REGIONAL PLANNING COMMITTEE AGENDA

Friday, May 3, 2002
11:30 a.m. - 1:30 p.m.*
SANDAG
401 B Street, Conference Room A
San Diego, CA
* Please note change in meeting time.
Lunch will be included.

AGENDA HIGHLIGHTS

• REGIONAL COMPREHENSIVE PLAN FRAMEWORK AND STRUCTURE

• EX-OFFICIO MEMBERSHIP

• INTRODUCTION OF CHAIR OF REGIONAL PLANNING WORKING GROUP

MISSION STATEMENT
The 18 cities and county government are SANDAG serving as the forum for regional decision-making. SANDAG builds consensus, makes strategic plans, obtains and allocates resources, and provides information on a broad range of topics pertinent to the region’s quality of life.
Welcome to SANDAG! The Regional Planning Committee provides oversight for the preparation and implementation of the Regional Plan that is based on the local general plans and the regional plans and addresses interregional issues with surrounding counties and Mexico. The components of the plan include: transportation, housing, environment (shoreline, open space, air, water quality, habitat), economy, regional infrastructure needs and financing as well as land use and design components of the regional growth management strategy. Recommendations of the Committee are forwarded to the SANDAG Board of Directors for action.

Members of the public may speak to the Regional Planning Committee on any item at the time the Committee is considering the item. Please complete a Speaker’s Slip which is located in the rear of the room and then present the slip to Committee staff. Also, members of the public are invited to address the Committee on any issue under the agenda item entitled Public Comments/Communications. Speakers are limited to three minutes. The Regional Planning Committee may take action on any item appearing on the agenda.

This agenda and related staff reports can be accessed at www.sandag.org under meetings on SANDAG’s Web site. Public comments regarding the agenda can be forwarded to SANDAG via the e-mail comment form also available on the Web site. E-mail comments should be received no later than noon, two days prior to the Regional Planning Committee meeting.

In compliance with the Americans with Disabilities Act (ADA), SANDAG will accommodate persons who require assistance in order to participate in SANDAG meetings. If such assistance is required, please contact SANDAG at (619) 595-5300 in advance of the meeting. To request this document or related reports in an alternative format, please call (619) 595-5300 or fax (619) 595-5305.

SANDAG offices are accessible by public transit. Phone 1-800-COMMUTE or see www.sdcommute.com for route information.
The Regional Planning Committee may take action on any item appearing on this agenda.
Staff Contact: Carolina Gregor, (619) 595-5399; cgr@sandag.org

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<th>ITEM #</th>
<th>ACTION</th>
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<tr>
<td>1. WELCOME AND INTRODUCTIONS</td>
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<tr>
<td>2. PUBLIC COMMENTS AND COMMUNICATIONS</td>
<td>Speakers are limited to three minutes each.</td>
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<td>+ 3. ACTIONS FROM APRIL 12, 2002 MEETING - (pp. 4-7)</td>
<td>INFORMATION</td>
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<td>4. INTRODUCTION OF CHAIR OF REGIONAL PLANNING WORKING GROUP (Chair Lori Pfeiler)</td>
<td>INFORMATION</td>
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<td>The Regional Planning Working Group, consisting of the region’s planning and community development directors, serves as an advisory group to the Regional Planning Committee. The new Chair of the Working Group, Robert Leiter from the City of Chula Vista, will be introduced.</td>
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<td>+ 5. REGIONAL COMPREHENSIVE PLAN FRAMEWORK AND STRUCTURE (Chair Pfeiler and Carolina Gregor) - (pp. 8-14)</td>
<td>DISCUSSION/RECOMMENDATION</td>
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<td>Based on discussion at the Committee’s April 12, 2002 meeting, a potential framework and structure for the Regional Comprehensive Plan (RCP) are proposed. Additionally, comments from the Regional Planning Working Group, are included. A work program and timeline will be prepared based on the Committee’s discussion, and presented at the next meeting.</td>
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<td>+ 6. EX-OFFICIO MEMBERSHIP (Chair Pfeiler and Janet Fairbanks) - (p.15)</td>
<td>DISCUSSION/RECOMMENDATION</td>
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<td>Attached for the Committee's action is a recommendation for potential ex-officio members.</td>
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<td>7. ADJOURNMENT AND NEXT MEETING</td>
<td>APPROVE</td>
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<td>The next meeting of the Regional Planning Committee is scheduled for Friday, June 7, 2002 from 9 – 11 a.m. at SANDAG.</td>
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+ next to an agenda item indicates an attachment
San Diego Association of Governments

REGIONAL PLANNING COMMITTEE

May 3, 2002

AGENDA REPORT NO.: 3

Action Requested: INFORMATION

REGIONAL PLANNING COMMITTEE DISCUSSION AND ACTIONS
Meeting of April 12, 2002

The April 12, 2002 meeting of the Regional Planning Committee was called to order by Committee Chair Lori Pfeifer. Committee members in attendance were Committee Vice Chair Patty Davis, Dennis Holz, Rick Knepper, Scott Peters, and alternates Judy Ritter, Ron Morrison, Jill Greer, and Bill Horn. Additional elected officials in attendance were Ramona Finnila, Julie Nygaard, and Bud Lewis.

1. WELCOME AND INTRODUCTIONS

Chair Pfeifer welcomed Committee members and guests. Self-introductions were made.

2. PUBLIC COMMENTS AND COMMUNICATIONS

Kevin Doyle, National Wildlife Federation, expressed support for the Regional Comprehensive Plan, and encouraged the Committee to link current land use, transportation, and habitat planning efforts to the Regional Plan. Mr. Doyle urged the Committee to adopt the Local Government Commission’s “Awahnee Principles,” and to plan for the future, not for growth.

Allison Rolfe, San Diego Audubon, also expressed support for the Regional Plan and stressed that equal emphasis should be given to affordable housing, land use configuration that reduces trips, the environment, transportation and transit, and other issue areas.

Ramona Salisbury, League of Women Voters of San Diego County, stated that the plan should be truly comprehensive and should address key regional infrastructure needs. Additionally, she left a list of key stakeholders for consideration.

3. COMMITTEE POLICIES AND ORGANIZATION

The Committee approved the future meeting schedule (first Friday of each month from 9 - 11 a.m. at rotating locations).

4. COMMITTEE MISSION STATEMENT
The Committee reviewed the draft mission statement and current list of Committee members. A formal mission statement will be approved within the next several meetings.

5. REGIONAL COMPREHENSIVE PLAN

Committee members had a general discussion about the Regional Comprehensive Plan (see Attachment 1). The following main points were made:
- The Regional Plan should not be just a summary of existing plans. Current plans should serve as a starting point for the Plan. The Committee should overlay different issue areas and take a bird’s eye view of growth patterns.
- The region needs a vision for 50 years and beyond, and local buy-in of the vision.
- What will be different about this Plan than past regional planning efforts?
- The issue is housing – in particular, affordable housing. Incentives should be provided to local jurisdictions to increase densities.
- The Plan should lay out carrots (financial and other incentives) as an implementation tool. The carrots should be determined quickly, and an equitable distribution method should be developed.
- The region will have to grow some of its own carrots.
- Implementation tools need to be more than just carrots in order to insure that environmental justice and fair share issues are addressed. The Plan may need sticks, as well as carrots.
- How will the Plan be used? We should think about the Plan as if we will be stuck with sticks.
- Sticks will create more local land use initiatives that limit increases in density.
- Maybe the Plan should create carrots to trump competing local initiatives. The region has hard choices to make. We need to create a vision for the region and agreement on the Plan, and then not allow other efforts to derail the Plan.
- The Plan needs teeth. Local jurisdictions need to work together as a region to prepare our own plan and implement it. Otherwise, a non-locally developed plan will be imposed by the State.
- Local jurisdictions can no longer look at projects from an isolated point of view; projects must be viewed from a broader perspective in order to better coordinate land use and transportation, and make smart growth work.
- The coastal height limit may need to be modified in some coastal areas (e.g., Sorrento Valley) to increase densities in areas that make sense. Impacts from potentially-modified coastal height limits in that area are mitigated by the topography.
- Staff and the Committee should stick to the 18-month deadline for the plan preparation.
- The public and additional elected officials need to be involved in the preparation of the Plan. Committee meetings should be held in different subregions, with key stakeholders and interests invited.

6. EX-OFFICIO MEMBERSHIP

Ex-officio representation was briefly discussed, but will be discussed further at the next meeting.

7. ROUNDTABLE / OTHER

There was no additional discussion.

8. ADJOURNMENT AND NEXT MEETING

The next meeting will be on May 3, 2002 from 9 – 11 a.m. at SANDAG in the Conference Room A.
REGIONAL PLAN DISCUSSION

- PLANS W/OUT TEETH
- WHAT WILL BE DIFFERENT THAN IN PAST PLANS?
- CONTROL OVER INFRA. $?
- CARROTS VS. STICK APPROACH
- PRESERVATION OF AGRIC.
- HOUSING PLANS - REG. APPROACH
- GROWTH FORECAST INCLUDES LOCAL GEN. PLAN LAND USE
- ENCINTAS STARTED TO ADDRESS PLANNING/GROWTH ISSUES
- LINK TRANSPORTATION + LAND USE DECISIONS
- GIVE CITIES $ TO DEAL WITH GROWTH
- $ IS ONLY TEETH WE HAVE
- NEED SOMETHING ($) TO MOTIVATE CITIES
- DENSITY BONUS IS A CARROT TOO
- WHAT CARROTS DO WE HAVE? DETERMINE QUICKLY! KEY TO SUCCESS
- $35M STIP IS EXAMPLE
- NEED TO GROW SOME CARROTS
- HOW SHOULD PLAN BE USED?
- DON'T CONSTRAIN PLAN FISCALLY
- LOOK FOR CARROTS LOCALLY & FROM STATE
- BACK COUNTRY DEV. POTENTIAL?
- GROWTH FORECAST - 3 ALTERNATIVES
  a. EXISTING POLICIES
  b. EXISTING POLICIES + COUNTY TARGETS
  c. SMART GROWTH
- INTERREG. PLANNING EFFORTS @ RIVERSIDE
- AFFORDABLE HOUSING
- LOCATION OF JOBS
• Stick - won't get fair share of #
• May need sticks
• ReDev: along rail lines
• Do away with height limit in some places
• Built out issue/change is difficult
• Theory to action may req stick
• Sorrento Valley emp potential/transit
• Initiative process - plan could trump initiatives - no opt out

• Peace proposal
• Do plan ourselves vs. imposition from outside
• Can't continue w/status quo - must look beyond city borders
• Need to define what the plan is
• Plan should make region better - risky but not a sacrifice
• Look at what we have, what we need * how it fits together

• How do local plans fit in?
  - e.g. Chula Vista, County GP 2020
• Risky to put local plans on hold
• Dynamic process - RTP etc won't be put on hold
• 18 month deadline - important
• Need vision for endpoint
• Include in Gov. legislation?
  - Rect. signif. projects
• Can't deal w/only transp.
• Need to involve fish & wildlife
Regional Comprehensive Plan Framework and Structure

Introduction

SANDAG is preparing a Regional Comprehensive Plan (RCP) that will integrate land uses, transportation systems, infrastructure needs, and public investment strategies within a regional smart growth framework. The Plan will be produced within the context of the greater Southern California / Northern Baja California region. Generally, the Plan will include regional land use policies, an infrastructure needs assessment, a public investment strategy, and a monitoring component.

Other Regional Approaches

Regional plans have been prepared in major metropolitan areas across the country. Staff has examined a number of those plans to provide insights on how the RCP could be structured (Attachment 2).

Observations: Each of the examined efforts includes a strong vision up front, providing clarity and direction for the planning efforts. Most plans are organized by chapters or elements. Despite completed documents, all of the efforts are still evolving. Implementation mechanisms vary by governance structure and authority.

Recommended Framework and Structure

At the Committee's last meeting, members discussed the need for the RCP to extend beyond current local land use plans, and to provide a unified vision for the region beyond the current planning horizon. Based on the Committee's discussion, on recommendations from the Regional Planning Working Group, and on examination of various other regional efforts, staff recommends a framework that emphasizes an interregional, inter-community, and multi-disciplinary approach that sets forth policy options to address key regional issues. (See Box)
Discussion

Over the past several years, the SANDAG Board and local jurisdictions have increasingly supported land use and transportation policies that favor smart growth. The RCP could build upon those efforts, crafting a conceptual vision reflecting those efforts, as a starting point. The public outreach and involvement component would be used to test and refine the vision over the course of the planning process. Simultaneously, staff would begin preparing the “Opportunities and Challenges” Chapters, which would address regional and interregional issues, and provide policy recommendations and implementation strategies to resolve those questions.

Conceptual Vision and Guiding Principles

Generally, the conceptual vision and guiding principles could include concepts contained in the REGION2020 smart growth definition, principles, and designations. These include concepts such as:

- Reducing sprawl;
- Providing people with additional travel choices;
- Achieving a greater jobs/housing balance;
- Providing a variety of housing types for residents of all incomes in each community;
- Providing adequate infrastructure;
- Protecting open spaces and habitat; and,
- Promoting economic prosperity.

The vision and guiding principles should be concise, and should serve as the foundation of the plan. The vision could be further enhanced through focus groups and other public involvement techniques.

Chapters: Opportunities, Challenges, and Recommended Policy Options

The Chapters, as listed in the box on the previous page, should focus on interconnections between issues, on policy recommendations to address recurring challenges, and on strengthening the relationship between local and regional plans, especially in the context of the State’s mandated general plan elements. The Chapters need to build upon various efforts, such as local plans and policies, the 2030 Regional Transportation Plan, the Regional Transit Vision, REGION2020, the habitat conservation plans, the Regional Energy Strategy, the Urban Water Management Plan, and others.

<table>
<thead>
<tr>
<th>Chapters</th>
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<tr>
<td>Urban Form</td>
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<tr>
<td>Enhanced Mobility</td>
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<td>Availability &amp; Affordability of Housing</td>
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<td>Healthy Ecosystems</td>
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<td>Energy Conservation</td>
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<td>Water Supply</td>
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<td>Borders (Baja California and Orange, Riverside, and Imperial Counties)</td>
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<td>Economic Prosperity</td>
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<td>Fiscal Issues</td>
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<table>
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<th>Components of Each Chapter</th>
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<tr>
<td>Issue Statement</td>
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<tr>
<td>Description of Interrelated, Contributing Issues</td>
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<td>Policies/Principles/ Goals/ Objectives to address the Issues</td>
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<td>Actions and Implementation Responsibilities</td>
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<td>Standards, Performance Monitoring, and Assessment</td>
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<td>Infrastructure Needs and Funding Mechanisms</td>
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<td>Environmental Justice and Social Equity</td>
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Regionally-Significant Infrastructure Needs and Financing Strategy

This section would entail an assessment of current regionally-significant infrastructure systems, an assessment of future needs, and recommendations on a public investment strategy to fund current and existing needs.

A Call to Action

Implementation strategies would include incentives (including policies on transportation fund allocations in relation to land uses), transit- and pedestrian-oriented guidelines, the Congestion Management Program toolbox, negotiated compacts, and others.

The Regional Comprehensive Plan is...

At the last meeting, the Committee discussed the role of the RCP. Given the recommended framework, the RCP could serve as:

- A vision for the region
- A framework for:
  - Strengthening local and regional plan integration,
  - Strengthening transportation and land use integration,
  - Updating local plans and policies,
  - Identifying gaps, needs, and inconsistencies in regional plans, and
  - Coordinating and integrating interregional planning issues
- An inventory of regional infrastructure needs
- A financing mechanism for needed infrastructure to implement smart growth
- A tool to assist with smart growth implementation, to tie regional transportation funding to local land use decisions
- An identification of inconsistencies between local plans (transportation, jobs/housing balance, land use designations)
- A tool for siting regional facilities (Future Phase)

Key Policy Issues

Several policy issues were raised that might be answered by the Plan’s structure and framework.

Components: What should the Regional Comprehensive Plan include and how should it be structured? The Plan should include a vision, maps, policies to address issues, an infrastructure component, a public investment strategy, performance monitoring, implementation roles and responsibilities, and incentives. The objectives are to strengthen the relationship between local and regional plans, and land use and transportation policies.

Use of the Plan: How will the Regional Comprehensive Plan be used by local and regional agencies? The Plan will clarify the vision for the San Diego region, establish policies for addressing key regional issues, and set forth a public investment strategy for regionally-significant infrastructure. The Plan will be used to solve problems. It could be used as a reference in funding allocation decisions at the regional level. Local agencies could use the Plan when updating local plans and policies, and could be asked to adopt a “compact” supporting the Plan and delineating specific implementation commitments.
**Infrastructure**: How should the Plan deal with growth and infrastructure needs? The Plan should prioritize the allocation of infrastructure funds toward urbanized areas that are willing to increase housing opportunities in accordance with the vision, and toward areas where investments in public infrastructure are maximized.

**Stakeholders and Public Involvement**: Who should be the key stakeholders in the preparation of the Plan to insure local ownership? A Plan that focuses on resolving issues to improve our quality of life becomes relevant to many people in the region and in our surrounding areas. If structured in this format, it allows stakeholders, citizens, and other interested parties to suggest recommended policies and actions, promoting ownership in the Plan. A key component of a public involvement strategy will be reaching out to tribal governments, disadvantaged communities, community-based organizations, and representatives from Baja California and other regional borders.

**Surrounding Areas**: How should the Plan deal with interregional and border issues, especially transportation and jobs/housing balance, and decision-making for interregional infrastructure? A Plan that focuses in on specific geographic sub-areas within the greater region will allow for additional resources to address issues particular to those areas. The Plan should delineate the unresolved issues and recommended solutions for our border areas.
The attachment to this document can be obtained by contacting SANDAG’s Public Information Office at (619) 595-5347.
REGIONAL PLANNING APPROACHES – THREE EXAMPLES

Regional plans have been prepared in major metropolitan areas across the country. Staff has examined a number of those plans, and focused on three efforts that provide insights on how the Regional Comprehensive Plan could be structured.

Denver Regional Council of Governments (DRCOG)

The Denver area’s regional plan consists of two components: a plan called “Metro Vision 2020,” and a locally-based implementation strategy consisting of the “Mile High Compact,” which ties back directly to the vision. Jurisdictions that sign the compact agree to establish urban growth boundaries and link back to the Metro Vision.

Metro Vision is based on a “Preferred Development Scenario” that was developed with significant public input. The plan contains six core elements:

- Extent of Urban Development
- Urban Centers
- Open Space
- Free-Standing Communities
- Balanced, Multi-Modal Transportation System
- Environmental Quality

Each core element contains policy objectives. In addition to the Mile High Compact, other plan implementation strategies include plan consistency; integration of regional development and transportation plans (primarily through Transportation Improvement Program evaluation criteria); air and water quality integration; and tax policy and revenue sharing recommendations.

Staff Assessment: A key attribute of Metro Vision’s success is that its 6 core elements are interdisciplinary, focusing on interconnections between topics. Additionally, the Mile High Compact has provided local buy-in to the regional planning effort. The concept is similar to SANDAG’s REGION2020 Resolution of Support for Smart Growth process, except for the compact is more binding and ties back to a specific agreed-upon regional plan. Once the Regional Comprehensive Plan is adopted, SANDAG could use the “Compact” model as an implementation tool, building upon the REGION2020 foundation.

Metro-Portland

The Portland area’s development is guided by Metro-Region’s “2040 Framework,” which serves as Metro’s growth management effort. The 2040 Framework consists of:

- A 2040 Growth Concept (the preferred form of regional growth and development, including where and how the urban growth boundary (UGB) should be expanded, density ranges within the UGB, and open space areas);
- A 2040 Growth Concept Map;
- A 2040 Regional Framework Plan, which includes chapters and policies on land use, transportation, parks, water, regional natural hazards, and implementation;
- An Urban Growth Management Functional Plan, which consists of requirements and tools to implement the Regional Framework Plan;
- A Livable Communities Workbook, serving as a guide for modifying land use codes; and
- A Regional Affordable Housing program.

Staff Assessment: The 2040 Regional Framework Plan was developed to provide a comprehensive approach to achieving the Growth Concept. The Functional Plan, similar to a local general plan’s
zoning ordinance, and the Livable Communities Workbook, a guideline for changes to land use codes, serve as implementation tools. The housing program serves as the fair share strategy. This approach builds on the traditional single issue-oriented elements in most plans. Because of the directly-elected regional governance structure, the plan has more teeth than most other regional plans.

**California Commission on Building for the 21st Century**

The California Commission on Building for the 21st Century was commissioned by Governor Gray Davis to produce a plan focused on California’s infrastructure. The report is entitled “Invest for California – Strategic Planning for California’s Future Prosperity and Quality of Life.”

The report defines infrastructure, addresses why the provision and maintenance of infrastructure is important, and delineates who is responsible. The plan then provides a “Vision for 2020,” accompanied by a variety of qualitative policy values, such as access, cultural and arts preservation, economy, skilled workforce, housing affordability, infrastructure efficiency, mobility, personal time, protected environment, safety, and technological advances. It sets forth three guiding principles and eight “building blocks” for California’s infrastructure. The building blocks, which serve as chapters, include:

- Educational Facilities
- Energy
- Housing
- Land Use
- Public Facilities
- Technology
- Transportation
- Water

The plan also addresses financing, and closes with a Call to Action.

**Staff Assessment**

The plan’s vision is not associated with a preferred development scenario because of its nature at the state level, but instead, emphasizes the human values associated with the vision. The building blocks include recommended options to achieve the vision, but do not make clear who is responsible for implementing the recommended options.

**General Observations**

Each of the examined efforts includes a strong vision up front (Preferred Development Scenario, Growth Concept, Vision for 2020), providing clarity and direction for the planning efforts. Although each of the planning efforts has resulted in completed documents, all of the efforts are still evolving. Implementation mechanisms vary in each of the efforts, depending on governance and authority. Well-organized efforts are the easiest ones to understand, and the degree of organization is generally reflected on the Web sites.
EX-OFFICIO MEMBERSHIP

Introduction

At the April 11, 2002 meeting, the Regional Planning Committee briefly discussed Ex-officio representation. Several entities and persons have expressed interest in collaborating with this Committee.

Recommendation

The Regional Planning Committee should request representation from several of the SANDAG Board ex-officio members.

Discussion

Supplementing the voting membership on the SANDAG Board are advisory representatives from the U.S. Department of Defense, Caltrans, the San Diego Unified Port District, the San Diego County Water Authority, Tijuana/Baja California/Mexico, the Metropolitan Transit Development Board, and the North County Transit Development Board.

Each representative is responsible for planning and implementing an infrastructure system that is a vital component of the Regional Comprehensive Plan. Their expertise, interest, and participation will assure consistency and coordination of the various components of the Plan.

It has been suggested that Ex-officio members be selected based on their interest in the plan and their availability to attend the Regional Planning Committee meetings. Their participation in the discussions will give the Committee the breadth of talent and expertise it needs to integrate the various components into a comprehensive plan.