack of investment. Equity also considers the social and economic characteristics of communities, highlighting areas where residents may have a greater need for the benefits of public parks and programming based on criteria such as age and income levels.

Equity-driven frameworks guide capital investment to Communities of Concern and areas with the greatest park deficiencies to reduce the park gap and contribute to healthier, more vibrant neighborhoods. Equity goals go hand-in-hand with the Parks Master Plan's access goals toward achieving access to meaningful recreational experiences for everyone.

The Parks Master Plan's vision for a Citywide interconnected parks system for everyone, includes opportunities to access and enjoy a wide variety of recreational resources, regardless of where each individual lives, contributes to the City's ability to deliver parks sooner (see Section B.4). Prioritized investments in Communities of Concern and other areas that have park deficiencies are investments not just in those specific communities, but an investment for the entirety of the Citywide parks system. Ensuring prioritized investments in the areas where we know the greatest needs exist results in a better parks system for everyone.

B.3 How will the Parks Master Plan change the way the City plans and evaluates parks?

A New Park Standard Focused on Delivering More Parks and Recreational Resources Faster

As the City continues to grow through more infill development located near transit, limited open land and rising acquisition costs make it increasingly difficult to meet the General Plan's current acreage-based park standard.

The Parks Master Plan identifies a new standard to allow for the City to deliver more recreational opportunities in more places sooner – for everyone. This new standard is based on recreational value; size is one of many factors that represents a park's recreational value, but there are many other factors that are relevant to a park's overall value. The new proposed value-based standard establishes a point value to represent recreational opportunities within parks. Under this new standard, the size of a park continues to be a factor – but it is not the only factor – relevant in evaluating a park's value. The new standard also takes into account carrying capacity, recreation opportunities, access, and activations.

The Value Standard is based on four communities that met the previous acreage standard of 2.8 acres per 1,000 residents in 2020. These communities' recreational amenities were scored, yielding a recreation value of 14 points per 1,000 people that is now proposed to be applied Citywide. The standard increased from 12 points per 1,000 people identified in the draft plan that was released for public review; this change was due to public feedback received regarding increasing the values for park size and access to nature.

The new standard measures the inherent benefits of park spaces – their ability to support active recreation and exercise; encourage socializing; link to transit, bike facilities, trails, and active public areas; and invite activity throughout the day. Since this standard stresses the value of amenities and features within a space, rather than its acreage alone, the standard recognizes the value of parks appropriate for diverse communities, from a large field park for active recreation to trails within a regional park or a small, lively and popular urban gathering space. A focus on value also rewards efforts to upgrade existing parks by adding amenities, pursuing joint use partnerships, and introducing new recreational activities.

A recreational value of 14 points per 1,000 people represents a range of recreation experiences comparable to the opportunities available to residents in communities that previously achieved the acreage-based standard. Allowing for flexibility is important to allow the City to deliver new parks and amenities to all of the City's communities, regardless of available land. Valuing upgrades to existing parks is something that not only was identified as a priority during public input, but also allows the City to invest in areas that have historically been overlooked for park investments simply because additional land has not been available – areas that are located close to transit and that have the greatest needs for park investments – including the City's Communities of Concern. See pages 57-58 and Appendix D of the draft Parks Master Plan (Attachment A), for more detail regarding recreational value scoring.

Based on valuable public input received, staff also proposes to regularly monitor the implementation of the Parks Master Plan and make refinements as needed to ensure its success.

B.4 How will the vision for Play Everywhere for Everyone be achieved?

Achieving the vision of Play Everywhere for Everyone will take time, committed resources, and coordinated investments. Transforming the parks system that the City has today into the system that the City wants will require innovative delivery strategies, sustainable funding approaches, and a continued focus on creating great places across the City.

The implementation framework for the Parks Master Plan consists of goals and policies in 12 categories.

- Parks + Programming - Opportunities for everyone to play, explore, learn, and interact.
- Equity and Access - Access within a 10-minute walk, 20-minute bike ride, and 30-minute transit ride for everyone to a park or recreational experience that can be enjoyed for at least 40 minutes.
- Activation - Safe and inviting public spaces that support positive experiences for everyone and that further equity and access goals.
- Co-Benefits - Multi-purpose park spaces that improve overall quality of life.
- Community Building - Parks that are the focal points of our communities.
- Mobility as Recreation - A Citywide network of safe, active recreational links that connects people with parks and public spaces.
- Arts and Culture - Parks that express the unique identities of our communities and connect people to arts and cultural experiences.
- Conservation, Sustainability, and Resilience - A parks system that preserves and enhances our natural landscape, while making the City more active and resilient.
- Partnerships - A collaborative network of partners and resources that improves and expands recreational opportunities throughout the City.
- Operations and Maintenance - An efficient, durable, and well-maintained parks system that provides consistent, long-term quality to everyone.
- Regional Parks - Well-maintained and accessible regional parks that showcase unique scenic, natural, historical or cultural resources, while offering everyday recreation.
- Funding - Sustainable, equitable, and dedicated funding sources to invest in the City's parks system.

Together, this mix of programs, tools, and partnerships outlines a sustainable strategy to expand and upgrade the City's parks into the envisioned world-class equitable parks system for all.

C. Why is a change to a Citywide Park Development Impact Fee important?

The City currently maintains a Development Impact Fee (DIF) program which provides funding for public facilities projects throughout the City, including transportation, fire services, libraries and parks. Fees are currently determined, collected, and expended within each Community Planning Area. As part of Complete Communities: Infrastructure Now, the Planning Department is planning to transition toward Citywide fees to enable the City to deliver infrastructure much sooner.

A new Citywide Parks DIF is the first step toward implementation of Infrastructure Now. Currently, the City's impact fees vary widely between communities and since the funds are specifically earmarked for specific parks in specific communities, this model restricts the City's ability to deliver parks sooner even when money is otherwise available. It also limits the City's ability to comprehensively plan for parks on a Citywide basis, failing to recognize that residents should have access to not only quality parks in their own neighborhoods, but also access to a diverse array of recreational experiences throughout the City. And it has resulted in inequitable investments in parks throughout the City with significantly lower expenditures of development fees expended in Communities of Concern.

Moving to a Citywide Parks DIF would not only normalize widely varying fees across the City but would most importantly provide a dedicated funding source that recognizes the reality that the City's parks are intended to be used by everyone, and enables the City to leverage the funds to deliver parks much quicker. This will also allow the City to begin to address inequities in the parks system by prioritizing investments where they are needed the most. Investments throughout the City are investments in the City's park system – a system that is available to serve everyone.

This new Citywide Parks DIF, which will replace the existing parks components of individual community plan area-based fees, will allow the future fees collected to be invested throughout the City and will allow the City to focus its investments in the areas with greatest needs, to achieve an equitable and balanced Citywide parks system. The fee will enable faster and greater delivery of parks and recreation facilities, and more efficient use of land to provide more recreational assets. The fee also includes a five percent administrative fee.

C.1 How was Citywide Park DIF developed?

The Citywide Parks DIF is based on the new park standard identified in the Parks Master Plan of 14 Recreational Value points per 1,000 residents. Based on this standard, a Citywide Park Development Impact Fee Nexus Study has been prepared to identify the maximum allowable fee that the City can impose based on this park standard.¹ See attachment H

¹ The Nexus Study was prepared based on the standard of 12 Recreational Value points per 1,000 residents that was identified in the draft Parks Master Plan that was available for public review. It was also based on the costs of the improvements in the scoring matrix in the draft Parks Master Plan. Because the standard only increased by 2 points to 14 value points due to an increase in recreational valuation of the improvements in the scoring matrix, the amount identified in the Nexus Study continues to be valid. It is possible that the fee could be slightly greater than what was identified in the Nexus Study, but not less.

(Citywide Park Development Impact Fee Nexus Study). With the knowledge of the maximum fee that can legally be imposed, it is important to adopt a fee that is financially feasible and that will also ensure that the City meets its climate, housing, and equity goals. See Section C.3 for additional information regarding the proposed fee amounts.

C.2 Will the Citywide Park DIF be scaled to reflect differing residential unit sizes?

Residential scaling is a process by which a maximum development impact fee is scaled according to dwelling unit size. In this method, the square footage of a unit or product type is used as an indicator of household population size. The intention of scaling impact fees is to more accurately reflect the true impact of a residential unit on the need for the public facility for which a fee is being collected. Larger units can accommodate more people, thereby posing greater burdens, and smaller units typically accommodate fewer people.

One of the guidelines for developing a scaled fee structure for residential units is to develop a structure that can be scaled as a percentage of the maximum residential fee authorized within the Citywide Park DIF program. Therefore, the maximum authorized fee for residential units is used as the high point of the scale (i.e. 100%), in which only the largest units pay, while the remaining smaller units would pay a percentage of the maximum fee, to reflect the most accurate infrastructure needs that would result from a unit – depending on the size of the particular unit, since smaller units generally house less people than larger units. See attachment I (City of San Diego DIF Program – Residential Scaling Methodology).

New residential development throughout the City would pay the Citywide Parks DIF, which would be right-sized to reflect a housing unit's parks needs based on size of the individual dwelling unit, and thus, the amount of people that would require parks for recreational needs. Therefore, because smaller units tend to be occupied by fewer people than larger units, a lower fee would be applied to smaller units.

C.3 What will the Citywide Parks DIF be and how does this compare to the existing varying park DIFs throughout the City?

The new Citywide Parks DIF will be the City's first DIF applied on a Citywide basis that is tailored to the burdens posed by units of varying sizes. While historically the City imposed a one-size fits all fee for all housing units – regardless of size – the new proposed Citywide Parks DIF would vary depending on unit size. Another significant change is that rather than having widely varying park DIFs in each of the City's separate communities, a more consistent fee is proposed. The Nexus Study (Attachment H) identifies maximum ranges of Park DIF that the City can legally impose on new residential units on a Citywide basis.

In conjunction with the Nexus Study, the Planning Department explored various ranges that make the most sense in terms of aligning DIF with the City's climate, housing, and equity goals. A simple calculator has been developed to easily calculate a project's park DIF based

Because the maximum fee identified in the Nexus Study is not being proposed to be adopted at this time, it was determined that an updated Nexus Study was not necessary at this time.

on location, and unit type and size, and the specific fee amounts are identified in the draft resolution accompanying this item.

In general, the fees range would range from about \$10,500 for a 1,000 square foot single-family unit to about \$16,600 for a 2,500 square foot single-family unit; from about \$8,100 for a 500 square foot multi-family unit to about \$12,700 for a unit larger than 1,250 square feet located outside of a transit priority area; and about \$6,100 for a 500 square foot multi-family unit to about \$9,500 for a unit larger than 1,250 square feet located within a transit priority area. Fees for senior housing units would range from about \$8,100 to \$9,300 outside of a transit priority area, and about \$6,100 to \$7,000 within a transit priority area. And fees for group housing projects would be about \$4,900 per bed outside of a transit priority area, and \$3,700 per bed inside of a transit priority area. Additionally, affordable housing units restricted for 55 years at 60 percent AMI or below would be subject to a fee that is 25 percent lower than the rates identified above. The purpose of this incentive is to realize the City's housing goals to increase the supply of affordable housing. The fees discussed above also represent a 25 percent reduction for units located within a transit priority area, which is consistent with the City's climate goals which call for encouraging housing to be located near transit. This 25 percent reduction incentive is not anticipated to result in an overall decrease to the City's park development fee revenue compared to the existing fee structure.

Using the latest housing projections for the City for remaining residential capacity, based on the park development fees that would be collected under the existing fees applied across each of the City's communities, the City would have collected approximately \$1.11 billion with full buildout under the City's General Plan. Under the Citywide Park DIF proposed, including the 25 percent reduction incentives identified above, it is projected that the City would collect approximately \$1.2 billion in DIF fees for parks. This shows that while providing incentives for more housing in the areas of the City that are most aligned with the City's climate goals, the City can increase its overall revenue for capital park projects from developer fees, with the added benefit of consolidating the funding to be able to most effectively and quickly deliver new parks.

These fees represent an amount that is representative of the average fees that currently apply across the City throughout each of the different communities.

The City's current park DIFs currently vary widely by community, many having not been updated in several years. The current park fees range from less than \$1,000 to as high to as high as \$29,000 per unit. For new housing units in the areas with the highest current park fees, fees will decrease significantly, while for some communities where the fees have not been updated in several years, and have not be determined based on Citywide park needs, fees may increase. Overall, the proposed fee ranges are consistent with existing averages across the communities for parks fees.

Overall, in addition to a decrease in fees in many of the communities located furthest from transit, decreases are also anticipated to be seen in the communities where the City anticipates seeing the most new housing coming on line within its TPAs, based on the City's newly-adopted Housing Element, adopted community plans, and the City's Climate Action Plan. See attachment J for a full list of existing parks fees by community planning area.

C.4 How will a Citywide Impact Development fee address existing inequities in the City's parks system?

A Citywide Parks DIF enables the City to prioritize recreational investments throughout the City. Communities of Concern consist of communities that have very low or low access to opportunity as identified in the Citywide Climate Equity Index, developed in coordination with an Equity Stakeholder Working Group. Prioritizing and investing program funds within Communities of Concern and park deficient communities will help to address existing inequities in our parks system. Additionally, Communities of Concerns and park deficient communities typically have higher current and future population densities than most other areas of the City; therefore, prioritizing and investing program funds within these areas will provide the most benefit to the highest number of residents.

The Engineering & Capital Projects Department is currently working on an update to Council Policy 800-14, Prioritizing Capital Improvement Program Projects. Taking guidance from a new Parks Master Plan, it is anticipated that this update will also include a new focus on Communities of Concern, park deficient communities, and communities anticipated to experience the most residential growth. This update will help the City Council evaluate projects and allocate funds toward Citywide parks projects based on measurable metrics. It is anticipated that Engineering & Capital Projects Department will be bringing an update to this Council Policy forward in early 2021.

C.5 What will the City do with parks fees already collected in each community planning area?

The Mitigation Fee Act requires that fees collected be spent only for the purposes for which they were collected. For all funds collected through existing community-based DIF, those funds will remain in dedicated funds for use within the community in which they were collected. The new Parks DIF will be available to supplement those funds, as well as to fund new parks projects that increase recreational opportunities throughout the City.

City Strategic Plan Goal(s)/Objective(s):

Goal #1: Provide high quality public service

Objective #1: Promote a customer-focused culture that prizes accessible, consistent, and predictable delivery of services

Objective #2: Improve external and internal coordination and communication

Objective #4: Ensure equipment and technology are in place so that employees can achieve high quality public service

Goal #2: Work in partnership with all of our communities to achieve safe and livable neighborhoods

Objective #2 Reduce and prevent crime

Objective #3 Invest in quality infrastructure

Objective #4 Foster services that improve quality of life

Objective #5: Cultivate civic engagement and participation

Objective #6: Decrease unsheltered homelessness

Goal #3: Create and sustain a resilient and economically prosperous City

Objective #1: Create dynamic neighborhoods that incorporate mobility, connectivity, and sustainability

Objective #2: Increase water independence

Objective #4: Prepare and respond to climate change

Fiscal Considerations:

There is no immediate fiscal impact; however future funding will be needed to achieve the Parks Master Plan's vision.

A new Citywide Parks DIF will result in the availability of new funding that can be spent more readily to deliver more parks throughout the City much faster than the existing DIF program where funding is constrained to specific areas and projects. A 5 percent administrative fee is proposed.

Charter Section 225 Disclosure of Business Interests:

N/A; there is no contract associated with this action.

Environmental Impact:

The City of San Diego previously prepared and certified the General Plan PEIR (Project No. 104495/SCH No. 2006091032). The 2008 General Plan Recreation Element, which was analyzed in the General Plan PEIR, identified the need for a comprehensive Parks Master Plan. The proposed Complete Communities: Play Everywhere initiative (herein referred to as the "project") fulfills the goals of the 2008 General Plan Recreation Element through the inclusion of a City of San Diego Parks Master Plan, an amendment to the General Plan Recreation Element, and a new Citywide Park Development Impact Fee. Based upon a review of the current project, it has been determined pursuant to CEQA Guidelines Section 15162 that:

- a. There are no new significant environmental impacts not considered in the previous EIR;
- b. No substantial changes have occurred with respect to the circumstances under which the project is undertaken; and
- c. There is no new information of substantial importance to the project.

Therefore, an Addendum to the General Plan PEIR (Attachment C) has been prepared in accordance with CEQA Guidelines Section 15164. The project is consistent with the analysis in the General Plan PEIR and there would be no new significant environmental impacts which were not already considered in the previous PEIR. Additionally, the new Citywide Parks Development Impact Fee does not identify any particular course of action with respect to the development of any particular parks project, and is not subject to CEQA pursuant to CEQA Guidelines sections 15378(b)(4) and (5). As such, this action is not subject to CEQA pursuant to CEQA Guidelines Section 15060(c)(3).

Equal Opportunity Contracting Information (if applicable):

This item is exempt from EOC review per the memo dated August 7, 2019.

Previous Council and/or Committee Actions:

On March 15, 2018, the Parks Master Plan work plan was presented as an information item to the Planning Commission.

On March 21, 2018, the Parks Master Plan work plan was presented as an information item to the Public Safety and Livable Neighborhood Committee.

On May 15, 2018, The Parks Master Plan work plan was presented as an information item to the City Council.

On October 23, 2018, the Parks Master Plan was presented as an information item to the Community Planners Committee to solicit input.

On October 2, 2019, the Parks Master Plan was presented as an information item to the Active Transportation and Infrastructure Committee to solicit input.

On October 9, 2019, the Parks Master Plan was presented as an information item to the Community Forest Advisory Board to solicit input.

On November 21, 2019, the Parks Master Plan was presented as an information item to the Park and Recreation Board to solicit input.

On May 26, 2020, the Parks Master Plan was presented as an information item to the Community Planners Committee to solicit input.

On June 1, 2020, the Parks and Recreation Board voted unanimously to recommend approval of the Parks Master Plan and General Plan Recreation Element Amendment.

On June 2, 2020, the Mission Bay Park Committee voted unanimously to recommend approval of the Parks Master Plan and General Plan Recreation Element Amendment.

On June 4, 2020, the Balboa Park Committee voted unanimously to recommend approval of the Parks Master Plan and General Plan Recreation Element Amendment.

On June 10, 2020, the Parks Master Plan and General Plan Recreation Element Amendment was presented as an information item to the Community Forest Advisory Board to solicit input.

On June 18, 2020, the Planning Commission voted unanimously to recommend approval of the Addendum, Parks Master Plan, and General Plan Recreation Element Amendment with recommendations (see Attachment K). Staff has updated the draft Parks Master Plan to reflect the Planning Commission's recommendations to refine policies related to the recognition of mental health benefits that parks provide by valuing habitat restoration that can be accessed by the public, the use of oversized streets and unused alleys for recreation, and the need to promote multilingual and culturally-specific programming, and various other changes as shown in the revised Plan.

On June 30, 2020, the Community Planners Committee voted to 22-1-1 to recommendation significant revisions to the Parks Master Plan and Recreation Element Amendment.

On July 1, 2020, the City's Mobility Board voted unanimously to recommend approval of the Parks Master Plan and General Plan Recreation Element.

On July 15, 2020, the Public Safety and Livable Neighborhoods Council Committee voted 4-0 to move the Parks Master Plan, General Plan Recreation Element, and Citywide Park Development Impact Fee for consideration by the full City Council, without a recommendation.

Key Stakeholders and Community Outreach Efforts:

The Planning Department, along with the Parks and Recreation Department, has conducted major public input activities as part of the initial information gathering phase, regional workshops in each Council District and Downtown for a total of 10 workshops, three Citywide visioning workshops, two online engagement activities, pop-up community events, and stakeholder interviews with representatives of other jurisdictional entities and non-profit organizations. The feedback has been integrated into the benchmarking and technical analyses to identify needs and priorities across the City's parks and recreation system.

A statistically valid survey of more than 1,800 randomly selected residents was also conducted to gauge recreational use, interests, and needs. The results identified priorities for park, facilities and programming

investments. The top priorities were similar across all City Council Districts. The top recreation facility priorities included beaches and shoreline parks, small pocket or neighborhood parks, open spaces and trails, off-leash dog parks, and aquatic complexes. Priorities were focused on upgrades to existing City parks, 95% of respondents found upgrades to existing public parks very important or somewhat important. Just over two-thirds (67%) of residents were satisfied or very satisfied with the City's existing Parks and Recreation facilities and programs.

Public outreach included the following:

1. Ten Regional Open House Workshops were held to discuss the Parks Master Plan, the dates and locations are listed below. Regional workshops were used to inform the public on the planning process, existing conditions of parks and recreation facilities and to obtain needs and priorities for the future.
 - Council District 1 Regional Open House Workshop at the Standley Recreation Center on 06/21/18
 - Council District 2 Regional Open House Workshop at Robb Field on 06/11/18
 - Council District 3 Regional Open House Workshop at the Golden Hill Recreation Center on 06/25/18
 - Council District 4 Regional Open House Workshop at the Skyline Hills Recreation Center on 06/19/18
 - Council District 5 Regional Open House Workshop at Black Mountain Middle School on 06/14/18
 - Council District 6 Regional Open House Workshop at the Canyonside Recreation Center on 06/20/18
 - Council District 7 Regional Open House Workshop at the Linda Vista Recreation Center on 06/06/18
 - Council District 8 Regional Open House Workshop at the San Ysidro Community Activity Center on 06/27/18
 - Council District 9 Regional Open House Workshop at the Mid-City Gym on 06/18/18
 - Downtown Regional Open House Workshop at the Downtown Central Library on 06/12/18
2. Three Visioning Workshops were held to discuss the Parks Master Plan, the dates and locations are listed below. Visioning Open House Workshops were used to understand existing conditions for parks, recreation facilities and programs, identify goals and policies for the parks and recreation system, and develop park and facility improvement priorities and recommendations
 - Visioning Open House Workshop in San Ysidro on 04/27/19
 - Visioning Open House Workshop at Balboa Park on 04/23/19
 - Visioning Open House Workshop in Carmel Valley on 05/04/19
3. City Staff attended two community events to inform the public on the status of the Parks Master plan and solicit input and gather information on needs and priorities. These events are listed below.
 - Clean Air Day at the Boys & Girls Club in Encanto on 10/05/19
 - CiclosDias at Fair@44 in City Heights on 10/27/19

4. City staff, in partnership with the Institute for Local Government, hosted an online public engagement forum that was attended by well over 300 attendees on July 16, 2020.

Additionally, staff promoted the Parks Master Plan through a variety of media outlets including social media posts on Facebook and Instagram. Staff has provided regular updates on the Parks Master Plan through the Planning Department website and presented to various stakeholder groups throughout the planning process.

Mike Hansen

Department Director

Erik Caldwell

Deputy Chief Operating Officer, Smart &
Sustainable Communities

Attachments:

Attachment A: Final Parks Master Plan

Attachment B: Amendment to General Plan Recreation Element

Attachment C: Addendum to the 2008 General Plan Environmental Impact Report No. 104495 EIR (SCH # 2006091032)

Attachment D: Parks Master Plan Workplan

Attachment E: Parks Master Plan Existing Conditions Report

Attachment F: Parks Master Plan Community Survey Report

Attachment G: Parks Master Plan Needs and Priorities Report

Attachment H: Citywide Park Development Impact Fee Nexus Study

Attachment I: City of San Diego DIF Program – Residential Scaling Methodology

Attachment J: City of San Diego Current DIF Program

Attachment K: Planning Commission 's Motion recommending adoption of a Resolution approving an amendment to the General Plan Recreation Element and City of San Diego Parks Master Plan

Graffiti Abatement Committee of Residents | Litter Free Committee of Residents
I Love A Clean Neighborhood Student Program | Palm Avenue Beautification Program (92154)
National Night Out (Crime Prevention Fair and Community Walk)
SDPD Southern Division Appreciation Flower's Community Program
South Bay Freeway's Social Justice Community Program
SDPD Southern Division Appreciation Luncheon's Community Program
National Night Out (Shop with Cops) Community Program



**PROUDLY
SUPPORTS**

San Diego Police Department Southern Division's Community Clean up Program



Southern Division Officers and Darnisha Hunter clearing Mary's yard



Organizer and Community Relations Officer Edington and resident removing Mary's yard trees stump

San Diego Police Department Southern Division's Jurisdiction
(almost the total population of Coronado, Imperial Beach, and National cities combined) covers Otay Mesa-Nestor community (Palm City, Otay Mesa-west, Nestor, Egger Highlands neighborhoods), Ocean View Hills, Otay Mesa, Tijuana River Valley, and San Ysidro, which includes its border crossing (busiest in the world) that separates Tijuana, Mexico, from San Diego County, and the Tijuana River Valley.

For more information, please contact [RODEL](mailto:r27rodel@gmail.com), South Bay Freeway's Social Justice Program Founder and Otay Mesa-Nestor Community Resident at r27rodel@gmail.com.

This pandemic has been difficult for everyone, but especially for our most vulnerable and cherished groups such as the elderly. The new normals have disrupted their routines including medical treatments. Southern Division Officers, Darnisha Hunter (a program coordinator), and Jose Tamayo (Otay Mesa-Nestor community resident and National Night Out Executive Team member) teamed up to clear Mary's yard. Mary is a Southern Division's "You Are Not Alone (YANA)" participant. It was a safe way to let her know that they care. Together after more than five hours of hard work, they transformed Mary's yard. She was happy with the improvements. The community is at its best when all work together as a team.

The SDPD (Southern Division - 1120 27th Street, San Diego, CA 92154)'s Community Clean up Program was scheduled on Saturday, October 10, at 7:30 AM. YANA participants are elderly or disabled persons who live alone and have no one else to check on them. Community Relations Officer Edington visits them weekly. Also, a warm welcome to new Southern Division's Captain Sainz. She took command in September. Thank you to all Front Line Heroes!

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