



Carlsbad TOMORROW

Growth Management Citizens Committee

Meeting 7

Sept. 22, 2022





Call to Order & Roll Call

Approval of Minutes

Public Comment





Welcome & Introductions

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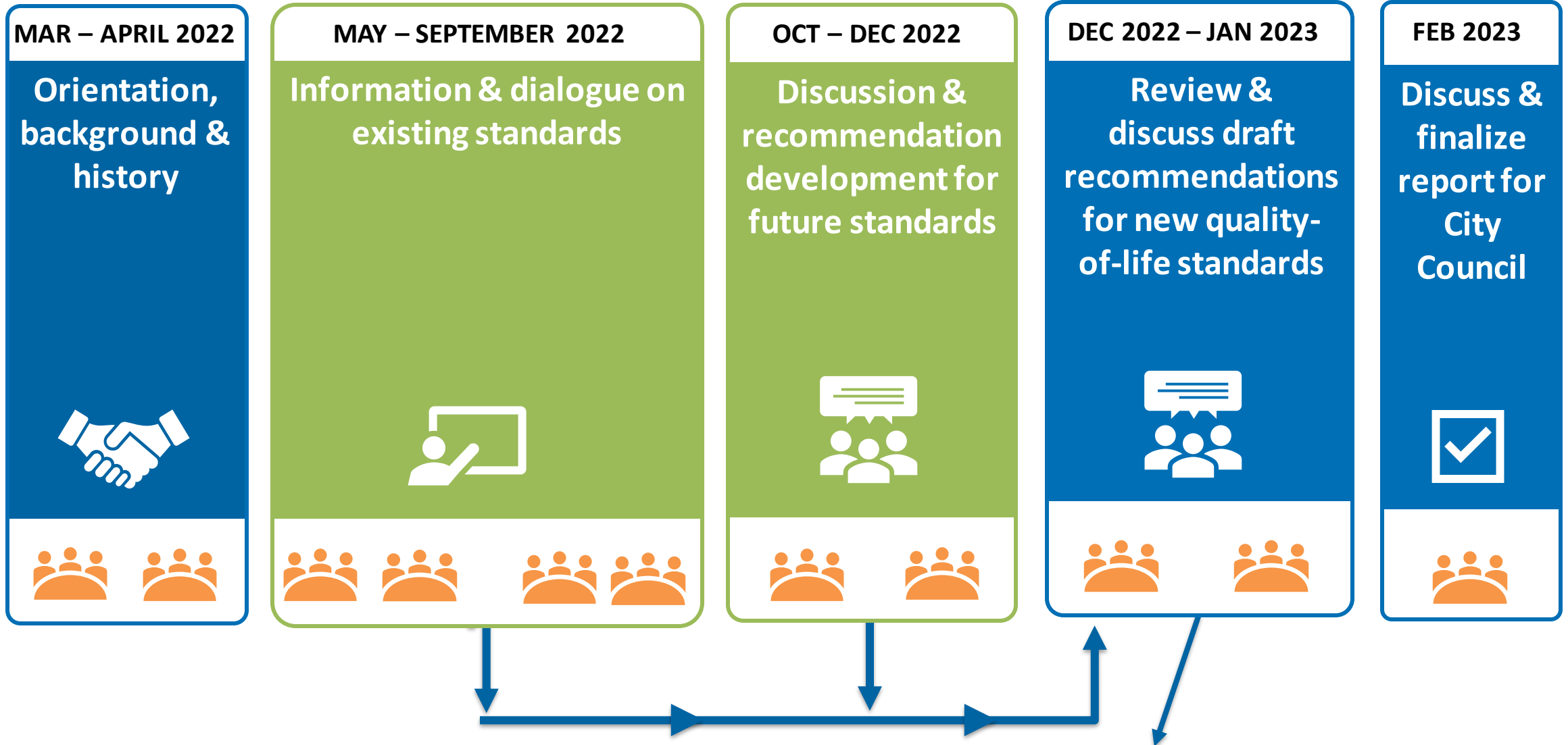
COMMITTEE PURPOSE

Promote balanced consideration of a range of perspectives on issues affecting the future growth and quality of life in Carlsbad and identify the key elements of a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life while also complying with state law.

11 PERFORMANCE STANDARDS

- City Administrative Facilities
- Libraries
- Parks
- Drainage
- Circulation
- Fire Response
- Open Space
- Sewer Collection System
- Schools
- Water Distribution System
- Wastewater Treatment

COMMITTEE PROCESS



Committee meetings are open to the public and livestreamed.

Draft recommendations available for public review

TODAY'S AGENDA

Discussion items

- Committee business
 - Open Space
 - Parks
- Committee member requests for future agenda items
- Public comment (continued if needed)
- Adjourn





1. Committee Business



Open Space Standard

Eric Lardy, City Planner

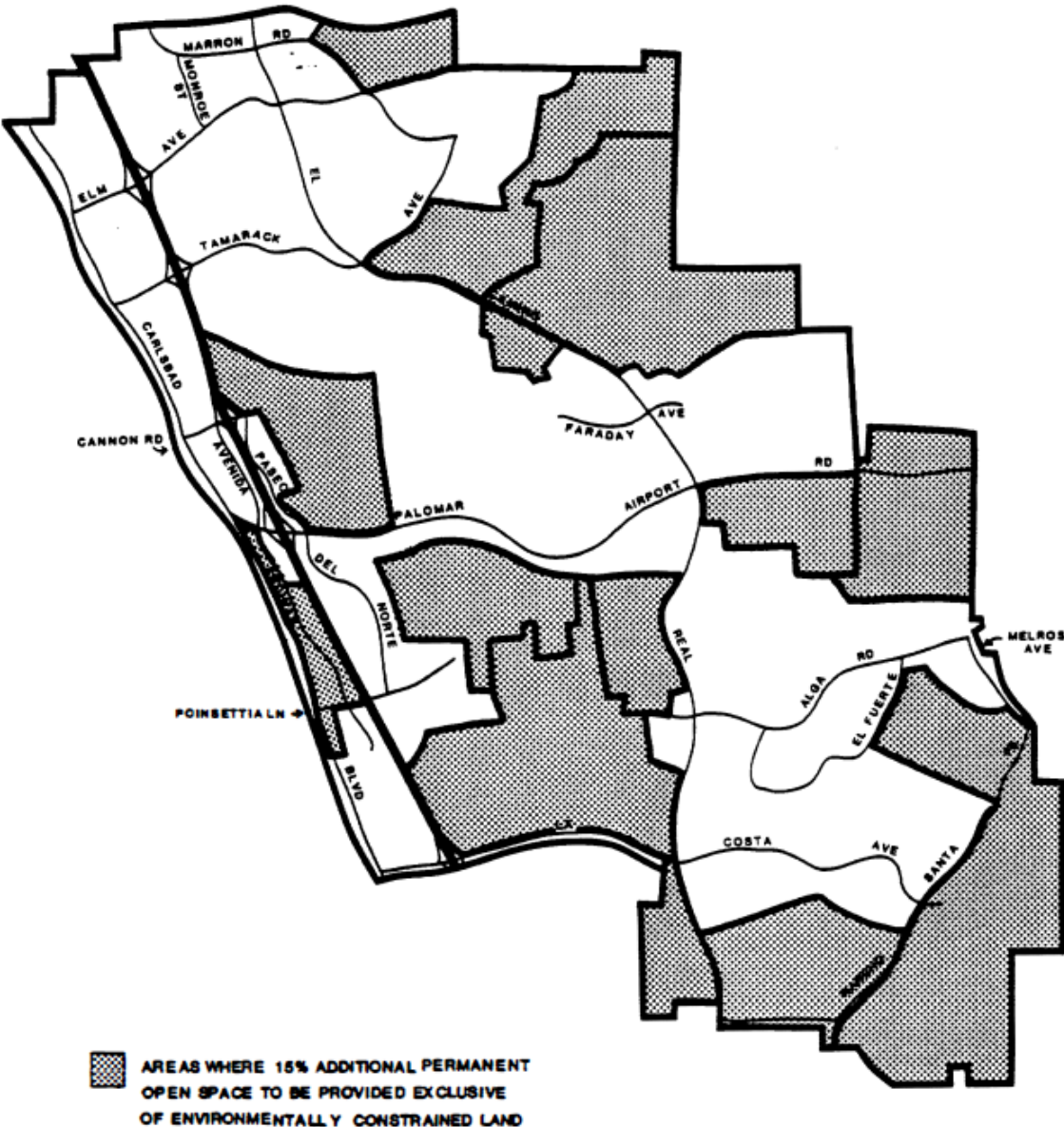
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CURRENT STANDARD

Fifteen percent of the total land area in the zone [Local Facility Management Zone] exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development.

FIGURE 14
OPEN SPACE
SEPTEMBER 16, 1986



APPLICABILITY OF OPEN SPACE STANDARD

- Applies in facility zones 11-15 and 17-25 (in gray)
- Does NOT apply in facility zones 1-6 and 16 (in white)



JULY 1985

COMMITTEE RECOMMENDATIONS

- Basis for growth management standards
- No open space standard recommended
- Determined there was adequate open space
- Open space to be provided by master plans



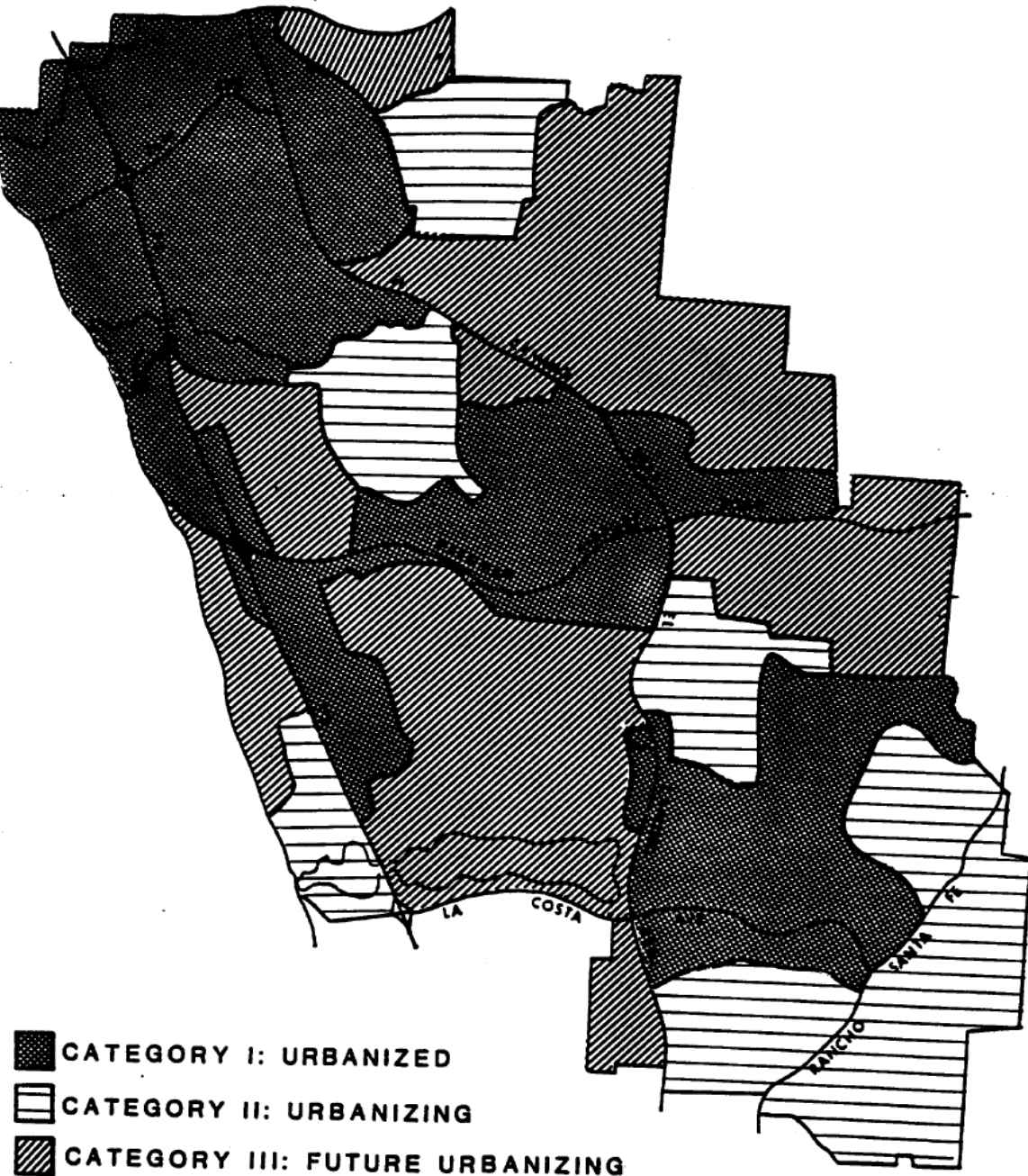
MAY 1986

REPORT TO CITY COUNCIL

- Staff identifies list of facilities to address in Growth Management Program
- Open space not included in list

MAY 1986 DEVELOPMENT STATUS MAP

- Urbanized (developed)
- Urbanizing
(approved development/master plan)
- Future Urbanizing
(little or no development)





1986 – ADOPTION OF GROWTH MANAGEMENT PROGRAM

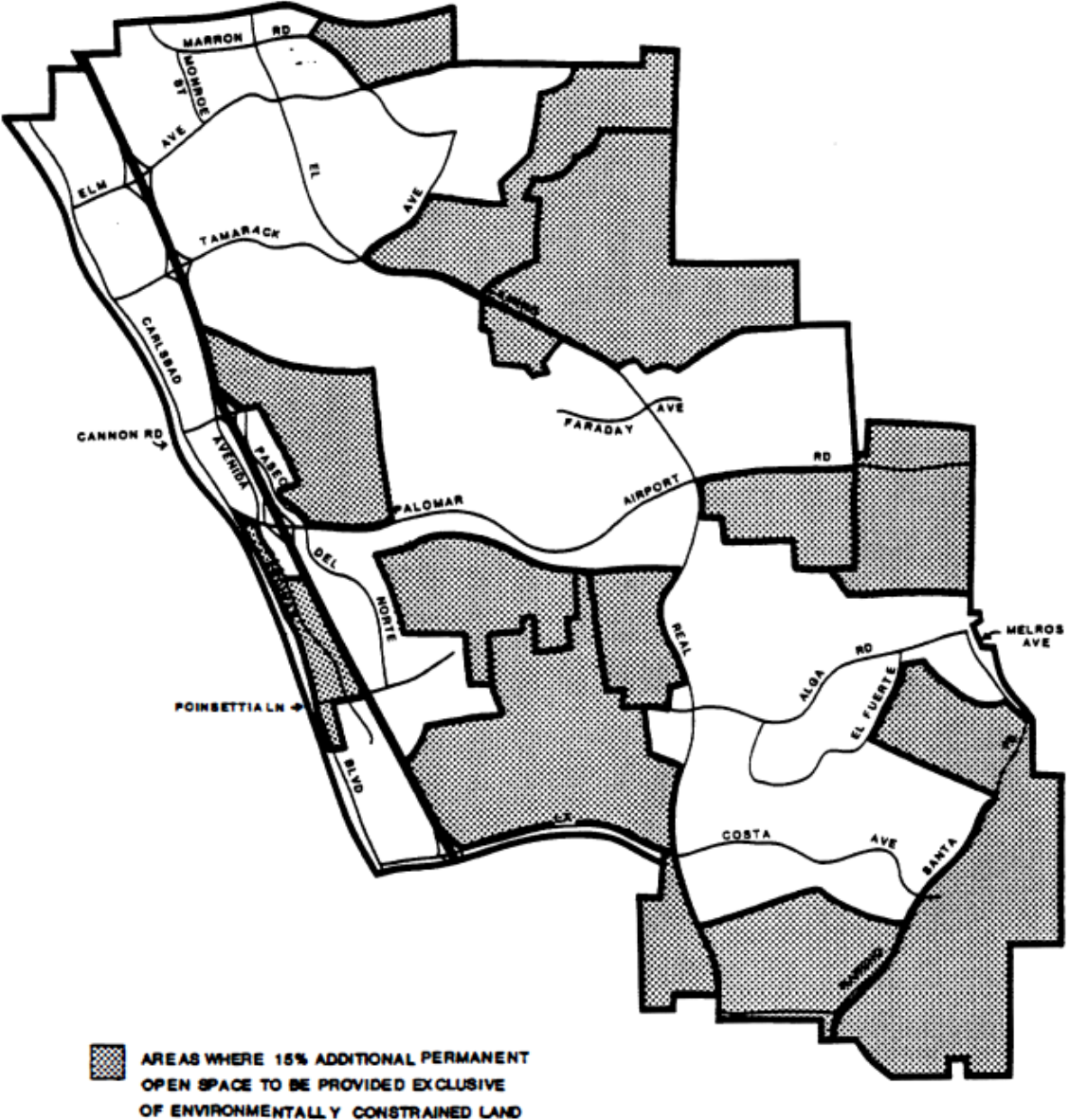
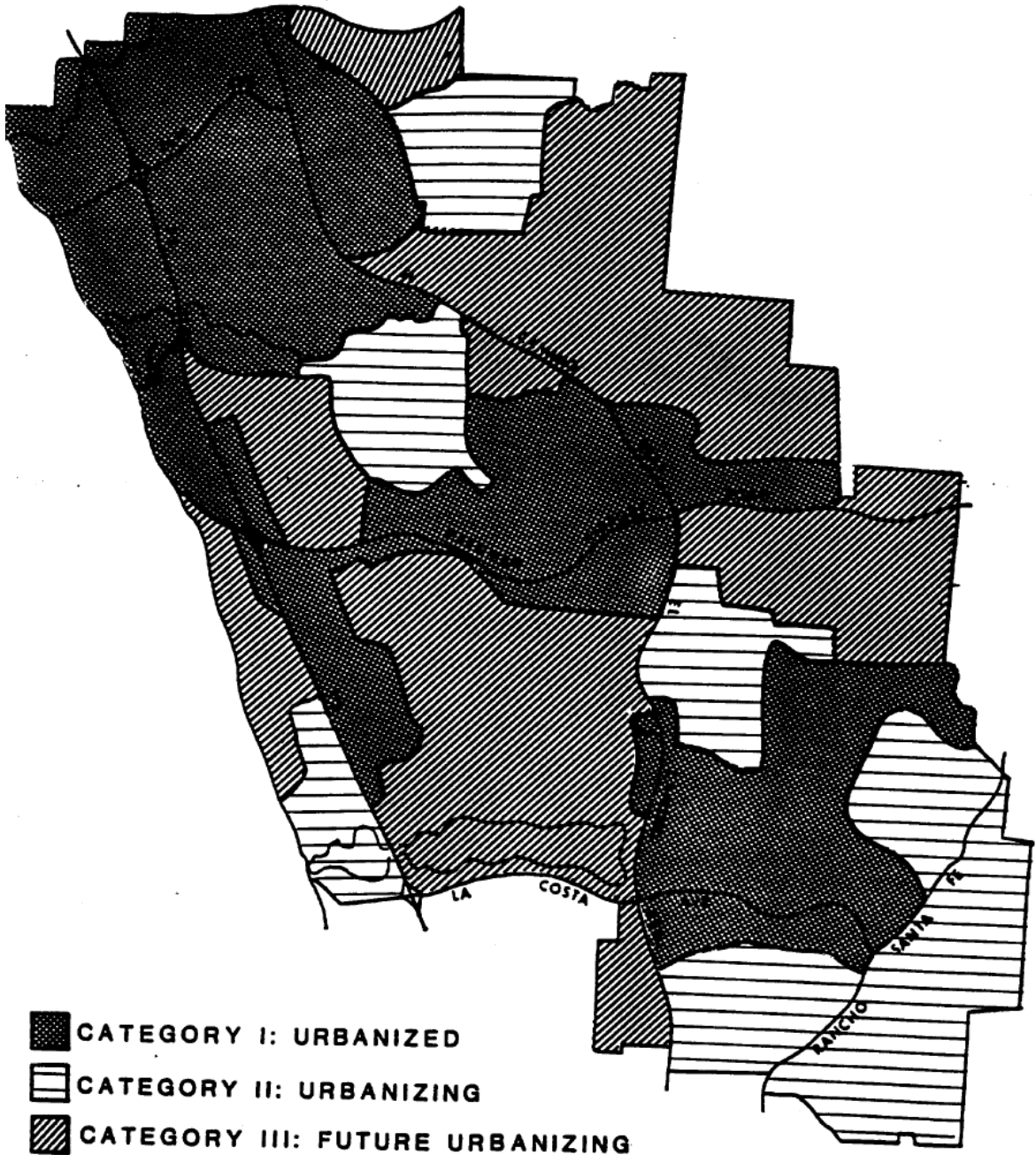
- June: Growth Management Ordinance
 - Directed staff to include a standard for open space
- July: Performance standards
 - Including open space standard

SEPTEMBER 1986 – CITYWIDE FACILITIES AND IMPROVEMENTS PLAN



- Open space standard included in Citywide Facilities and Improvements Plan
- Specifies standard does not apply in areas that are developed or already meet the standard

FIGURE 14
 OPEN SPACE
 SEPTEMBER 16, 1986

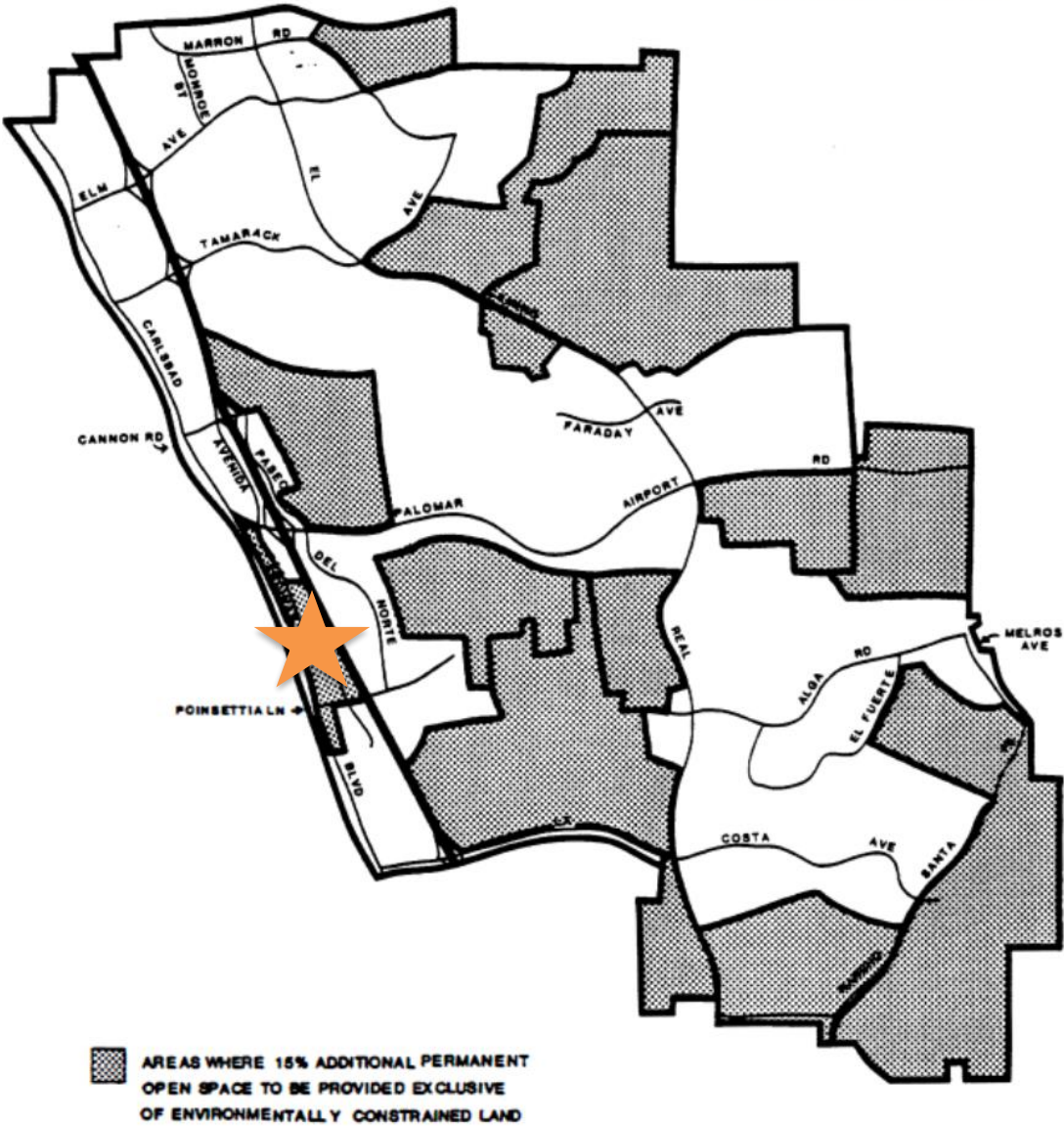




LOCAL FACILITY MANAGEMENT PLANS

- Adopted for all facility zones (1-25)
- Identified how the zone would meet the open space standard (in applicable zones)
- Open space proved concurrent with development in applicable zones

FIGURE 14
OPEN SPACE
SEPTEMBER 16, 1986



GROWTH MANAGEMENT OPEN SPACE STATUS

- Open space standard satisfied in facility zones 11-15, 17-21 and 23-25 (in gray)
- Future development in facility zone 22 is required to meet standard (gray area with orange star)



FUNDING GMP OPEN SPACE

- Growth Management Open Space – private
- Provided by developer
- HOAs pay for cost to maintain



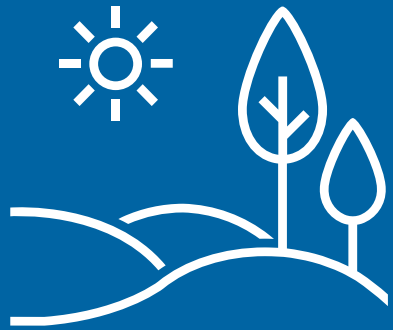
FUNDING OTHER OPEN SPACE

- Space acquired outside of the 15% standard
- Acquisition fee
 - General fund, Proposition C, Developer fees
- Negotiated open space
 - Development required dedication
 - Density transfer for more open space
 - Protect sensitive nondevelopable areas
 - Often a cost to city to maintain



1988 OPEN SPACE COMMITTEE

- Staff report to committee stated:
“...that the amount of open space now required under the Growth Management Plan can be achieved without having to buy it, but also that the city has pushed to the limit what can be achieved without a monetary acquisition program.”



HOW CITY PROVIDES AND PROTECTS OPEN SPACE

- General Plan – Open Space Map
- Habitat Management Plan
- Growth Management Open Space Standard
- Growth Management Parks Standard
- Trails Master Plan
- Zoning regulations

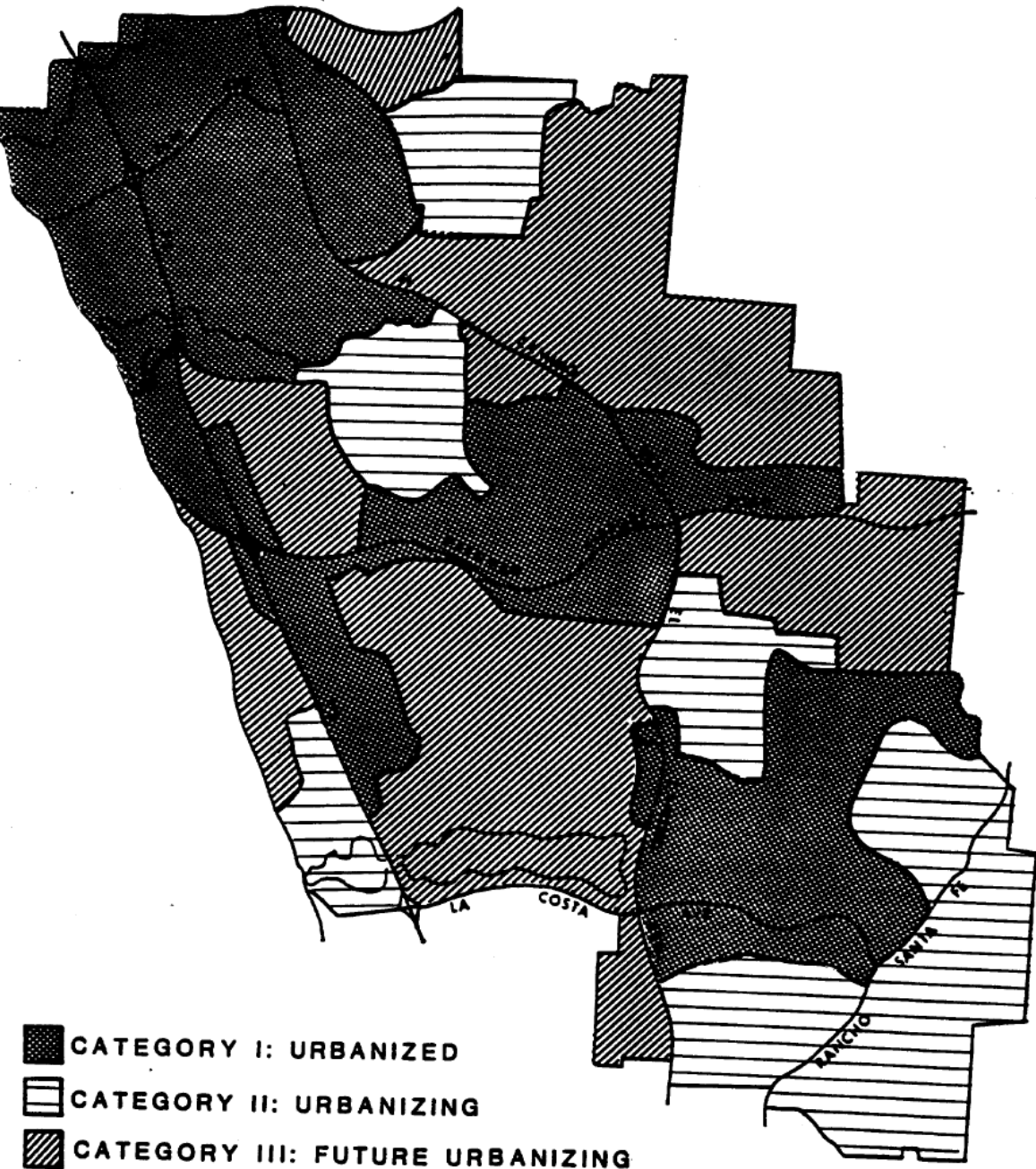
OPEN SPACE CATEGORIES



#	Category	% of Total Open Space
1	Protection of Natural Resources	78%
2	Managed Production of Resources	3.5%
3	Outdoor Recreation	12.5%
4	Aesthetic, Cultural and Educational Purposes	6%

WHY DOESN'T STANDARD APPLY TO ALL ZONES?

- City Council determination in 1986
- Standard applied to areas where future master plans anticipated
- Not applied to developed areas
- Not applied where development or master plan already approved



IS 40% OPEN SPACE REQUIRED?

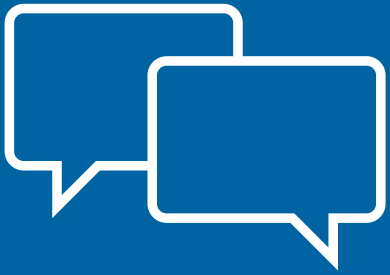
- No - there is no requirement for 40% open space
- Misconception
- 1986 – 35 - 40% open space estimated at buildout
- 1986 – 25% of city was estimated to be open space
- 40% = 25% + 15% open space standard (shorthand)
- Today, 38% of city is open space



POTENTIAL OPTIONS

- Options limited due to challenges
 - Securing vacant available land
 - State housing laws limit changes to density/use
- City seeks available land for open space
 - Utilizes Proposition C funds
 - Difficulty finding landowner willing to sell at fair market value

DISCUSSION QUESTIONS



- Is this standard important to quality of life in Carlsbad?
- Should this standard be re-evaluated in any way?



Parks Standard

Kyle Lancaster, Parks & Recreation Director
Nancy Bragado, Bragado Consulting

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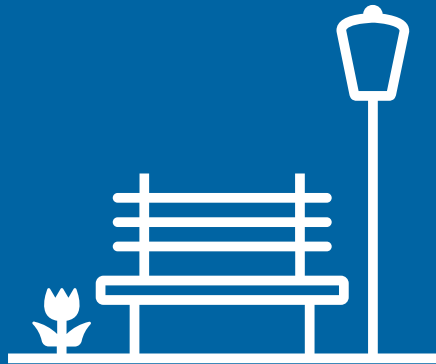


CURRENT STANDARD

3.0 acres of community park or special use area per 1,000 population within the park district (city quadrant).

If a district falls into deficit, a community park or special use area must be scheduled for construction within a five-year period, beginning at the time the need is first identified.

1982 PARKS & RECREATION ELEMENT UPDATE (GENERAL PLAN)



- No longer to construct neighborhood parks
- Future parks were to be community parks
- Based on public input for larger, more active parks



1985 CITIZENS COMMITTEE RECOMMENDATIONS

- Basis for Growth Management standards
- Retain a community parks approach
- Require developers to provide private recreation areas maintained by HOA
 - Providing recreation in closer walking distance



1986 CITYWIDE FACILITIES AND IMPROVEMENTS PLAN

- Park standard = 3 acres/1,000 population
- Scheduled for construction within five years
 - Allowed time for park planning
- The total acres of Macario Canyon (Veterans Memorial) Park were planned to be divided equally among quadrants

PARKS STATUS

Quadrant	Current Population	Current Park Acres required	Buildout Population	Buildout Park Acres Required	Current Park Acres 2022
NW	31,360	94.1	39,126	117.4	131.7
NE	18,189	54.6	22,741	68.2	68.7
SW	26,337	79.0	28,834	86.5	93.6
SE	40,140	120.4	42,548	127.6	138.3
Total	116,025	348.1	133,249	399.7	432.4



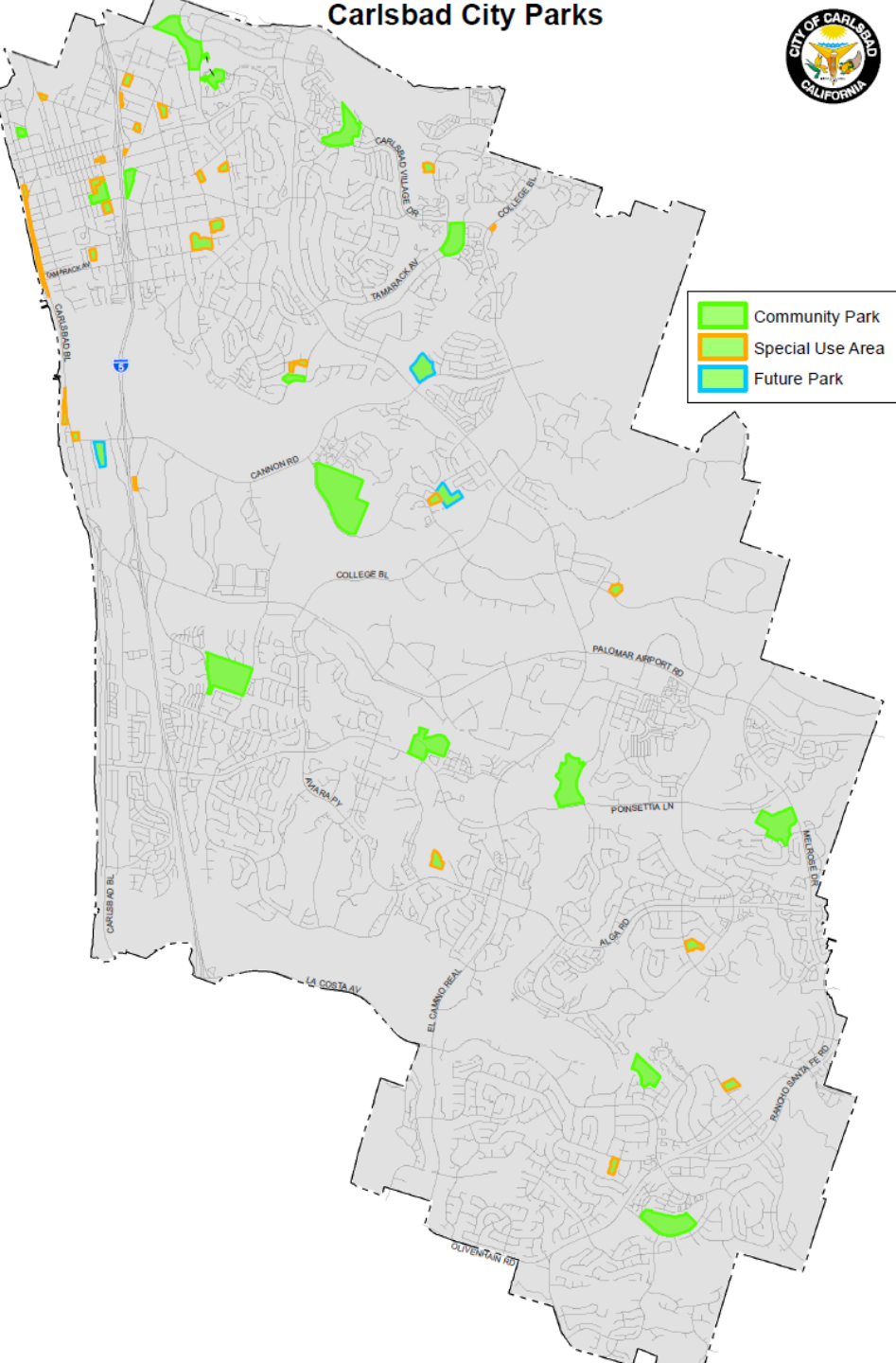
POTENTIAL FUTURE PARKS

Robertson Ranch Park (NE 11.2 acres)

Zone 5 Business Park Expansion (NW 9.3 acres)

Cannon Lake Park (NW 6.8 acres)

Southwest Carlsbad Coastline (SW up to 60 acres)



CARLSBAD PARKS INVENTORY

- 42 existing community parks and special use areas



RECREATION AREAS NOT COUNTED TOWARD PARK STANDARD



Over 67 miles of trails



Beaches



Natural resource areas



Lagoons



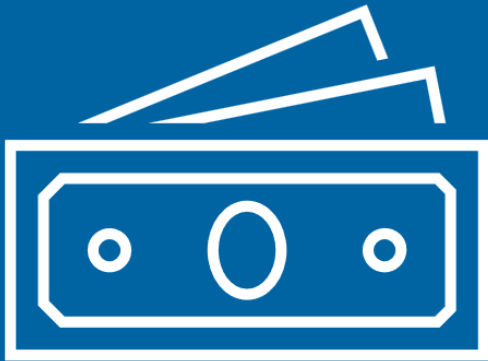
Golf courses



Private recreation areas

PARKS & RECREATION PLANNING

- **Citywide Facilities and Improvements Plan:** park standard
- **Carlsbad General Plan:** long range goals and policies
- **Parks & Recreation Department Master Plan:** guides priorities, investments and programming
- **Individual park master plans:** detailed design and plans
- **Trails Master Plan:** framework for city's trail system
- **Zoning Ordinance:** requirements for recreation areas in private development



PARK DEVELOPMENT FINANCING



Park in-lieu fees



Developer contributions



Community Facility District #1



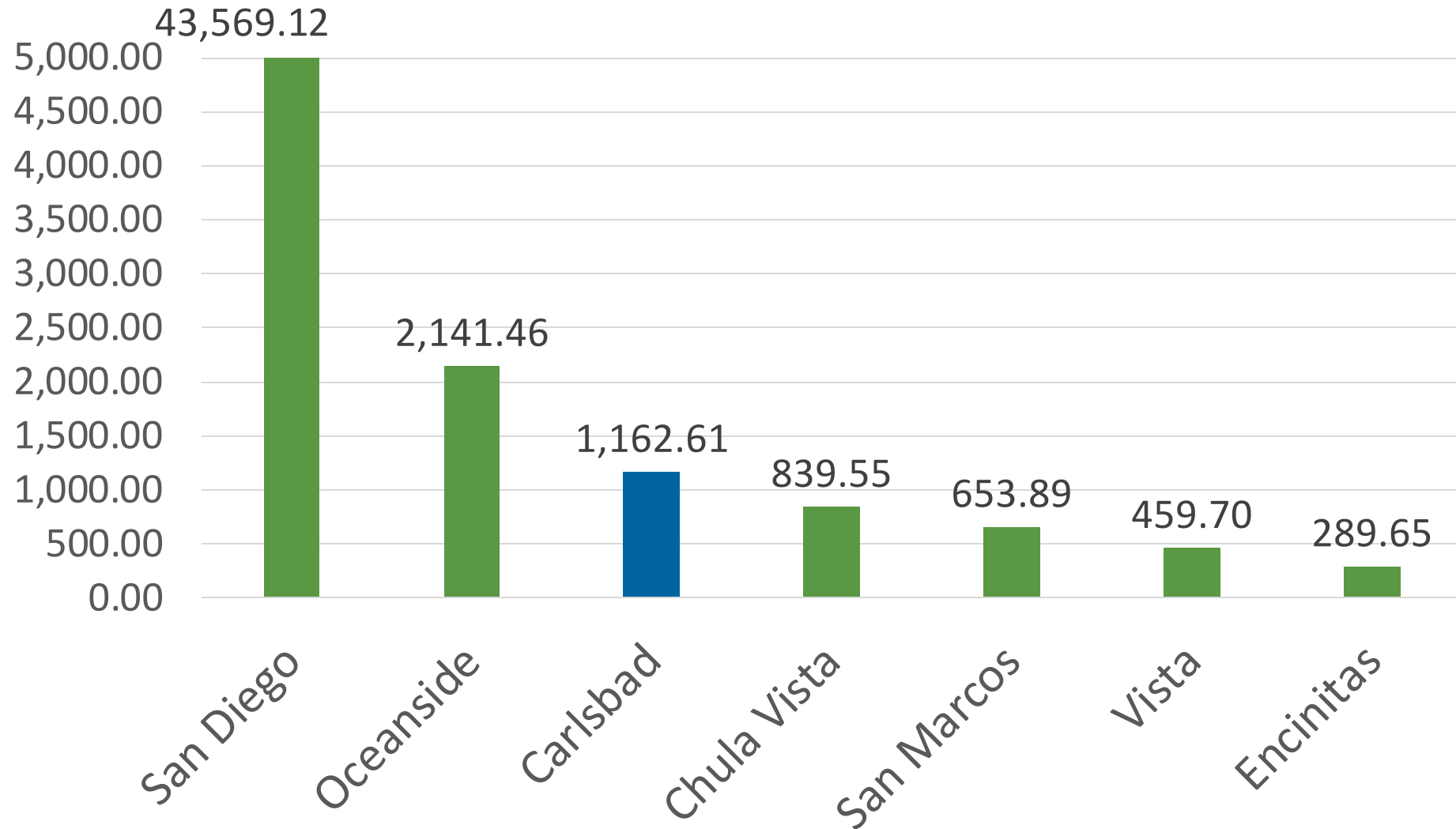
General Fund



VISITOR AND COMMUTER DEMAND

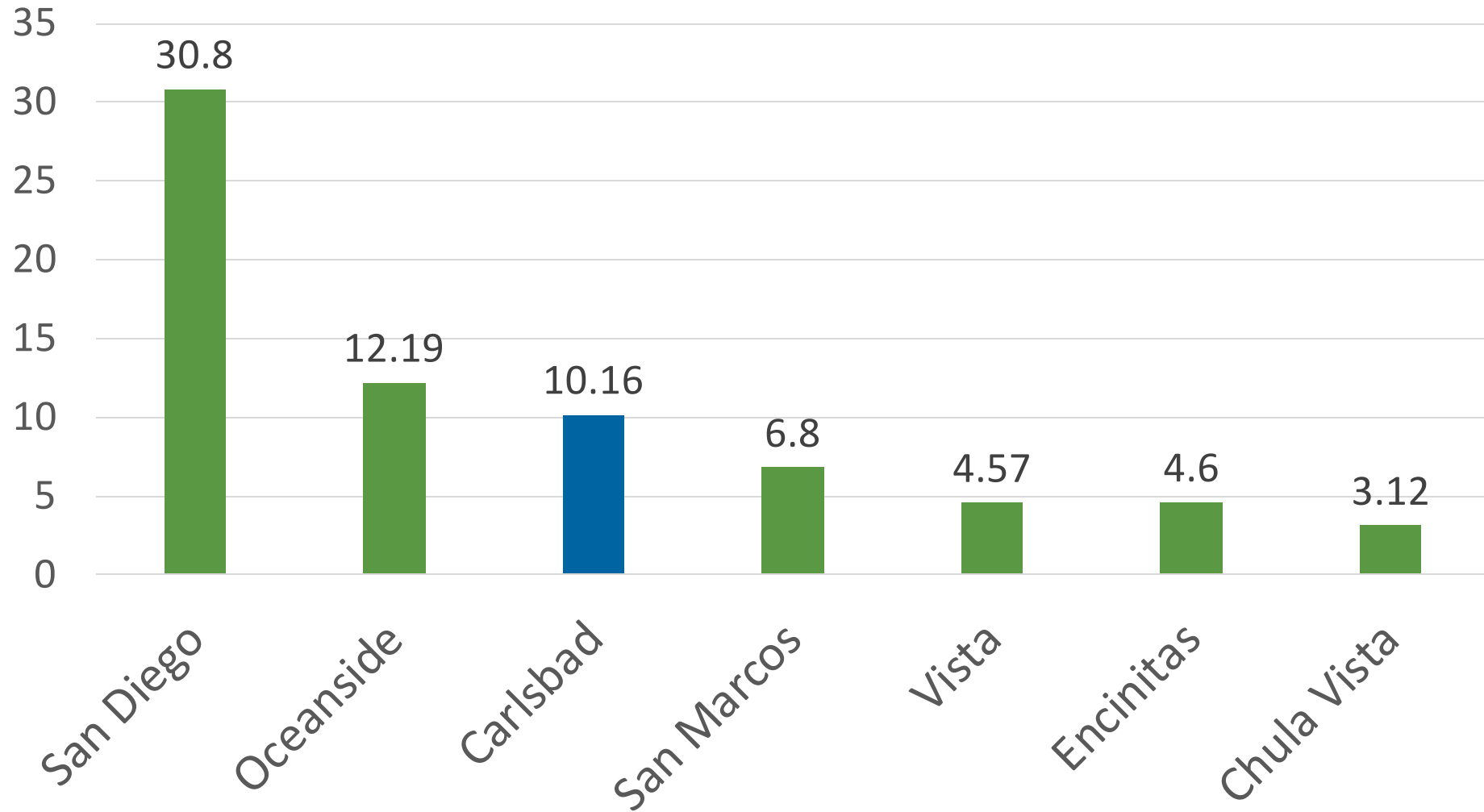
- Visitors create demands, but also generate funds through Transient Occupancy Tax and sales tax
- Commuters may create midday increase in park use
- Facility use fees apply to visitors/commuters
- Park mitigation fee available for nonresidential development

HOW CARLSBAD COMPARES – PARK ACRES*



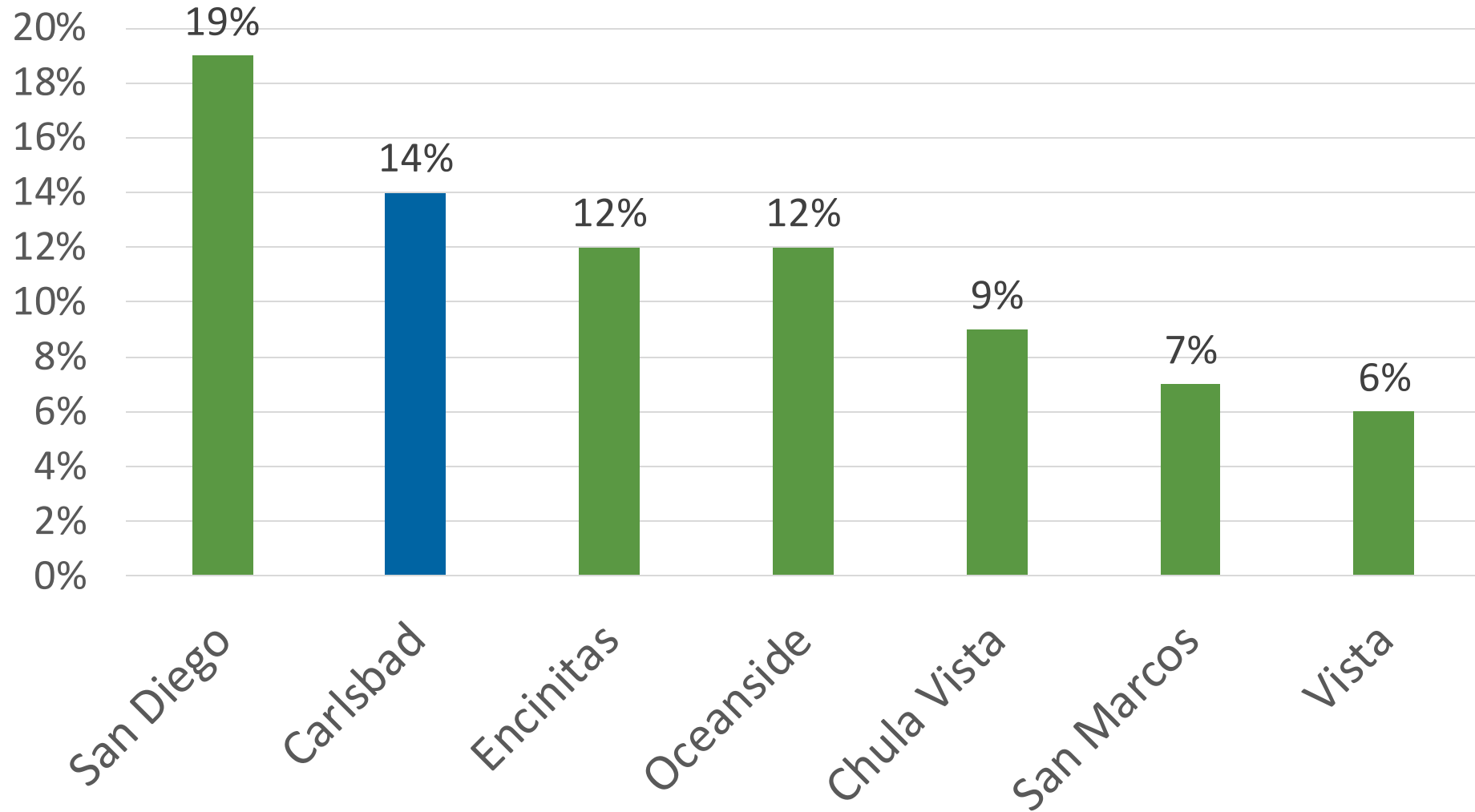
* Based on the Trust for Public Lands data and may include or omit elements that differ from other data sources

PARK ACRES PER 1,000 RESIDENTS*



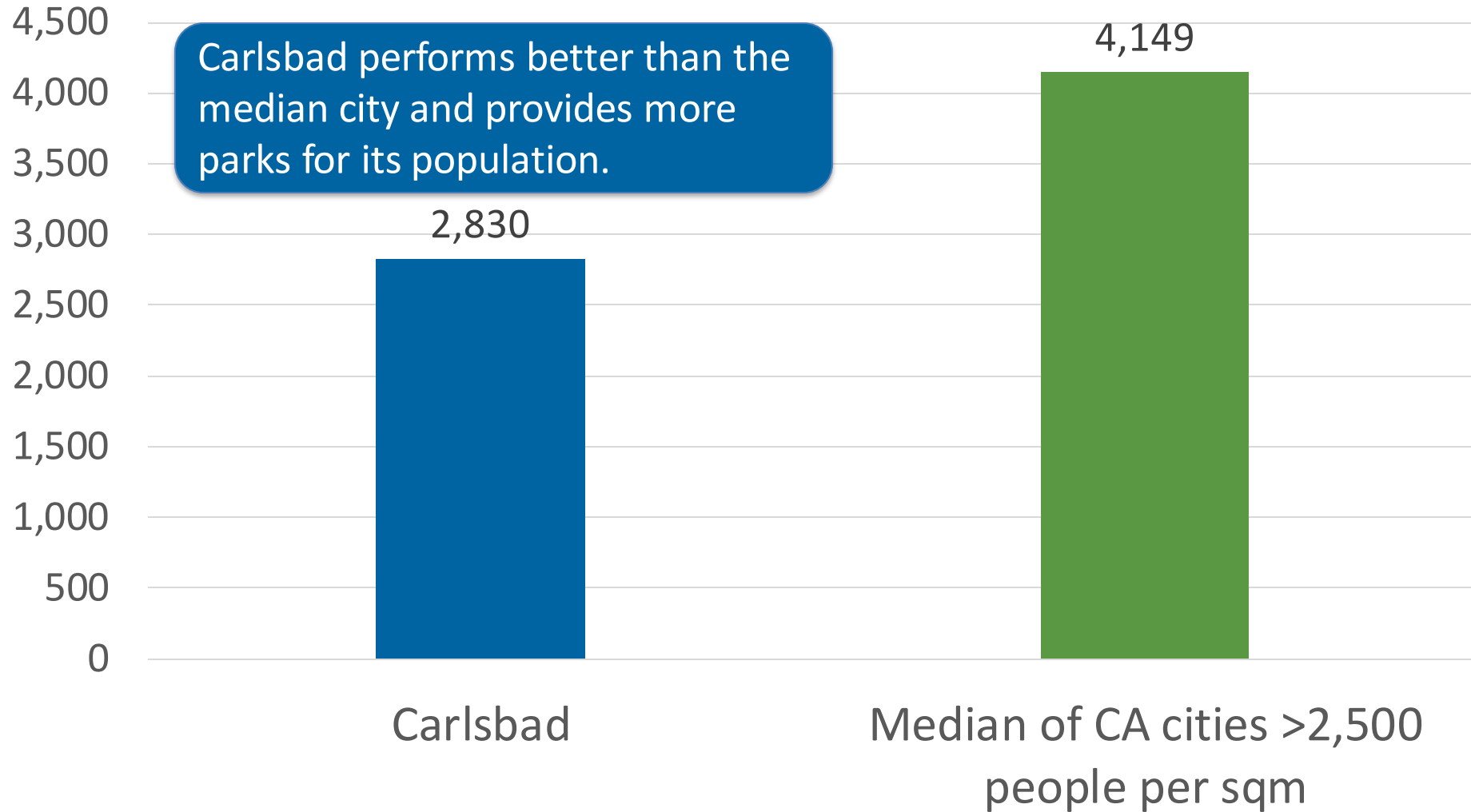
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LAND DESIGNATED FOR RECREATION USE*



* Based on the Trust for Public Lands data and may include or omit elements that differ from other data sources

RESIDENTS PER PARK*



* National Park and Recreation Association data

Reference	City	Standard (acres per 1,000 residents)
Citywide Facilities and Improvements Plan	City of Carlsbad	3 acres applied in each park district (i.e., city quadrant)
General Plan: Recreation Element (amended 2003)	City of Encinitas	0.25 - 0.5 acres for Mini Parks 1 - 2 acres for Neighborhood Parks 5 - 8 acres for Community Parks 5 - 8 acres for Special Use Parks No standard for Regional Parks
2019 Parks & Recreation Master Plan	City of Oceanside	5 acres as a planning goal - 40% public schoolground acreage credit - 40% acreage credit for Guajome Regional Park developed acres
2021 General Plan, Parks, Recreation and Community Health Element	City of San Marcos	5 acres - Provide opportunities for passive and active recreation - Includes parks, trails and recreational facilities - New infill development to provide plazas, mini parks or other civic spaces as a part of parkland requirement

Reference	City	Standard (acres per 1,000 residents)
General Plan 2030: Resources Conservation & Sustainability Element	City of Vista	2 acres for Neighborhood Parks 3 acres for Community Parks 4 - 4.9 acres overall average park standard
1991 General Plan Public: Facilities Element	City of Poway	2.5 acres for Neighborhood Parks 5 acres for Community Parks
2018 Parks & Recreation Master Plan Update	City of Chula Vista	3 acres - Includes community, neighborhood, special purpose mini and urban parks. Strategy varies for eastern (new growth) and western (infill) Chula Vista.
2021 Park Master Plan and associated General Plan Amendments	City of San Diego	“Value-based” standard of 100 points per 1,000 people in place of its prior standard of 2.8 acres. Points are awarded based on land, experience and equity and access.

	Residential Type – Fees per dwelling unit				
City	General	Rural	Single-Family	Multi-Family	Mobile Home
City of Carlsbad <i>Varies by quadrant: NE, SE, NE, SW</i>			\$5,728 (NE, SE, SW) \$7,649 (NW)	\$4,804 (≤ 4 units) (NE, SE, SW) \$4,636 (> 4 units) (NE, SE, SW) \$6,414 (≤ 4 units) (NW) \$6,190 (> 4 units) (NW)	\$3,696 (NE, SE, SW) \$4,934 (NW)
City of Oceanside	\$4,431				
City of Vista			\$8,086	\$8,035	\$5,410
City of San Marcos			\$6,251	\$6,251	
City of Poway <i>50% reduction for an ADU</i>		\$4,562	\$4,562	\$3,594	\$3,318
City of Encinitas <i>Other fees for Open Space, Trails, and Community Facilities</i>			\$10,751: (0.125-8.0 DU/Ac) \$7,180: (8.0-25.0 DU/Ac)		\$6,838

City	Residential Type – Fees per dwelling unit			
	Rural	Single-Family	Multi-Family	Mobile Home
City of Chula Vista <i>Varies by west of I-805 and east of I-805</i>		\$13,684 west \$21,366 east	\$10,157 west \$15,858 east	\$6,404 west \$9,999 east
City of San Diego		Ranges from \$11,333 to \$17,989 scaled to unit size	Ranges from \$8,800 to \$13,968 scaled to unit size, <ul style="list-style-type: none"> • Lower fees in transit priority areas and for senior housing • Certain other reductions related to environmental justice, affordable housing or sustainability goals 	
County of San Diego		Varies by community from \$5,457 to \$11,217 <ul style="list-style-type: none"> • Fallbrook: \$7,624 • Bonsall: \$8,010 • San Dieguito (includes Rancho Santa Fe): \$10,245 	Varies by community from \$4,503 to \$12,144 <ul style="list-style-type: none"> • Fallbrook: \$8,719 • Bonsall: \$6,999 • San Dieguito (includes Rancho Santa Fe): \$ 11,039 	

POTENTIAL OPTIONS

Tiered System

- Tier 1 – maintain existing system for remaining new development
- Tier 2 – apply to all growth not accounted for in 2015 General Plan. Tier 2 growth could only occur through a General Plan amendment.

Flexible or modified standard for Tier 2

- Maintain 3.0 acres/1,000 and allocate some park fees to a fund for opportunistic purchases, and
- Provide more options for how acreage standards can be met
- Or create a new standard that considers recreational value or other factors

POTENTIAL OPTIONS

Broader Park Districts

- Combine or eliminate quadrants/districts
- Broader or citywide districts allow fees to accrue and be programmed faster
- Consider slower pace of infill development opposed to large subdivisions

Addressing Concurrency

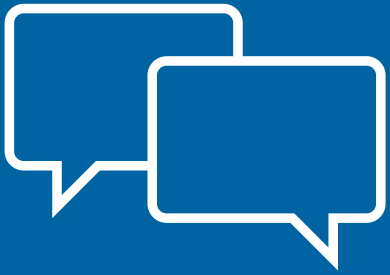
- Don't link Tier 2 development to a defined list of projects
- Use Tier 2 fees to support unfunded CIP park projects
- Fund investments in existing parks per park master plans
- Construct new parks as funds are secured



OTHER CONSIDERATIONS

- Consider equity and environmental justice
- Consider if co-benefits can be achieved and whether diverse funding sources could be used to support park-system investments
- Explore pros and cons of expanding implementation of a park mitigation fee for industrial development
- Review user fee recommendations from P&R Master Plan update

DISCUSSION QUESTIONS



- Is this standard important to quality of life in Carlsbad?
- Should this standard be re-evaluated in any way?



Committee Member Requests for Future Agenda Items

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Public Comment





Adjournment

Next Meeting: Oct. 12, 2022

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Break



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