REGIONAL PLANNING COMMITTEE AGENDA

Thursday, May 30, 2002
1 p.m. - 3 p.m.
SANDAG
401 B Street, Conference Room A
San Diego, CA

AGENDA HIGHLIGHTS

• INTRODUCTION OF EX-OFFICIO MEMBERSHIP
• EXISTING LOCAL PLANS AND POLICIES IN RELATION TO THE REGIONAL COMPREHENSIVE PLAN (RCP)
• RCP KEY POLICY ISSUES

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. Email comments should be received no later than noon, two days prior to the Regional Planning Committee meeting.

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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>
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<td>1.</td>
<td>WELCOME AND INTRODUCTIONS</td>
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<td>PUBLIC COMMENTS AND COMMUNICATIONS</td>
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<td>Speakers are limited to three minutes each.</td>
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<td>+3.</td>
<td>ACTIONS FROM MAY 3, 2002 MEETING - (pp. 5-7)</td>
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<td>4.</td>
<td>INTRODUCTION OF NEW ADVISORY MEMBERS (Chair Lori Pfeiler)</td>
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<td>At its May 3, 2002 meeting, the Committee voted to invite advisory members from SANDAG’s current ex-officio agencies. The Chair will introduce the Committee’s new advisory members.</td>
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<td>EXISTING LOCAL PLANS AND POLICIES IN RELATION TO THE REGIONAL COMPREHENSIVE PLAN (RCP) (Chair Pfeiler and Paul Kavanaugh, SANDAG Staff) (pp. 8-10)</td>
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<td>The Committee has requested an overview of existing local plans and policies, and their relationship to the RCP. Issues arising from existing local plans and policies include development densities leading to sprawl, imbalance between housing and employment capacity, imbalance between housing and employment locations, and consumption of large amounts of undeveloped land.</td>
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<td>WHAT DOES THIS ALL MEAN FOR THE RCP? (Chair Pfeiler and Carolina Gregor, SANDAG Staff) - (pp. 11-14)</td>
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<td>Based on discussion of the previous item, the Committee is requested to address the questions in the staff report, addressing the following main issues:</td>
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<td>a. Purpose and Use</td>
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<td>b. Regional Priorities</td>
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<td>c. Public Involvement</td>
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<td>d. Implementation</td>
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The next meeting of the Regional Planning Committee is scheduled for Friday, July 12, 2002 from 1 - 3 p.m. at SANDAG, following the SANDAG Policy Development Board meeting. A schedule for subsequent Committee meetings is attached.

+ next to an agenda item indicates an attachment
The May 3, 2002 meeting of the Regional Planning Committee was called to order by Committee Chair Lori Pfeiler, Mayor of Escondido. Committee members and alternates in attendance were Dennis Holz (Encinitas), Rick Knepper (La Mesa), Ron Roberts (County of San Diego), and Ron Morrison (National City). Bud Lewis (Carlsbad) was also present.

1. **WELCOME AND INTRODUCTIONS**

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

2. **PUBLIC COMMENTS AND COMMUNICATIONS**

There were no public comments or communications.

3. **ACTIONS FROM APRIL 12, 2002 MEETING**

There were no changes to the April 12, 2002 meeting actions.

4. **INTRODUCTION OF CHAIR OF REGIONAL PLANNING WORKING GROUP**

Robert Leiter, Chair of the Regional Planning Working Group and Planning Director of the City of Chula Vista, was introduced. Mr. Leiter made introductory comments on behalf of the Working Group, emphasizing that, in the Working Group’s view, the Regional Comprehensive Plan (RCP) should set forth a vision for the region, address and plan for infrastructure issues and urban form, establish policies to direct more intense development near major transportation corridors and facilities, and engage our region’s communities.

5. **REGIONAL COMPREHENSIVE PLAN FRAMEWORK AND STRUCTURE**

An overview of regional plans completed in various other major metropolitan areas, and a proposed framework and structure for the RCP were presented. The proposed framework consisted primarily of a conceptual vision with guiding principles, chapters laying out policies addressing interdisciplinary topics, an infrastructure assessment and public investment strategy, and an implementation component. The following comments were made during the discussion:

- Local buy-in is needed on the vision – the vision’s emphasis should be on how cities grow versus how the region grows.
- The public investment strategy will be important. We won’t be able to rely on developers to fund all of our infrastructure needs.
• How does the RCP relate to local general plans, especially for jurisdictions that are currently updating their plans? Will the RCP be duplicative of these efforts?

• We need to look at our current local general plans on a collective basis to determine if there is a need to proceed with a more comprehensive plan.

• Under current plans and policies, we run out of housing capacity in 2010, resulting in serious problems. We need a regional forum to address the interrelated issues.

• The RCP can provide an opportunity to collaborate on our efforts. There may be some infrastructure-based synergies to planning on a broader basis.

• The vision needs to include agriculture, open space, and habitat as part of the Urban Form discussion. Also, the vision should emphasize comparable travel choices, instead of additional travel choices.

• If we don’t resolve issues regarding how the local plans will relate to the regional plans, there could be a train wreck down the road.

• A vision should hold up over a long period of time. What happens after the next growth forecast? If we don’t plan far enough into the future, will future generations have to deal with these same issues?

• Should the vision promote affordable housing in every community?

• The Regional Planning Working Group has been working with the County of San Diego, and helping SANDAG develop land use scenarios based on the likely outcome of the County’s general plan update. We will have to see how far the County’s likely population targets and the intensification efforts of the Cities of San Diego and Chula Vista gets the region in meeting the demand for growth in the region, and then, this Committee will need to have serious discussions on related policy issues. One goal of the RCP could be to grant carrots to those that are willing to take growth.

• Under smart growth, we save significant amounts of land. We need to make tough decisions.

• The RCP ought to focus more on funding, and where the money is coming from to assist jurisdictions with issues like housing.

• There will be a major rebellion in the coastal cities if densities are increased there.

• The question will be whether we can deal with changes voluntarily or whether we will be forced to do so.

• The framework proposed by staff seems good.

• The voters will take away the local jurisdictions’ land use authority, unless the state takes it away first. People form cities because they want local land use control.

• It is our responsibility to educate people about urban sprawl and its impacts. The region is getting worse because of our parochial decisions.

• Direct staff to present the Committee with numbers and trends related to existing local plans.

6. EX-OFFICIO MEMBERSHIP

The Committee approved the staff recommendation to invite advisory representation from existing SANDAG Ex-Officio member agencies.
7. **ADJOURNMENT AND NEXT MEETING**

The Committee approved schedule changes for the next three meetings. The new meeting dates and times are listed below. The meetings will be held at SANDAG in Conference Room A.

- **Thursday, May 30, 2002, from 1-3 p.m.**
- **Friday, July 12, 2002, from 1-3 p.m. (following the SANDAG Executive and Policy Development Board meetings)**
- **Friday, August 2, 2002, from 1-3 p.m. (following the SANDAG Board meeting)**
EXISTING LOCAL PLANS AND POLICIES IN RELATION TO THE REGIONAL COMPREHENSIVE PLAN

Background

In California, state law requires that each jurisdiction adopt a comprehensive, long-term general plan as a blueprint for its physical development. The plan must set forth the objectives, principles, standards, and policies for at least seven areas, called elements: land use, circulation, housing, conservation, open space, noise, and safety. There are no similar requirements for a Regional Comprehensive Plan (RCP).

The law requires that general plans be periodically reviewed and updated, but with the exception of the housing element, no time frame is mandated.

Two jurisdictions in the San Diego region, the City of San Diego and the County, prepare their plans at the community level. Combined, the region has nearly 100 adopted general and community plans.

Since 1972, the land use and circulation elements of these plans have been integral parts of SANDAG’s long-range forecasting process. Taken in aggregate, they are the blueprint for how the region will develop. One of the first steps in preparing a forecast is to collect and corroborate this information from the local jurisdictions and, since the early 1980s, enter it into geographic information system (GIS) data bases.

The computer models that allocate the projected population, homes, and jobs do so based primarily on the spatial information contained in the plans: the locations of planned residential and employment land uses and the configurations of existing and future streets and highways.

Issues Arising From Existing Local Plans and Policies

- **Development densities** - Existing densities in the cities are relatively low, and planned densities on currently-vacant land are even lower. This pattern contributes to sprawl and can preclude the implementation of an efficient transit system.

- **Imbalance between housing and employment capacity** - Current plans allow for more growth in employment than housing, contributing to higher housing costs, more interregional and longer commute trips, and more persons per household.

- **Imbalance between housing and employment locations** - Residential areas are largely segregated from employment centers, contributing to longer, more congested commutes.

- **Consumption of large amounts of undeveloped land** - Current plans will consume far more land than a smart growth development pattern would.
The Capacity Problem

Basing the forecasts on the region’s currently adopted general and community plans worked well for more than 20 years. In 1994, however, a new problem surfaced. For the first time, the projected future growth could not be accommodated within the framework of the current plans and policies. Not enough land was planned for residential use to support the expected increases in both jobs and population.

The next two forecasts, the 2015 Cities/County Forecast (released in 1994), and the 2020 Cities/County Forecast (1999), each attempted to deal with the problem in a different way. The 2015 Forecast employed a “general intensification” process in which small increases to planned residential densities were made in all jurisdictions. The 2020 Forecast took a more planning-oriented approach. Future residential and employment densities were increased around some 150 “transit focus areas” identified in the 1996 Regional Transportation Plan. It was the first attempt to simulate future smart growth development patterns.

Although each methodology produced a forecast that provided for the region’s future housing needs, both the SANDAG Board of Directors and the Regional Planning Working Group (the region’s planning directors) felt that a different approach was needed, one that allows the local jurisdictions to choose where and how smart growth objectives can be achieved in their area.

The 2030 Cities/County Forecast to be produced this summer will take a new approach. The last several years have seen a steady increase in interregional and international commuting. More people are opting to live in Riverside County or Baja while keeping their jobs here. The 2030 Forecast will take this into account, and will identify the portion of our growth that is expected to occur outside the region’s boundaries. This is one reason why the Regional Comprehensive Plan needs to include a borders component.

The magnitude of interregional and longer commute trips will depend largely on the characteristics of future land uses within the region. Various land use scenarios are now being tested as a part of developing the 2030 Regional Transportation Plan (RTP). The issue for the forecast, the RTP, the RCP, and the local general plans is what impacts will different levels of smart growth have on the region’s livability and quality of life?

REGION2020, the RCP, and the RTP

Concurrent with the release of the 2020 Forecast in 1999, the REGION2020 Growth Management Strategy was developed and launched. The Strategy was a first step toward informing elected officials and the general public about growth issues in general and illustrating specific ways that the region could grow in a smarter, more sustainable manner. REGION2020 also provided jurisdictions with an opportunity to make their own commitments to smart growth by replacing the transit focus areas of the 2020 Forecast with their own smart growth focus areas for the 2030 Forecast.

REGION2020 was never intended to be a one-size-fits-all approach to growth management. It was always recognized that different jurisdictions, and different communities within the jurisdictions, have different needs and priorities. Failure to acknowledge these differences would result in the failure of the Strategy, and the same would be true of the RCP.
However, the land use plans and policies within the individual jurisdictions do have a cumulative impact on the region as a whole. REGION2020 was intended to be a framework that the jurisdictions could tailor to improve their own livability, while at the same time enhancing that of the region. Growth and change will continue in the region over the next several decades, and all jurisdictions can make positive contributions toward preparing for that change.

REGION2020 is now evolving into the Regional Comprehensive Plan, which will build upon the Strategy’s smart growth goals and principles. It will serve as the framework for strengthening the relationship among: local plans and policies and regional plans and policies; and land use and transportation plans and policies. For example, it can help reconcile differences between local plans and regional forecasts, and can provide incentives and other mechanisms to promote transportation networks and designs that enhance local communities. The results will enable the jurisdictions, as well as the region, to proactively plan for change.

Intertwined with the development of the RCP is the 2030 Regional Transportation Plan. The SANDAG Board, as well as the two transit districts, have directed that the 2030 RTP help mitigate future congestion levels through a significant increase in transit ridership. The Regional Transit Vision (RTV) is the region’s aggressive response, and it will be a key element of the 2030 RTP and the RCP.

The 2030 RTP will likely include all of the local agencies’ smart growth commitments. Preliminary analyses indicate that although the addition of these smart growth focus areas results in only minimal impacts on the region’s transportation system performance, they are clearly a step in the right direction. Adding more such land use changes over time could indeed improve future performance. This process will be facilitated through iterative, ongoing updates of the local plans, the RTP, and the RCP.

Implementation of both the RTV and the RTP requires coordination with the region’s local land use plans and policies. Creating efficient transit routes and service levels depends on the existence of appropriate residential and employment densities, particularly in the urban areas. The current plans need to be better connected to these objectives. The Regional Comprehensive Plan will provide the structure for connecting the local land use plans and transportation investments so that we can better meet our future needs.
WHAT DOES THIS ALL MEAN FOR THE REGIONAL COMPREHENSIVE PLAN?

Introduction

Agenda Item 5 provides an overview of what happens when we look at our local plans and policies on a collective basis. Specifically, Item 5 highlights the following disconnects at the regional level associated with the aggregate of our local plans.

- Existing and planned residential densities in the cities are low;
- There is an imbalance between the amount of vacant land planned for employment uses in relation to that planned for residential uses;
- Our residential areas are often separated from our employment centers; and
- Existing plans consume large amounts of undeveloped land.

Additionally, no adequate mechanism exists to handle transportation and environmental issues with our surrounding counties and the binational border.

Key Policy Issues

Given the discussion of existing plans in the regional context, several policy issues emerge that the Regional Planning Committee should address. Following each question are staff suggestions for Committee consideration and discussion.

Purpose of the Plan: What is the purpose of the Regional Comprehensive Plan? One purpose of the Plan could be to serve as the framework for strengthening the relationship among local and regional plans and policies, and land use and transportation, enabling the jurisdictions, as well as the region, to proactively plan for change. The Plan could clarify the vision for the San Diego
region, define regional priorities, establish policies to address key regional issues, and set forth a public investment strategy for regionally-significant infrastructure. The financing strategy should assure that regional infrastructure needs (transportation, habitat and open space, water quality, etc.) are identified and financed on a timely and equitable basis. Additionally, the RCP provides an opportunity to establish a mechanism to more effectively handle interregional and international land use and transportation issues.

Components: What should the RCP include and how should it be structured? The Plan could include a regionally-accepted vision, guiding principles, maps, policies to address regionally-significant issues and priorities, a regional infrastructure component, a public investment strategy including incentives, implementation roles and responsibilities, and performance monitoring.

The vision could build upon the smart growth principles included in REGION2020:

- Reduce urban sprawl
- Provide people with additional travel choices;
- Achieve a greater jobs/housing balance;
- Provide a variety of housing types for residents of all incomes in each community;
- Provide adequate infrastructure and financing mechanisms;
- Protect open spaces and habitat; and,
- Promote economic prosperity.

Use of the Plan: How will the Regional Comprehensive Plan be used by local and regional agencies? The Plan could be used to solve the regionally-significant problems determined by the identification of regional priorities. At the local level, local agencies could use the Plan when updating local plans and policies, and could adopt a “compact” supporting the Plan and delineating specific implementation commitments. At the regional level, the Plan could 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. At the interregional level, the Plan could be used to address land use and transportation issues associated with our borders, particularly the growing imbalance between jobs and housing.

Regional Priorities: What regional priorities should the plan address? The following are potential regional priorities as a starting point. The priorities would be refined through an extensive public involvement process, involving local elected officials, key stakeholders, tribal governments, community-based organizations, and others. It must be recognized that the regional priorities are inextricably linked; as a result, the chapters of the RCP will need to be multi-disciplinary and coordinated in order to address the interrelationships between the issues and financing strategies.

1. Urban Form - Spatial Distribution and Urban Design
   - Reduce urban sprawl
   - Focus most future growth in urban areas (western third of region), close to existing and planned transportation networks
   - Create people-friendly places; walkable, mixed use communities
   - Evaluate impacts that different levels of smart growth or sprawl would have on the region’s livability and quality of life
2. **Enhanced Mobility - Regional, Interregional, International Transportation**
   - Provide more transportation options (transit, walking, biking, carpooling, vanpooling) and reduce congestion in key corridors
   - Integrate the transportation infrastructure network with the other significant regional infrastructure systems

3. **Housing - Availability, Affordability, Location, and Jobs-Housing Balance**
   - Supply enough housing in relation to new jobs
   - Create additional regional/local funds for affordable housing
   - Locate new housing close to existing and planned jobs and transportation networks

4. **Healthy Ecosystems - Connect and Fund our Habitat Preserve Systems, Resolve Housing and Transportation Conflicts**
   - Fund regional habitat preserve efforts
   - Establish policies to resolve potential conflicts with housing and transportation issues
   - Identify key ecosystem components and actions to insure a healthy environment (including minimizing pollution and water quality/storm water runoff)

5. **Economic/Fiscal Issues - Assure that Regional Infrastructure Needs to Improve our Quality of Life are Identified and Addressed through a Financing Strategy**
   - Design and implement a fiscal strategy for the San Diego region
   - Establish a regional infrastructure financing strategy that (1) provides for the implementation of key regional infrastructure systems for transportation, habitat and open space, water quality, and other areas of significance, and (2) relies on a variety of funding sources, rather than on a single funding source

**Public Involvement:** *(Staff recommends that this discussion be a separate agenda item for the July 12, 2002 Committee meeting.)* Who should be the key stakeholders in the preparation of the Plan to insure local ownership? A four-pronged approach is suggested, with details to be discussed at the Committee’s July meeting: local jurisdictions (elected officials and key staff), interested stakeholders, traditionally under-represented groups, and representatives of our bordering regions. A social equity component of the public involvement strategy would focus on reaching out to tribal governments, disadvantaged communities, community-based organizations, and other groups with which SANDAG has traditionally had little, if any, contact.

**Implementation:** How will the Plan be implemented? A key item related to implementation of the RCP should be an assessment of regionally-significant infrastructure needs and an associated financing strategy. The region has been identifying and prioritizing transportation infrastructure systems for over 20 years through the Regional Transportation Plan (RTP), but no similar mechanisms exist for other essential infrastructure networks. The public investment strategy should place equal emphasis on financing other critical regional infrastructure networks, including habitat, water quality, and others, as identified by the Regional Planning Committee and other stakeholders. Ultimately, the financing strategy should identify and include incentives to achieve regional priorities. In addition to the financing strategy, the RCP should define implementation
roles and responsibilities, and establish performance measures to assess implementation progress. Other implementation strategies could include transit- and pedestrian-oriented guidelines, negotiated compacts, and others.

**Preliminary Schedule through September 2002:** The following timeline lays out a preliminary schedule for the Committee, the Board of Directors, and other groups. The Committee should review, comment, and provide input so that staff can evolve a more detailed work program based on the Committee’s direction.

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| July 12, 2002   | Regional Planning Committee  | • Approve statement of purpose and use of RCP  
• Discuss RCP Public Involvement Strategy  
• Approve preliminary statement of regional priorities to be tested and refined through public involvement  
• Approve preliminary regional vision based on REGION2020 smart growth principles to be tested and refined through public involvement |
| July 26, 2002   | SANDAG Board of Directors    | • Receive status report and recommendations on RCP items by Regional Planning Committee                                                  |
| August 2, 2002  | Regional Planning Committee  | • Discuss goals, objectives, and measurable outcomes associated with each regional priority                                            |
| Sept 2002 – Sept 2003 | Groups throughout Region | • Engage in public involvement and outreach                                                                                      |
| Sept 6, 2002    | Regional Planning Committee  | • Discuss infrastructure issues associated with RCP and framework for public investment strategy                                      |
| Sept 13, 2002   | SANDAG Policy Development Board Meeting | • Discuss goals and objectives of RCP, regional vision, and regional priorities to be addressed by the RCP; prepare for subregional workshops to be hosted by Regional Planning Committee member jurisdictions |
SCHEDULE OF UPCOMING MEETINGS

At its first meeting, the Regional Planning Committee approved meeting on the first Friday of each month from 9 – 11 a.m. Due to a variety of conflicts, the schedule has been modified for several meetings. The following list provides the most recently-revised meeting schedule for the Regional Planning Committee for the remainder of 2002. Also provided is a schedule of anticipated dates that the Regional Planning Committee will report to the SANDAG Board of Directors on issues related to the Regional Comprehensive Plan.

Regional Planning Committee Meetings

Thursday, May 30, 2002, 1-3 p.m.
Friday, July 12, 2002, 1-3 p.m. (following the SANDAG Policy Development Board meeting)
Friday, August 2, 2002, 1-3 p.m. (following the SANDAG Board meeting)
Friday, September 6, 2002, 9 – 11 a.m.
Friday, October 4, 2002, 9 – 11 a.m.
Friday, November 1, 2002, 9 – 11 a.m.
Friday, December 6, 2002, 1 – 3 p.m. (following the SANDAG Policy Development Board meeting)

SANDAG Board of Directors Meetings

Friday, July 26, 2002, 9 a.m. – 12 noon (Business Meeting) – Tentative
Friday, September 13, 2002, 10:15 a.m. – 12 noon (Policy Development Meeting) – Tentative
Friday, December 20, 2002, 9 a.m. – 12 noon (Business Meeting) - Tentative
EXISTING LOCAL PLANS AND POLICIES IN RELATION TO THE REGIONAL COMPREHENSIVE PLAN

Background

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The law requires that general plans be periodically reviewed and updated, but with the exception of the housing element, no time frame is mandated.

Two jurisdictions in the San Diego region, the City of San Diego and the County, prepare their plans at the community level. Combined, the region has nearly 100 adopted general and community plans.

Since 1972, the land use and circulation elements of these plans have been integral parts of SANDAG’s long-range forecasting process. Taken in aggregate, they are the blueprint for how the region will develop. One of the first steps in preparing a forecast is to collect and corroborate this information from the local jurisdictions and, since the early 1980s, enter it into geographic information system (GIS) data bases.

The computer models that allocate the projected population, homes, and jobs do so based primarily on the spatial information contained in the plans: the locations of planned residential and employment land uses and the configurations of existing and future streets and highways.

Issues Arising From Existing Local Plans and Policies

- Development densities – Existing densities in the cities are relatively low, and planned densities on currently-vacant land are even lower. This pattern contributes to sprawl and can preclude the implementation of an efficient transit system.

- Imbalance between housing and employment capacity – Current plans allow for more growth in employment than housing, contributing to higher housing costs, more interregional and longer commute trips, and more persons per household.

- Imbalance between housing and employment locations – Residential areas are largely segregated from employment centers, contributing to longer, more congested commutes.

- Consumption of large amounts of undeveloped land – Current plans will consume far more land than a smart growth development pattern would.
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The next two forecasts, the 2015 Cities/County Forecast (released in 1994), and the 2020 Cities/County Forecast (1999), each attempted to deal with the problem in a different way. The 2015 Forecast employed a “general intensification” process in which small increases to planned residential densities were made in all jurisdictions. The 2020 Forecast took a more planning-oriented approach. Future residential and employment densities were increased around some 150 “transit focus areas” identified in the 1996 Regional Transportation Plan. It was the first attempt to simulate future smart growth development patterns.

Although each methodology produced a forecast that provided for the region’s future housing needs, both the SANDAG Board of Directors and the Regional Planning Working Group (the region’s planning directors) felt that a different approach was needed, one that allows the local jurisdictions to choose where and how smart growth objectives can be achieved in their area.

The 2030 Cities/County Forecast to be produced this summer will take a new approach. The last several years have seen a steady increase in interregional and international commuting. More people are opting to live in Riverside County or Baja while keeping their jobs here. The 2030 Forecast will take this into account, and will identify the portion of our growth that is expected to occur outside the region’s boundaries. This is one reason why the Regional Comprehensive Plan needs to include a borders component.

The magnitude of interregional and longer commute trips will depend largely on the characteristics of future land uses within the region. Various land use scenarios are now being tested as a part of developing the 2030 Regional Transportation Plan (RTP). The issue for the forecast, the RTP, the RCP, and the local general plans is what impacts will different levels of smart growth have on the region’s livability and quality of life?

REGION2020, the RCP, and the RTP

Concurrent with the release of the 2020 Forecast in 1999, the REGION2020 Growth Management Strategy was developed and launched. The Strategy was a first step toward informing elected officials and the general public about growth issues in general and illustrating specific ways that the region could grow in a smarter, more sustainable manner. REGION2020 also provided jurisdictions with an opportunity to make their own commitments to smart growth by replacing the transit focus areas of the 2020 Forecast with their own smart growth focus areas for the 2030 Forecast.

REGION2020 was never intended to be a one-size-fits-all approach to growth management. It was always recognized that different jurisdictions, and different communities within the jurisdictions, have different needs and priorities. Failure to acknowledge these differences would result in the failure of the Strategy, and the same would be true of the RCP.
However, the land use plans and policies within the individual jurisdictions do have a cumulative impact on the region as a whole. REGION2020 was intended to be a framework that the jurisdictions could tailor to improve their own livability, while at the same time enhancing that of the region. Growth and change will continue in the region over the next several decades, and all jurisdictions can make positive contributions toward preparing for that change.

REGION2020 is now evolving into the Regional Comprehensive Plan, which will build upon the Strategy’s smart growth goals and principles. It will serve as the framework for strengthening the relationship among: local plans and policies and regional plans and policies; and land use and transportation plans and policies. For example, it can help reconcile differences between local plans and regional forecasts, and can provide incentives and other mechanisms to promote transportation networks and designs that enhance local communities. The results will enable the jurisdictions, as well as the region, to proactively plan for change.

Intertwined with the development of the RCP is the 2030 Regional Transportation Plan. The SANDAG Board, as well as the two transit districts, have directed that the 2030 RTP help mitigate future congestion levels through a significant increase in transit ridership. The Regional Transit Vision (RTV) is the region’s aggressive response, and it will be a key element of the 2030 RTP and the RCP.

The 2030 RTP will likely include all of the local agencies’ smart growth commitments. Preliminary analyses indicate that although the addition of these smart growth focus areas results in only minimal impacts on the region’s transportation system performance, they are clearly a step in the right direction. Adding more such land use changes over time could indeed improve future performance. This process will be facilitated through iterative, ongoing updates of the local plans, the RTP, and the RCP.

Implementation of both the RTV and the RTP requires coordination with the region’s local land use plans and policies. Creating efficient transit routes and service levels depends on the existence of appropriate residential and employment densities, particularly in the urban areas. The current plans need to be better connected to these objectives. The Regional Comprehensive Plan will provide the structure for connecting the local land use plans and transportation investments so that we can better meet our future needs.
WHAT DOES THIS ALL MEAN FOR THE REGIONAL COMPREHENSIVE PLAN?

Introduction

Agenda Item 5 provides an overview of what happens when we look at our local plans and policies on a collective basis. Specifically, Item 5 highlights the following disconnects at the regional level associated with the aggregate of our local plans.

- Existing and planned residential densities in the cities are low;
- There is an imbalance between the amount of vacant land planned for employment uses in relation to that planned for residential uses;
- Our residential areas are often separated from our employment centers; and
- Existing plans consume large amounts of undeveloped land.

Additionally, no adequate mechanism exists to handle transportation and environmental issues with our surrounding counties and the binational border.

Key Policy Issues

Given the discussion of existing plans in the regional context, several policy issues emerge that the Regional Planning Committee should address. Following each question are staff suggestions for Committee consideration and discussion.

Purpose of the Plan: What is the purpose of the Regional Comprehensive Plan? One purpose of the Plan could be to serve as the framework for strengthening the relationship among local and regional plans and policies, and land use and transportation, enabling the jurisdictions, as well as the region, to proactively plan for change. The Plan could clarify the vision for the San Diego
region, define regional priorities, establish policies to address key regional issues, and set forth a public investment strategy for regionally-significant infrastructure. The financing strategy should assure that regional infrastructure needs (transportation, habitat and open space, water quality, etc.) are identified and financed on a timely and equitable basis. Additionally, the RCP provides an opportunity to establish a mechanism to more effectively handle interregional and international land use and transportation issues.

**Components:** What should the RCP include and how should it be structured? The Plan could include a regionally-accepted vision, guiding principles, maps, policies to address regionally-significant issues and priorities, a regional infrastructure component, a public investment strategy including incentives, implementation roles and responsibilities, and performance monitoring.

The vision could build upon the smart growth principles included in REGION2020:

- Reduce urban sprawl
- Provide people with additional travel choices;
- Achieve a greater jobs/housing balance;
- Provide a variety of housing types for residents of all incomes in each community;
- Provide adequate infrastructure and financing mechanisms;
- Protect open spaces and habitat; and,
- Promote economic prosperity.

**Use of the Plan:** How will the Regional Comprehensive Plan be used by local and regional agencies? The Plan could be used to solve the regionally-significant problems determined by the identification of regional priorities. At the local level, local agencies could use the Plan when updating local plans and policies, and could adopt a “compact” supporting the Plan and delineating specific implementation commitments. At the regional level, the Plan could 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. At the interregional level, the Plan could be used to address land use and transportation issues associated with our borders, particularly the growing imbalance between jobs and housing.

**Regional Priorities:** What regional priorities should the plan address? The following are potential regional priorities as a starting point. The priorities would be refined through an extensive public involvement process, involving local elected officials, key stakeholders, tribal governments, community-based organizations, and others. It must be recognized that the regional priorities are inextricably linked; as a result, the chapters of the RCP will need to be multi-disciplinary and coordinated in order to address the interrelationships between the issues and financing strategies.

1. **Urban Form - Spatial Distribution and Urban Design**
   - Reduce urban sprawl
   - Focus most future growth in urban areas (western third of region), close to existing and planned transportation networks
   - Create people-friendly places; walkable, mixed use communities
   - Evaluate impacts that different levels of smart growth or sprawl would have on the region’s livability and quality of life
2. **Enhanced Mobility - Regional, Interregional, International Transportation**
   - Provide more transportation options (transit, walking, biking, carpooling, vanpooling) and reduce congestion in key corridors
   - Integrate the transportation infrastructure network with the other significant regional infrastructure systems

3. **Housing - Availability, Affordability, Location, and Jobs-Housing Balance**
   - Supply enough housing in relation to new jobs
   - Create additional regional/ local funds for affordable housing
   - Locate new housing close to existing and planned jobs and transportation networks

4. **Healthy Ecosystems - Connect and Fund our Habitat Preserve Systems, Resolve Housing and Transportation Conflicts**
   - Fund regional habitat preserve efforts
   - Establish policies to resolve potential conflicts with housing and transportation issues
   - Identify key ecosystem components and actions to insure a healthy environment (including minimizing pollution and water quality/ storm water runoff)

5. **Economic/ Fiscal Issues - Assure that Regional Infrastructure Needs to Improve our Quality of Life are Identified and Addressed through a Financing Strategy**
   - Design and implement a fiscal strategy for the San Diego region
   - Establish a regional infrastructure financing strategy that (1) provides for the implementation of key regional infrastructure systems for transportation, habitat and open space, water quality, and other areas of significance, and (2) relies on a variety of funding sources, rather than on a single funding source

**Public Involvement:** (Staff recommends that this discussion be a separate agenda item for the July 12, 2002 Committee meeting.) Who should be the key stakeholders in the preparation of the Plan to insure local ownership? A four-pronged approach is suggested, with details to be discussed at the Committee’s July meeting: local jurisdictions (elected officials and key staff), interested stakeholders, traditionally under-represented groups, and representatives of our bordering regions. A social equity component of the public involvement strategy would focus on reaching out to tribal governments, disadvantaged communities, community-based organizations, and other groups with which SANDAG has traditionally had little, if any, contact.

**Implementation:** How will the Plan be implemented? A key item related to implementation of the RCP should be an assessment of regionally-significant infrastructure needs and an associated financing strategy. The region has been identifying and prioritizing transportation infrastructure systems for over 20 years through the Regional Transportation Plan (RTP), but no similar mechanisms exist for other essential infrastructure networks. The public investment strategy should place equal emphasis on financing other critical regional infrastructure networks, including habitat, water quality, and others, as identified by the Regional Planning Committee and other stakeholders. Ultimately, the financing strategy should identify and include incentives to achieve regional priorities. In addition to the financing strategy, the RCP should define implementation
roles and responsibilities, and establish performance measures to assess implementation progress. Other implementation strategies could include transit- and pedestrian-oriented guidelines, negotiated compacts, and others.

**Preliminary Schedule through September 2002:** The following timeline lays out a preliminary schedule for the Committee, the Board of Directors, and other groups. The Committee should review, comment, and provide input so that staff can evolve a more detailed work program based on the Committee’s direction.

<table>
<thead>
<tr>
<th>Date</th>
<th>Entity</th>
<th>Actions</th>
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<tbody>
<tr>
<td>July 12, 2002</td>
<td>Regional Planning Committee</td>
<td>▪ Approve statement of purpose and use of RCP</td>
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<td></td>
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<td>▪ Discuss RCP Public Involvement Strategy</td>
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<td>▪ Approve preliminary statement of regional priorities to be tested and refined through public involvement</td>
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<td></td>
<td>▪ Approve preliminary regional vision based on REGION2020 smart growth principles to be tested and refined through public involvement</td>
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<tr>
<td>July 26, 2002</td>
<td>SANDAG Board of Directors</td>
<td>▪ Receive status report and recommendations on RCP items by Regional Planning Committee</td>
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<tr>
<td>August 2, 2002</td>
<td>Regional Planning Committee</td>
<td>▪ Discuss goals, objectives, and measurable outcomes associated with each regional priority</td>
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<tr>
<td>Sept 6, 2002</td>
<td>Regional Planning Committee</td>
<td>▪ Discuss infrastructure issues associated with RCP and framework for public investment strategy</td>
</tr>
<tr>
<td>Sept 13, 2002</td>
<td>SANDAG Policy Development Board Meeting</td>
<td>▪ Discuss goals and objectives of RCP, regional vision, and regional priorities to be addressed by the RCP; prepare for subregional workshops to be hosted by Regional Planning Committee member jurisdictions</td>
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SCHEDULE OF UPCOMING MEETINGS

At its first meeting, the Regional Planning Committee approved meeting on the first Friday of each month from 9 – 11 a.m. Due to a variety of conflicts, the schedule has been modified for several meetings. The following list provides the most recently-revised meeting schedule for the Regional Planning Committee for the remainder of 2002. Also provided is a schedule of anticipated dates that the Regional Planning Committee will report to the SANDAG Board of Directors on issues related to the Regional Comprehensive Plan.

Regional Planning Committee Meetings

Thursday, May 30, 2002, 1-3 p.m.
Friday, July 12, 2002, 1-3 p.m. (following the SANDAG Policy Development Board meeting)
Friday, August 2, 2002, 1-3 p.m. (following the SANDAG Board meeting)
Friday, September 6, 2002, 9 – 11 a.m.
Friday, October 4, 2002, 9 – 11 a.m.
Friday, November 1, 2002, 9 – 11 a.m.
Friday, December 6, 2002, 1 – 3 p.m. (following the SANDAG Policy Development Board meeting)

SANDAG Board of Directors Meetings

Friday, July 26, 2002, 9 a.m. – 12 noon (Business Meeting) – Tentative
Friday, September 13, 2002, 10:15 a.m. – 12 noon (Policy Development Meeting) – Tentative
Friday, December 20, 2002, 9 a.m. – 12 noon (Business Meeting) - Tentative