MEETING NOTICE AND AGENDA

REGIONAL PLANNING TECHNICAL WORKING GROUP

The Regional Planning Technical Working Group may take action on any item appearing on this agenda.

Thursday, December 10, 2009

1:15 to 3:15 p.m.

SANDAG, 7th Floor Conference Room
401 B Street, Suite 800
San Diego, CA  92101-4231

Staff Contact: Carolina Gregor
(619) 699-1989
crg@sandag.org

AGENDA HIGHLIGHTS

- 2050 REGIONAL GROWTH FORECAST
- CITY SPHERES OF INFLUENCE AND THE REGIONAL GROWTH FORECAST

SANDAG offices are accessible by public transit.
Phone 1-800-COMMUTE or see www.sdcommute.com for route information.

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) 699-1900 at least 72 hours in advance of the meeting.

To request this document or related reports in an alternative format, please call (619) 699-1900, (619) 699-1904 (TTY), or fax (619) 699-1905.
ITEM #  
1. WELCOME AND INTRODUCTIONS  
   INFORMATION

2. PUBLIC COMMENTS AND COMMUNICATIONS
   COMMENT

   Members of the public will have the opportunity to address the Regional Planning Technical Working Group (TWG) on any issue within the jurisdiction of the Working Group that is not on this agenda. Speakers are limited to three minutes each.

REPORT ITEMS (3 through 5)

+3. 2050 REGIONAL GROWTH FORECAST (Beth Jarosz)  
   INFORMATION

   Over the past year, SANDAG staff and each of the local jurisdictions have been working together on land use inputs for the 2050 Regional Growth Forecast. These inputs have been compiled into a preliminary draft forecast that will be presented for review and discussion at the meeting. A final draft forecast will be presented to TWG in January for review and a recommendation. The Board of Directors will be asked to take action on the final forecast in February 2010.

4. CITY SPHERES OF INFLUENCE AND THE REGIONAL GROWTH FORECAST (Robert Barry, LAFCO)  
   INFORMATION/DISCUSSION

   Unincorporated territory located within adopted city spheres of influence has the potential to be developed under two different and sometimes conflicting jurisdictional land use planning designations. The Regional Growth Forecast typically bases the projected growth for unincorporated territory on the County’s land use designations and does not always reflect the sphere area’s potential growth based on city land use planning criteria. San Diego Local Agency Formation Commission (LAFCO) staff will present information on the LAFCO governing statutes and the criteria for defining Prime Agricultural Land for TWG to review and discuss.

5. ADJOURNMENT AND NEXT MEETING  
   INFORMATION

   The next TWG meeting will be held on Thursday, January 14, 2010, from 1:15 to 3:15 p.m.

+ next to an item indicates an attachment
2050 REGIONAL GROWTH FORECAST

Introduction

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

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

Goals and Purpose of the 2050 Regional Growth Forecast

The 2050 Regional Growth Forecast is the first step in developing the 2050 Regional Transportation Plan (RTP), and will serve as the basis for the region’s Sustainable Communities Strategy. Forecast information will be used to evaluate applications for the region’s Smart Growth Incentive Program, and will be incorporated into the next Regional Comprehensive Plan. The 2050 Forecast also will support local capital improvement and water resource planning throughout the region.

2050 Growth: Change and Challenges

When considering growth patterns for the next 40 years, it is important to keep in mind the scope of technological, environmental, social, and political change that occurred in the prior 40.

In 1970, the population of the San Diego region was less than half of today's population at 1,358,000 residents. At that time, the region had no light rail service and State Routes 52 and 56 did not exist. The Cities of Encinitas, Lemon Grove, Poway, Santee, and Solana Beach had not yet incorporated. The San Diego Bay Bridge will be celebrating its 40th anniversary of service this year. State Route 15 was still 40th Street through the City of San Diego. The Otay Mesa Land Port of Entry, which handles over $31 billion of goods annually, would not open until 1985.
From an economic perspective, in the last 40 years the San Diego region has weathered seven economic downturns, including two protracted recessions during early 1970s and 1980s. As a result, the San Diego region’s economy has transformed from an economy largely focused on defense services during the Cold War to a diversified economy based on biotechnology, healthcare, tourism, education, and defense services.

Growth between the present and 2050 is likely to encompass a similar magnitude of change and challenges. Previous forecasts have consistently shown that the San Diego region will continue to grow, although at reduced rates in the future. This forecast is no different, and preliminary draft projections suggest that the region will approach 4.4 million residents, 1.9 million jobs, and 1.5 million housing units by 2050 (See Chart 2).

Most of the projected residential growth can be accommodated based on adopted general plans and policies; however, draft projections show the region’s housing demand exceeds planned housing capacity before 2050.

Based on land use and general plan input from the Regional Planning Technical Working Group (TWG), draft analysis indicates that the region has ample capacity (more than 600,000) for the 500,000 additional jobs projected, but only has planned capacity for 380,000 of the 450,000 projected additional housing units. This results in a projected shortfall of 70,000 housing units (approximately 15 percent) by 2050.

**Chart 2: DRAFT 2050 Regional Population, Jobs, and Housing Forecast**

This analysis is based on information from existing general plans, including the County of San Diego draft plan update, areas considered most likely for redevelopment based on local input, and information on natural constraints to development, such as steep slopes, habitat, and floodplains, as well as policies such as parking requirements, setbacks, and existing buildings and infrastructure, that influence future development and redevelopment potential.
Initial economic projections show strong growth in real per capita income and stable, diversified employment growth over the next four decades. While there is sufficient capacity for job growth, continued economic development in the region is contingent upon providing opportunities to house San Diego’s future labor force, as indicated in the SANDAG Regional Economic Prosperity Strategy.

Since this forecast will extend beyond the horizon year of local general plans in the region, SANDAG staff has presented forecast information to every city council and the County Board of Supervisors to solicit input on land use plans between 2030 and 2050. To date, nearly half of the region’s jurisdictions have provided specific inputs for the later years of the forecast. Of the remaining half, several jurisdictions are in the process of determining their land use input strategy and anticipate having inputs finalized in December 2009.

**Next Steps**

The TWG will be asked to review and discuss the draft forecast results during their December meeting. Materials will be distributed at the meeting.

SANDAG staff will take feedback from the discussion, along with any additional land use inputs from jurisdictions, to produce a final draft forecast. The final draft will be presented to TWG in January 2010 for their review and recommendation, and then will be presented to the Regional Planning Committee and Board of Directors in February 2010 to request approval for planning purposes.

Key Staff Contact: Beth Jarosz, (619) 699-6997, bja@sandag.org
Overview

- Progress to date
- DRAFT forecast
  - Updated regional forecast
  - Preliminary draft subregional (neighborhood) forecast
- Remaining capacity shortfall estimate
- Next steps
Progress Report

  - Initial review of land use inputs
- April 2009
  - 2050 Forecast workshop
- June – Nov. 2009
  - Public meetings
  - 2050 land use inputs (note: some cities still pending)
- Dec. 2009
  - Draft subregional forecast

Revisions to Regional Growth Projection

- Incorporated newest data:
  - Revised 2008 population from CA Dept of Finance
  - New economic data / Deeper recession

<table>
<thead>
<tr>
<th></th>
<th>Original</th>
<th>Current</th>
<th>Difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008 Population</td>
<td>3,146,300</td>
<td>3,131,600</td>
<td>-14,700</td>
</tr>
<tr>
<td>2008 Vacancy</td>
<td>4.5%</td>
<td>5.8%</td>
<td>1.3</td>
</tr>
<tr>
<td>2009 Jobs</td>
<td>1,411,800</td>
<td>1,353,100</td>
<td>-58,700</td>
</tr>
<tr>
<td>2009 Unempl Rate</td>
<td>8.6%</td>
<td>9.9%</td>
<td>1.3</td>
</tr>
</tbody>
</table>
Final Draft Regional Results: Age Structure

**Populations:**
- 2008 = 3.1 mil.
- 2050 = 4.4 mil.

Final Draft Regional Results: Job Growth and Unemployment Rate

**Job Change**
- 1970: 0
- 1980: 20,000
- 1990: 40,000
- 2000: 60,000
- 2010: 80,000

**Unemployment Rate**
- 1970: 2%
- 1980: 4%
- 1990: 6%
- 2000: 8%
- 2010: 10%
- 2020: 12%
- 2030: 12%
- 2040: 10%
- 2050: 8%
Final Draft Regional Results: Residential Units Permitted

Steps in the Forecasting Process:

- **Phase 1:** Existing Plans and Policies
- **Phase 2:** Alternative land-use scenario for 2050
Locally-Proposed 2050 Land Use Alternatives

- Both the land use alternative and phasing have been determined by local jurisdictions, and include:
  - Re-zoning specific sites
  - Draft plan updates
  - Maximum plan density
  - Redevelopment in transit station parking lots
  - Additional construction on military bases
- Most alternatives focus growth in the Smart Growth Opportunity Areas
Job Summary

Summary of Final Increment (2045-50)

<table>
<thead>
<tr>
<th></th>
<th>Change 2045-50</th>
<th>Remaining Capacity</th>
<th>Difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jobs</td>
<td>60,000</td>
<td>160,000</td>
<td>100,000</td>
</tr>
</tbody>
</table>

Transit Investment Area
Housing Summary

Summary of Final Increment (2045-50)

<table>
<thead>
<tr>
<th></th>
<th>Change 2045-50</th>
<th>Remaining Capacity</th>
<th>Difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jobs</td>
<td>40,000</td>
<td>30,000</td>
<td>-10,000</td>
</tr>
</tbody>
</table>

... still working with a handful of jurisdictions on 2050 land use.

Summary

- Adjustments to regional projections
- 2050 land use
  - Most inputs are complete
  - Sufficient job capacity for 2050
  - Working with jurisdictions to finalize 2050 housing
- Future growth in Smart Growth Opportunity Areas and Transit Investment Area
Schedule / Next Steps

December 2009:
- Feedback from planning directors on local projections (deadline: 12/21)
- Feedback from technical review panel on regional results
- Finalize 2050 land inputs

January 2010:
- Draft forecast / progress report to RPC
- Final forecast to TWG for recommendation

February 2010:
- Final forecast to RPC and Board

Our Region. Our Future.
2050 Growth Forecast
56425. (c) In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

56668. Factors to be considered in the review of a proposal shall include, but not be limited to, all of the following:

a. Population and population density; land area and land use; per capita assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; the likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next 10 years.

b. The need for organized community services; the present cost and adequacy of governmental services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation, formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas.

"Services," as used in this subdivision, refers to governmental services whether or not the services are services which would be provided by local agencies subject to this division, and includes the public facilities necessary to provide those services.

(c) The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic
interests, and on the local governmental structure of the county.
(d) The conformity of both the proposal and its anticipated effects with both the adopted commission policies on providing planned, orderly, efficient patterns of urban development, and the policies and priorities set forth in Section 56377.
(e) The effect of the proposal on maintaining the physical and economic integrity of agricultural lands, as defined by Section 56016.
(f) The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.
(g) Consistency with city or county general and specific plans.
(h) The sphere of influence of any local agency which may be applicable to the proposal being reviewed.
(i) The comments of any affected local agency or other public agency.
(j) The ability of the newly formed or receiving entity to provide the services which are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.
(k) Timely availability of water supplies adequate for projected needs as specified in Section 65352.5.
(l) The extent to which the proposal will affect a city or cities and the county in achieving their respective fair shares of the regional housing needs as determined by the appropriate council of governments consistent with Article 10.6 (commencing with Section 65580) of Chapter 3 of Division 1 of Title 7.
(m) Any information or comments from the landowner or owners, voters, or residents of the affected territory.
(n) Any information relating to existing land use designations.
(o) The extent to which the proposal will promote environmental justice. As used in this subdivision, "environmental justice" means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.
"Prime agricultural land"  56064. "Prime agricultural land" means an area of land, whether a single parcel or contiguous parcels, that has not been developed for a use other than an agricultural use and that meets any of the following qualifications:

(a) Land that qualifies, if irrigated, for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, whether or not land is actually irrigated, provided that irrigation is feasible.

(b) Land that qualifies for rating 80 through 100 Storie Index Rating.

(c) Land that supports livestock used for the production of food and fiber and that has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agriculture in the National Range and Pasture Handbook, Revision 1, December 2003.

(d) Land planted with fruit or nut-bearing trees, vines, bushes, or crops that have a nonbearing period of less than five years and that will return during the commercial bearing period on an annual bases from the production of unprocessed agricultural plant production not less than four hundred dollars ($400) per acre.

(e) Land that has returned from the production of unprocessed agricultural plant products an annual gross value of not less than four hundred dollars ($400) per acre for three of the previous five calendar years.

Complete Guide available for download:
Subject
PRESERVATION OF OPEN SPACE AND AGRICULTURAL LANDS

Purpose
To further the policies and priorities of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 regarding the preservation of open space and prime agricultural lands.

Background
The State Legislature has instructed Local Agency Formation Commissions to establish policies that address the preservation of open space (Govt. Codes § 56300 and 56377). LAFCOs are required to consider how spheres of influence or changes of local governmental organization could affect open space and prime agricultural lands. Commissions are directed to guide development away from prime agricultural lands – unless that action would not promote the planned, orderly and efficient development of an area – and to encourage development of existing vacant or non-prime agricultural lands within a jurisdiction before approving any proposal that would allow development of open-space lands outside of an agency's boundary (Govt. Code § 56377). Proposals must be further reviewed for their effect on maintaining the physical and economic integrity of agricultural lands (Govt. Code § 56668).

Policy
It is the policy of the San Diego Local Agency Formation Commission to:

1. Discourage proposals that would convert prime agricultural or open space lands to other uses unless such an action would not promote the planned, orderly, efficient development of an area or the affected jurisdiction has identified all prime agricultural lands within its sphere of influence and adopted measures that would effectively preserve prime agricultural lands for agricultural use;

2. Require prezoning of territory (city only) to identify areas subject to agricultural/preservation and planned development;
3. Follow San Diego LAFCO's adopted procedures to define agricultural and open space lands and to determine when a proposal may adversely affect such lands.

Adopted: November 6, 1978
Amended: June 4, 1990
Amended: May 4, 1998
Technically Updated: January 1, 2001

Cross-reference:

SAN DIEGO LAFCO PROCEDURES:
-Open Space and Agricultural Preservation
DRAFT LEGISLATIVE POLICY  L-107

Subject

JURISDICTIONAL CONFLICTS ASSOCIATED WITH PROPOSED DEVELOPMENT

Purpose

To establish a procedure for cities, special districts, and the County of San Diego to discuss and potentially resolve jurisdictional conflicts associated with development projects that require LAFCO discretionary approval(s).

Background

Proposed development projects that involve annexation of unincorporated territory to a city or special district can result in conflicts between the proposed and existing land uses and zoning of the respective land use jurisdictions. While LAFCO is prohibited by State Law from directly regulating land use density or intensity, property development, or subdivision requirements (Government Code § 56375(a)(6)), it is required to consider in the review of a jurisdictional proposal, the consistency with city or county general plans (Government Code § 56668(g)).

In terms of city annexation proposals, Government Code § 56375(a)(7) requires LAFCO to base its decision on a proposal to annex territory to a city upon the general plan and rezoning of the subject city. However, LAFCO is also required to consider the following factors in the review of a proposal: the affects of a proposal on adjacent areas (Government Code § 56668(c); the proposal’s consistency with city or county general and specific plans (Government Code § 56668(g)); the comments of any affected local agency or other public agency (Government Code § 56668(i)); and, any information relating to existing land use designations (Government Code § 56668(n). With the exception of (Government Code § 56375(a)(7)), LAFCO must consider the same factors when evaluating the annexation of unincorporated territory to special districts.

Within the local development approval process, LAFCO staff has historically encouraged the lead agency for the development to consult with the adjacent jurisdictions in order to identify and resolve any potential jurisdictional issues prior to LAFCO submittal.

To facilitate discussion and resolution of any inconsistencies between the affected land use authorities, the following policy has been adopted to encourage logical and orderly development that reflects the concerns of the affected city, special districts,
and the County of San Diego.

Policy

It is the policy of the San Diego Local Agency Formation Commission that;

1. Prior to submission of a proposal requesting LAFCO consideration of a city or special district jurisdictional change for unincorporated territory, representatives from the affected city, special districts, and the County of San Diego shall meet at the earliest possible stage for the purpose of identifying and resolving issues associated with the proposed jurisdictional change.

2. The consultation process described in provision no. 1 should identify any jurisdictional concerns related to:
   a. differing development standards;
   b. existing and/or planned land uses and zoning, including densities, community character, and appropriate jurisdictional transition areas;
   c. the existing and/or planned provision of governmental services, including any potential impacts to service levels or financial ability to sustain service levels; and,
   d. any other local community or governmental concerns.

3. If an agreement is reached regarding provision no. 2, the subject proposal’s LAFCO application shall include signed confirmation by representatives of the agencies.

4. The Commission shall give great weight to the agreement in their consideration of the proposed jurisdictional change to the extent that it is consistent with State Law and San Diego LAFCO policies and procedures.

5. If no agreement is reached between the local agencies and the County of San Diego, the proposal may be deemed incomplete and the affected agencies may be requested to continue discussions until an agreement is reached.

Adopted:
DRAFT LEGISLATIVE POLICY

Cross-reference:

SAN DIEGO LAFCO POLICY:
- L-100 CITY ANNEXATION OF UNINCORPORATED TERRITORY WITHIN SPECIAL DISTRICTS
- L-103 RECOGNITION OF UNINCORPORATED COMMUNITIES

SAN DIEGO LAFCO PROCEDURES:
- SPHERES OF INFLUENCE
- LAFCO-INITIATED PROPOSALS