



**CARLSBAD TOMORROW:  
GROWTH MANAGEMENT CITIZENS COMMITTEE**

# Agenda

**February 23, 2023, 5 p.m.  
Special Meeting**

**Faraday Center  
1635 Faraday Ave.  
Carlsbad, CA 92008**

## Welcome to Carlsbad Tomorrow: Growth Management Citizens Committee Meeting

We welcome your interest and involvement in the city's legislative process. This agenda includes information about topics coming before the Growth Management Citizens Committee and the action recommended by city staff. You can read about each topic in the staff reports, which are available on the city website.

### How to watch

#### In Person



Growth Management Citizen Committee Meetings take place at the Faraday Center, 1635 Faraday Ave.

#### Online



Watch the livestream and replay past meetings on the city website, [carlsbadca.gov/residents/communication/city-tv-channel](https://carlsbadca.gov/residents/communication/city-tv-channel)

### How to participate

If you would like to provide comments to the Growth Management Citizens Committee, please:

- Fill out a speaker request form.
  - Submit the form to staff before the item begins.
  - When it's your turn, staff will call your name and invite you to the podium.
  - Speakers have three minutes unless the presiding officer (usually the chair) changes that time.
  - You may not give your time to another person, but groups can select a single speaker if three other members of your group are present. Group representatives have 10 minutes unless that time is changed by the presiding officer.
- 
- **In writing:** Email comments to [committee@carlsbadca.gov](mailto:committee@carlsbadca.gov) Comments received by 2:30 p.m. the day of the meeting will be shared with the committee prior to the meeting. When e-mailing comments, if the comment relates to a specific item on the agenda, please identify in the subject line the agenda item to which your comments relate. All comments received will be included as part of the official record. **Written comments will not be read out loud.**

### Reasonable accommodations

Persons with a disability may request an agenda packet in appropriate alternative formats as required by the Americans with Disabilities Act of 1990. Reasonable accommodations and auxiliary aids will be provided to effectively allow participation in the meeting. Please contact the City Manager's Office at 760-434-2821 (voice), 711 (free relay service for TTY users), 760-720-9461 (fax) or [manager@carlsbadca.gov](mailto:manager@carlsbadca.gov) by noon on the Thursday before the meeting to make arrangements.

## CALL TO ORDER:

## ROLL CALL:

**APPROVAL OF MINUTES:** *Minutes from the January 11<sup>th</sup> and January 26<sup>th</sup> meetings.*

**PUBLIC COMMENT:** *Members of the public are invited to comment on items both on and not on the agenda. Please treat others with courtesy, civility, and respect. In conformance with the Brown Act, public comment is provided so members of the public may participate in the meeting by submitting comments as provided on the front page of this agenda. The Carlsbad Tomorrow Growth Management Citizens Committee will receive comments for 15 minutes at the beginning of the meeting. As needed, public comments will continue at the end of the meeting. In conformance with the Brown Act, no action can occur on non-agenda public comment items.*

**WELCOME & OPENING COMMENTS:** *Open meeting and welcome attendees. Review and clarify purpose and charge for the committee. Review agenda and meeting format.*

## DISCUSSION ITEMS:

### 1. COMMITTEE BUSINESS – Collaborate and discuss the following topics:

- **Climate Action Plan.** Receive a presentation on the Carlsbad Climate Action Plan and what the city is doing around renewable energy, power, environmental sustainability, etc. (Katie Hentrich, Climate Action Plan Administrator).
- **Local Electric Power Generation and Renewable Energy and Environmental Sustainability/Climate Change.** Participate in a committee discussion to determine direction for the preceding topics. (Katie Hentrich, Climate Action Plan Administrator)
- **Open Space Standard.** Receive presentation on history and status open space in exempt zones. Discuss and make committee recommendation. (Eric Lardy, City Planner)
- **Quality of Life Report Outline.** Review and confirm outline and items to be addressed.
- **Draft Standards Pages.** Review and confirm draft language to be included in final report.

**COMMITTEE MEETING SCHEDULE:** *Update on upcoming meeting schedule.*

**COMMITTEE MEMBER REQUESTS FOR FUTURE AGENDA ITEMS:** *Highlight proposed focus for next meeting and invite committee member suggestions for topics or presentations to consider in upcoming meetings.*

## PUBLIC COMMENT:

*Continuation of the public comments. This portion of the agenda is set aside for continuation of public comments, if necessary, due to exceeding the total time allotted in the first public comments section. Any remaining public comments shall be read into the record.*

**ADJOURN:** *Closing comments and adjourn meeting.*

## NEXT MEETING:

Thursday, March 20, 2023, 5 p.m.

## Minutes

January 11, 2023

**CALL TO ORDER:** 5 p.m.

**ROLL CALL:**

**Present:**

Primary – Jeff Segall, Eric Larson, Stephen L’Heureux, Mike Howes, Mary Ryan, Frank Caraglio, Frances Schnall, Harry Peacock, Annika Jimenez, Gita Nassiri, John Nguyen-Cleary, William Sheffler, Amy Allemann, Joe Stine, Steve Linke

Alternate – Ron Withall, Patrick Goyarts, Jan Neff-Sinclair, Don Christiansen, Terence Green, Allen Manzano, Art Larson, William Fowler

**Absent:**

Primary – Scott White, Fred Briggs, Chad Majer

Alternate – Casey Carstairs, Theirry Ibri, Matthew Reese, Erin Nell, Angela O’Hara, Nora Jimenez George, Jamie Latiano Jacobs, Marissa Steketee, Kevin Sabellico

**APPROVAL OF MINUTES:**

Motion by Joe Stein, seconded by Stephen L’Heureux, to approve the Dec. 15, 2022 minutes. Mike Howes and John Nguyen-Cleary abstained.

**PUBLIC COMMENTS:**

Five public comments were received.

**1. Open Space and Parks–**

Chris Ross stated support for the staff’s recommendation of 15% open space for each Local Facility Management Zone, however, given the diversity and size of Carlsbad he believes the zone exemptions should be removed and a transition plan developed so open space in the city can be shared equitably. Ross requested that a coastal access park, specifically in the Ponto area, be added as a requirement in the Growth Management Program.

**2. Parking –**

Gary Nessim expressed his concern regarding parking spaces for new housing given the state’s mandates that parking can’t be required for commercial or residential projects. Nessim would like to see a parking fee implemented based on square footage to provide municipal parking.

**3. Open Space and Parks –**

Diane Nygaard stated there is a need for more open space and parks so that people can recreate in spaces designed for recreation rather than trampling native plants and animal habitats. Nygaard further states that Climate Change is a factor in needing to preserve more open space than was designated in the 1986 Growth Management Plan.

**4. Parks and Energy-**

Paige DeCino would like to see the Parks standard metric increased to align with surrounding communities. DeCino further stated schools should not be included when counting park acreage since they are fenced and not accessible after school hours.

As a representative of the Clean Energy Alliance, DeCino expressed support for a local power distribution and storage project at Maerke Reservoir.

**5. Parks –**

John Bottorff expressed concerns over synthetic turf and asks that it not be used in city parks. Bottorff explained that chemicals in the synthetic turf rinse into waterways during storm events and are harmful to people and the environment.

**WELCOME AND INTRODUCTIONS:**

The meeting opened with a welcome to attendees from Committee Chair Eric Larson. City Planner Eric Lardy then briefly reviewed the committee's purpose and charter, with emphasis on the mission, the 11 existing performance standards, how the Growth Management Plan is implemented, the committee process, and the next steps in the Growth Management Program update process. Mr. Lardy briefly went over the role of the General Plan and the Housing Element and reminded the committee that SANDAG statistics related to projected population growth and demographics were redistributed in their committee packet. Facilitator Susan Harden reviewed the meeting agenda.

**COMMITTEE BUSINESS:**

- **Open Space Standard.** City of Carlsbad Planner Eric Lardy provided a recap of the Open Space Standard, including previous conversations held by the committee. Mr. Lardy reviewed the staff recommendation that the Open Space Standard remain as it is in the Growth Management Program. Because of the challenges in securing vacant available land for more open space than is currently planned, options for a different open space standard are limited and involve additional cost to the city. The committee discussed the following:
  - Set standard as a “goal”, not a means to shut down development.
  - Question on the impact of undoing exempted zones.
  - Question on if the language for the standard could include a goal for exempt zones and a 15% requirement for others.
  - Fair share contributions should be mandatory for developers for all zones. The city could monitor/implement.
  - Concern expressed regarding fee impacts on housing affordability.
  - Zone by zone analysis needed.
  - Concern regarding removing all exemptions.
  - A 40% citywide standard was recommended.
  - There was a comment to add “or built out land” in the standard language.
  - Looking to future changes in land use, exclusion assumptions can't be guaranteed. (Making them arbitrary.)
  - City Council ultimately determines fee(s) based on ranges from various adopted plans.
  - Question on the impact if 25 years from now the land uses are changed.
  - Will a fee result in less developer dedicated land? i.e developer would rather pay fee than dedicate land for open space.
  - Request for staff to provide what the 15% is being measured against.
    - **Action:** By consensus, have staff to come back with alternative recommendations based on public concerns and committee discussion. Staff also to conduct additional research into zones currently exempt from the open space standard to better understand why and what the current status of open space is in those areas.
- **Parks Standard.** City of Carlsbad Parks & Recreation Director, Kyle Lancaster, provided a recap on the existing current Park Standard. Nancy Bragado of Bragado Planning recapped how the City of Carlsbad's Park Standard compares to other cities in the San Diego region. The staff recommendation that the Parks Standard remain as it is in the Growth Management Program was discussed, as well as alternate recommendations if the committee wanted to pursue increasing the standard. The committee discussed the following:



- Interest expressed in having the Veterans Park designation reallocated to the quadrant it's actually in and then assessing the park space in each quadrant.
- Private parks should count only if open to public use.
- Interest expressed in a 10-minute walk goal with a 3-4 acre per 1,000 standard.
- Suggestion to increase standard to 4 acres, by quadrant, and citywide.
- Concern expressed regarding citywide no longer incentivizes neighborhood parks.
- Explore standard that is not population/acre based (e.g., San Diego)
- Recommendation to increase standard to 4 acres, per 1,000, per quadrant (4) and open up park definition to account for other resources.
- Comment that amenities and accessibility influence use of parks. A "layered" standard was suggested with the goal being a 10-minute walk.
  - Citywide standard – all city facilities if free to use.
  - Local access standard – 10-minute walk (to address disparities)
- It was noted that the dedication of land is more valuable than an in-lieu fee.
- There was a suggestion to change the definition of a park without an increase in acreage.
- Include schools in park acreage only if there is a joint use agreement in place.
- The impact regarding the provision for construction within 5 years was discussed.
  - Motion by John Nguyen-Cleary to increase the park standard to a citywide 4 acres per 1,000 population and to include additional recreational resources that have no fee basis for participation, and have staff bring back an accessibility standard based on distance to any park. (Motion was not seconded)
  - Chair Larson indicated he would rather achieve consensus before voting on a motion.)
  - Committee was then polled by a show of hands for consensus on keeping the current 3-acre standard. 10 primary members indicated "yes".
  - Committee was polled for consensus on raising the standard to 4 acres. 6 primary members indicated "yes".
  - Following the conversation, the committee requested staff return with options based on the committee discussion, including the issue regarding local accessibility.
- At this juncture in the meeting, due to the lateness of the hour, Chair Larson moves to the Senior Commission Committee Member item on the agenda.
- **Senior Commission Committee Member.** Chair Eric Larson asks for consensus on replacing the open member and alternate positions from the Senior Commission.
  - **Action:** By consensus, the committee moves to not ask the City Council to fill the open positions this late in the Growth Management Program Update process.
- At this point in the meeting, City of Carlsbad Planner Eric Lardy recommended moving ahead with the Water Quality/Stormwater item on the agenda and deferring the Climate Action Plan and Energy topics to the Jan. 26 meeting.
- **Water Quality/Stormwater.** Environmental Sustainability Director James Wood provided a presentation on Watershed Protection. The committee discussed the following:
  - Question on if stormwater capture for reuse is required under the city's NPDES permit.
  - Question regarding if stormwater treatment is taking place before the stormwater enters the ocean.

#### **DISCUSSION ITEMS:**

- **Committee meeting schedule and topics.** Eric Larson informs the committee that the next meeting will occur on Jan. 26, 2023. Comment received that additional meetings should be put on the calendar for the committee members to plan accordingly.

#### **COMMITTEE MEMBER REQUESTS FOR FUTURE AGENDA ITEMS:**

- No future agenda items were brought forth by the committee.

**PUBLIC COMMENT:** None

**ADJOURNMENT:**

Chair Eric Larson adjourned the duly noticed meeting at 8:28 p.m.

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Eric Lardy – Minutes Clerk

## Minutes

January 26, 2022

**CALL TO ORDER:** 5 p.m.

**ROLL CALL:**

**Present:**

*Primary* – Jeff Segall, Scott White, Eric Larson, Stephen “Hap” L’Heureux, Mike Howes, Mary Ryan, Frank Caraglio, Frances Schnall, Harry Peacock, Annika Jimenez, Gita Nassiri, Fred Briggs, Chad Majer, John Nguyen-Cleary, William Sheffler, Amy Allemann, Joe Stine, Steve Linke

*Alternate* – Ron Withall, Jan Neff-Sinclair, Don Christiansen, Jamie Jacobs, Allen Manzano, William Fowler, Angela O’Hara, Nora Jimenez George, Lisa Stark

**Absent:**

*Primary* –

*Alternate* – Patrick Goyarts, Casey Carstairs, Terence Green, Thierry Ibri, Matthew Reese, Erin Nell, Art Larson, Marissa Steketee, Kevin Sabellico

**APPROVAL OF MINUTES:**

Eric Larson noted that the minutes from the Jan. 11 meeting would be approved at the Feb. 23 meeting.

**PUBLIC COMMENTS:**

6 individual public comments, and one group comment, were received.

**1. Climate Action/Local Electric –**

Mary Oren stated her support for installing more solar panels at public facilities, electric power generation and storage in the city.

**2. Ponto –**

Hope Nelson recommended land at Ponto be acquired for a park and open space.

**3. Local power generation– Group presentation**

Robert Gilleskie spoke on behalf of Cathy Asker and Mercedes Marlin to ask that the city utilize micro grids as they are renewable energy (solar), less expensive and more secure than public utilities.

**4. Local Power**

Evan Bierman discussed his company’s mission to repurpose electric vehicle batteries as storage and how this supports not only the city’s Climate Action Plan but also creates local jobs and supports local facilities to export the technology nationwide.

**5. Parks -**

Lance Schulte expressed concerns with the fiscal impacts of not having a park at Ponto. Schulte recommended the committee increase the park standard, require a park at Ponto and asks for a 10-minute walking distance metric to be used.

**6. Energy -**

Paige DeCino would like the city's power generation to be local and expressed support for a Maerkle Reservoir solar power facility.

**7. Climate Action Plan and Parks -**

Diane Nygaard suggested the committee recommend the city update the Climate Action Plan as soon as possible, to make it as strong as possible, and to encourage every level of government to do the same.

Nygaard expressed support for the 3-acre park standard but recommended the committee add an additional half acre per thousand residents citywide for accessible parks with the goal that every neighborhood including Ponto has access to a park within a half mile or 10-minute walk.

**WELCOME AND INTRODUCTIONS:**

The meeting opened with a welcome to attendees from Committee Chair Eric Larson. Facilitator Susan Harden briefly reviewed the process and decisions made by the committee up to this meeting and highlighted an updated work plan provided to the committee that outlines the remainder of the committee's work needed through April 2023. Susan reviewed the committee's charter, next steps and the agenda. Chair Eric Larson reminded the committee that they are supposed to work towards reaching consensus. Absent consensus, the chair will entertain motions and take votes.

**COMMITTEE BUSINESS**

- **Circulation Standard.** Facilitator Susan Harden recapped the committee's previous discussion regarding the Circulation Standard. Susan reviewed the new recommendations brought back by staff after the Dec. 15, 2023 meeting and committee discussion. City of Carlsbad Transportation Planning and Mobility Manager Nathan Schmidt and City of Carlsbad Transportation Director Tom Frank answered questions on the recommendations. The committee discussed the following:
  - Motion by Steve Linke to maintain the current circulation standard as is with Level of Service D. Harry Peacock seconded the motion.
    - Suggested language "Maintain the current standard Level of Service D and staff shall work to establish an equivalent standard for the other modes of transportation that aren't currently covered."
    - Concern expressed regarding the language in the current standard regarding exempt intersections and streets.
    - Concern expressed that the current standard only accounts for vehicular mobility.
  - **Action:** After discussion on the motion, the motion passed by a vote of 12 in favor and 6 opposed.

Members	Vote	
	YES	NO
Jeff Segall, At Large		X
Scott White, At Large	X	
Eric Larson, District 1		X
Stephen "Hap" L'Heureux, District 1	X	
Mike Howes, District 2	X	
Mary Ryan, District 2	X	
Frank Caraglio, District 3	X	
Frances Schnall, District 3		X

Members	Vote	
	YES	NO
Harry Peacock, District 4	X	
Annika Jimenez, District 4		X
Gita Nassiri, Arts Commission	X	
Fred Briggs, Beach Preservation Commission	X	
Chad Majer, Historic Preservation Commission	X	
John Nguyen-Cleary, Housing Commission		X
William Sheffler, Library Board of Trustees	X	
Amy Allemann, Parks & Recreation Commission	X	
Joe Stine, Planning Commission		X
Steve Linke, Traffic & Mobility Commission	X	

- It was noted that other thoughts and concerns noted by other committee members would be included in the report when consensus is not achieved, and the committee would be able to advise if they do not feel their opinion was correctly captured.
  - Motion by Annika Jimenez to include staff recommendations Options A and B in the quality-of-life report. Harry Peacock seconds the motion.
    - Concern expressed that there is no threshold for project size stated in Option B to trigger the Level of Service and Multimodal Level-of-Service analysis.
    - Clarification provided that the Local Mobility Analysis has a threshold.
  - **Action:** By consensus, the committee agreed to include language from Options A and B regarding Multimodal Level of Service in the quality-of-life report.
- **Fire and Police Standard.** Facilitator Susan Harden recapped the committee's previous discussion regarding the Fire Standard and reviewed the revisited recommendation from City of Carlsbad Fire Chief Michael Calderwood, noting that City of Carlsbad Police Chief Mickey Williams is not recommending creating a Police performance standard. The committee discussed the following:
  - The revised Fire standard option is not a true performance standard, but rather best practices.
  - The Fire Department has its own performance metrics and the metrics do not apply to future development.
    - **Action:** By consensus, the committee moved to remove the Fire Standard from the Growth Management Program.
    - **Action:** By consensus, the committee agreed to recommend in the quality-of-life memo that City Council set aside funding for a future fire station and exempt the project from Proposition H -- a city law that requires projects costing more than \$1 million to be approved by voters.
  - Discussion regarding adding a performance standard with a fee to the Growth Management Program for Police.
    - **Action:** By consensus, the committee moved to not add a Police Standard to the Growth Management Program.
- **Arts and Culture.** City of Carlsbad Library & Cultural Arts Director Suzanne Smithson recapped the last committee discussion regarding arts and culture and how best to support them in the Growth Management Program. Suzanne discusses current funding and policies for arts and culture, and presents the staff recommendation that an arts and culture standard not be included in the Growth Management Program. The committee discussed the following:
  - Comment by one committee member who disagreed with leaving arts and culture out of the Growth Management Program.

- Request to delay a decision on arts and culture in the Growth Management Program until the Arts and Culture Commission can review the recommendation, which they did not have the opportunity to do prior to it being presented at the Growth Management Program committee.
  - Suggestion to include arts and culture as a fee-based performance standard does not achieve consensus.
- Comment that the committee should accept and respect the recommendation of the Library & Cultural Arts staff providing the recommendation as they are experts in their field.
- Suggestion that arts and culture be included in the quality-of-life report.
- Suggestion that staff bring back the suggested language to the Arts Commission for review for inclusion in the quality-of-life report.
- Comment that it doesn't feel right to add a developer fee for arts and culture when there hasn't been one before.
- Comment that the community should fund arts and culture programs and not developers.
  - **Action:** Motion from Gita Nassiri, seconded by Steve Linke, to table the arts and culture topic to a future meeting. Motion failed by a vote of 4 in favor and 14 opposed.

Members	Vote	
	YES	NO
Jeff Segall, At Large		X
Scott White, At Large		X
Eric Larson, District 1		X
Stephen "Hap" L'Heureux, District 1		X
Mike Howes, District 2		X
Mary Ryan, District 2		X
Frank Caraglio, District 3		X
Frances Schnall, District 3		X
Harry Peacock, District 4		X
Annika Jimenez, District 4		X
Gita Nassiri, Arts Commission	X	
Fred Briggs, Beach Preservation Commission	X	
Chad Majer, Historic Preservation Commission		X
John Nguyen-Cleary, Housing Commission	X	
William Sheffler, Library Board of Trustees		X
Amy Allemann, Parks & Recreation Commission		X
Joe Stine, Planning Commission		X
Steve Linke, Traffic & Mobility Commission	X	

- Comment that the Imagine the Possibilities document includes text regarding developer fees for new development.
  - **Action:** Motion by Gita Nassiri, seconded by Fred Briggs, to include an arts and culture performance standard in the Growth Management Program, with a fee ranging between \$100 for single family and \$1,000 for commercial and multi-family developments. Motion failed by a vote of 2 in favor and 16 opposed.

Members	Vote	
	YES	NO
Jeff Segall, At Large		X
Scott White, At Large		X
Eric Larson, District 1		X
Stephen “Hap” L’Heureux, District 1		X
Mike Howes, District 2		X
Mary Ryan, District 2		X
Frank Caraglio, District 3		X
Frances Schnall, District 3		X
Harry Peacock, District 4		X
Annika Jimenez, District 4		X
Gita Nassiri, Arts Commission	X	
Fred Briggs, Beach Preservation Commission	X	
Chad Majer, Historic Preservation Commission		X
John Nguyen-Cleary, Housing Commission		X
William Sheffler, Library Board of Trustees		X
Amy Allemann, Parks & Recreation Commission		X
Joe Stine, Planning Commission		X
Steve Linke, Traffic & Mobility Commission		X

- **Action:** By consensus, the committee agreed to include arts and culture in the quality-of-life memo.
- **Parks Standard.** City of Carlsbad Parks & Recreation Director, Kyle Lancaster, provided a recap on the previous discussion regarding the existing Park Standard. Lancaster reviewed the results of the Parks & Recreation Master Plan Survey of City of Carlsbad residents. Facilitator Susan Harden discusses the newest recommendations brought to the committee based on previous committee meetings and discussions. The committee discussed the following:
  - Discussion regarding how the 10-minute/half-mile walk became part of the metric being considered and if this metric is used in other cities.
  - Discussion on how parks are currently funded and how increasing the acreage in the performance standard metric would affect current funding.
  - Comment that a distance measure metric could help solve the pockets of the city that have a perceived unmet need as measuring by quadrant seems to have created an issue.
  - Comment that perhaps a recommendation can be made into the quality-of-life report that a portion of the Transient Occupancy Tax could go towards public facilities at beaches.
  - Comment on the survey results discussed in the presentation indicating 20-30 percent of residents feeling their park needs are unmet is a high number.
  - Discussion on setting an acreage metric in the performance standard given city staff has indicated they're unable to acquire land for parks and open space at market value.
    - Motion by Jeff Segall, seconded by Joe Stine, to keep the existing Park Standard of three acres per 1,000 residents and consider the accessibility item separately.
    - Motion to amend by Harry Peacock to include the language “Retain existing standard of three acres per 1,000 residents, calculated by each of the city’s existing quadrants, located within each quadrant of the city and within one half-mile of each neighborhood either existing or planned”. Motion to amend died without a second.

- Motion to amend by Steve Linke, seconded by Harry Peacock, to retain the three acres per 1,000 residents, but exclude property inaccessible to humans, and counting the parks in the quadrant they're located in. (Veteran's Park would be only counted in the quadrant in which it is located.) Motion to amend failed by a vote of 4 in favor, 2 abstentions, and 12 opposed.

Members	Vote	
	YES	NO
Jeff Segall, At Large		X
Scott White, At Large	X	
Eric Larson, District 1		X
Stephen "Hap" L'Heureux, District 1		X
Mike Howes, District 2		X
Mary Ryan, District 2	X	
Frank Caraglio, District 3		X
Frances Schnall, District 3		X
Harry Peacock, District 4	X	
Gita Nassiri, Arts Commission	Abstain	
Fred Briggs, Beach Preservation Commission		X
Chad Majer, Historic Preservation Commission		X
John Nguyen-Cleary, Housing Commission	Abstain	
William Sheffler, Library Board of Trustees		X
Amy Allemann, Parks & Recreation Commission		X
Joe Stine, Planning Commission		X
Steve Linke, Traffic & Mobility Commission	X	
Alternate	Vote	
	YES	NO
Angela O'Hara, District 4		X

- **Action:** Original motion to retain existing park performance standard passed by a vote of 15 in favor and 3 opposed.

Members	Vote	
	YES	NO
Jeff Segall, At Large	X	
Scott White, At Large	X	
Eric Larson, District 1	X	
Stephen "Hap" L'Heureux, District 1	X	
Mike Howes, District 2	X	
Mary Ryan, District 2	X	
Frank Caraglio, District 3	X	
Frances Schnall, District 3	X	
Harry Peacock, District 4		X
Gita Nassiri, Arts Commission	X	



Members	Vote	
	YES	NO
Fred Briggs, Beach Preservation Commission		X
Chad Majer, Historic Preservation Commission	X	
John Nguyen-Cleary, Housing Commission	X	
William Sheffler, Library Board of Trustees	X	
Amy Allemann, Parks & Recreation Commission	X	
Joe Stine, Planning Commission	X	
Steve Linke, Traffic & Mobility Commission		X
Alternate	Vote	
	YES	NO
Angela O'Hara, District 4	X	

- **Action:** Motion by John Nguyen-Cleary, seconded by Amy Allemann, to adopt Option A: *"Request that the City Council direct staff to evaluate the feasibility of creating and implementing a distance based standard to any public accessible park."*. Motion passes by a vote of 13 in favor and 5 opposed.

Members	Vote	
	YES	NO
Jeff Segall, At Large	X	
Scott White, At Large	X	
Eric Larson, District 1	X	
Stephen "Hap" L'Heureux, District 1	X	
Mike Howes, District 2	X	
Mary Ryan, District 2	X	
Frank Caraglio, District 3		X
Frances Schnall, District 3		X
Harry Peacock, District 4	X	
Gita Nassiri, Arts Commission	X	
Fred Briggs, Beach Preservation Commission		X
Chad Majer, Historic Preservation Commission		X
John Nguyen-Cleary, Housing Commission	X	
William Sheffler, Library Board of Trustees	X	
Amy Allemann, Parks & Recreation Commission	X	
Joe Stine, Planning Commission		X
Steve Linke, Traffic & Mobility Commission	X	
Alternate	Vote	
	YES	NO
Angela O'Hara, District 4	X	

- **Action:** By consensus the committee moves to adjourn the meeting with the two remaining items on the agenda, Climate Action Plan and Local Electric Power Generation and Renewable Energy and Environmental Sustainability/Climate Change, to be presented first at the Feb. 23 meeting.

- Facilitator Susan Harden went through a work plan showing the previous schedule and future path for concluding the committee's work. She notes that committee meetings on March 23 and a tentative date for April 20 have been added to the calendar and reviewed projected topics for each meeting, including the Feb. 23 meeting.

**COMMITTEE MEMBER REQUESTS FOR FUTURE AGENDA ITEMS:**

There was a request to develop a name for what has been called the quality-of-life memo or report at a future meeting.

**PUBLIC COMMENT:****ADJOURNMENT:**

Chair Eric Larson adjourned the duly noticed meeting at 8:45 p.m.

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Eric Lardy - Minutes Clerk



## GROWTH MANAGEMENT CITIZENS COMMITTEE

# Staff Report

**Meeting Date:** Jan. 26, 2023

**To:** Growth Management Citizens Committee

**Staff Contact:** Eric Lardy, City Planner  
Eric.Lardy@carlsbadca.gov

Sarah Lemons, Communication & Engagement  
Sarah.Lemons@carlsbadca.gov

**Subject** Committee Business

### Recommended Action

Receive presentations and discuss the following topics:

- **Climate Action Plan.** Receive a presentation on the Carlsbad Climate Action Plan and what the city is doing around renewable energy, power, environmental sustainability, etc.
- **Local Electric Power Generation and Renewable Energy and Environmental Sustainability/Climate Change.** Participate in a committee discussion to determine direction for the preceding topics.
- **Open Space Standard.** Receive presentation on history and status open space in exempt zones. Discuss and make committee recommendation. See Exhibit 1.
- **Quality of Life Report Outline.** Review and confirm outline and items to be addressed. See Exhibit 2.
- **Draft Standards Pages.** Review and confirm draft language to be included in final report. See Exhibit 3.

### Fiscal Analysis

This action has no fiscal impact.

### Environmental Evaluation

In keeping with California Public Resources Code Section 21065, this action does not constitute a “project” within the meaning of the California Environmental Quality Act in that it has no potential to cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. Therefore, it does not require environmental review.

### Public Notification and Outreach

This item was noticed in keeping with the Ralph M. Brown Act and it was available for public viewing and review at least 72 hours before the scheduled meeting date.

### Exhibits

1. Open Space Standard Background and Benchmarking
2. Memorandum – Recommendations for Arts and Culture and Growth Management

# CARLSBAD TOMORROW - GROWTH MANAGEMENT CITIZENS COMMITTEE

## STAFF REPORT – Exhibit 1

February 22, 2023

### CURRENT OPEN SPACE STANDARD

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

Applicability of the standard: the Citywide Facilities and Improvements Plan specifies that the open space standard applies in Local Facilities Management Zones 11 – 15 and 17 – 25. The standard does not apply in Zones 1 – 10 and 16. See **Attachment 1** for a history of why the standard does not apply to all zones and see **Attachment 2** for a breakdown of open space citywide and by Local Facility Management Zone.

### BENCHMARKING

Research was conducted to learn how Carlsbad's open space standards compare to those of other jurisdictions. Our literature search surveyed national databases, urban and park planning publications, and websites of twelve Southern California jurisdictions. We selected a mix of San Diego-area and Orange County jurisdictions that, like Carlsbad, have a history of master planned communities as well as infill development, participate in habitat planning efforts, and are committed to maintaining a high quality of life. We focused on coastal communities that have natural open space amenities in addition to developed active parks. Our research of other cities included a review of their general plan policies, park master plans (when available), municipal code development regulations, and a sampling of specific plans. Direct comparisons were difficult as cities define and secure open space in different ways, but all cities surveyed placed a high value on open space and considered it as an important component of their character and quality of life. See **Attachment 3** for the full results of the benchmarking research. Highlights from the data is discussed below. Data was not found for all categories in every city surveyed.

### OVERALL FINDINGS

#### Key points

- Most project-based open space requirements are a factor of zoning, and most are related to habitat conservation
- Most open space preserve efforts are related to habitat conservation, with acquisition through a mix of developer exactions, environmental mitigation, and public funding.
- Carlsbad has stringent lot coverage and open space requirements for development in all zones that continues to be implemented regardless of the growth management open space standard.
- Carlsbad is doing well over the State of California's 30% target for open space
- The growth management open space standard was based on the development conditions in 1986, including the existing (urbanized) and planned development patterns. The 1986 challenge

of acquiring open space in urbanized areas remains the same challenge today when most of the developable areas of the city are now developed.

- Although the growth management open space standard is not applicable in all areas of the city, open space is provided in all Local Facility Management Zones, some in excess of the standard (see **Attachment 2**).
- City of Carlsbad continues to allocate funds for acquisition of open space; however, opportunities for available land are limited.

### How do Carlsbad's growth management open space requirements compare to other cities open space requirements?

Carlsbad's requirements differ from most other jurisdictions. No directly comparable examples were found of cities requiring recreational open space/project amenity space as a percentage of land area either citywide or by sector and excluding biological resource lands from consideration. However, some jurisdictions include requirements for project open space as a percentage of a project's site area. In addition, it is not unusual to exclude biological or other sensitive resources lands from active common open space areas or private (per unit) open space requirements.

Carlsbad's growth management open space standard is most comparable to other cities' zoning code requirements related to private or common area open space requirements. It should be noted that Carlsbad also has zoning code requirements for lot coverage, private and public open space for planned developments, and other zoning regulations similar to what is contained in other jurisdictions.

#### *Private and common open space requirements*

In Carlsbad, as in other cities, private and common open space may be required through the development review process. This may apply to large or small projects, including incremental infill development. Examples include:

Carlsbad	Various development standards require open space, recreation areas and landscaped buffers/setbacks within development projects. For example, residential planned development projects must provide private recreation area (200 – 400 square feet per unit) and common recreation areas (150 – 200 square feet per unit); also, residential zoning standards limit lot coverage to no more than 40% to 60%.
Encinitas	Higher density single-family and multi-family residential must have a minimum of 10% private open space. The R-30 Overlay zone requires private and common open space.
San Marcos	Private open space of 50 to 250 square feet and common open space requirements equal to 30% of livable ground floor area of all units required for residential projects. Mixed Use Zone open space requirements vary, from 5% to 20% of development depending on unit count, lot size, etc.
San Diego City	Private exterior open space of at least 60 square feet per dwelling unit. May be in required front yards. Common open space required for more than 4 units. At least 300 square feet, or 25 square feet per dwelling.
San Diego County	Requires 100 to 800 square feet of usable open space per multi-family dwelling.
Mission Viejo	Residential Planned Development Zones: 50-60% coverage; Private outdoor living space: 50-500 square feet.

*Open space required for planned developments and master planned communities*

Carlsbad and other cities require master planned communities to provide open space set asides and amenities, which may supplement the public park or contribute to an open space preserve. Examples of how jurisdictions secure open space from planned development projects including lands for sensitive resource preservation include:

Carlsbad	Planned Community (PC) Zone requires 15% of the total area of a master plan to be open space. This applies to all areas in the city zoned PC.
Chula Vista	Master planning/specific plans. For example, the Otay Ranch General Development Plan states that "approximately 60% of Otay Ranch will be set aside as open space, including a park system, a greenbelt system and an open space preserve." At full build out, the open space provisions are required to be at least: 342 acres of local parks; 1,172 acres of open space (excluding regional parks); and 1,590 acres of regional parks.
San Diego County	In addition to site planning, supports mitigation banking, conservation subdivisions and easements, diverse funding sources for acquisition, and developer exactions.
San Marcos	For planned residential developments, required open space shall comprise at least 40% of the total area of the planned development project. Of the required open space, 50% of the required open space shall be suitably improved and 50% may be improved or left in its natural state. Floodway and drainage easement areas as well as land occupied by recreational buildings and structures may be counted.
Irvine	Conservation and Open Space Phased Dedication Districts establishes a "phased dedication program" to implement open space goals identified in the General Plan. Open space acreage requirements are listed by "implementation district." Open Space Management and Conservation Plans (OSMCP) are required for each implementation district. The designation of specific preservation areas and development opportunities are reflected in the Conservation and Open Space Element and Land Use Element, and identified by lettered "districts" as described in Chapter 8 of the Zoning Ordinance. Preservation areas are designated primarily for their biotic and cultural resources and open space values. The amount of open space and development potential varies within each district. Open space lands have been conveyed to the city in exchange for development rights in other areas.
Mission Viejo	Per the General Plan Conservation/Open Space Element (amended in 2021) "Mission Viejo is different from many Orange County communities in that the privately-owned parkland in the city contributes greatly to the City's overall recreational picture. The largest privately-owned recreational assets are Lake Mission Viejo, Mission Viejo Country Club golf course, and Arroyo Trabuco Golf Club.... There are also numerous recreational facilities and areas owned and maintained by homeowner associations."

### How does Carlsbad's overall open space (all types) compare to other cities?

Carlsbad's growth management standard for open space represents one component of a broader Carlsbad open space system that is comprised of four categories of open space, the majority (78%) of which is conserved for protection of natural resources, and another 12.5% is outdoor recreation areas (see **Attachment 2**).

Some cities identified the total acreage of various types of open spaces within their boundaries. It should be noted that the cities surveyed do not use a common methodology or definition of what is included as open space, so the examples below are provided for general information purposes only and should not be viewed as direct comparisons. In addition, some of the calculations for open space percentages were calculated using general plan land use acreages without taking into account additional considerations or refinements that would occur as a part of a more precise assessment.

Carlsbad	Open space to meet the growth management standard is just a part of all the open space in Carlsbad. Of all land in Carlsbad (25,021 acres), 38% is designated as open space (see <b>Attachment 2</b> ).
Chula Vista	The Chula Vista Greenbelt is a 28-mile open space system. General Plan Land Use in 2030 identifies Parks and Recreation (978 acres), Open Space (7,306 acres), Open Space Preserve (16,926 acres) and Open Space Active Recreation (375 acres). These planned land uses total 25,585 acres (43.6%) out of a city total of 58,700 acres (2005).
Oceanside	The Oceanside Subarea Plan of the Natural Community Conservation Plan (2010) reports on existing city land uses including: 3,429.7 acres of "agriculture," 334.5 acres of "parks" and 2,864.1 acres of "preserves and open space" which together comprise 25.3% of the total city acres.
San Diego	28.6% of city comprised of Park, Open Space and Recreation land use designations (2015).
San Diego County	Encompasses approximately 2.3 million acres, or 3,570 square miles. More than 67% is either open space or held by public agencies or tribal governments. Open space preserves total 159,400 acres or 7% of the total land area in the unincorporated County (2011).
San Marcos	About 25% of the city is currently undeveloped and provides natural habitat areas. The city has 2,499 acres of dedicated open space, which is approximately 12% of the city's acreage." (2012)
Irvine	The Land Use Element Table A-2 provides land use acreage by planning area, and a citywide total acreage of 45,388. It identifies: 709 acres of agriculture open space, 11,022 acres of preservation open space, 2,959 acres of recreation open space, and 206 acres of water bodies which together total 14,896 acres. The Great Park (former Marine Corp Air Station El Toro) is identified separately with 4,519 acres (however, another city web page states that the Great Park spans 1,300 acres). These categories together total 19,415 acres or 42.8% of total city acreage. Without the Great Park, general plan designated open space comprises 14,896 acres of 40,869 acres, or 36.4%.

Laguna Niguel	Over one-third of Laguna Niguel is designated for Open Space use (1992). Open Space is categorized into three typologies – regional open space, local open space (open space corridors, greenbelts, hillsides, and landscaping), and landscaped corridors along scenic highways.
Lake Forest	Table LU-1 “Land Use Development Potential Summary” identifies 3,153 gross acres (or 29.4%) of the city total 10,742 acres in Community Park/Open Space Regional Park Open Space, Open Space, Lake, and Transportation Corridor with open space uses land use designations (2020).
Mission Viejo	General Plan designated open space makes up 2,727.4 gross acres of the city’s total 11,646 gross acres (23.4%), per the Land Use Element Table LU-3 (2021).

#### *Typical categories of open space*

Typical categories of open space are summarized in the table below.

Table 1 – Typical Open Space Classifications and Carlsbad Applicability

Typical Open Space Classification	Typical Application	Carlsbad Approach
Natural Habitat Preserves/ Biologically Sensitive areas	Regional habitat plans with local participation.  Some contribute to General Plan parks standards.  CEQA process. Private developer set asides	<ul style="list-style-type: none"> <li>• Carlsbad Habitat Management Plan</li> <li>• Regional Multiple Habitat Conservation Program</li> <li>• Private developer set asides</li> </ul>
Neighborhood Park	General Plan Population-Based Standard	<ul style="list-style-type: none"> <li>• Private development with home-owner association maintenance</li> <li>• Some Special Use Areas</li> </ul>
Community Park	General Plan Population-Based Standard	<ul style="list-style-type: none"> <li>• Growth management parks standard (also found in General Plan)</li> </ul>
Special Use Area	Varies	<ul style="list-style-type: none"> <li>• Growth management parks standard (also found in General Plan)</li> </ul>
Parkways/Greenways	Varies	<ul style="list-style-type: none"> <li>• Private project design</li> <li>• Street design standards</li> <li>• Public investments/capital improvement projects</li> </ul>
Landscaped setbacks/yards Lot coverage	Zoning regulations	<ul style="list-style-type: none"> <li>• Growth management open space standard</li> <li>• Zoning regulations</li> </ul>
Private development per unit or common recreational open space	Zoning regulations	<ul style="list-style-type: none"> <li>• Growth management open space standard</li> <li>• Zoning regulations</li> </ul>
Significant landforms/ steep slopes Cultural resources	Zoning regulations, planned development permit conditions. CEQA process.	May be a part of habitat plans, designated open spaces or parks, or project open spaces that may or may not be counted toward the growth management open space standard. Development permit conditions. CEQA process.



### *What are common tools/processes for open space preservation?*

Open space preservation is opportunity based and case-by-case, depending on a jurisdiction's natural features and availability of undeveloped land. Active parks can be created, but natural open space preserves are usually valued for their intrinsic features and location, such as a beach, river, canyon or lagoon. Open space is often acquired through developer exactions, but there is also a typically a publicly funded component.

- Resource-based land acquisition may be secured through development project exactions/subdivision dedications, environmental avoidance of impacts and mitigation through the CEQA process, zoning requirements to protect sensitive resources, development impact fees and transfer of development rights, and other tools.
- Public funding, including state and federal grants are used to acquire and protect open space. Voters have shown a willingness to approve initiatives and bond measures for open space and parks acquisition at the local, regional and state levels. Favorable tax policies have also played a role in land conservation.
- Open space that also is considered parkland may be secured through general plan park standards, and parks master plans or trails master plans may include implementation measures.
- Land trusts, non-profits, and philanthropists may be partners in preservation.

## BACKGROUND

The City of Carlsbad implements its growth management open space standard through the approval of Local Facility Management Plans and development projects. In the Local Facility Management Zones where the standard applies, the Local Facility Management Plan identifies how the open space standard will be met in the zone; and development proposals within those zones must provide open space consistent with the standard and Local Facility Management Plan. An example of open space provided to meet the growth management open space standard is private open space, such as recreation areas and landscape buffers, within a development that is paid for and maintained by the developer and community (HOA). A thorough analysis of the history and application of Carlsbad's growth management open space standard is provided in **Attachment 4**.

As also discussed in the Sept. 22, 2022, staff report, the growth management open space standard is not the only method the city uses to acquire and protect open space. In general, Carlsbad and other cities can obtain open space through dedications or fees from developers for public facilities and can require a certain amount of land in a development be left in open space. When requiring open space on privately owned land, cities must ensure the owner is not denied a reasonable use of their land and that the owner is not denied the right to develop their property, unless the owner is willing to sell their land and is compensated. **Attachment 4** describes the tools Carlsbad has used to obtain, provide, and protect open space. In addition to the open space standard, Carlsbad has zoning regulations that apply in all areas of the city, including lot coverage requirements, private and public open space requirements for planned residential developments, and other zoning regulations that meet the same intent to provide open spaces for residents.

Open space to meet the growth management standard is just a part of all the open space in Carlsbad. Of all land in Carlsbad (25,021 acres), 38% is designated as open space. About 78% of this open space is comprised of natural open space such as native habitats, lagoons, and streams. The city's open space

network boasts three lagoons, over 67 miles of trails, and almost seven miles of coastline. **Attachment 2** includes a map of all dedicated open space in Carlsbad, of which some is open space dedicated to meet the open space standard. Open space overall has been designated throughout Carlsbad in four categories: preservation of natural resources, managed production of resources, outdoor recreation, and aesthetic, cultural and educational purposes.

## LEGAL BASIS

Federal law has had a large impact on open space protection through legislation including the Endangered Species Act and the Clean Water Act. The Endangered Species Act provides opportunities for coordinated habitat protection planning through the preparation of habitat conservation plans. California Government Code section 65302(e) requires cities to adopt an open space element as part of their general plans. Open space is defined as any parcel or area of land or water that is essentially unimproved and devoted to open-space use, and that is designated on a local, regional or state open-space plan, including open space for the preservation of natural resources and open space for outdoor recreation (Gov. Code § 65560(b)). Such lands or waters may provide value related to, among other things, recreation, health, habitat, biodiversity, wildlife conservation aesthetics, economy, climate change mitigation and adaptation, flood risk reduction, managed natural resources production, agricultural production, and protection from hazardous conditions.

California has enacted many laws that have resulted in or provided tools for open space conservation. To name a few, the California Endangered Species Act allows for the preparation of Natural Community Conservation Plans to promote a broad-based ecosystem approach to planning for the protection of biological diversity, the Coastal Act has requirements for coastal resource preservation and public access to the coast, and the California Environmental Quality Act (CEQA) calls for avoidance and mitigation of environmental impacts. CEQA has played an important role in preserving open space as projects may be designed to avoid or mitigate environmental impacts. Mitigation can include contributing to regional open space systems through offsite acquisition, thus supporting regional open space systems.

Acknowledgement of the importance of open space preservation is growing in California and globally. On Oct. 7, 2020, Governor Newsome signed Executive Order N-82-20 establishing a goal to conserve at least 30% of California's land and coastal waters by 2030 (note: Carlsbad has met this goal by conserving 38% of the total city area, including land, lagoons and wetlands). The goal is to support the global effort to combat the biodiversity and climate crisis. California's "Pathways to 30x30" strategy to achieve this goal was released in April 2022. Implementation of the strategy will be led by the California Natural Resources Agency through the 30x30 Partnership (an alliance of groups and leaders) and others.

## RELATIONSHIP TO GROWTH MANAGEMENT AND LAND DEVELOPMENT

Open space is valued for many reasons, including habitat protection, landform preservation, scenic views, local heritage/culture, tourism, shaping urban form, rural character and farmland preservation, public access and recreation, and green infrastructure/ecosystem services. As such, open space is often an important part of city and regional growth management or smart growth plans. Using tools such as open space standards, transfer of development rights, zoning, conservation easements, and subdivision dedications jurisdictions are able to preserve open space through regulations, exactions and incentives. In addition to what is secured through the development review process on a case-by-case basis, jurisdictions will also typically allocate funding for land acquisition to add important parcels to

preserves. Locally and statewide, citizens have shown a willingness to tax themselves to provide funding for parks and open spaces. From 2000 to 2022, voters approved nearly \$66.8 billion in funding for land conservation in local and state referenda (see the [Trust for Public Land's LandVote](#) database).

Zoning is an important tool to secure project-level open space. Zoning may limit development potential through land use and density/intensity regulations, and may have standards for site coverage, yards and setbacks, per unit open space or other recreational amenities, and pedestrian pathways. As described by Alexander Garvin in Planners Advisory Service (PAS) Report Number 497/498,<sup>1</sup> there is a long history of mandating minimum private open space in developments. When first required in the nineteenth century, the regulations were in response to public health concerns as millions of immigrants were living in cramped, poorly ventilated apartments. Garvin reports that the idea of requiring open space has been “universally accepted in the form of zoning and subdivision yard and setback regulations” to ensure access to air and sunlight, and to reflect design preferences. Garvin further states that in the 1960s cities used planned unit developments as a tool to secure more usable common open space areas. Growing environmental concerns also led to new legislation and open space protections.

The value of a systems-based approach to parks and open space planning is described by the authors of “From Recreation to Re-creation: New Directions in Parks and Open Space System Planning” in PAS Report Number 551.<sup>2</sup> This report recommends treating open space lands as important components of modern park systems due to their many contributions to quality of life, including recreational value. Chapter Four of this report analyzed park plans from across the United States including a review of level of service measurements. The author found that many jurisdictions based their standards on a combination of benchmarks from other cities plus local level of service goals based on accessibility. This report did not cite examples of distinct open space standards that were separate from park standards. Overall report recommendations found in Chapter Six of this PAS Report include to “consider how the park system is integrated in the community and how it is linked to the various resources in the community, including the community’s natural systems, infrastructure, and land use.” Identified management tools include creating “subdivision regulations that identify land to be preserved as open space based on certain qualities and values ....” The PAS Report also notes that partnerships with other public, private, and nonprofit organizations can play an important role in park provision and maintenance.

In California, climate change, public health, social equity and environmental justice legislation and initiatives have provided additional impetus to expanding parks and open space systems and access. Many California jurisdictions pursue open space through the planning of master planned communities in addition to implementing subdivision and zoning regulations. Project-based open space may include land for recreation as well as natural resource preservation, storm water management and landscaped features or other amenities. Master planning tools such as specific plans are frequently used to guide the development of large projects built on vacant “greenfields” land. Land trusts also play an important

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<sup>1</sup> Garvin, Alexander. “Parks, Recreation, and Open Space: A Twenty-First Century Agenda.” Planners Advisory Service (PAS) Report Number 497/498, 2000.

<sup>2</sup> Barth, David, Mary Eysenbach, Peter Harnik, Megan Lewis, and Lee Springgate. “From Recreation to Re-creation: New Directions in Parks and Open Space System Planning.” PAS Report Number 551, 2008.

role in supporting collaborative conservation efforts in California.<sup>3</sup> Regarding the role of nonprofits, the Greenbelt Alliance in the San Francisco Bay Area provides an example of a group that has contributed to open space preservation and climate resiliency through policy advocacy and regional collaboration across nine counties.<sup>4</sup>

#### Attachments

1. Jan. 24, 2023, Memo from Mike Howes on History of Open Space and Local Facility Management Zones
2. Open Space Citywide and by Local Facility Management Zones
3. Benchmarking Table
4. Carlsbad Tomorrow – Growth Management Citizens Committee Staff Report, Sept. 22, 2022, Open Space Standard

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<sup>3</sup> California Council of Land Trusts website <https://www.calandtrusts.org/> accessed on 2/6/2023.

<sup>4</sup> Greenbelt Alliance website <https://www.greenbelt.org> accessed on 2/6/2023.

## MEMO

Date: January 24, 2023  
To: Growth Management Committee  
From: Mike Howes  
Subject: Local Facilities Management Zones

INTRODUCTION

At the January 11th meeting the committee asked staff to provide a detailed explanation of why some of the zones were exempted from the 15% open space requirement while others had to provide the 15%. I realize that this can be confusing for the Committee since very few of the members were around Carlsbad when the Growth Management Plan was created, and the boundaries of the Local Facilities Management Plans (LFMZs) were drawn. Committee members must remember that 40 years ago Carlsbad was a much different City than it is now. When the Growth Management Plan and LFMZs were drawn up most of Carlsbad was undeveloped. The recent addition of the Carlsbad Magazine included several historical photos, most of which accurately represent what Carlsbad looked like when the Growth Management Plan was prepared.

In addition, it will be very difficult for staff to attempt to find detailed records of how the Local Facility Management Zones were formed and why some were exempted. The City did not have computers at that time, we had to handwrite our staff reports and then give them to secretaries to type up and format. Any detailed records will probably be on micro-fiche if they exist, and staff could go blind attempting to go through those records. Finally, most of the staff were in elementary school when the City prepared the Growth Management Plan.

At that last Committee meeting I mentioned that I drew up the boundaries of the 25 LFMZs that are shown on the attached exhibit. After I drew up a draft exhibit of these boundaries it was reviewed and approved by the Planning Director and Community Development Director. The boundaries of the various zones were based on existing development, existing or pending Master Plans and ownership boundaries during the early 1980's.

I did NOT single handedly create the Growth Management Plan; I was just a part of the team. However, I am one of the few people still around that was involved in the process and I will attempt to provide an explanation of what occurred to counter the misleading information that has been provided by some of the City's critics and no growers.

URBANIZED, URBANIZING OR FUTURE URBANIZING

After the Citywide Growth Management Plan was created staff realized that there were different levels of development throughout the City, so the City was divided into 25 Local Facility Management Zones. These Zones were divided into three categories, Urbanized, Urbanizing and Future Urbanizing. Zones 1-6 were classified as Urbanized because at that time 95% of the existing development in Carlsbad was in these zones, while most of the rest of the City consisted of undeveloped, vacant land. In addition, almost all the public facilities to serve these six zones were already in place. The 15% open space requirement was not placed on these zones because there were relatively few vacant parcels that could be utilized for open space. It could have been considered at taking if the City attempted to down zone those few vacant parcels for open space to create 15% open space in these zones.

Zones 7-10 were classified as Urbanizing because there was some level of master planning for these portions of the City. Zones 7,8,9, and 10 were exempted from the 15% requirement because they either had approved Master Plans or were in the process of approving a Master Plan. The City did not believe it was reasonable to require an approved Master Plan or a Master Plan that had been in process for several years to be revised to comply with the 15% open space requirement of the recently approved Growth Management Plan.

Zone 16 was exempted because it was designated for non-residential development. At that time the City did not require non-residential LFMZs to provide 15% open space.

Zones 13-25 were classified as Future Urbanizing since there was no level of planning for the development of these areas other than their General Plan designations. For those that are interested, in the following paragraphs I will provide a description of how the boundaries were created for each zone and why they were or were not required to provide 15% open space.

#### LOCAL FACILITIES MANAGEMENT ZONES

Zone 1 – This is the heart of Old Carlsbad bounded on the north by Buena Vista Lagoon, south by Agua Hedionda Lagoon and El Camino Real to the east. This area was pretty much built out when the Growth Management Plan was created. There were a few vacant lots, but not enough to create 15% open space and the City did not have the funds to purchase developable property and turn it into open space.

Zone 2 – This area is bounded by Highway 78 to the north, Tamarack to the south and El Camino Real to the west and the Calavera Hills Master Plan to the east. This was the developed portion of Carlsbad east of El Camino Real at that time. Like Zone 1 there were no large undeveloped parcels in this zone.

Zone 3 – This LFMZ basically included the power station, Terramar area, Car Country, and non-residential parcels south of Palomar Airport Road. Like Zones 1 & 2 there were no large vacant parcels in this zone that could be used for the 15% open space requirement.

Zone 4 – This LFMZ included Alta Mira and existing residential development south of Alta Mira. Similar to the previously discussed zones there were few vacant parcels in Zone 4.

Zone 5 – The boundaries of this LFMZ basically covered the area around the airport that was designated for office/industrial development. A substantial portion of this zone was developed or had development plans when the Growth Management Plan was created. This LFMP was exempted from the 15% Open Space requirement because the City did not require non-residential development to provide 15% OS.

Zone 6 – This was the developed portion of La Costa at the time of the creation of the LFMZ, sometimes referred to as Old La Costa. Like Zones 1, 2,3 and 4 there were relatively few vacant parcels in this Zone.

Zone 7 – The boundaries of this zone correspond with the boundaries of the Calavera Hills Master Plan. The Calavera Hills Master Plan was in effect when the Growth Management Plan was developed and some of the earliest neighborhoods in the Master Plan were under construction. The City did not believe it was reasonable to mandate that an approved Master Plan be required to provide 15% open space after it had been previously approved and some of the first neighborhoods were under construction.

Zone 8 – The boundaries of this LFMZ included the Agua Hedionda Lagoon wetlands, the Kelly Ranch Master Plan, and the future Veterans Memorial Park. Again, since there was a recently approved Master on the Kelly Ranch the City did not require the LFMP to provide 15% open space. However, when Veteran’s Memorial park is developed, I believe that this Zone will provide more than 15% open space.

Zone 9 – This zone included Lake Shore Gardens Mobile Home Park, the future Ralph’s shopping center and the approved Batiquitos Lagoon Educational Park Master Plan. Again, this LFMZ was not required to provide 15% open space because it had a recently approved Master Plan and was starting to develop.

Zone 10 – The boundaries of this Zone correspond with the boundaries of the undeveloped portion of the La Costa Master Plan and included the northern extension of the La Costa Golf Course. I do not know why this LFMP was exempted from the 15% open space requirement. However, when the LFMZ was prepared for this Zone, it is likely that the 15% was provided.

Zones 11 & 12 – All of the land in Zone 12 and most of the land in Zone 11 consisted of the undeveloped portions of the La Costa Master Plan and these Zones were required to provide the 15% open space.

Zone 13 – This Zone includes the SDG&E properties on the south side of the Lagoon and the area of the Carlsbad Ranch/LEGOLAND Specific Plan. This Zone was required to provide the 15% open space.

Zone 14 – The boundaries of this zone include the Robertson Ranch Master Plan and the open space area around Calavera Lake. This area was totally undeveloped in the 1980’s and the future Robertson Ranch Master Plan along with earlier open space dedications ensured that this zone provided the 15% Open Space requirement.

Zone 15 – Zone 15 includes the Rancho Carlsbad Mobile Home Park and a number of undeveloped parcels between Zone 15 and the non-residential development in Zone 5. This is the last large undeveloped portion of Carlsbad. There is an approved Local Facilities Management Plan for Zone 15 which shows how the 15% open space requirement will be complied with. If any future changes are made to the densities on parcels within Zone 15 it will require an amendment to the existing LFMP.

Zone 16 – This Zone consists of the non-residential Palomar Oaks office/Industrial Park. Since there was no residential development in this zone it was exempted from complying with the 15% open space requirement.

Zone 17 – The boundaries of this zone correspond with the boundaries of the Bressi Ranch, which later became the Bressi Ranch Master Plan. The Local Facilities Management Plan that allowed for the development of the Bressi Ranch Master Plan provided for the 15% open space requirement.

Zone 18 – The boundaries of this zone included the Rancho Carrillo Master Plan and the Carlsbad Raceway properties to the north of Palomar Airport Road. The LFMP for this Zone complied with the 15% open space requirement.

Zone 19 – The boundaries of this zone correspond with the boundaries of the Aviara Master Plan. The LFMP for this zone met the 15% open space requirement.

Zones 20 & 21- The boundaries of these zones were determined by the creation of the zones that have previously been discussed. Both zones had multiple ownerships which made it more challenging to complete the LFMPs and ensure the 15% open space requirement was met.

Zone 22 – The boundaries of this zone were formed by the boundaries of Zones 3, 4 & 9. The area within this zone consists of the State Park, non-residential development along Avenida Encinas and the Poinsettia Properties Specific Plan. The LFMP for the development of this zone complied with the 15% open space requirement.

Zone 23 – Again the boundaries of this zone were formed by the boundaries of other zones. This is one of the smaller Zones and includes the large retirement community and some commercial development and complies with the 15% open space requirement.

Zone 24 - This small zone is occupied by the Evans Point development, a small mobile home project and a recent single-family development along El Camino Real. The LFMP for this zone complied with the 15% open space requirement.

Zone 25 – The boundaries of this zone include the Quarry Creek Master Plan as well as a large parcel to the west of the Master Plan that has been purchased for habitat preservation. This area is one of the most recent developments in Carlsbad and the LFMP complied with the 15% OS requirement.

#### LOCAL FACILITIES MANAGEMENT PLAN (LFMP)

After the boundaries were created for the 25 Local Facilities Management Zones (LFMZs) Local Facilities Management Plans (LFMPs) had to be prepared for each zone to show how future development in each zone would contribute to the provision of the public facilities shown in the overall Public Facilities Plan for the City of Carlsbad. Since Zones 1-6 were basically built out at that time City staff prepared the LFMPs for those zones. Developers and property owners in the remaining 19 zones were required to prepare the LFMPs for future development in those zones.

#### CONCLUSION

Hopefully this memo provides the information the Committee was requesting at our last meeting. I believe that the information provided is accurate and will eliminate some of the confusion. I have done my best to accurately remember events that occurred nearly 40 years ago.

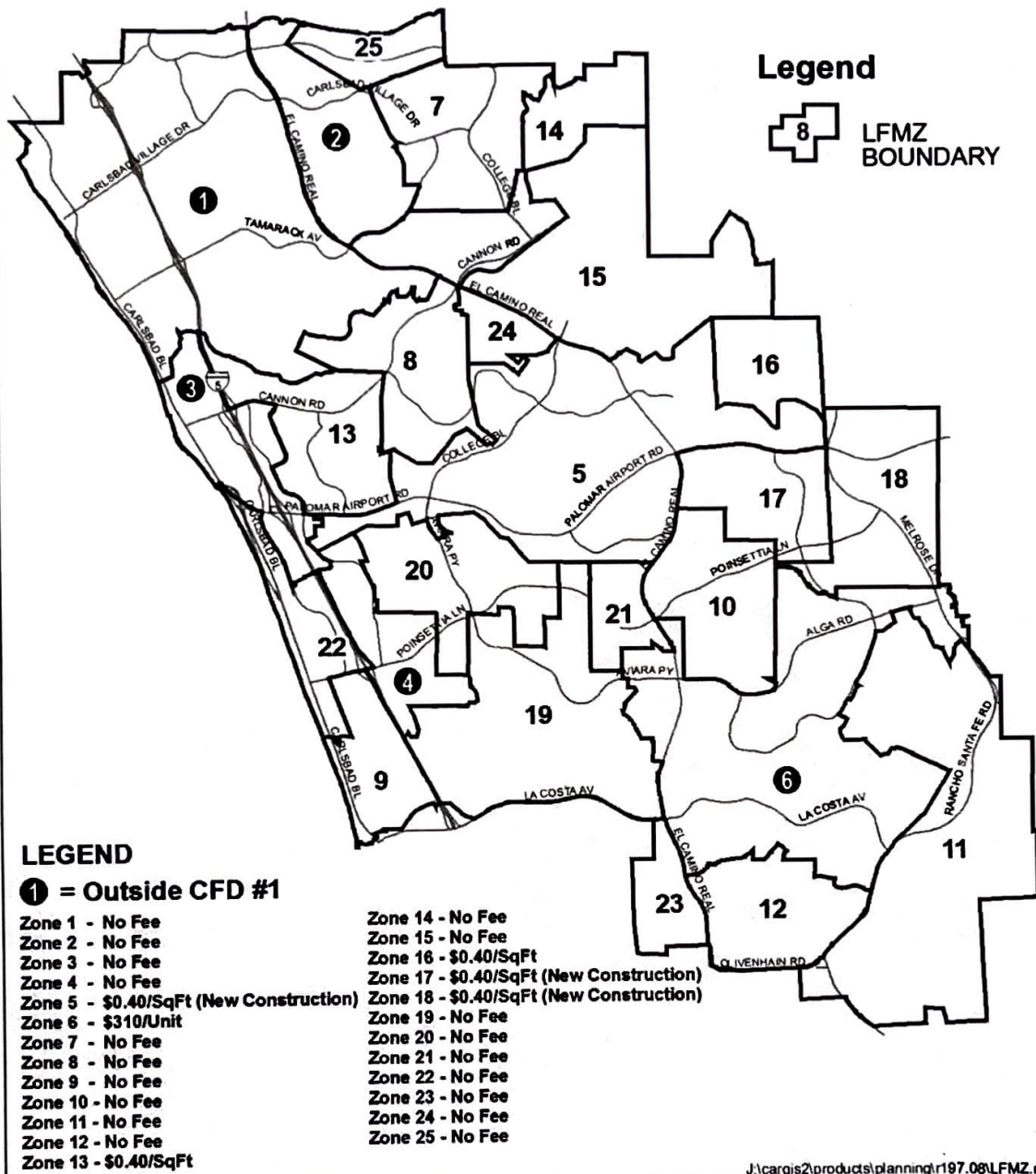
The Committee needs to remember that the 15% Open Space requirement was a Local Facilities Management Zone requirement, not an individual project requirement. Although the 40% open space figure is sometimes mentioned by politicians and often mentioned by City critics it was never legally a part of the City's Growth Management Program.

The City's Growth Management Plan is not perfect and few planning documents are. However, I believe it has provided Carlsbad with the best public facilities for a City its size in San Diego County. All I know is whenever I am travelling, and I tell people I live in Carlsbad I often hear how lucky I am to live there and how they wish they could afford to live in Carlsbad. The Growth Management Plan along with the foresight of the previous City Council members has helped to make this happen.

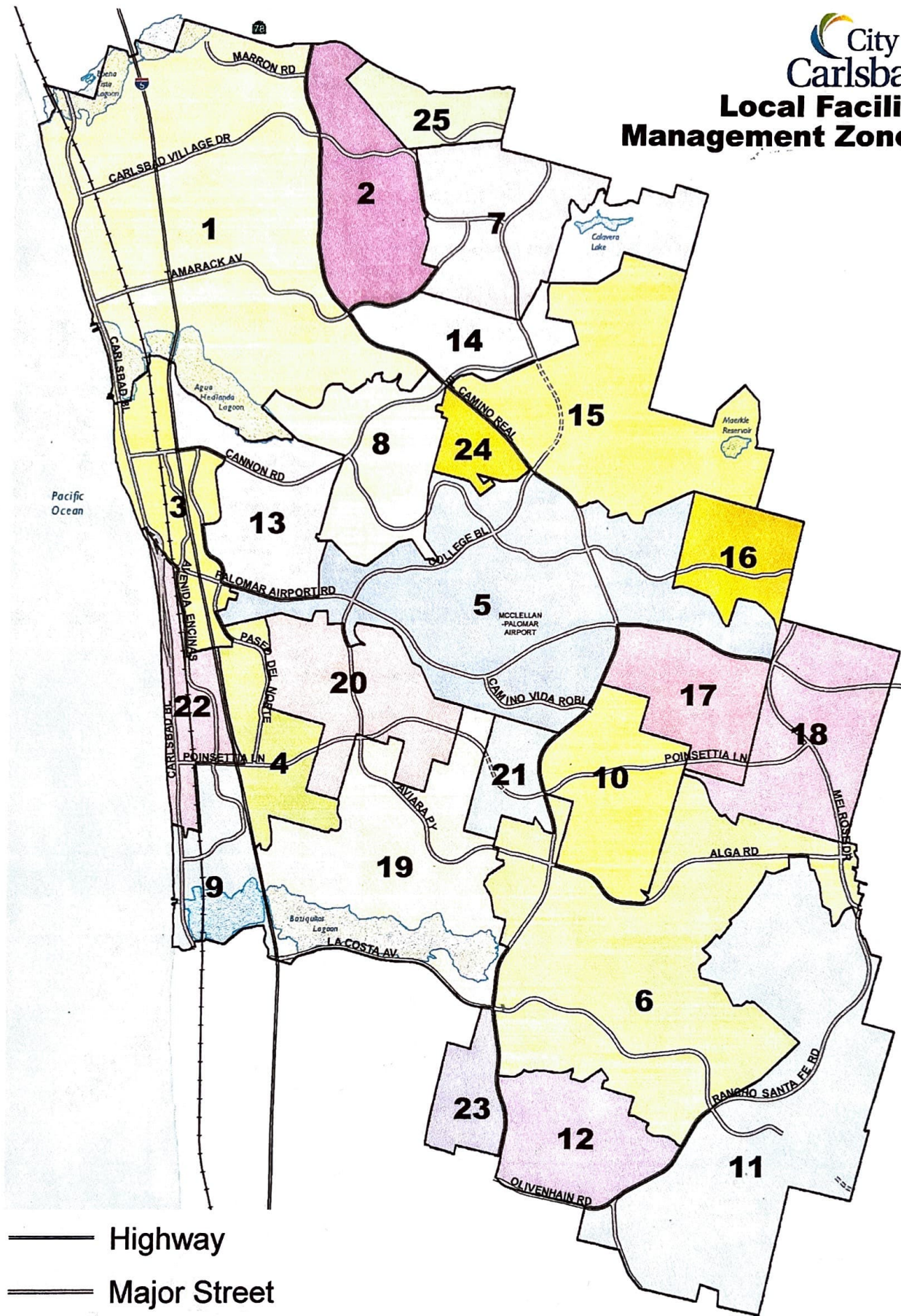
Attachments




# City of Carlsbad Local Facilities Management Zones (LFMZ)



City of  
**Carlsbad**  
**Local Facility**  
**Management Zones**

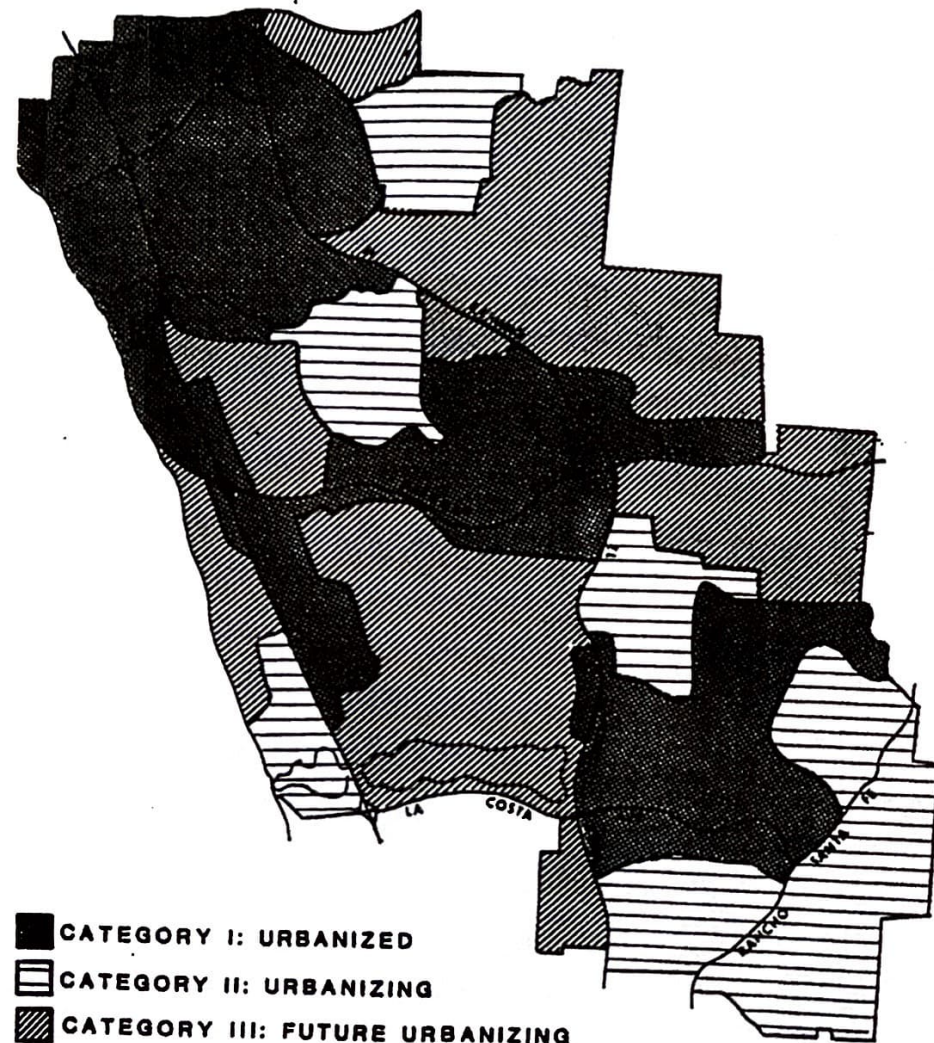


- Highway
- Major Street
- ===== Planned Street
- +—— Railroad
-  Lagoon



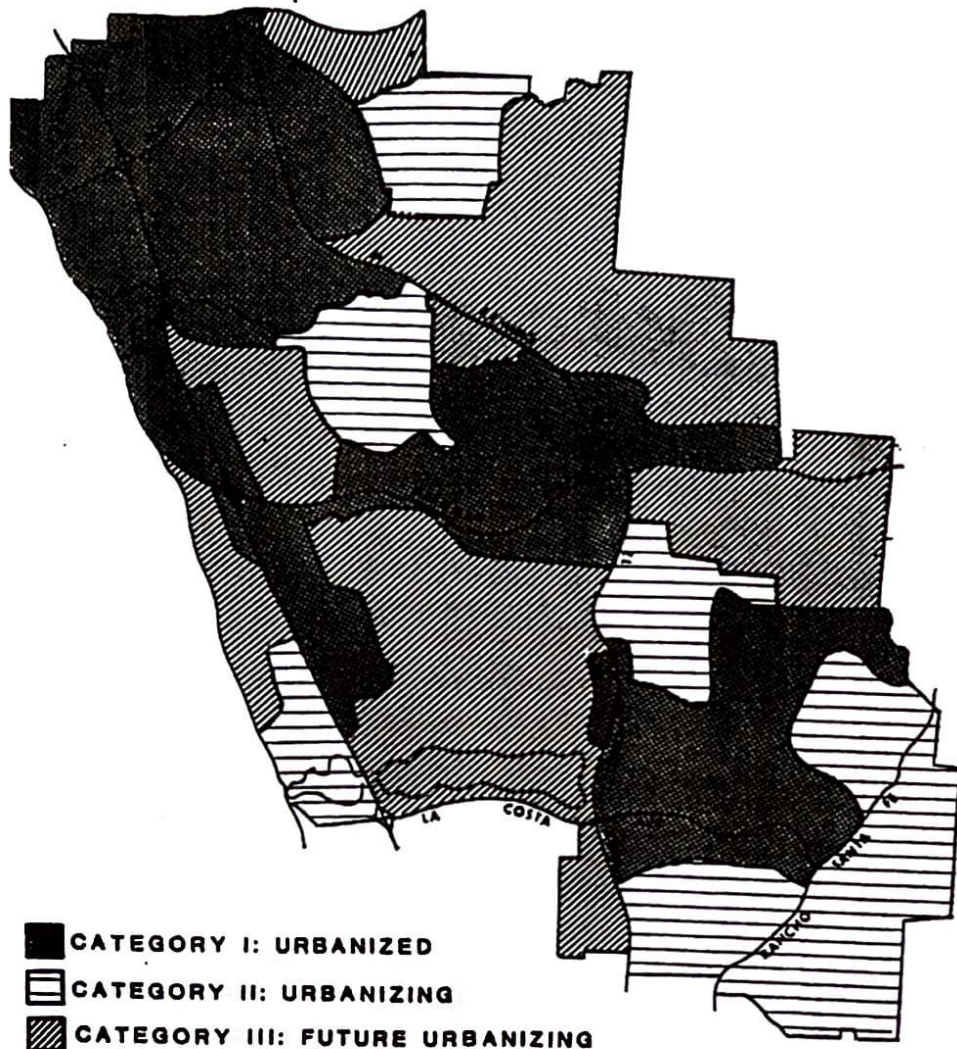
# MAY 1986 DEVELOPMENT STATUS MAP

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



# MAY 1986 DEVELOPMENT STATUS MAP

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



## CARLSBAD OPEN SPACE BY LOCAL FACILITY MANAGEMENT ZONE

LOCAL FACILITY MANAGEMENT ZONE #	IS ZONE EXEMPT FROM OPEN SPACE STANDARD AND WHY? <sup>1</sup>	OPEN SPACE <sup>2</sup> IS WHAT % OF TOTAL ACRES IN ZONE?	% OF CITYWIDE OPEN SPACE
1	Yes – Urbanized	21.1%	2.9%
2	Yes – Urbanized	15.8%	.5%
3	Yes – Urbanized	9.4%	.2%
4	Yes – Urbanized	20.2%	.4%
5	Yes – Urbanized	24.6%	2.4%
6	Yes – Urbanized	20.4%	2.1%
7	Yes – Urbanizing	42.4%	1.4%
8	Yes – Urbanizing	80.1%	2.4%
9	Yes – Urbanizing	44.1%	.8%
10	Yes – Urbanizing	60.5%	1.9%
11	No – Future Urbanizing	48.5%	4.4%
12	No – Future Urbanizing	20.8%	.6%
13	No – Future Urbanizing	47.0%	1.4%
14	No – Future Urbanizing	68.3%	2.3%
15	No – Future Urbanizing	55.0%	3.4%
16	Yes – Not residential	53.1%	.9%
17	No – Future Urbanizing	38.2%	.9%
18	No – Future Urbanizing	38.3%	1.4%
19	No – Future Urbanizing	62.9%	4.1%
20	No – Future Urbanizing	32.1%	1%
21	No – Future Urbanizing	44.3%	.5%
22	No – Future Urbanizing	17.2%	.3%
23	No – Future Urbanizing	64.8%	.7%
24	No – Future Urbanizing	41.0%	.3%
25	No – Future Urbanizing	77.4%	.9%
			<b>38% OF TOTAL CITY ACRES</b>

<sup>1</sup> See Jan. 24, 2023, memo from Mike Howes for more information

<sup>2</sup> Includes all four General Plan categories of open space (1. Natural resource protection; 2. Managed production of resources; 3. Outdoor recreation; and 4. Aesthetic, cultural and educational)



Open Space Map  
Updated February 2021



PLEASE NOTE: Open space areas on this map are derived from the San Diego County assessor parcel map from SanGIS.org, which is the best mapping base currently available for a city-wide perspective. However, the parcel lines and the open space areas within them must be considered as approximations only, and are not to be used to establish definitive lines of ownership or land status.

THIS MAP/DATA IS PROVIDED WITHOUT WARRANTY OF ANY KIND, EITHER EXPRESS OR IMPLIED, INCLUDING BUT NOT LIMITED TO, THE IMPLIED WARRANTIES OF MERCHANTABILITY AND FITNESS FOR A PARTICULAR PURPOSE.

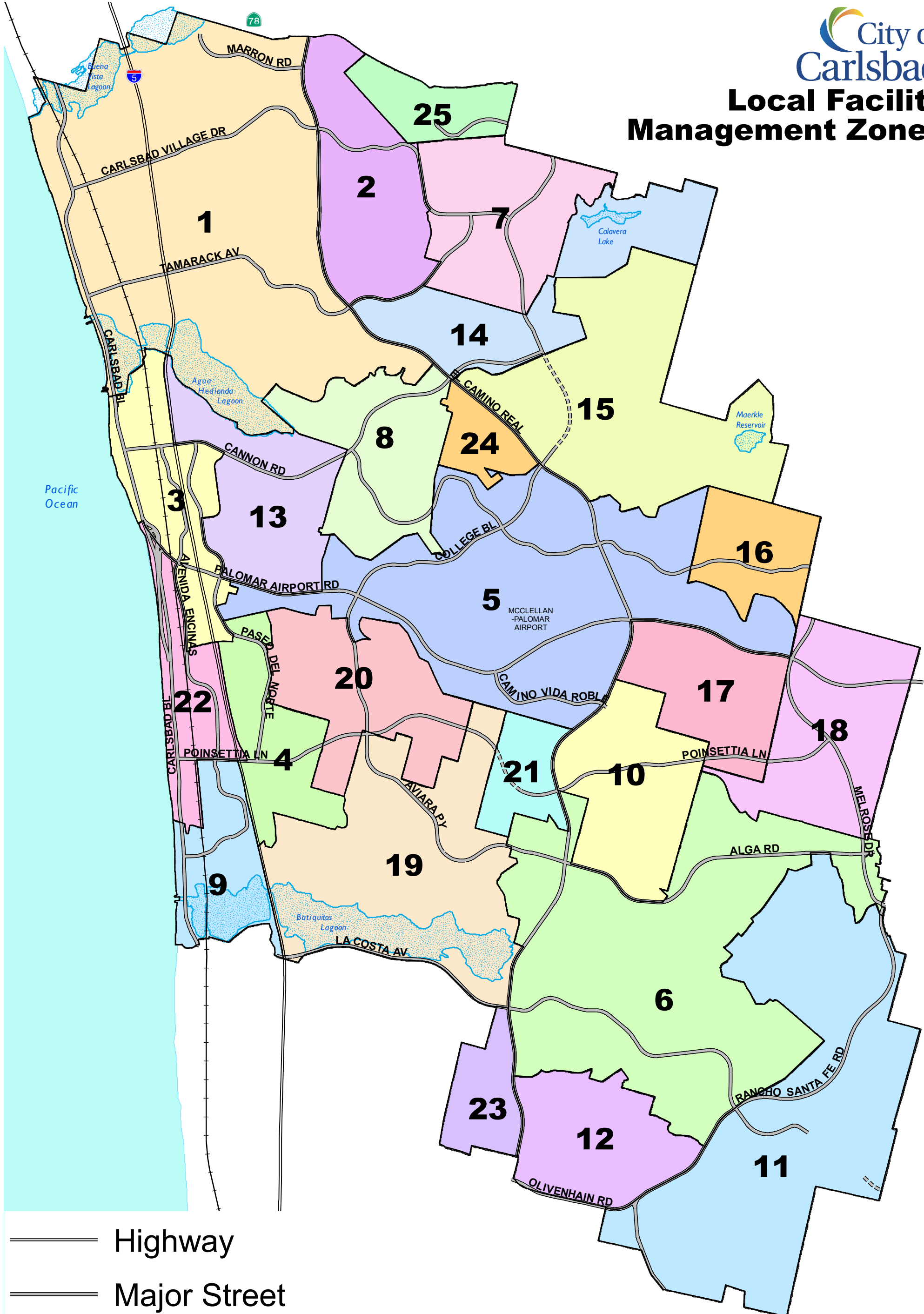
GIS parcel data is derived from SanGIS/SANDAG downloadable data - [www.sangis.org](http://www.sangis.org).  
Copyright SanGIS 2019.

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\* Future open space area is not counted in the open space acreage table on this map. For more information, see General Plan Land Use and Community Design Element, 'Special Planning Considerations: Carlsbad Boulevard/Agua Hedionda Center.'



# Local Facility Management Zones



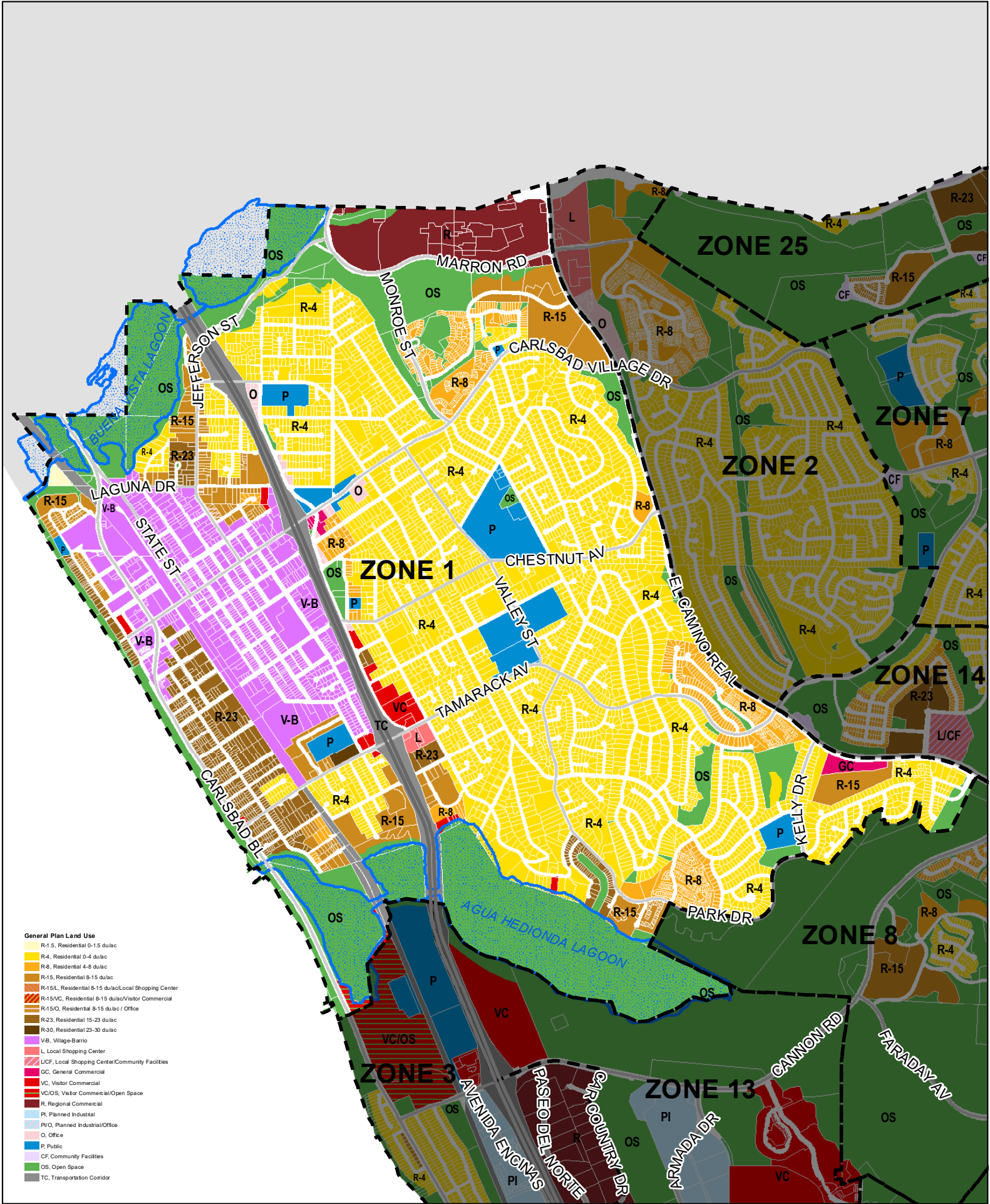
- Highway
- Major Street
- Planned Street
- Railroad
- Lagoon



Open Space Map (FY2021-2022)



Open Space

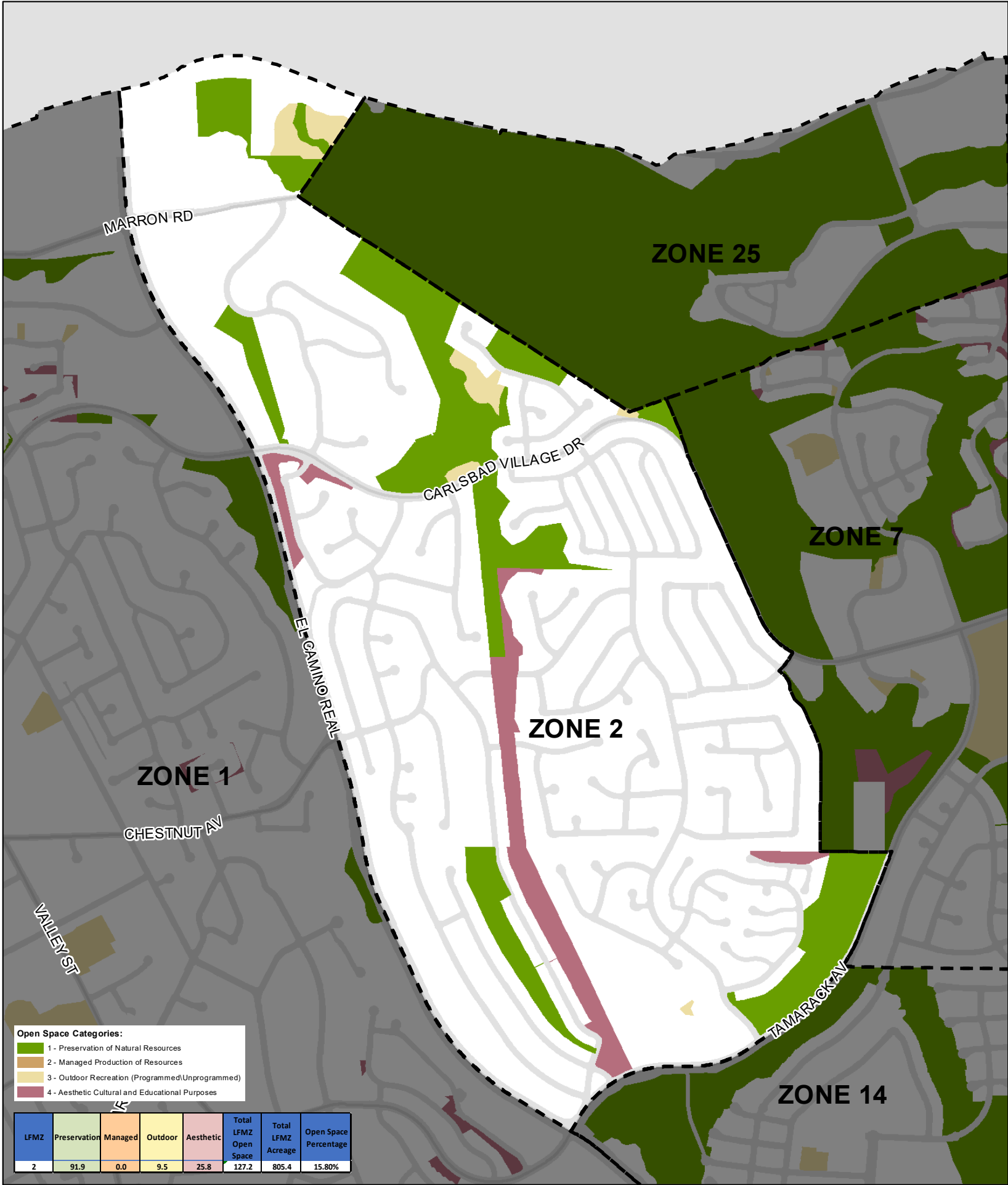


LFMZ 1

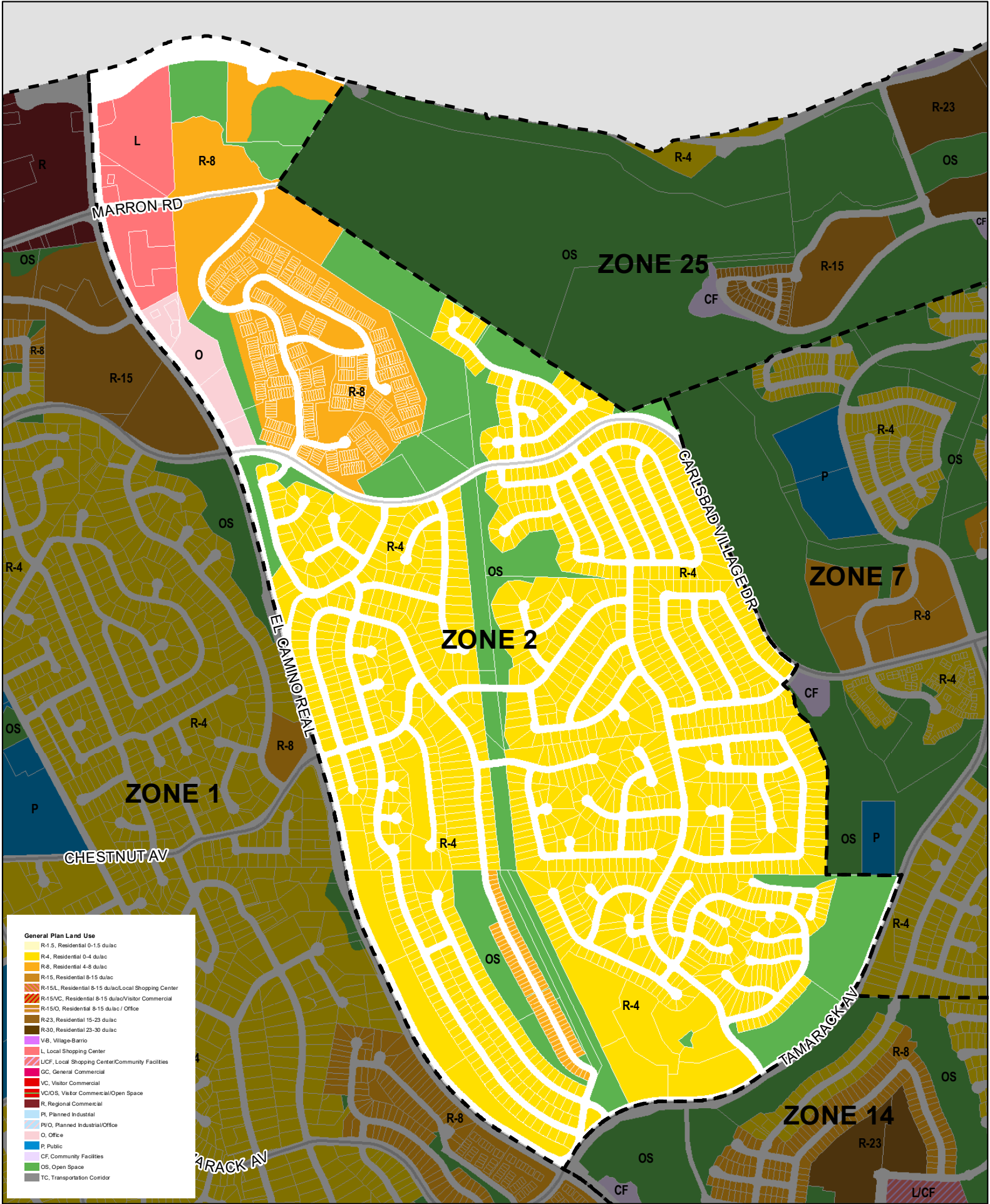
General Plan



Open Space Map (FY2021-2022)



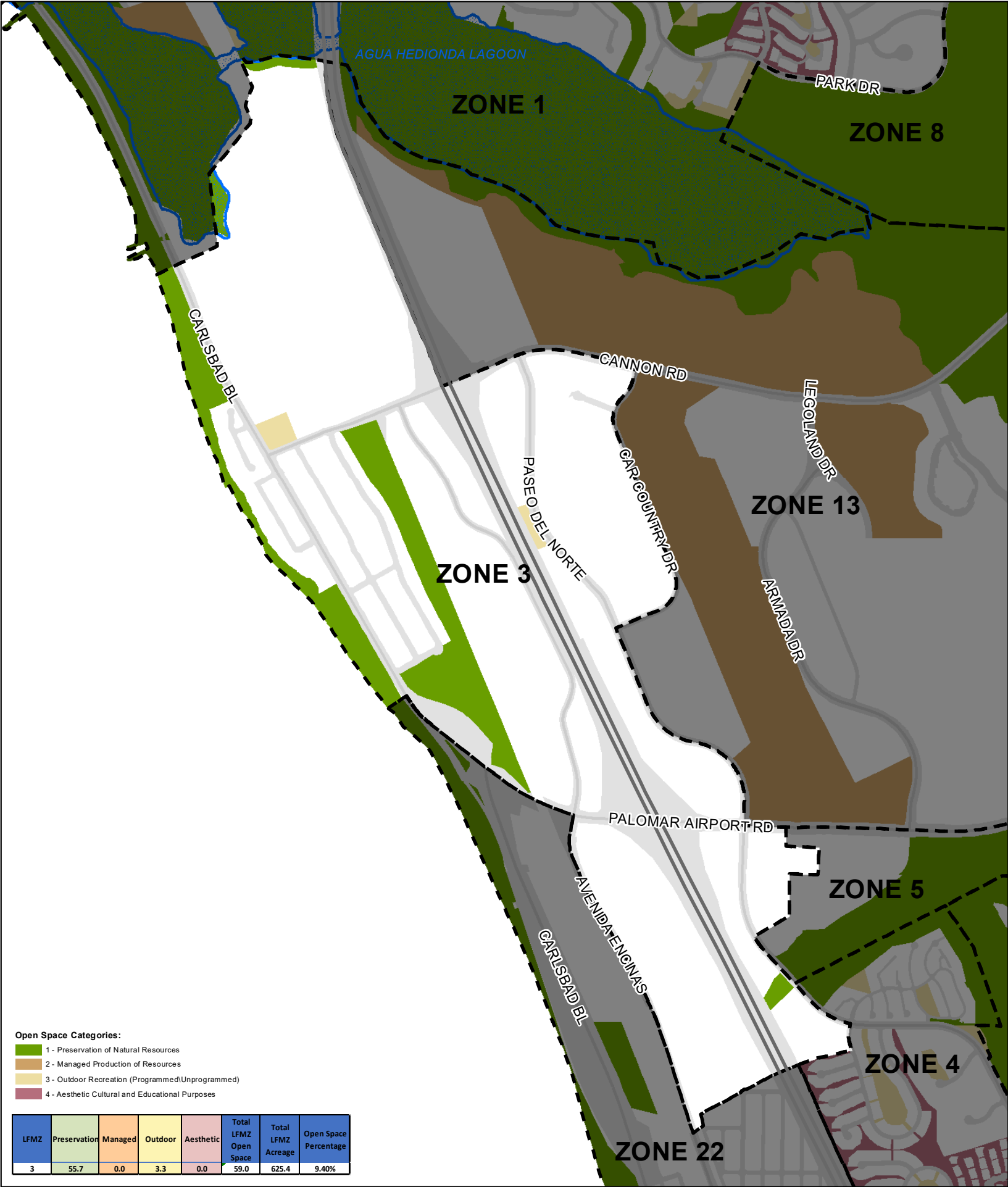
Open Space



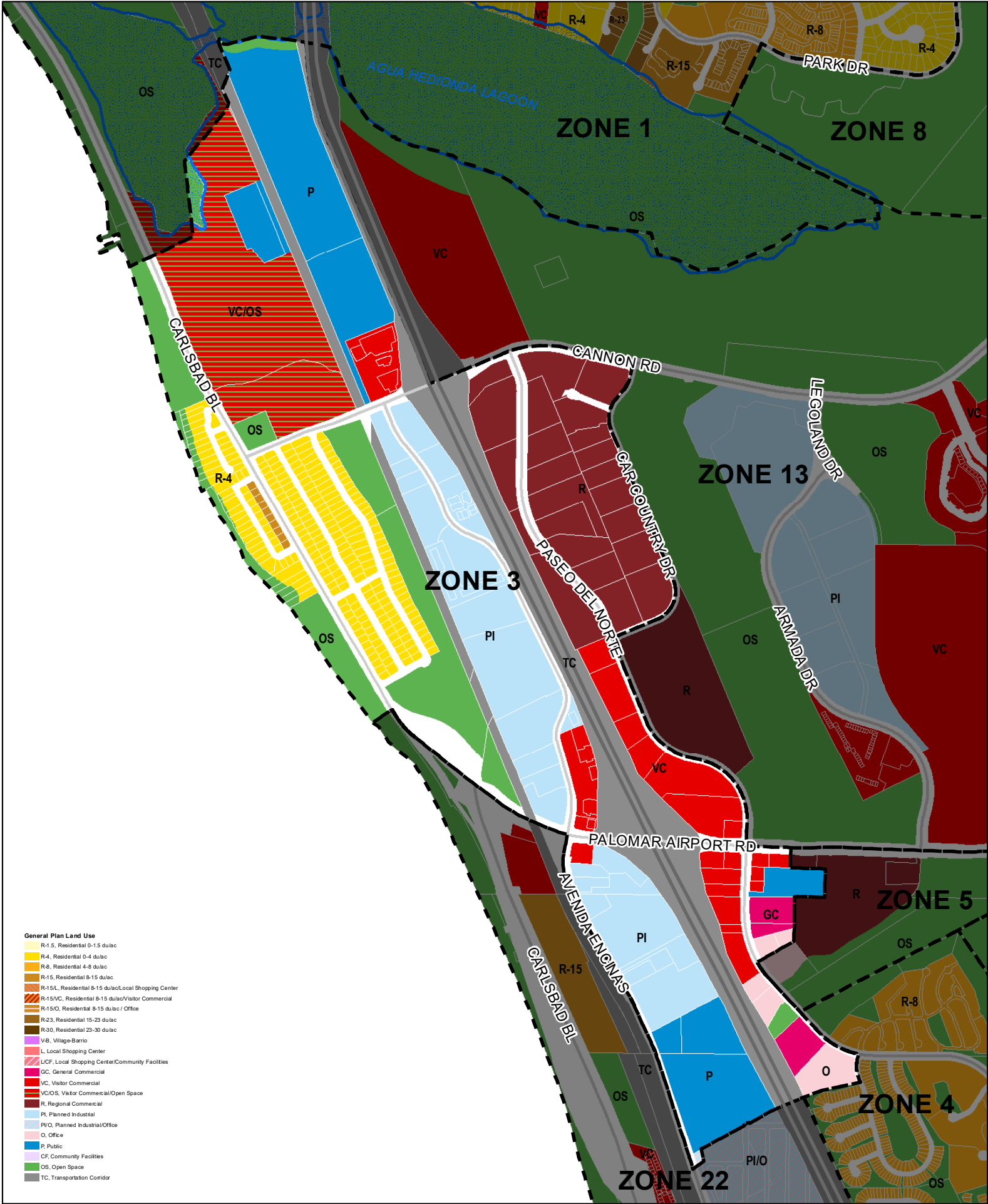
LFMZ 2

General Plan

Open Space Map (FY2021-2022)



Open Space



LFMZ 3

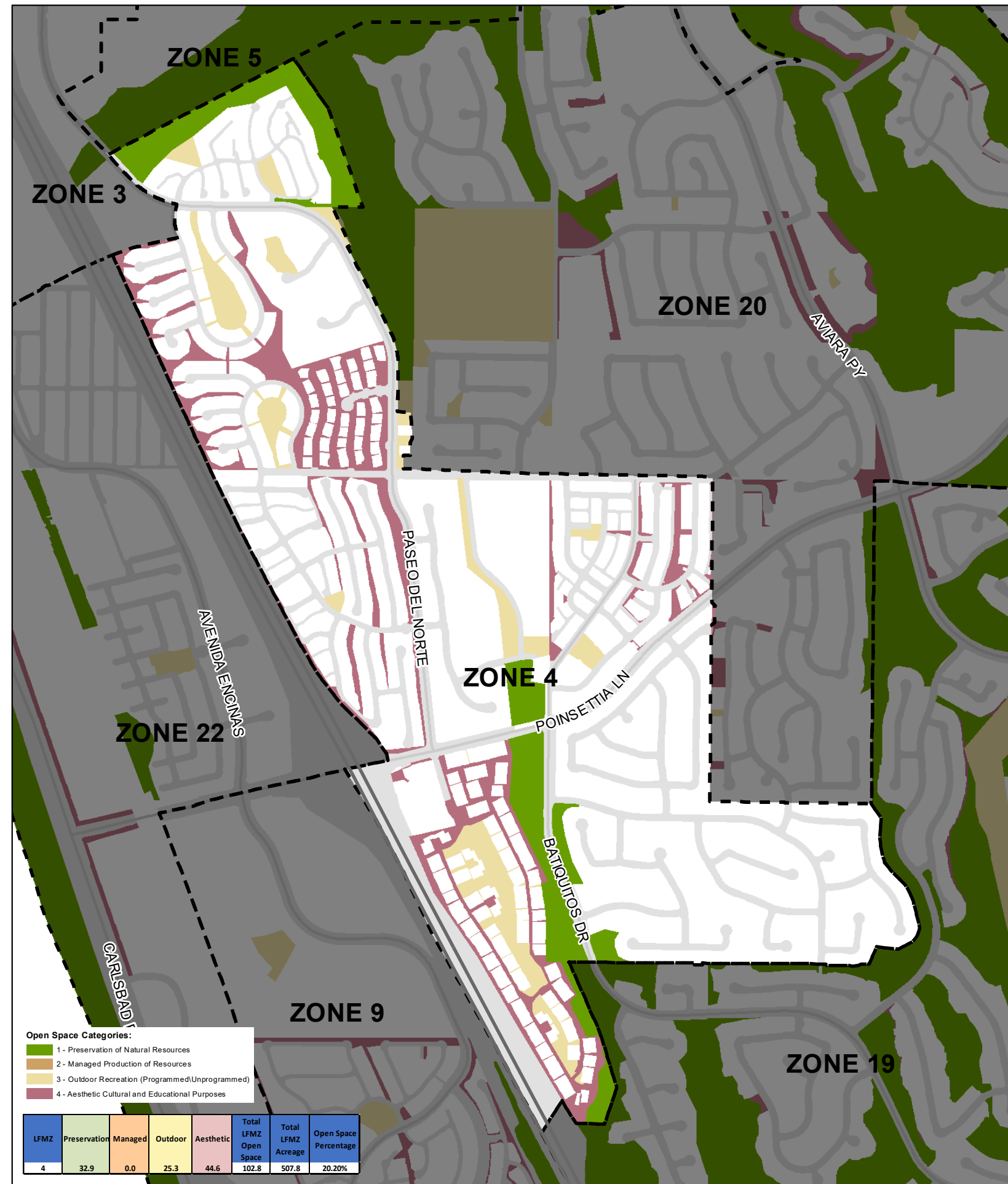
General Plan



**General Plan Land Use**

- R-1.5, Residential 0-1.5 du/ac
- R-4, Residential 0-4 du/ac
- R-8, Residential 4-8 du/ac
- R-15, Residential 8-15 du/ac
- R-15/L, Residential 8-15 du/ac/Local Shopping Center
- R-15/VC, Residential 8-15 du/ac/Visitor Commercial
- R-15/O, Residential 8-15 du/ac/Office
- R-23, Residential 15-23 du/ac
- R-30, Residential 23-30 du/ac
- VB, Village-Barrio
- L, Local Shopping Center
- LCF, Local Shopping Center/Community Facilities
- GC, General Commercial
- VC, Visitor Commercial
- VC/O, Visitor Commercial/Open Space
- R, Regional Commercial
- PI, Planned Industrial
- P/O, Planned Industrial/Office
- O, Office
- P, Public
- CF, Community Facilities
- OS, Open Space
- TC, Transportation Corridor

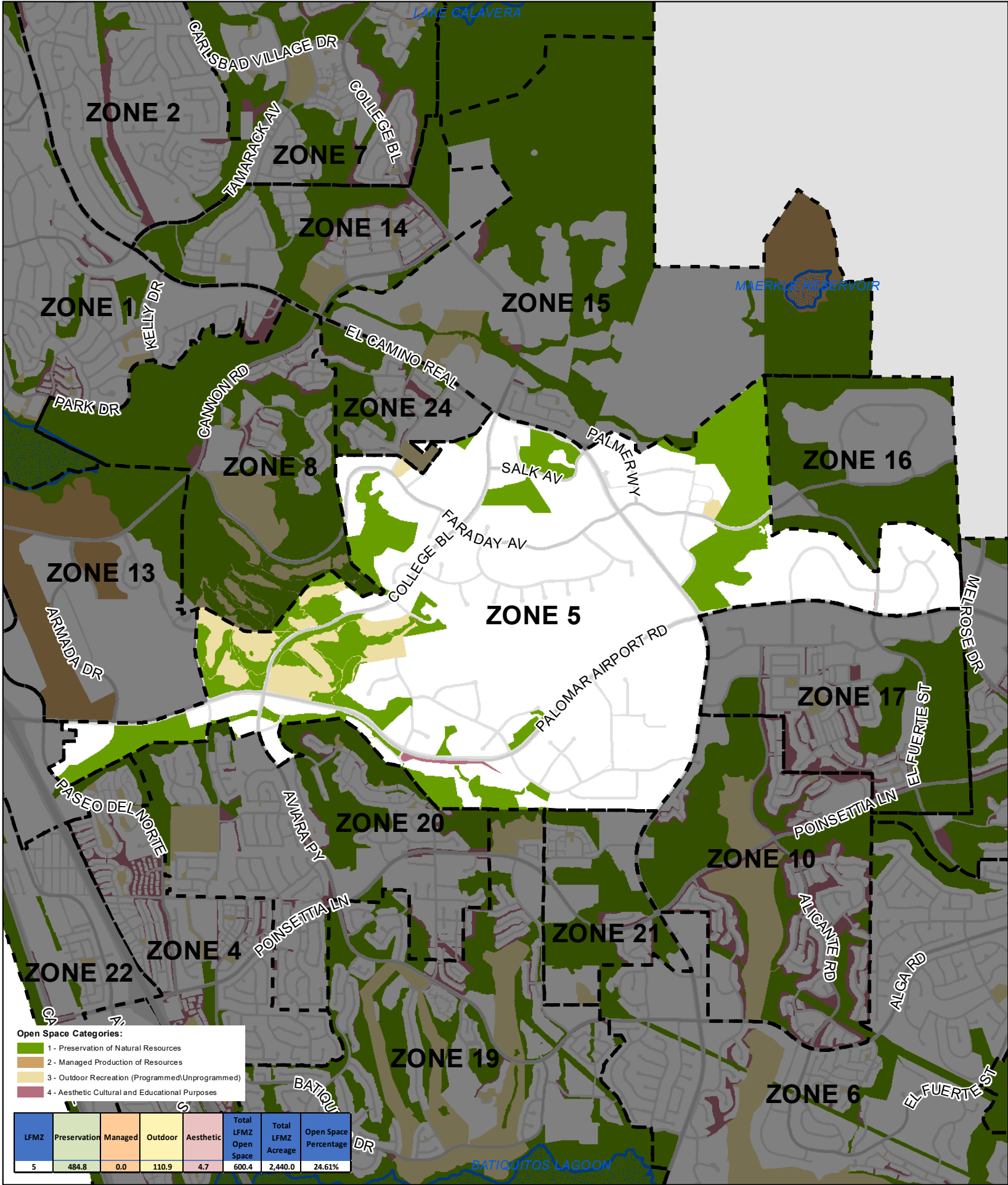
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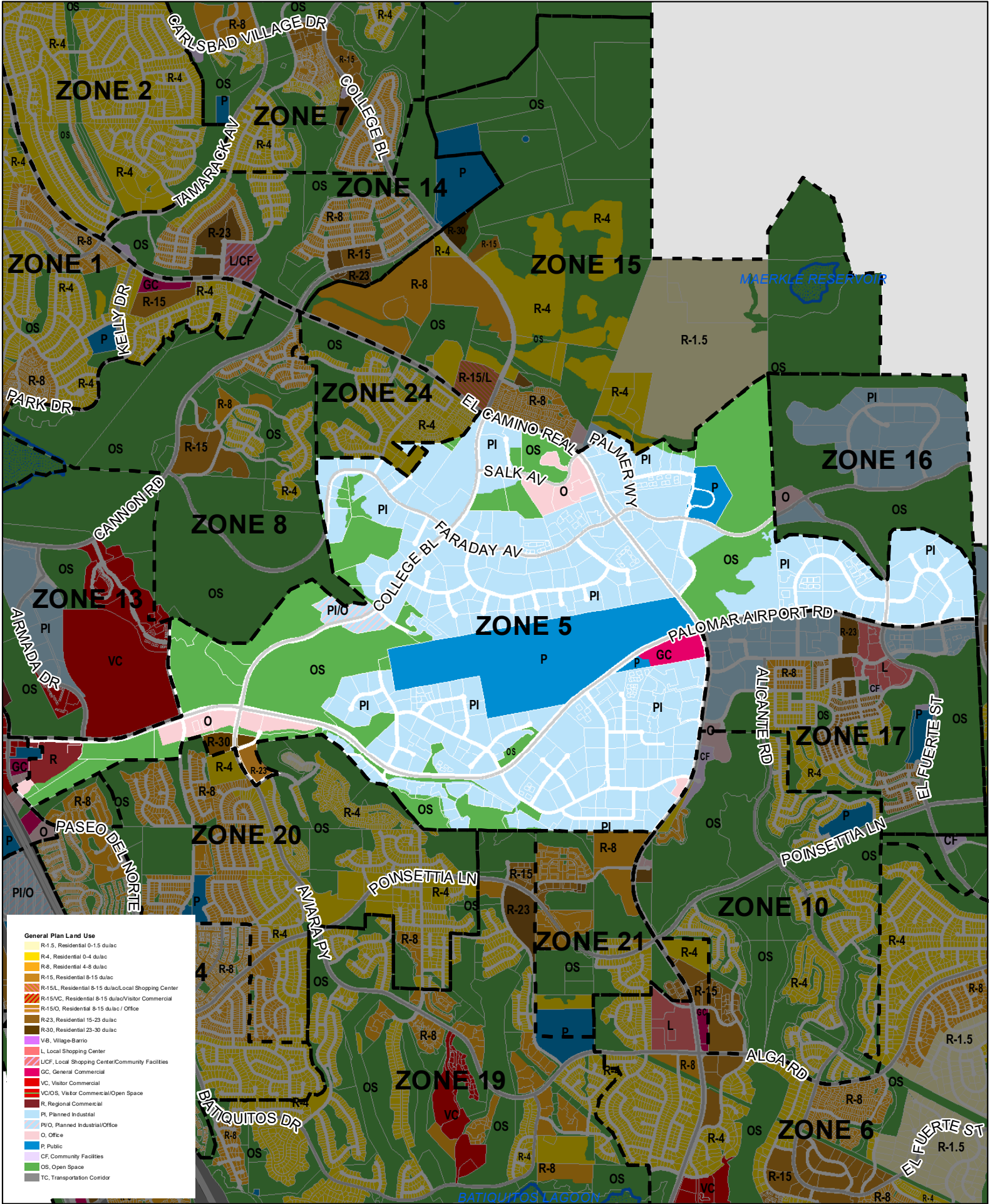
## LFMZ 4



Open Space Map (FY2021-2022)



Open Space

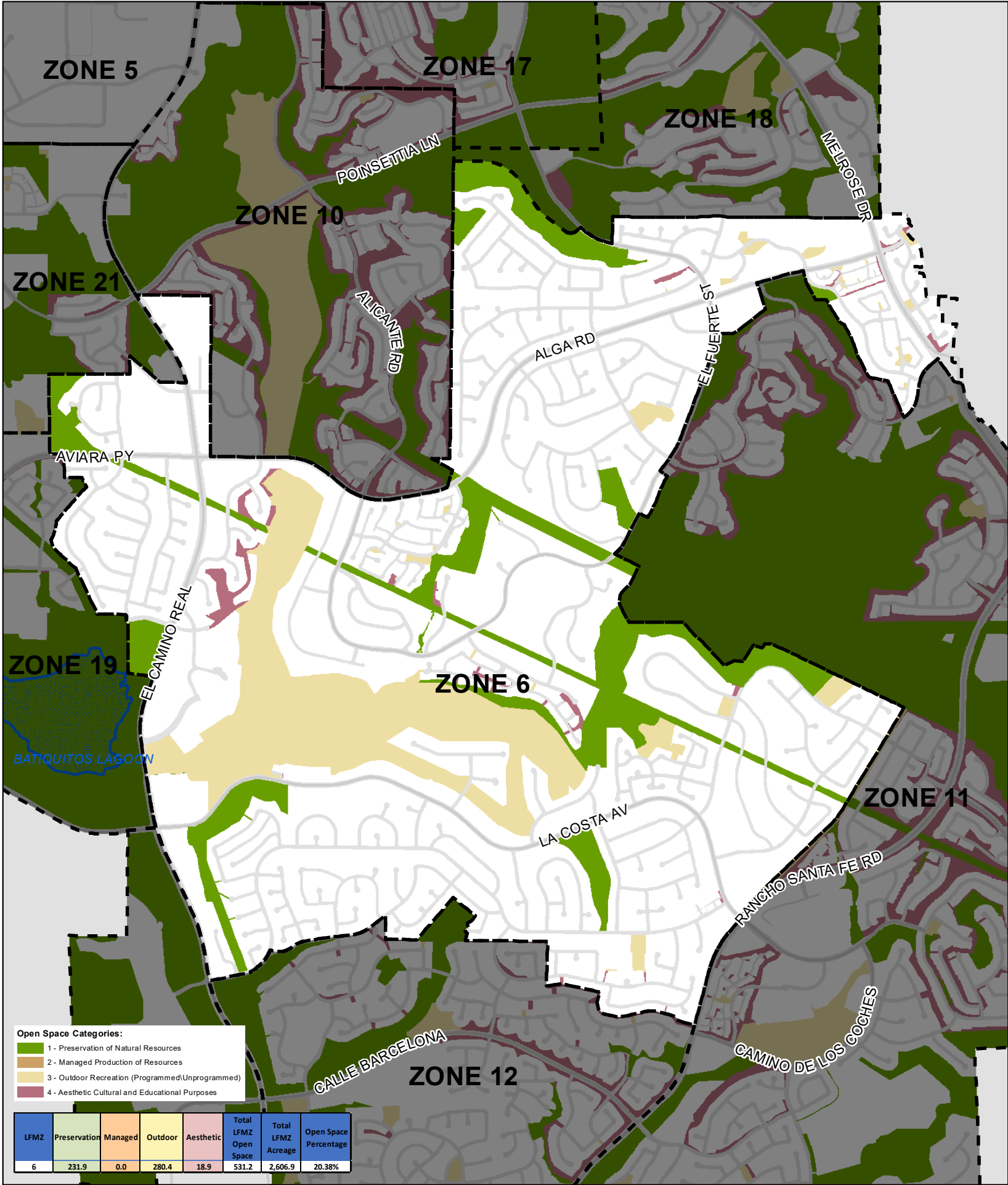


LFMZ 5

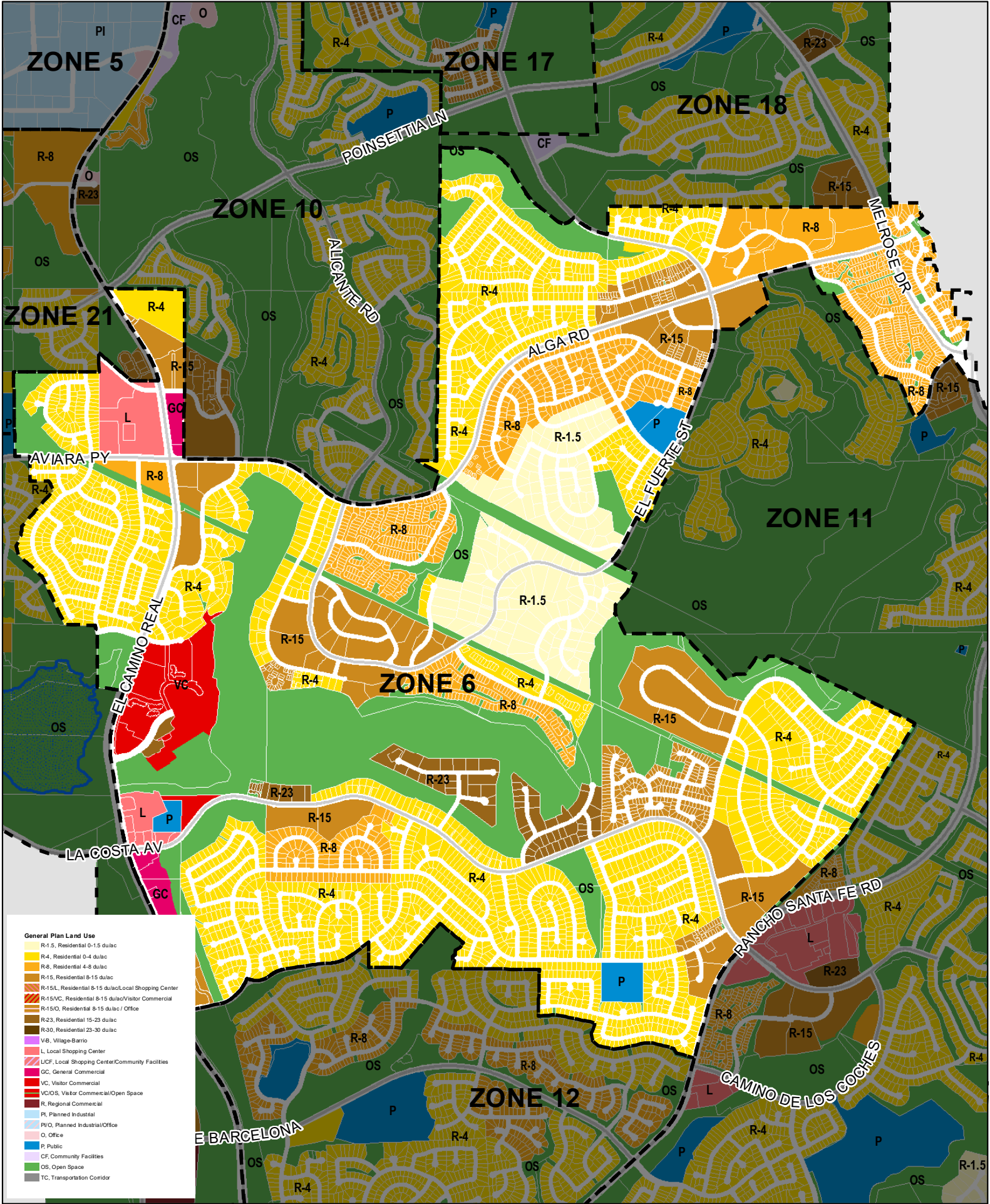
General Plan



Open Space Map (FY2021-2022)



Open Space

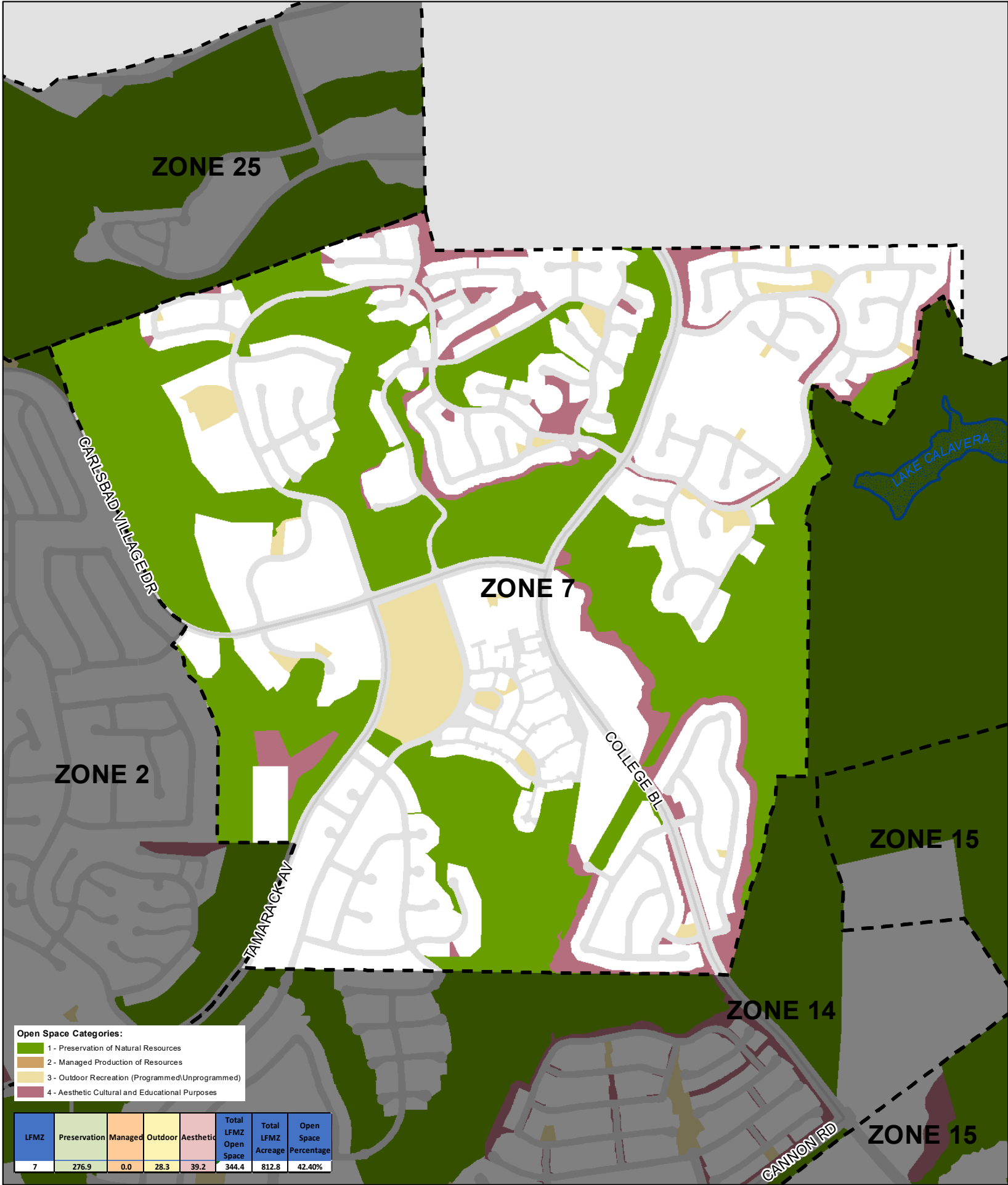


LFMZ 6

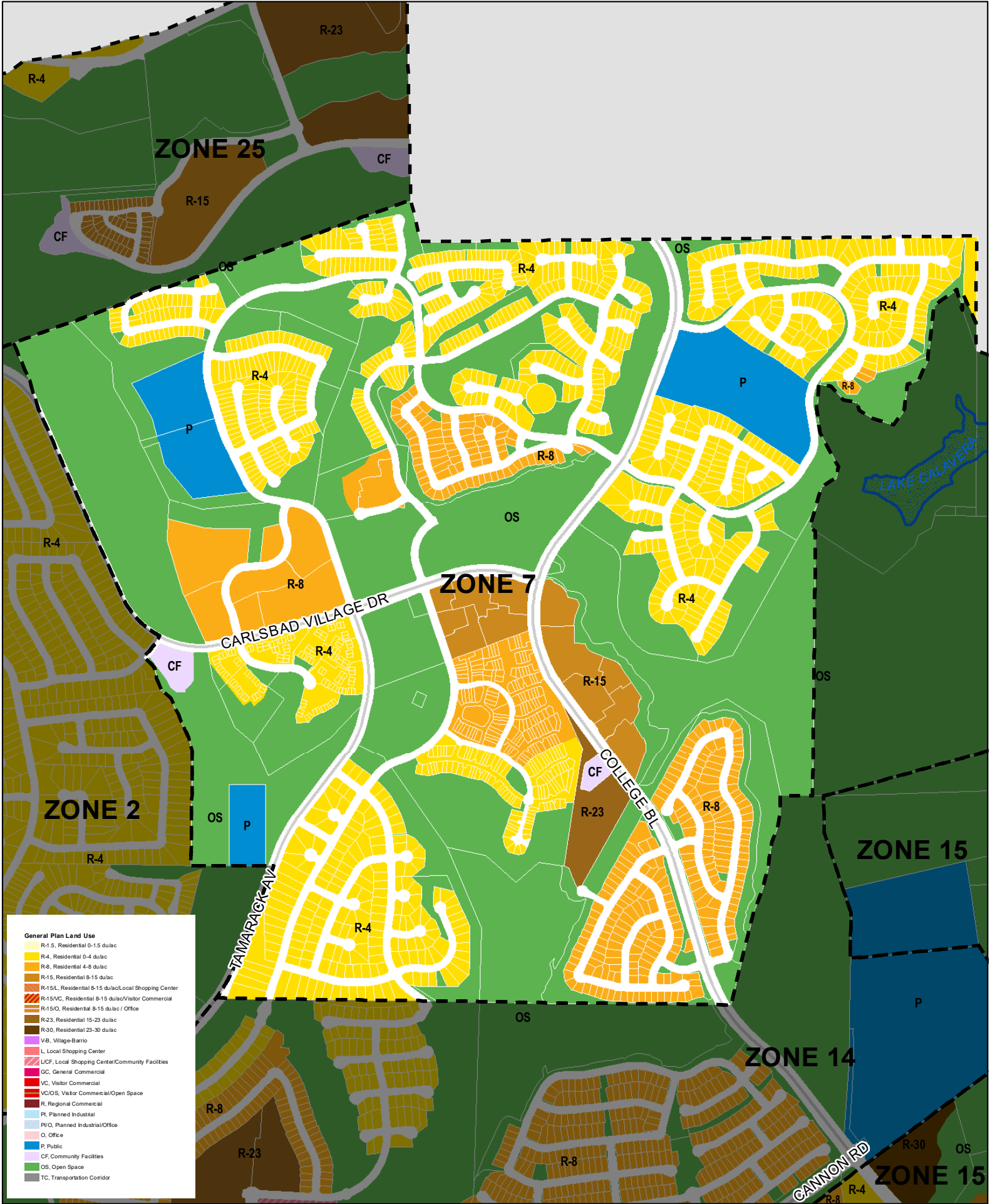
General Plan



Open Space Map (FY2021-2022)



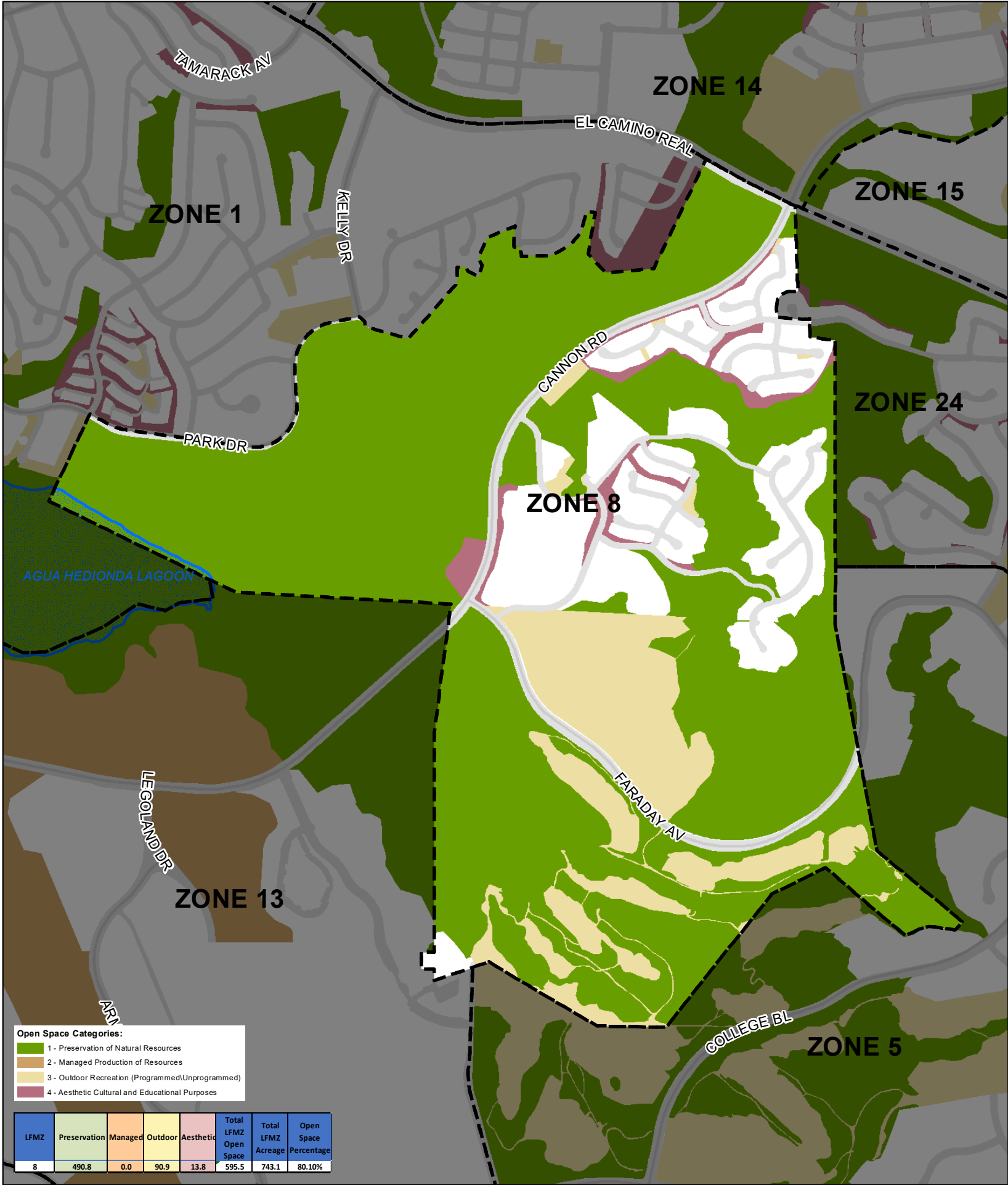
Open Space



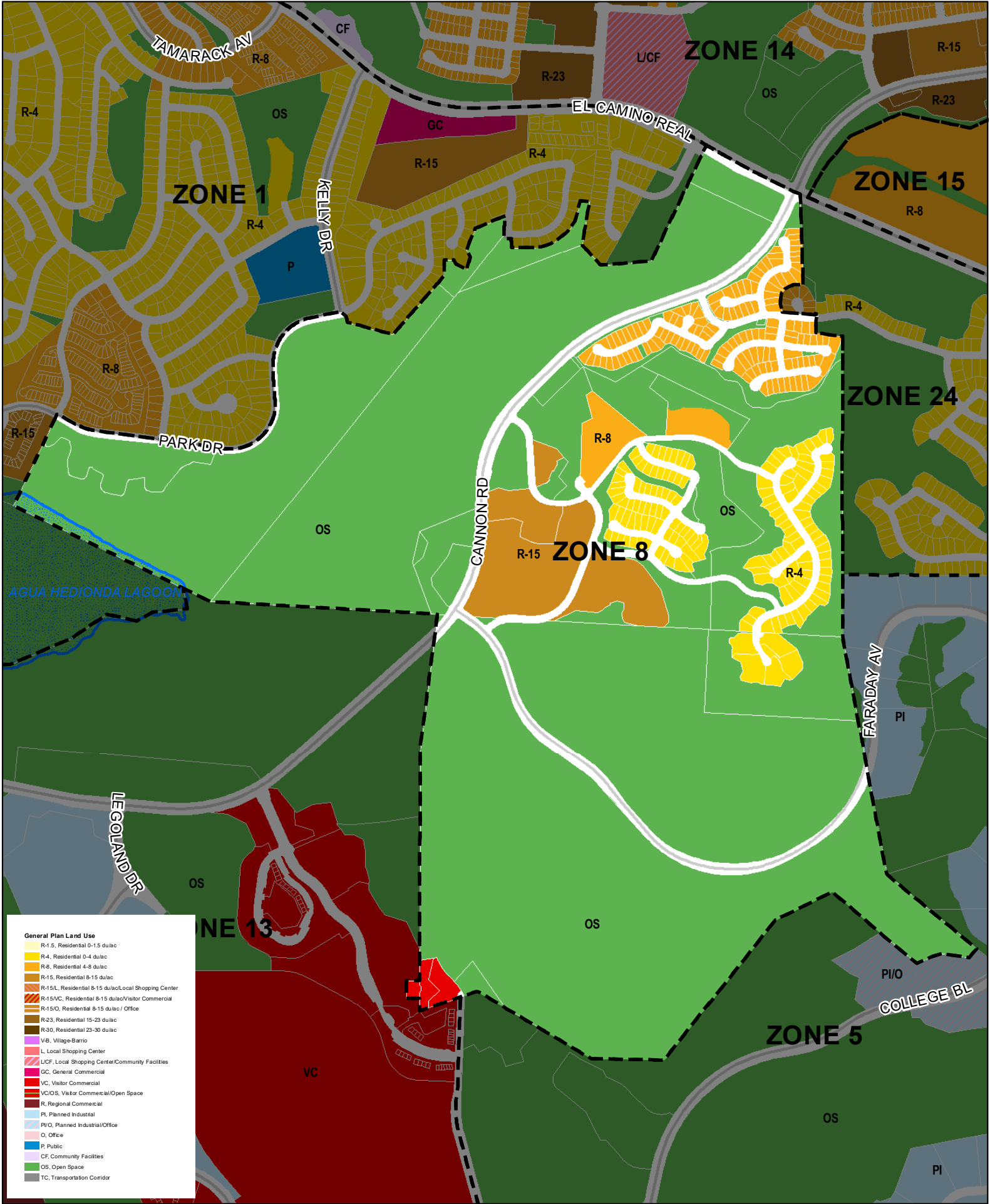
LFMZ 7

General Plan

Open Space Map (FY2021-2022)



Open Space



LFMZ 8

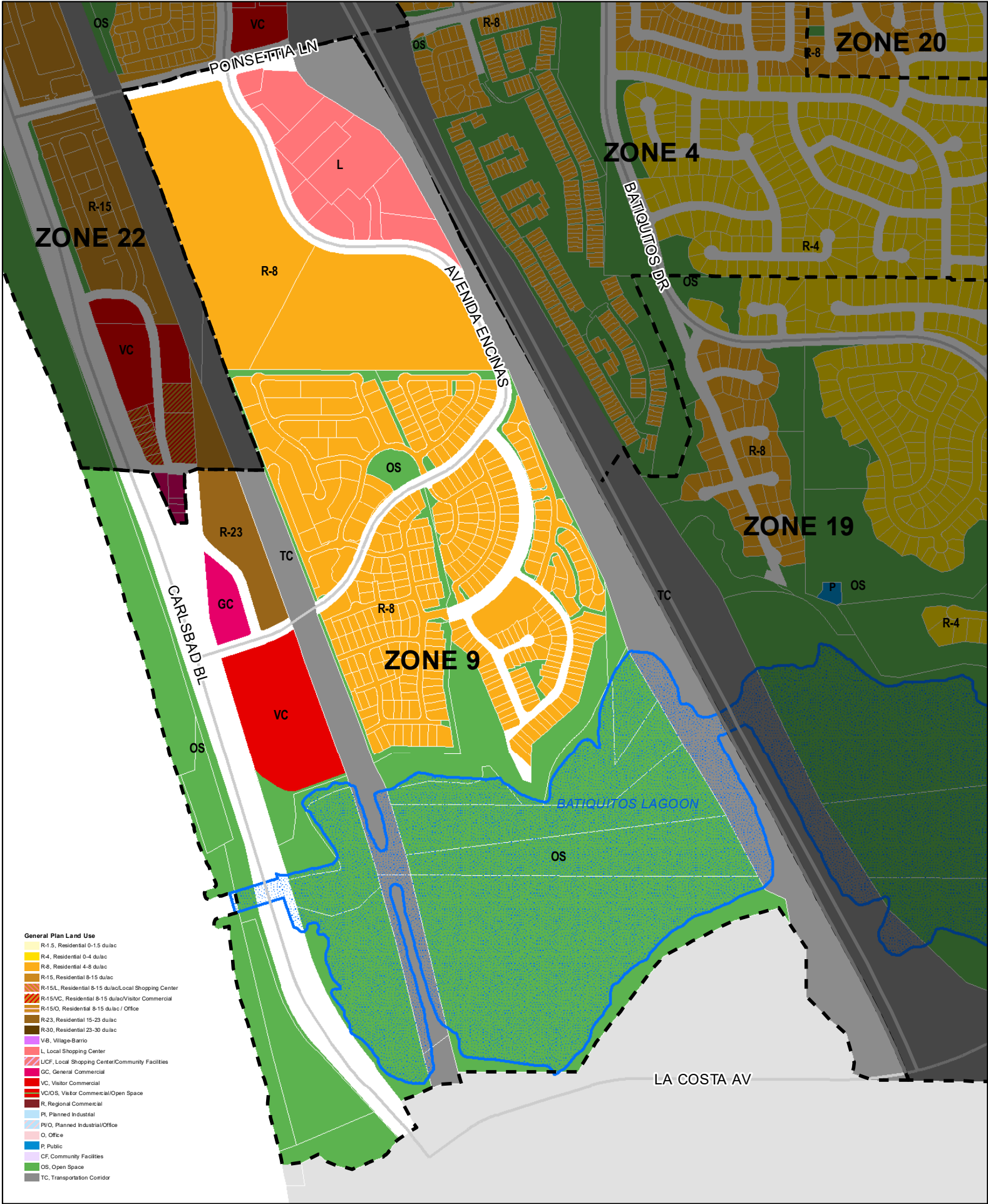
General Plan



Open Space Map (FY2021-2022)



Open Space

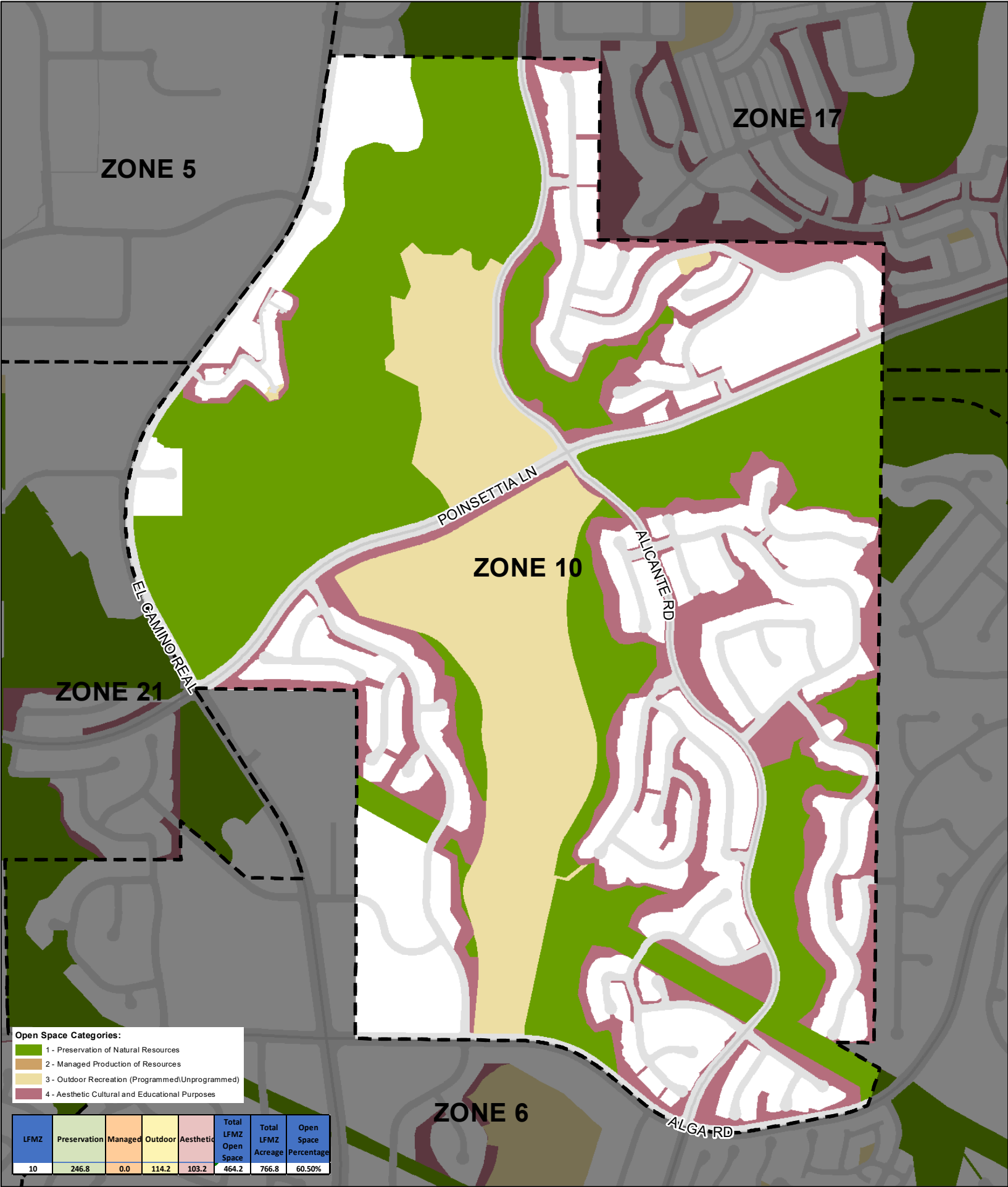


LFMZ 9

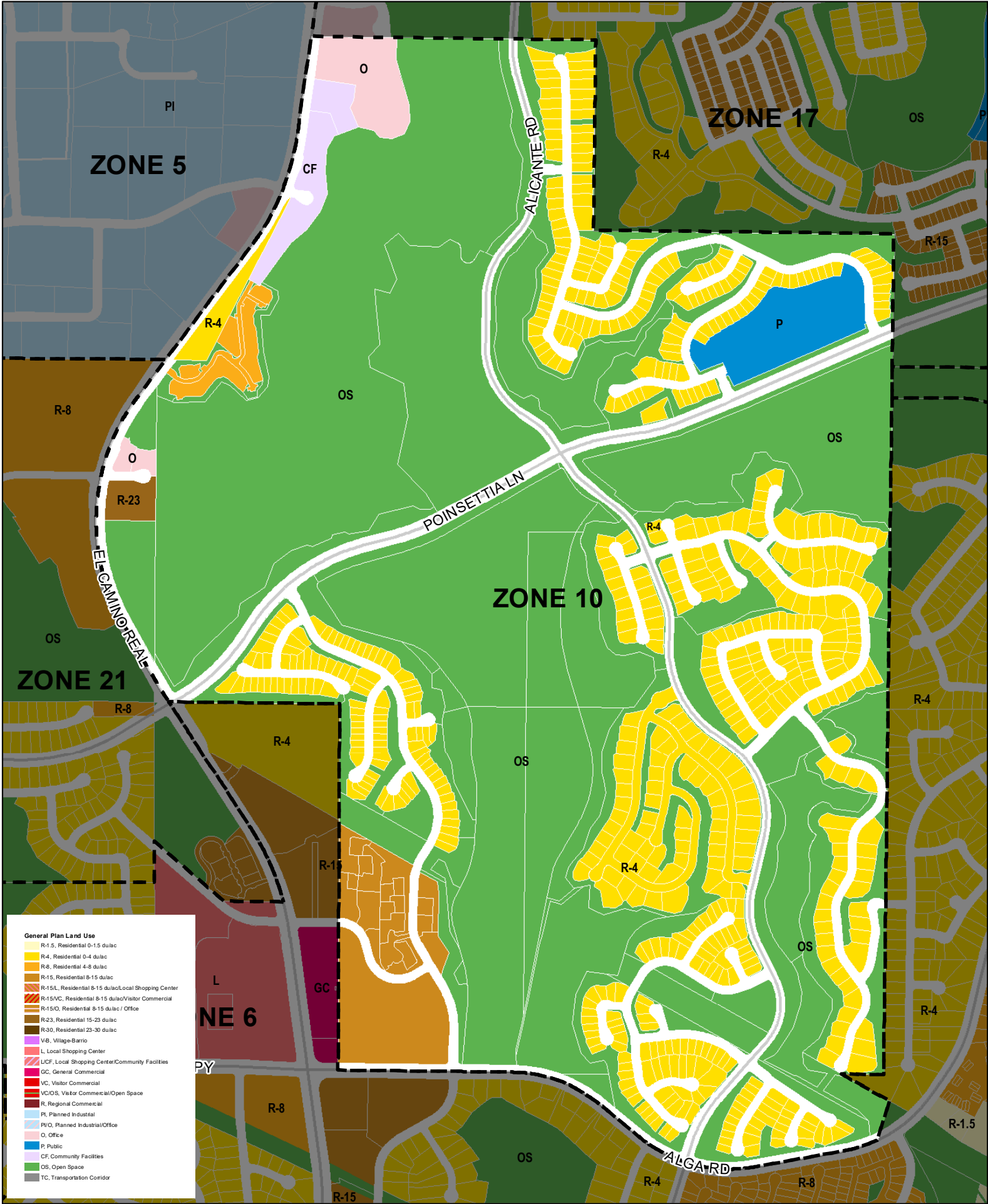
General Plan



Open Space Map (FY2021-2022)



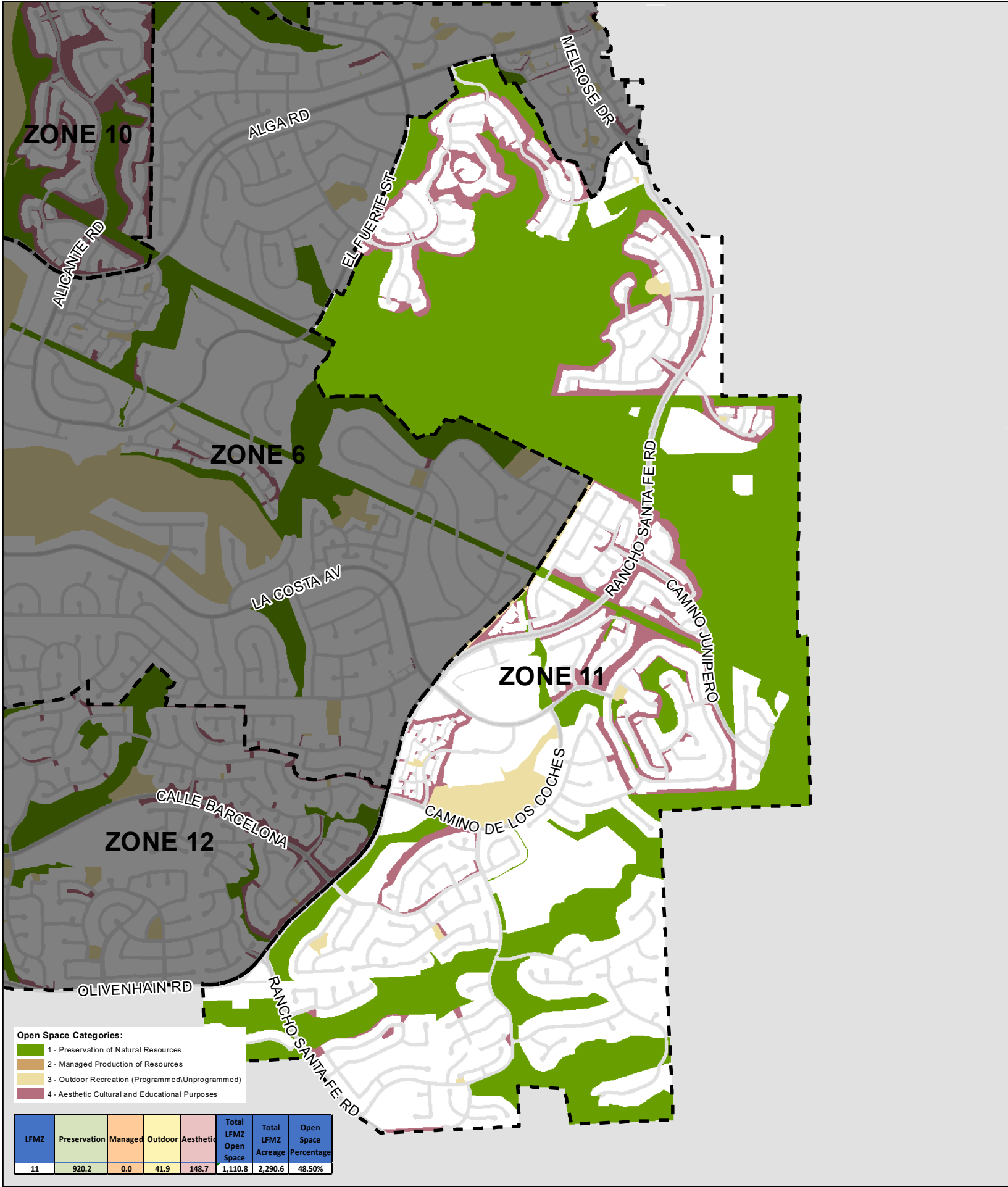
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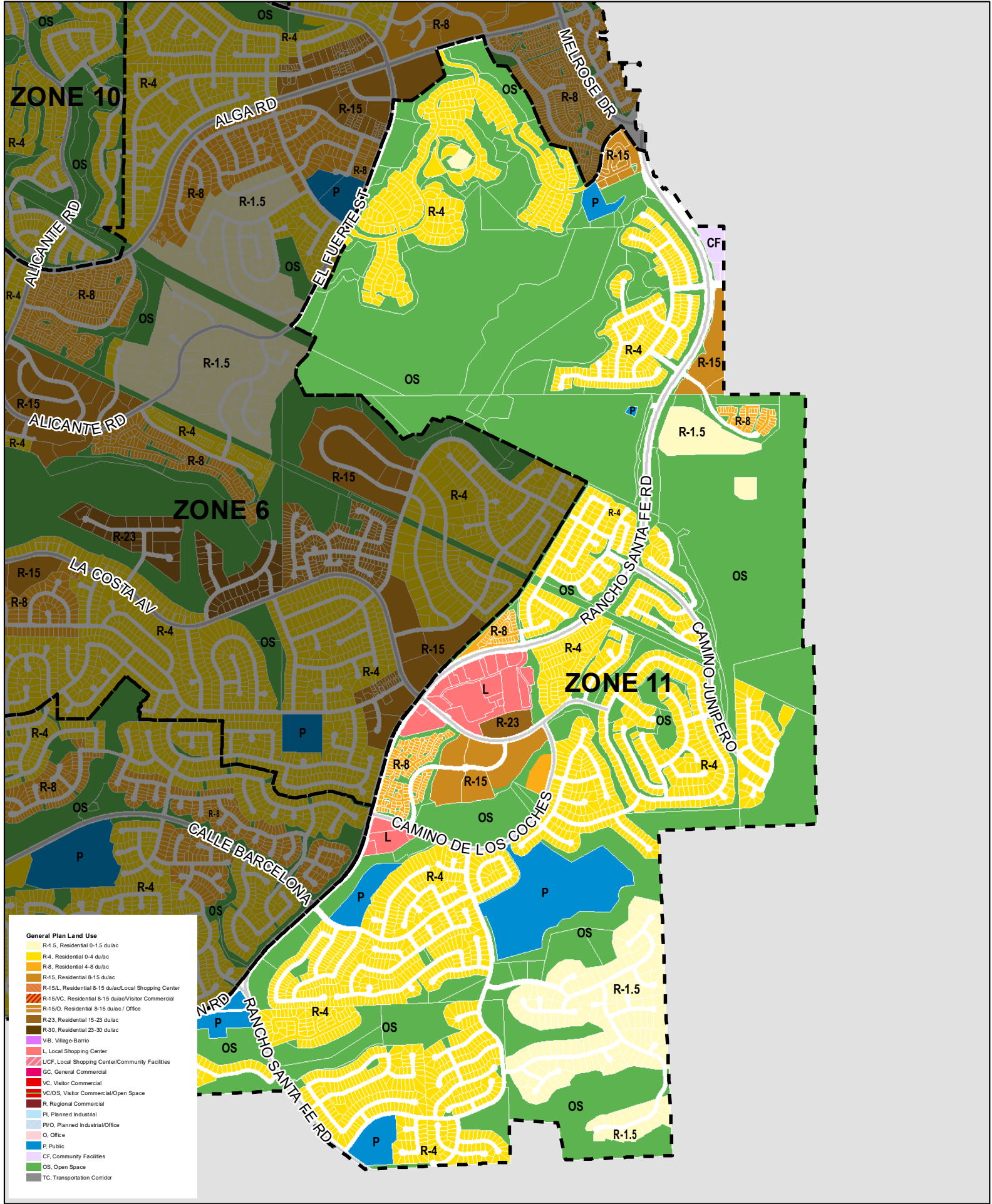
LFMZ 10

General Plan

Open Space Map (FY2021-2022)



Open Space



LFMZ 11

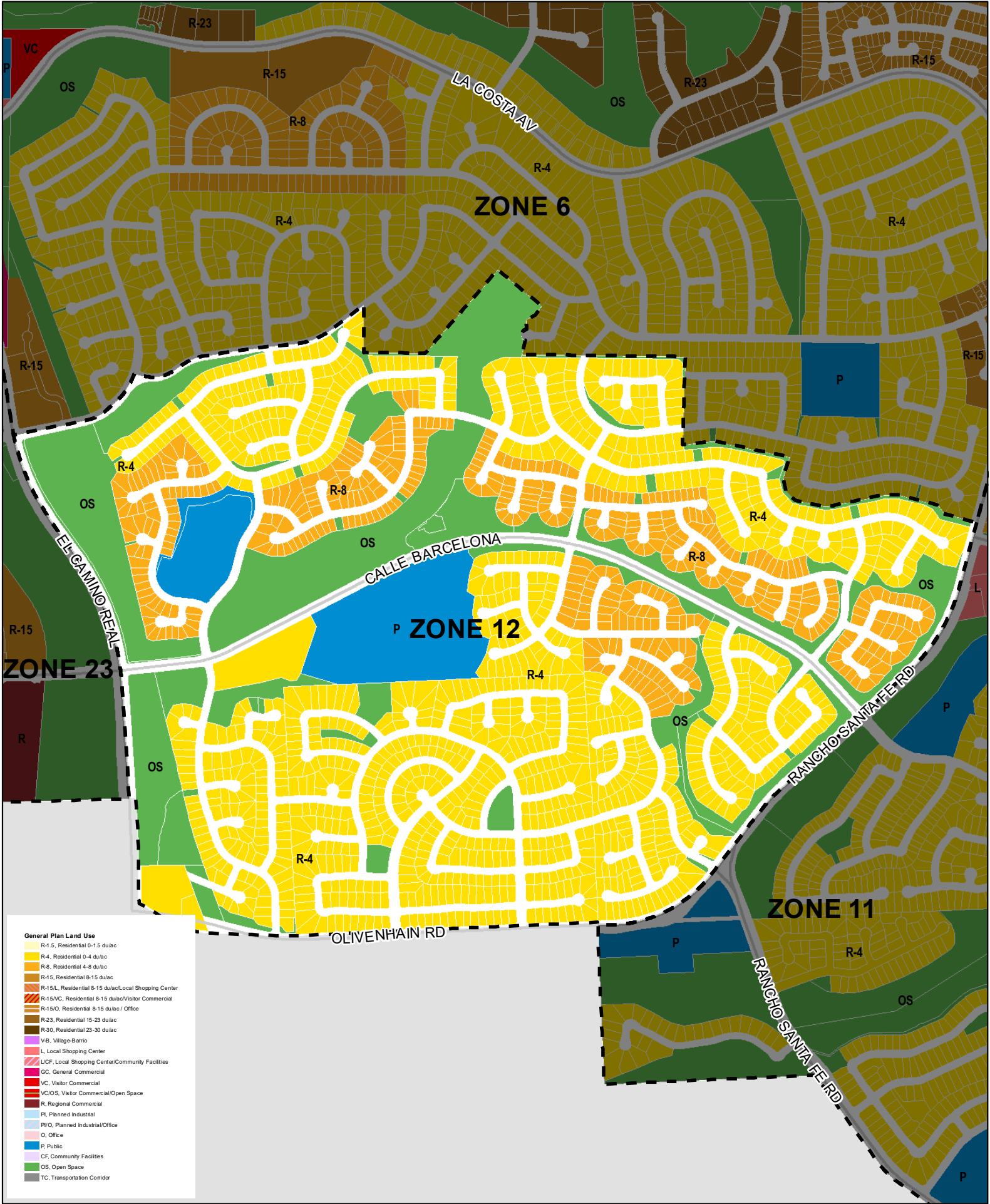
General Plan



Open Space Map (FY2021-2022)



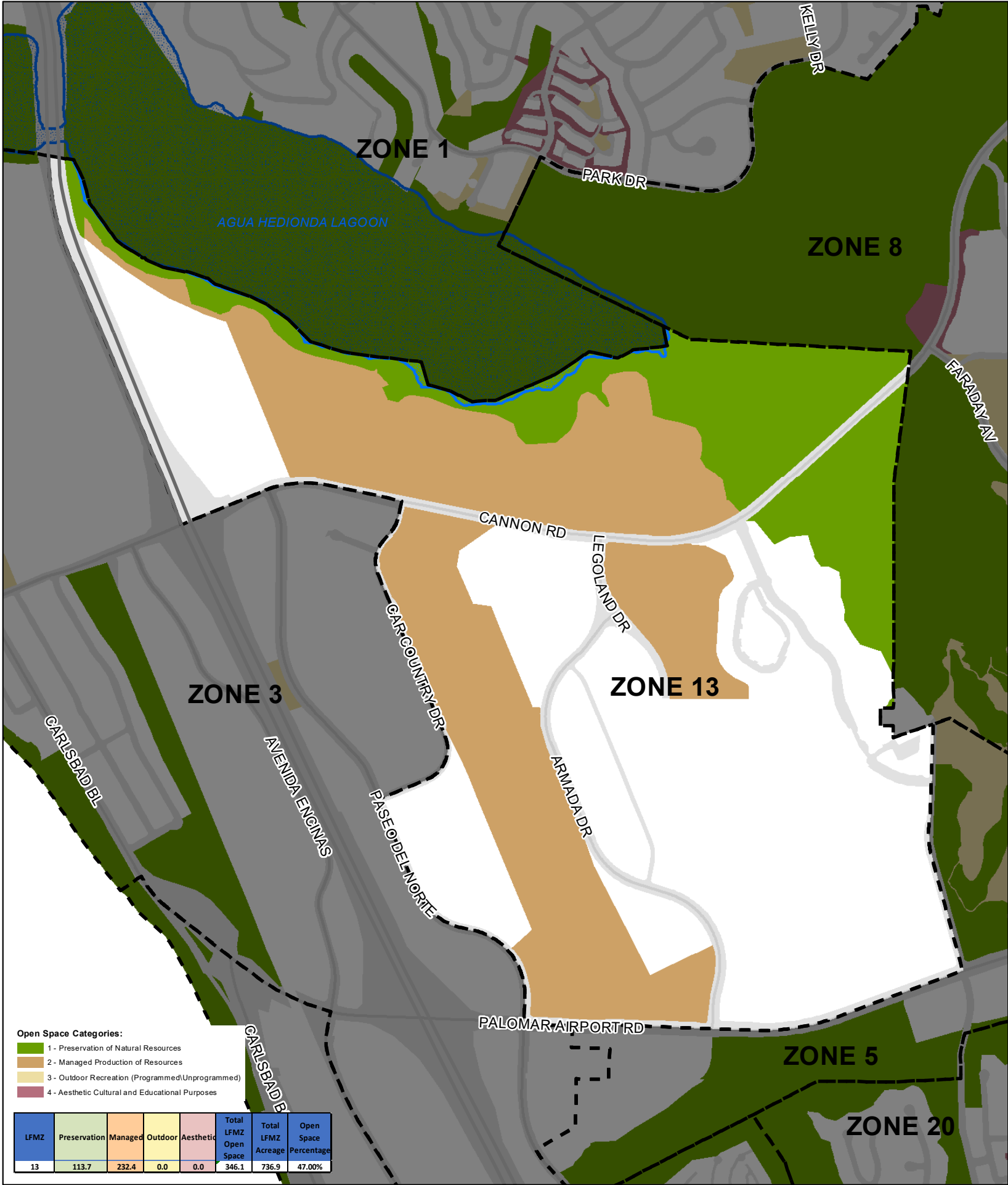
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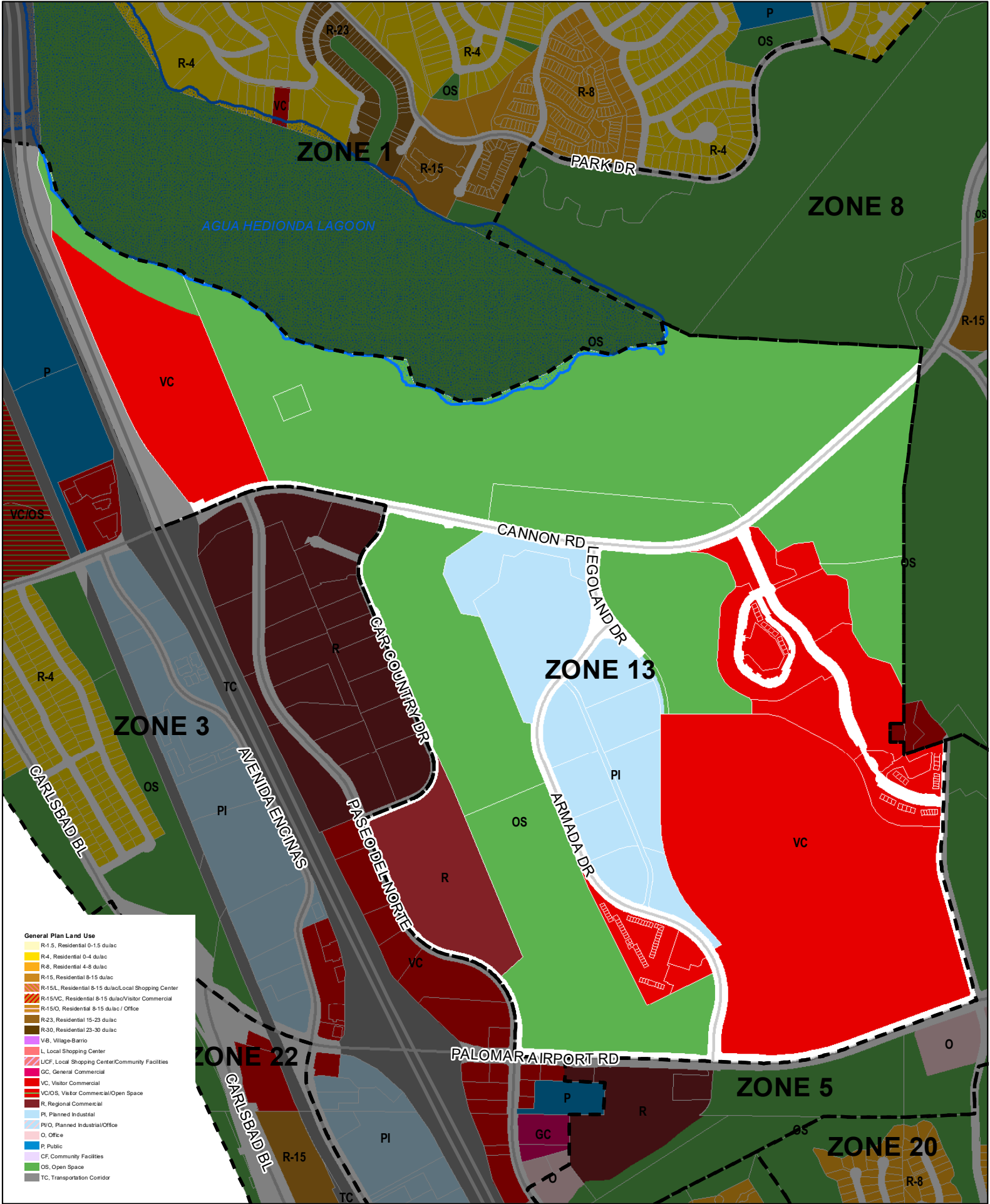
LFMZ 12

General Plan

Open Space Map (FY2021-2022)



Open Space



LFMZ 13

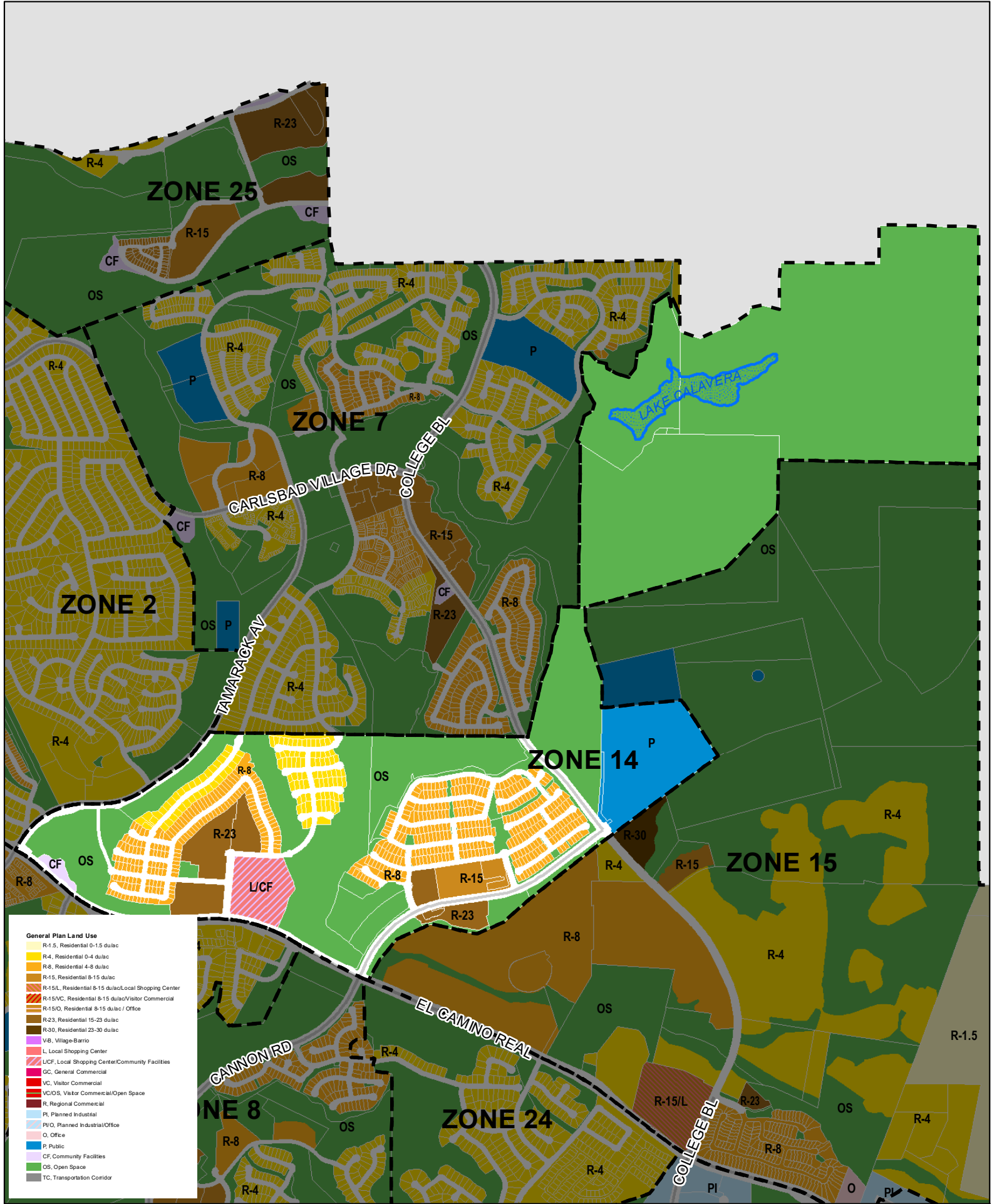
General Plan



Open Space Map (FY2021-2022)



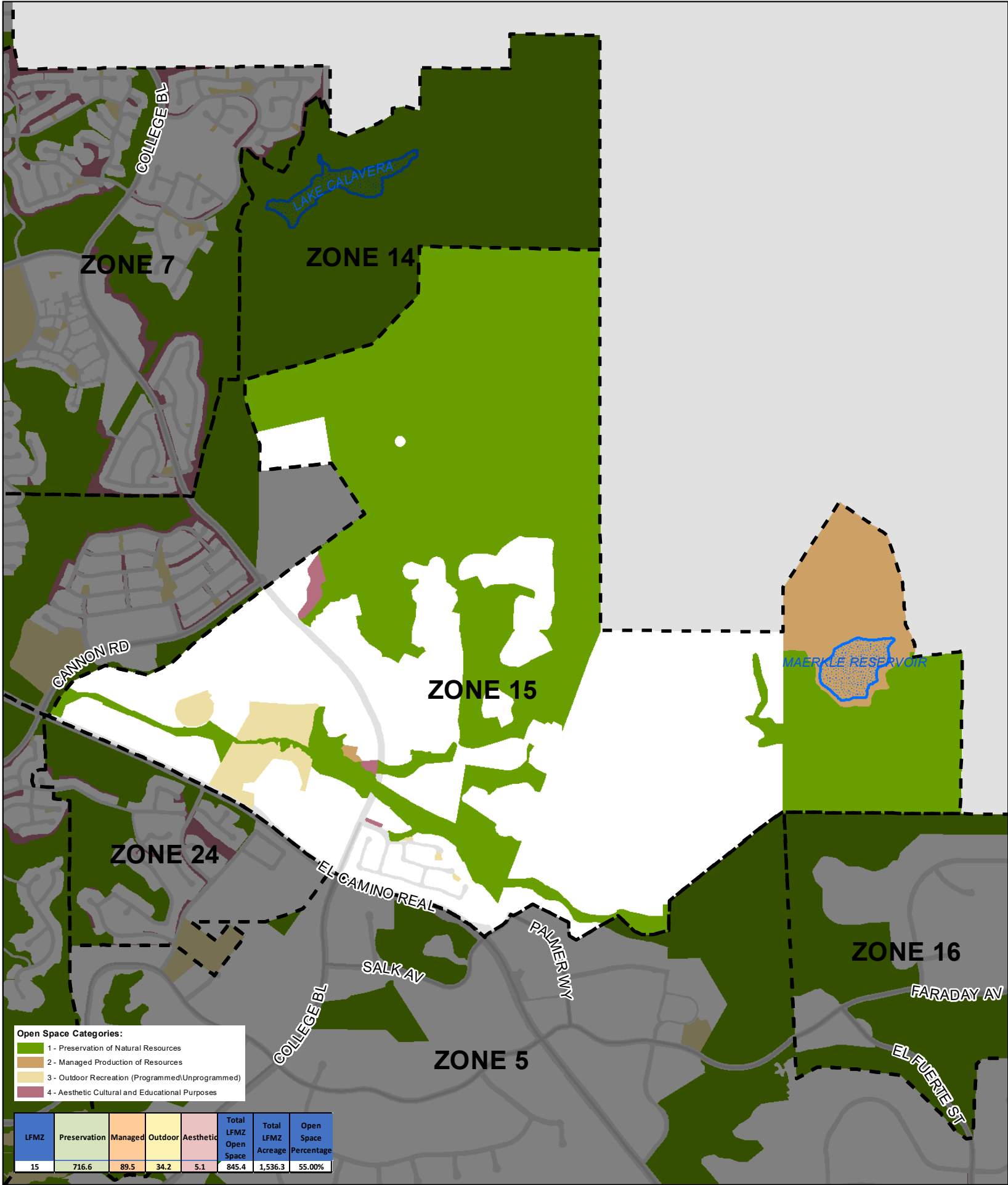
Open Space



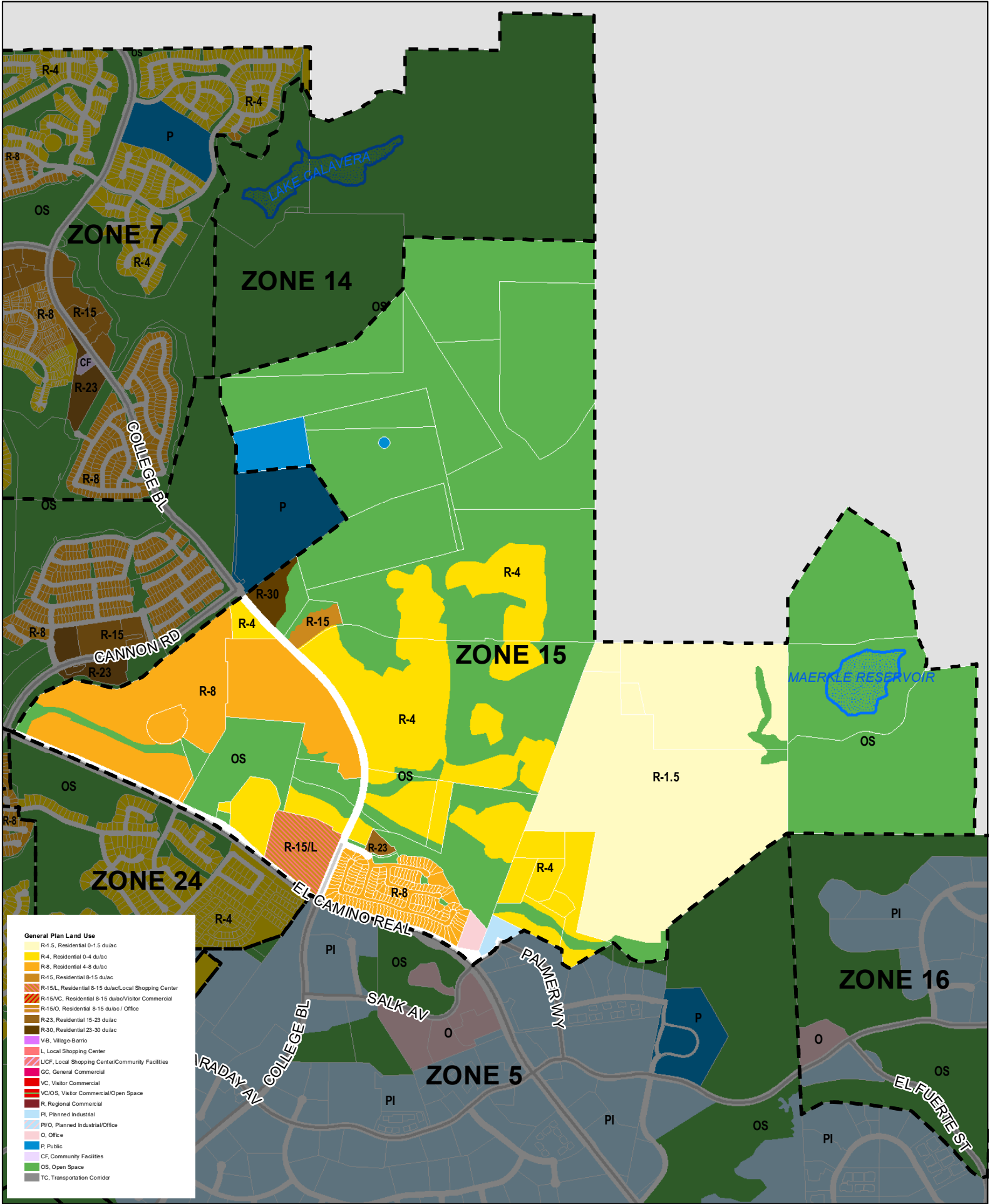
LFMZ 14

General Plan

Open Space Map (FY2021-2022)



Open Space



LFMZ 15

General Plan

Open Space Map (FY2021-2022)



Open Space

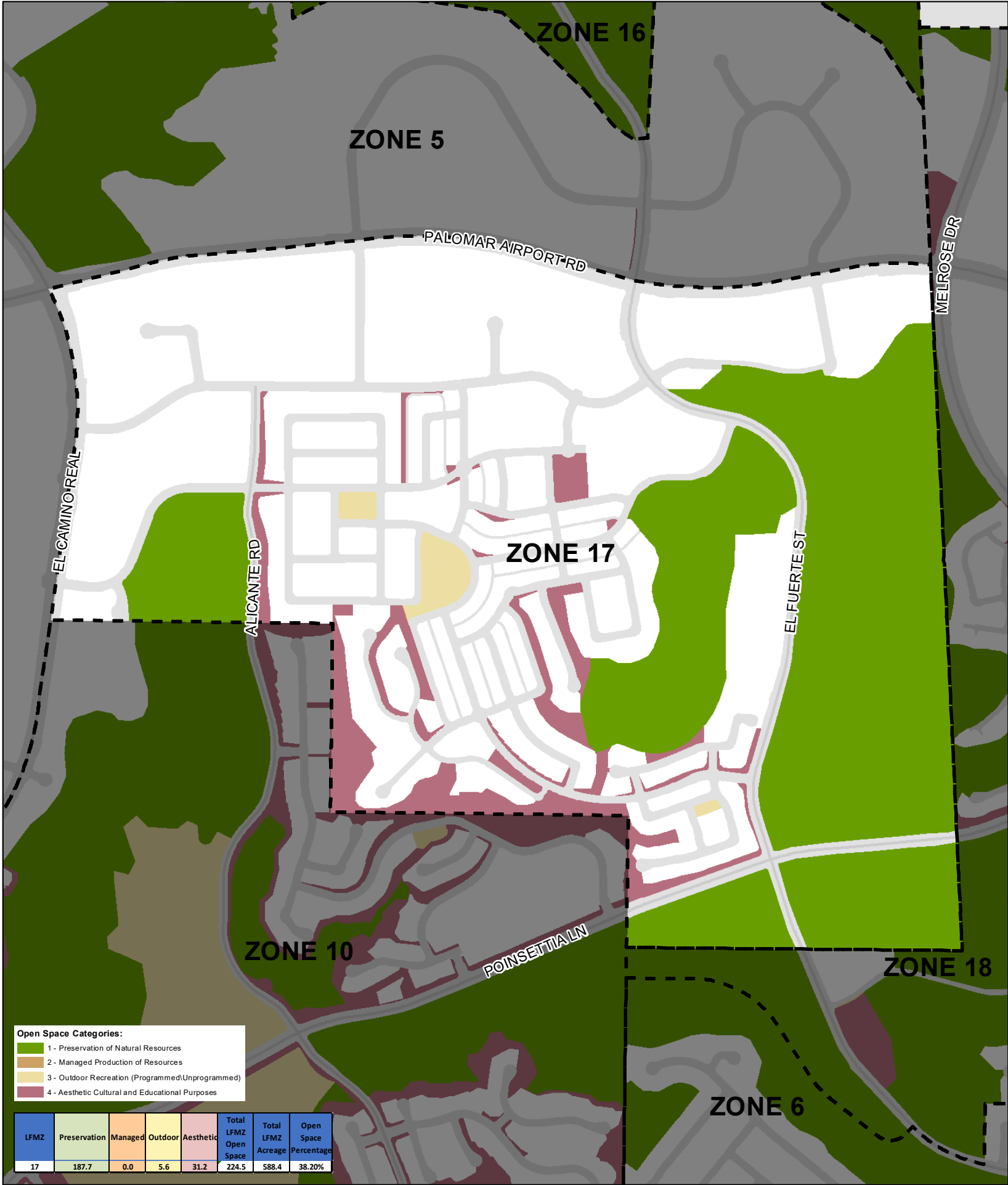


LFMZ 16

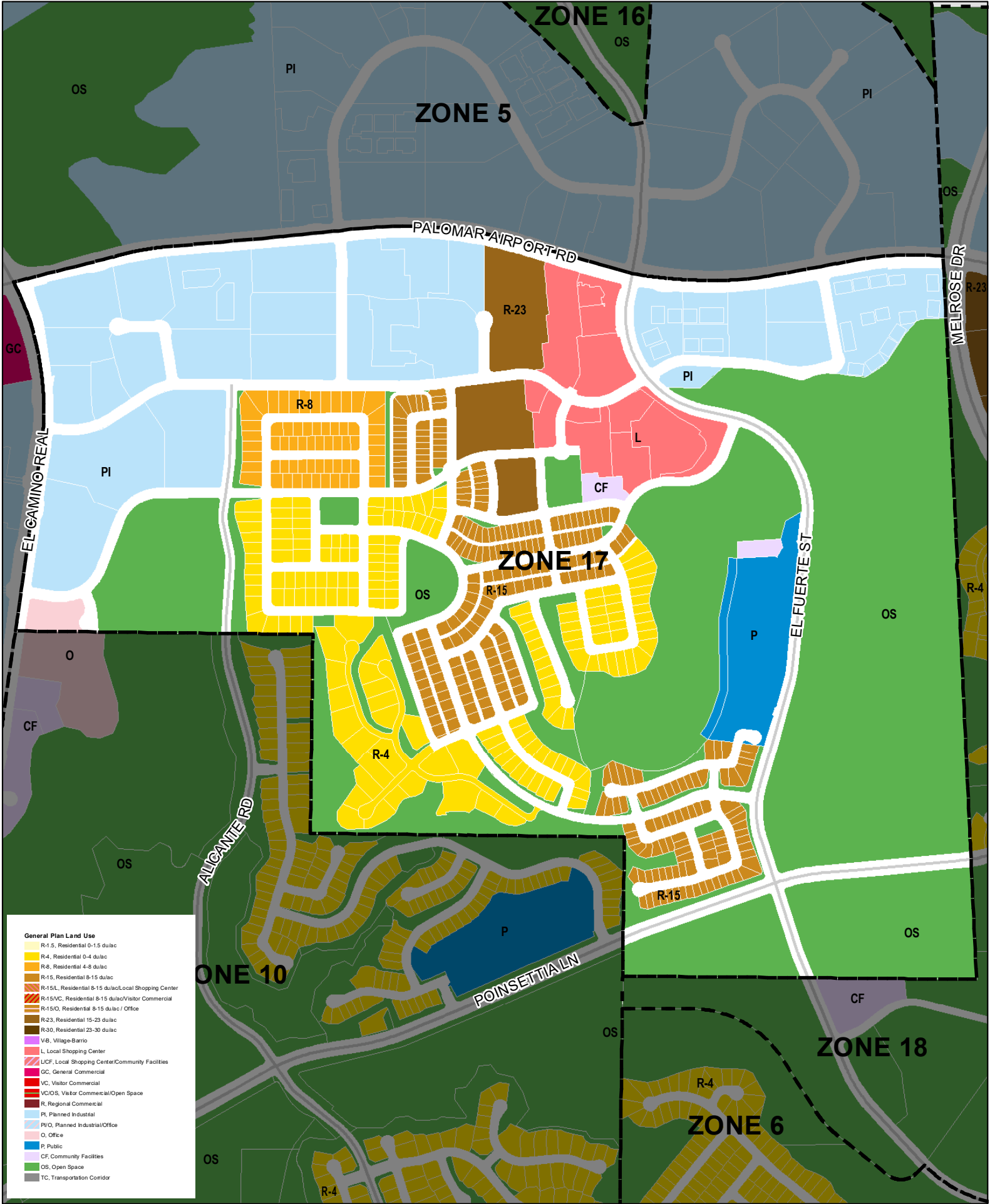
General Plan



Open Space Map (FY2021-2022)



Open Space

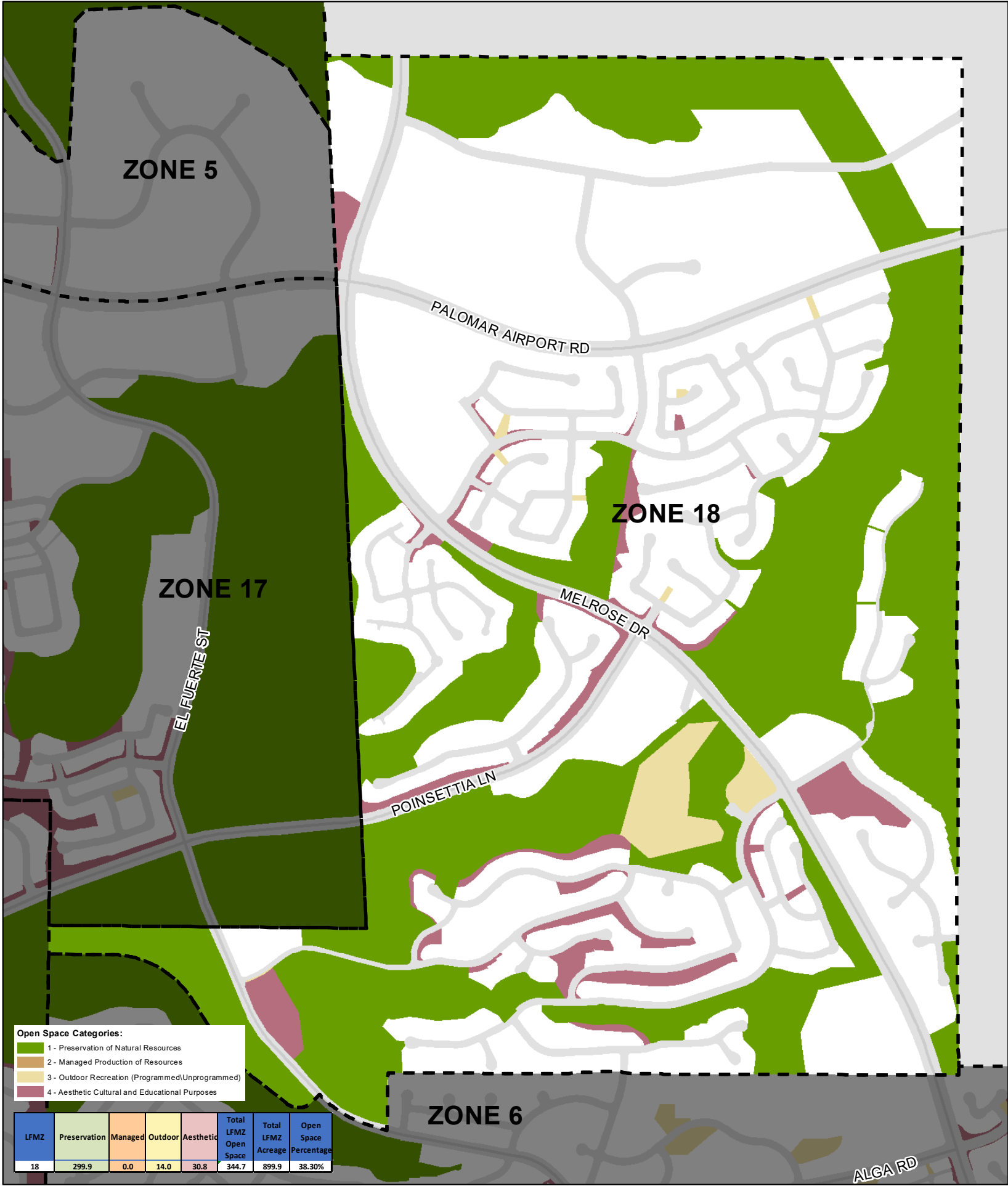


LFMZ 17

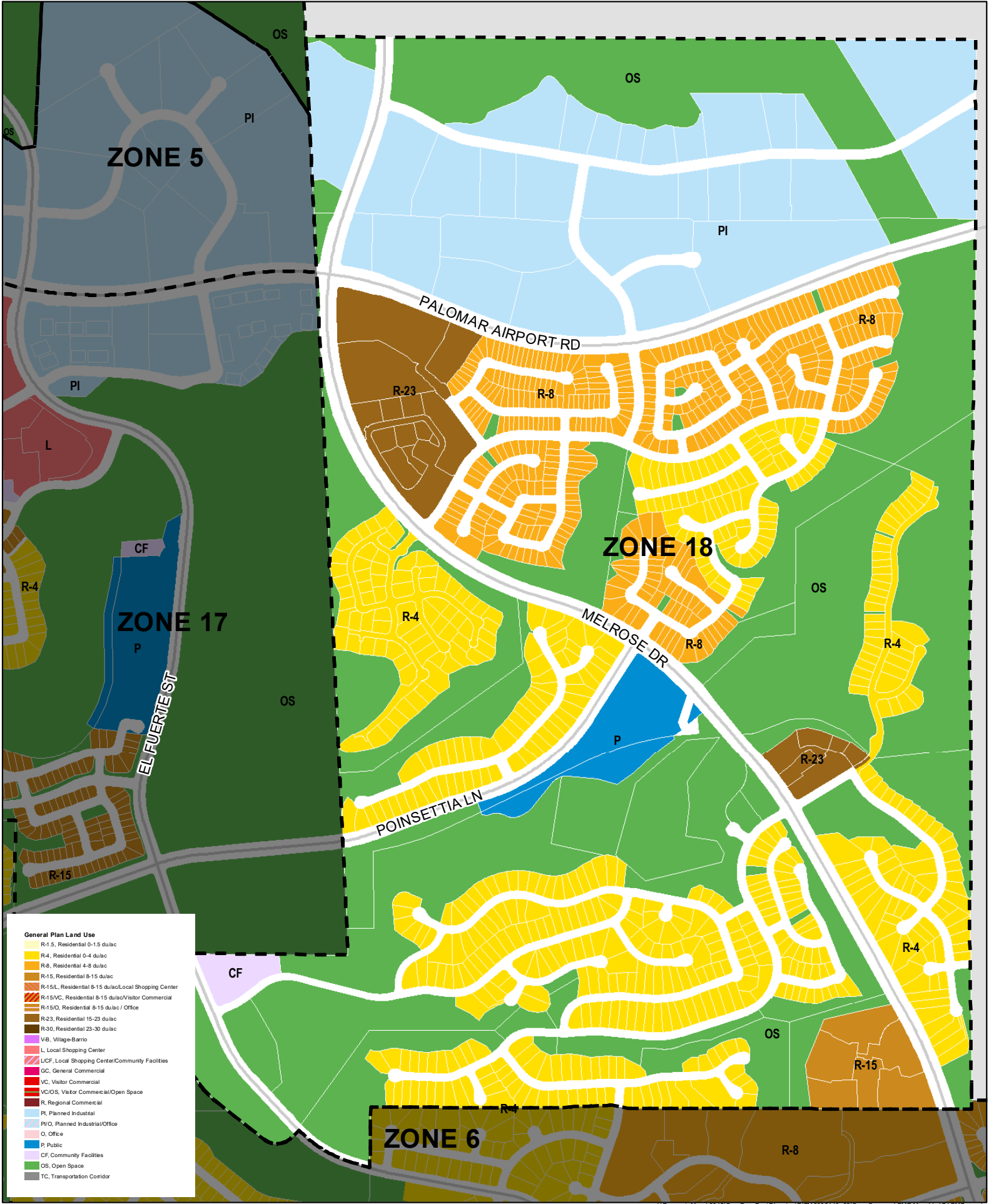
General Plan



Open Space Map (FY2021-2022)



Open Space



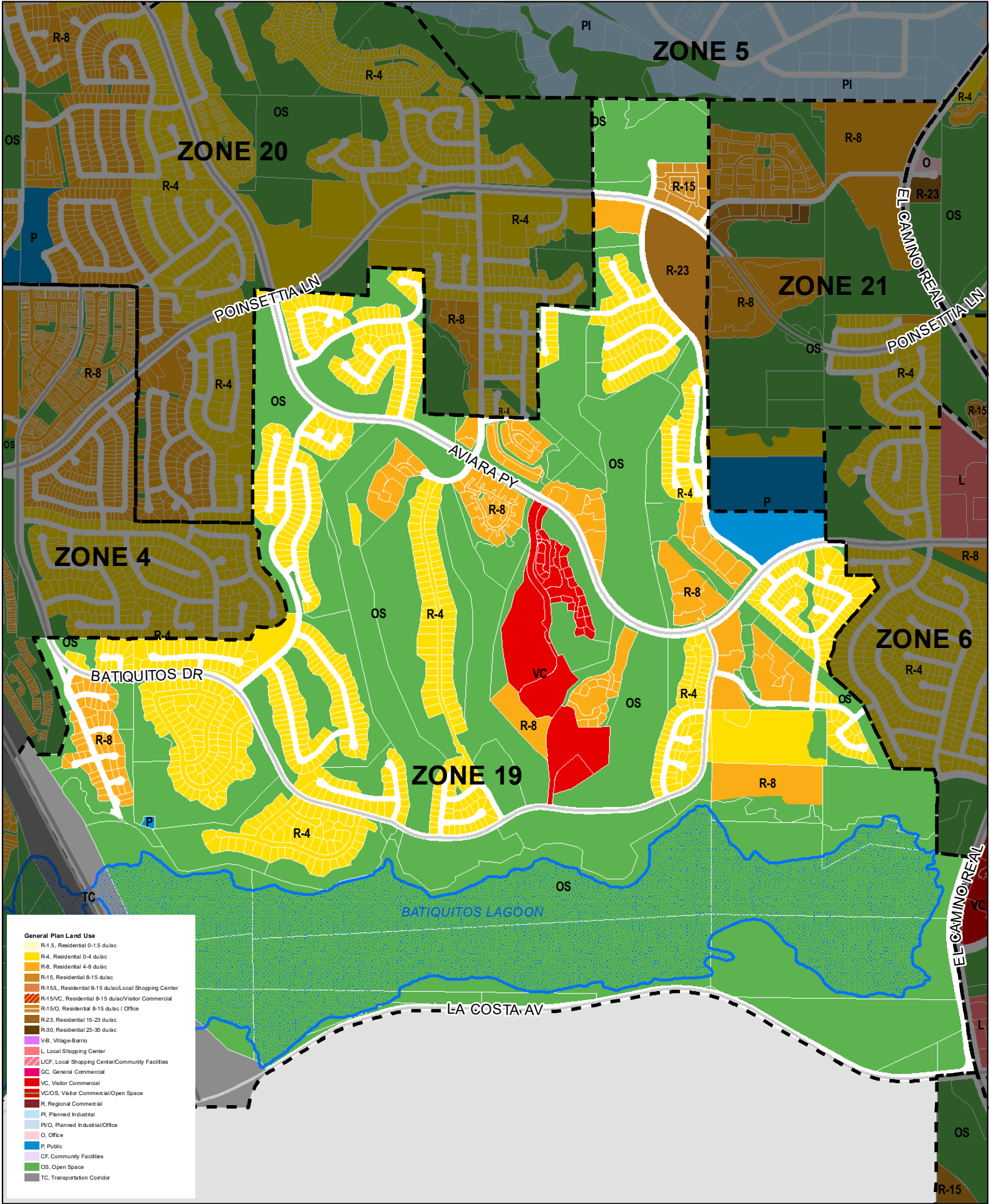
LFMZ 18

General Plan

Open Space Map (FY2021-2022)



Open Space

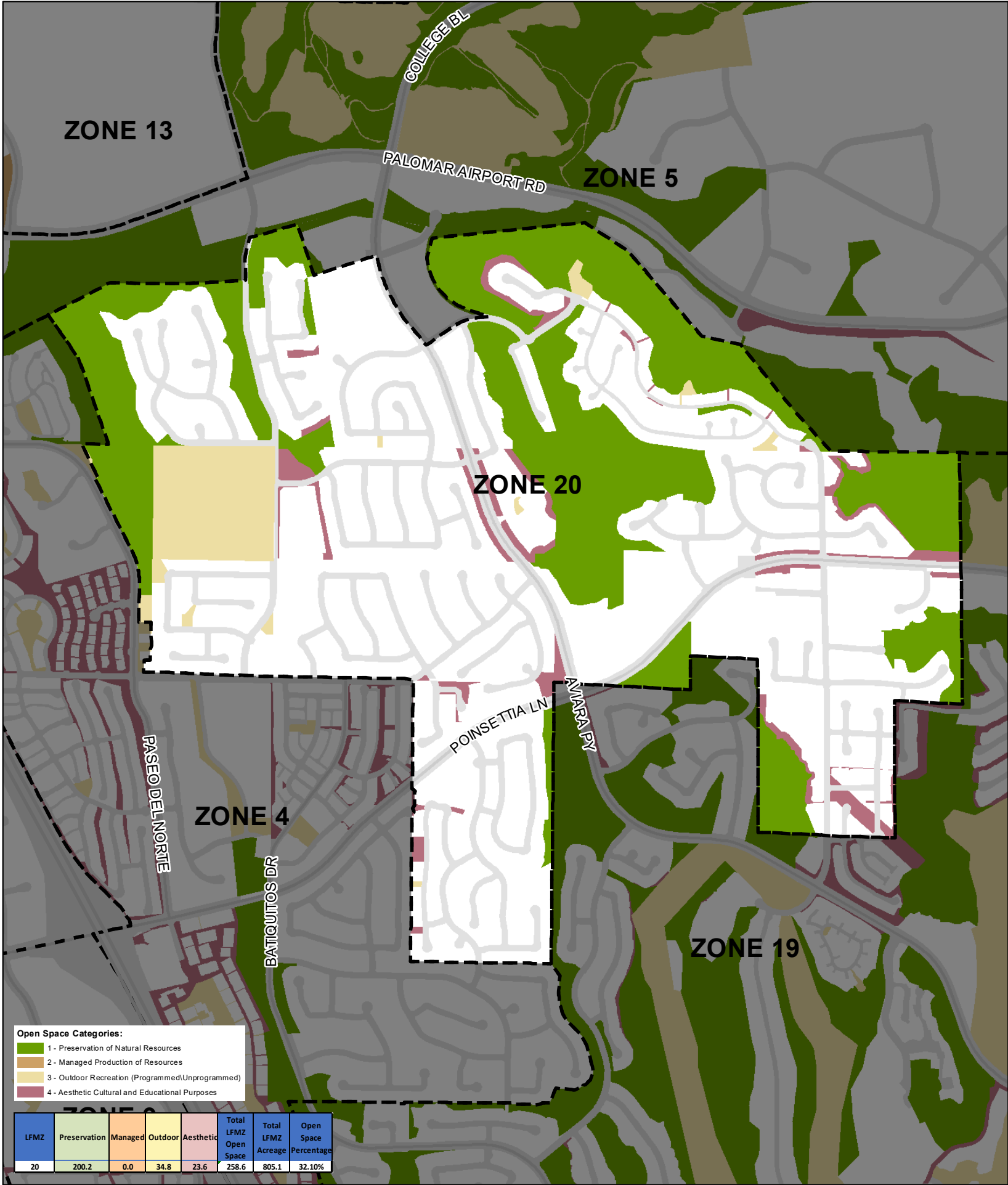


LFMZ 19

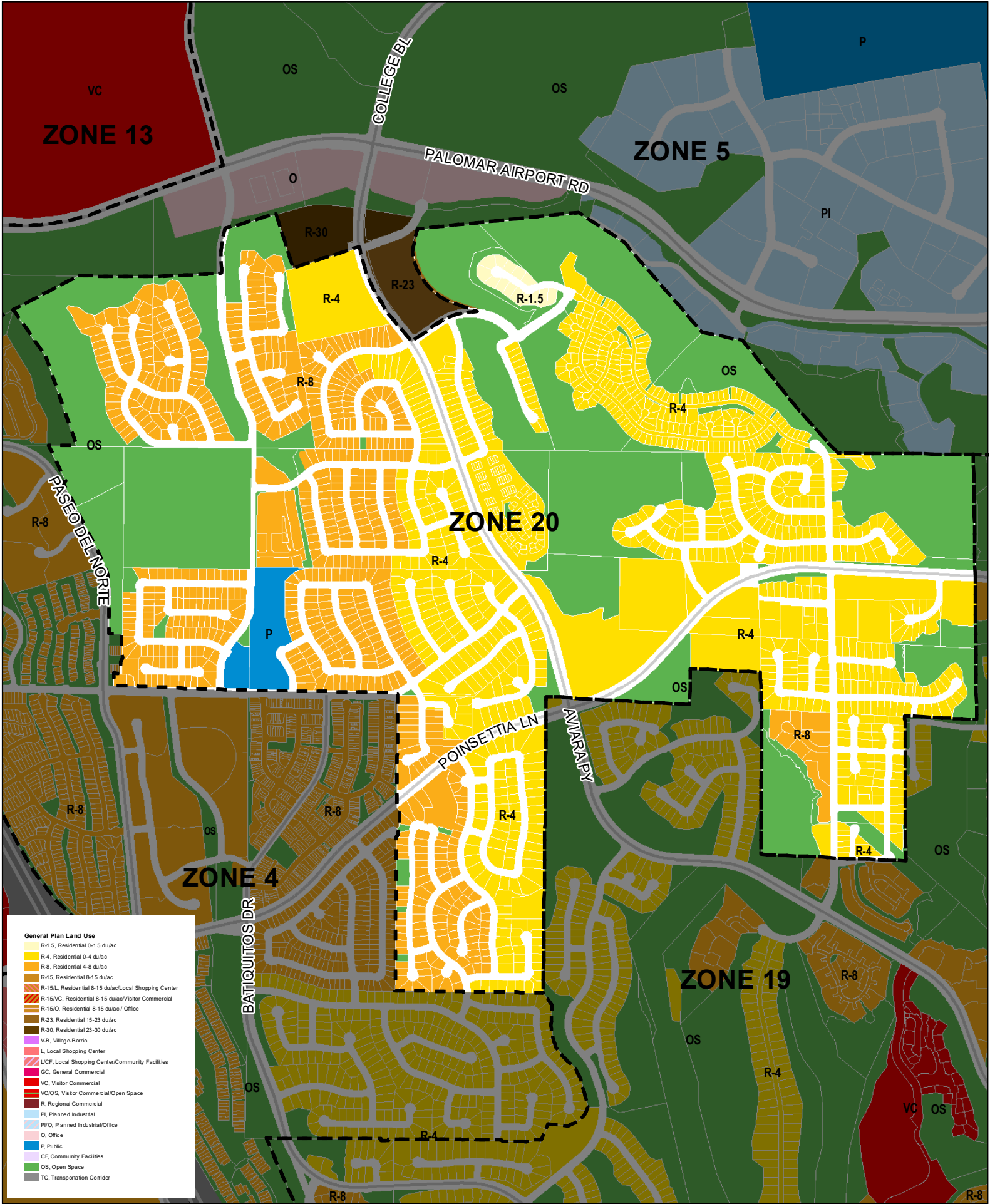
General Plan



Open Space Map (FY2021-2022)



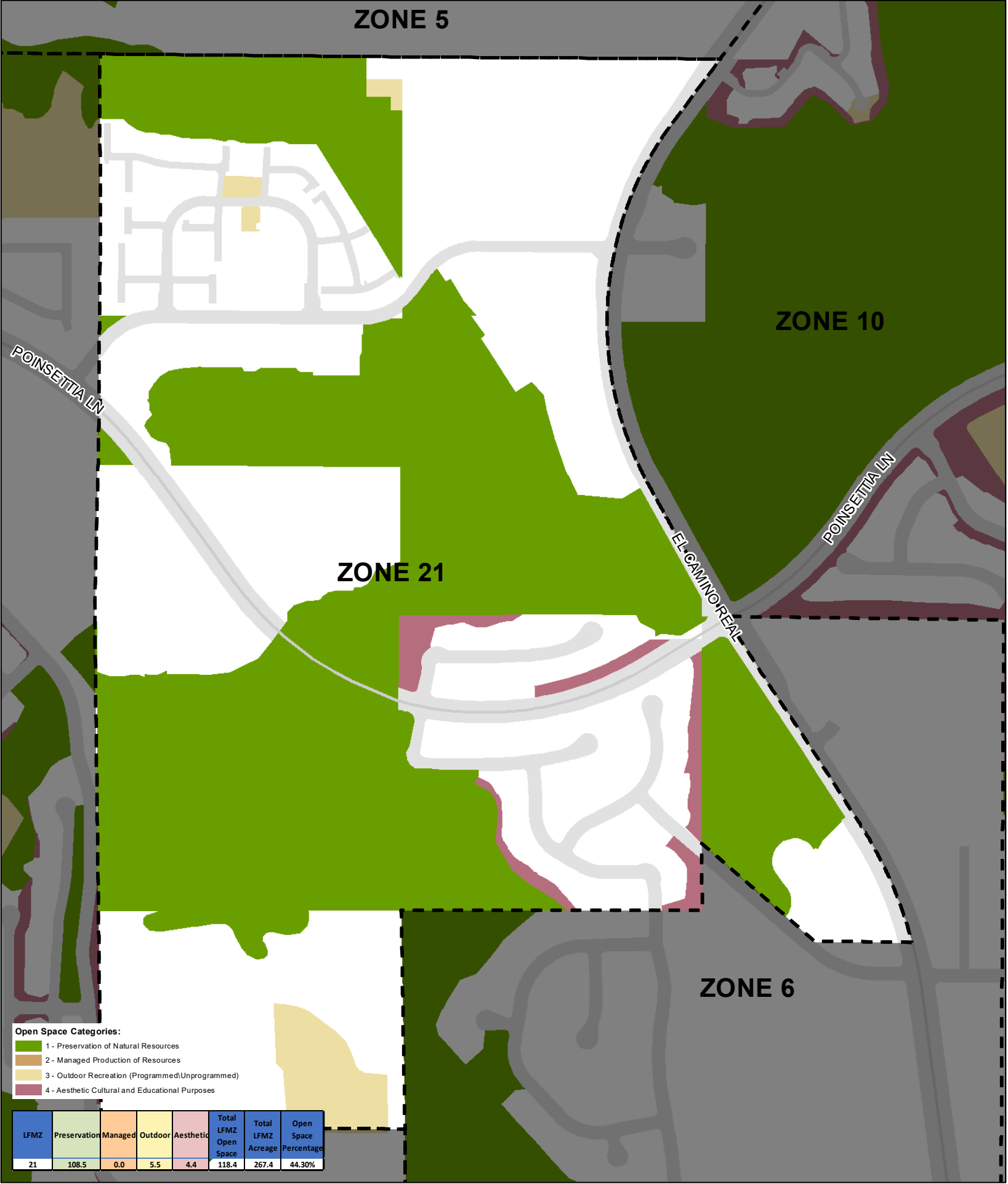
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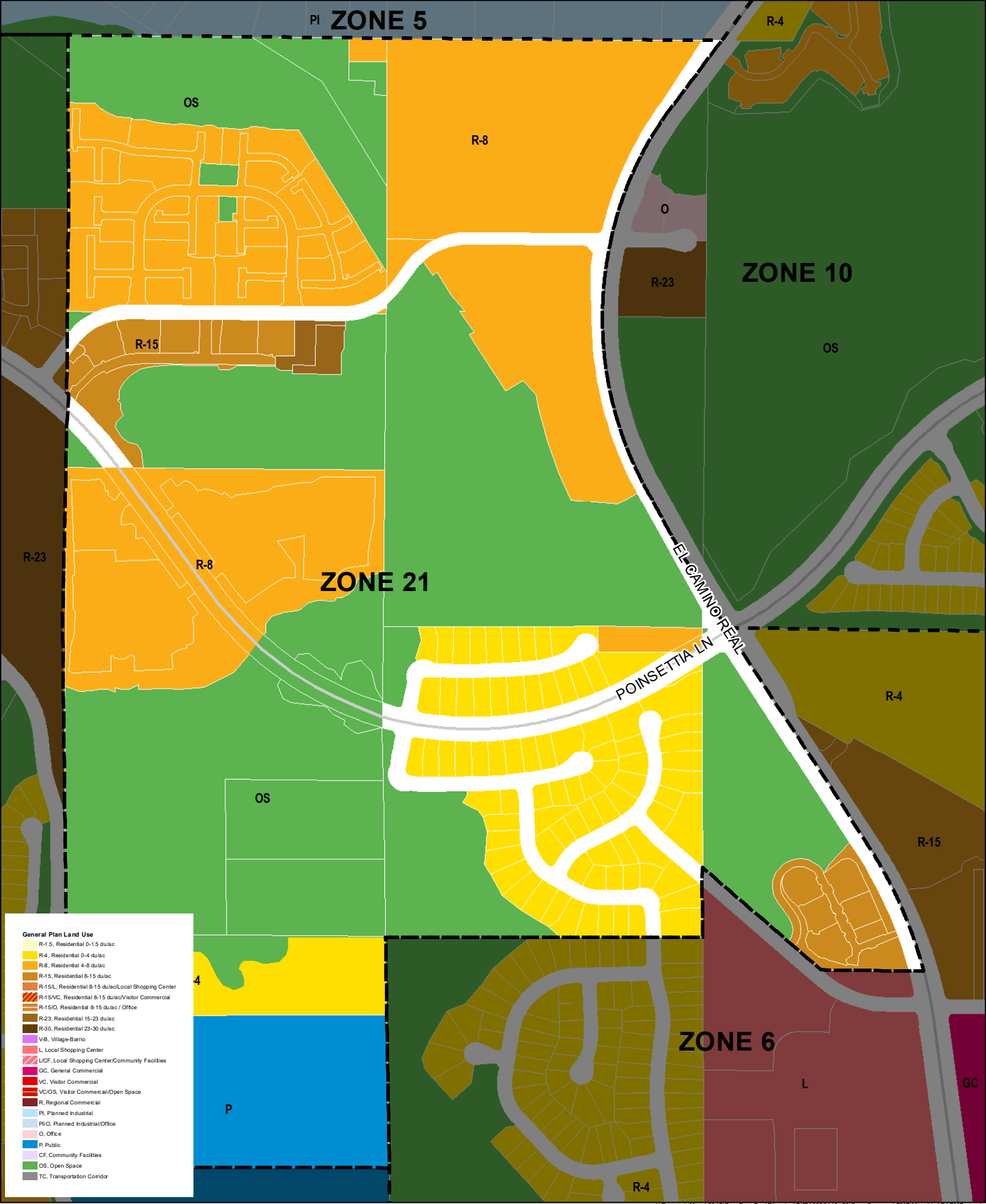
LFMZ 20

General Plan

Open Space Map (FY2021-2022)



Open Space



General Plan

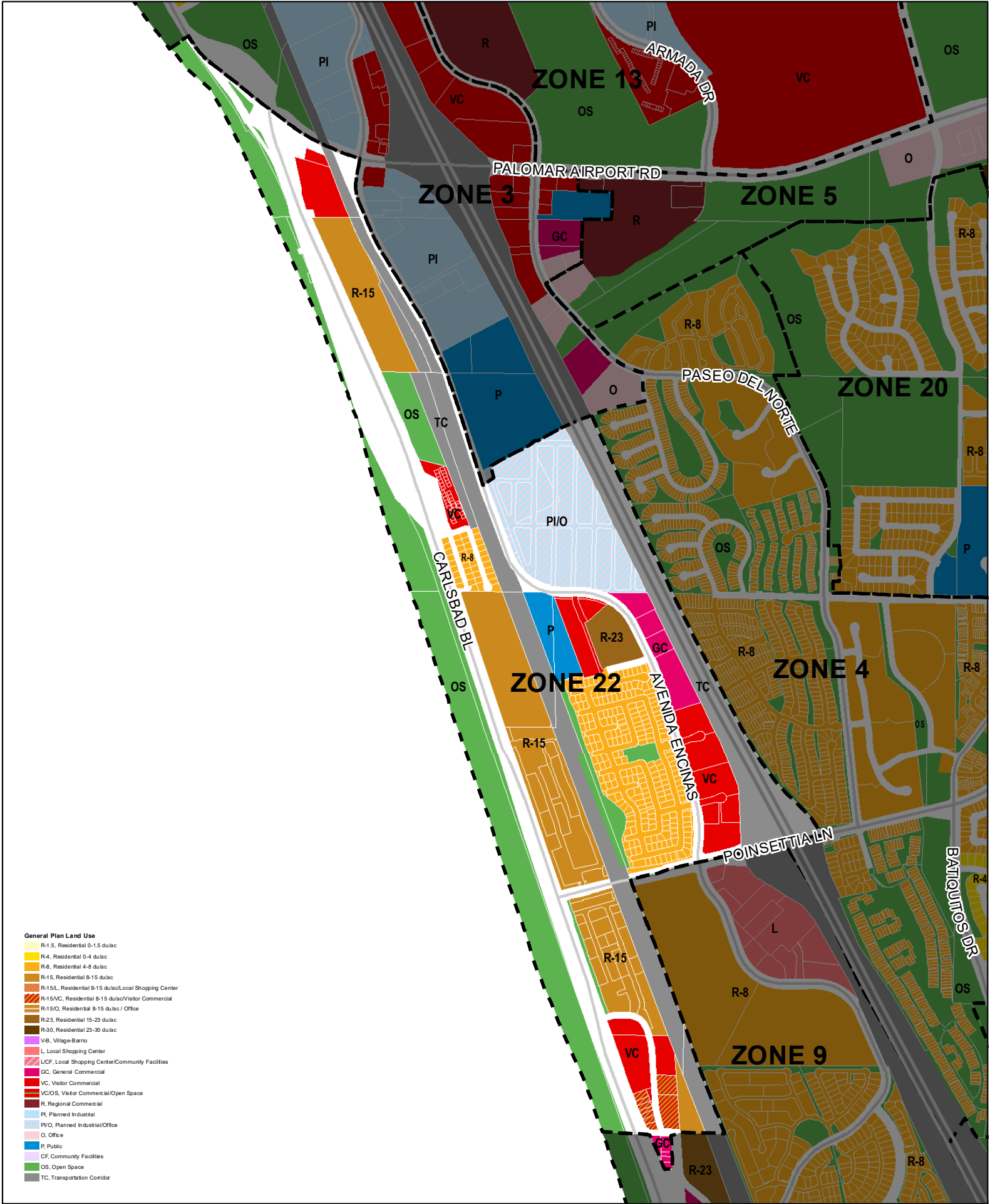
LFMZ 21



Open Space Map (FY2021-2022)



Open Space



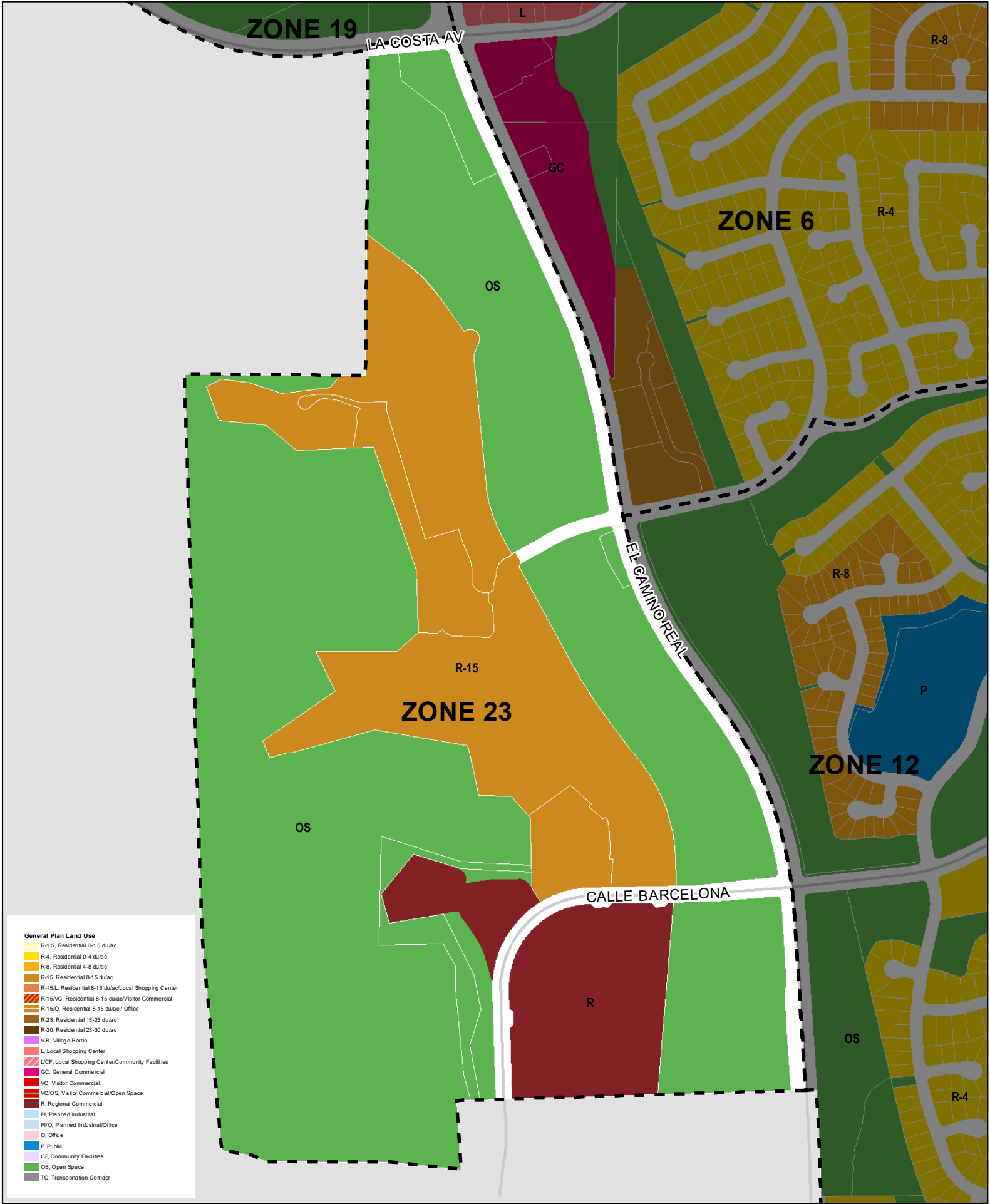
LFMZ 22

General Plan

Open Space Map (FY2021-2022)



Open Space



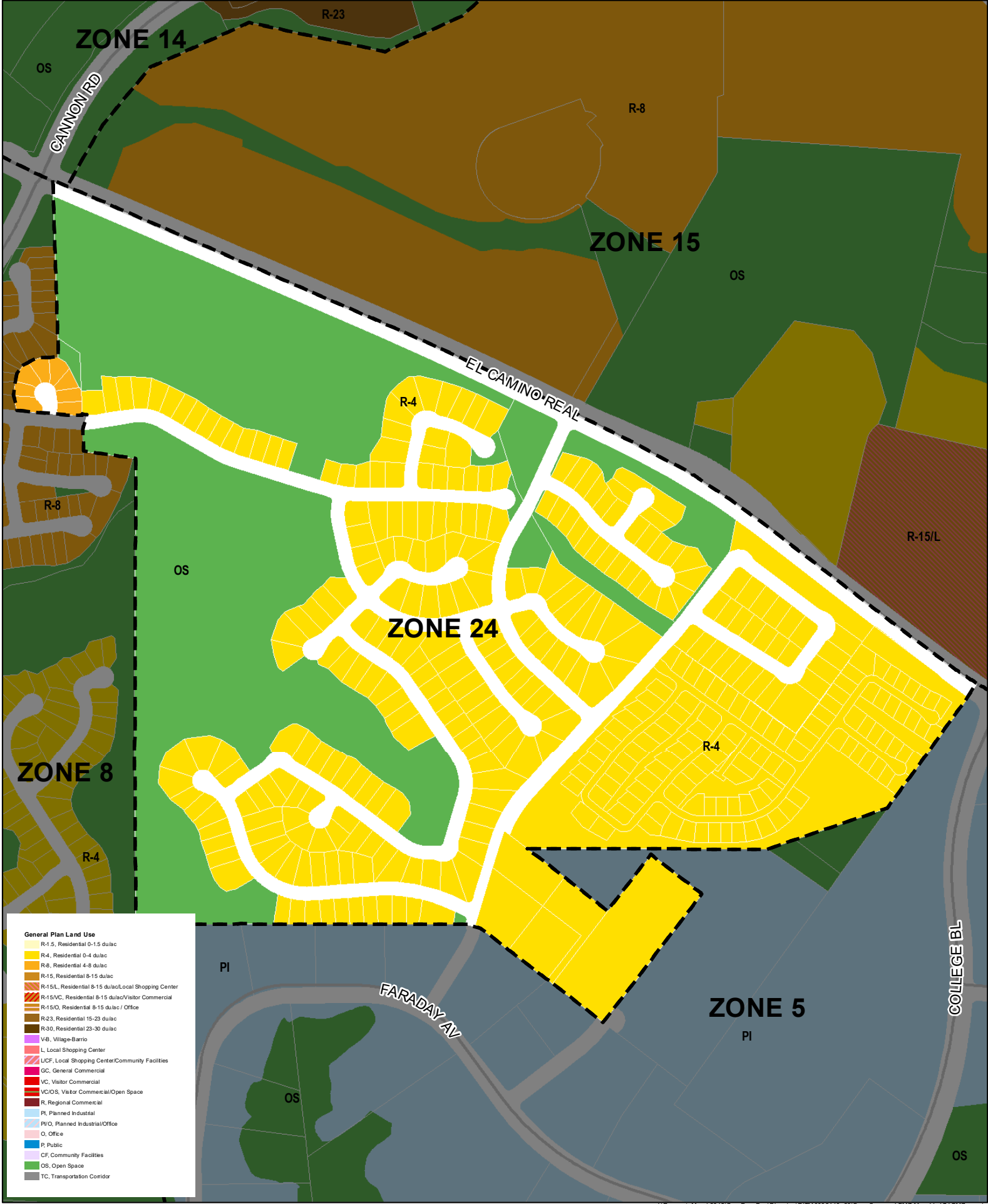
General Plan

LFMZ 23

Open Space Map (FY2021-2022)



Open Space

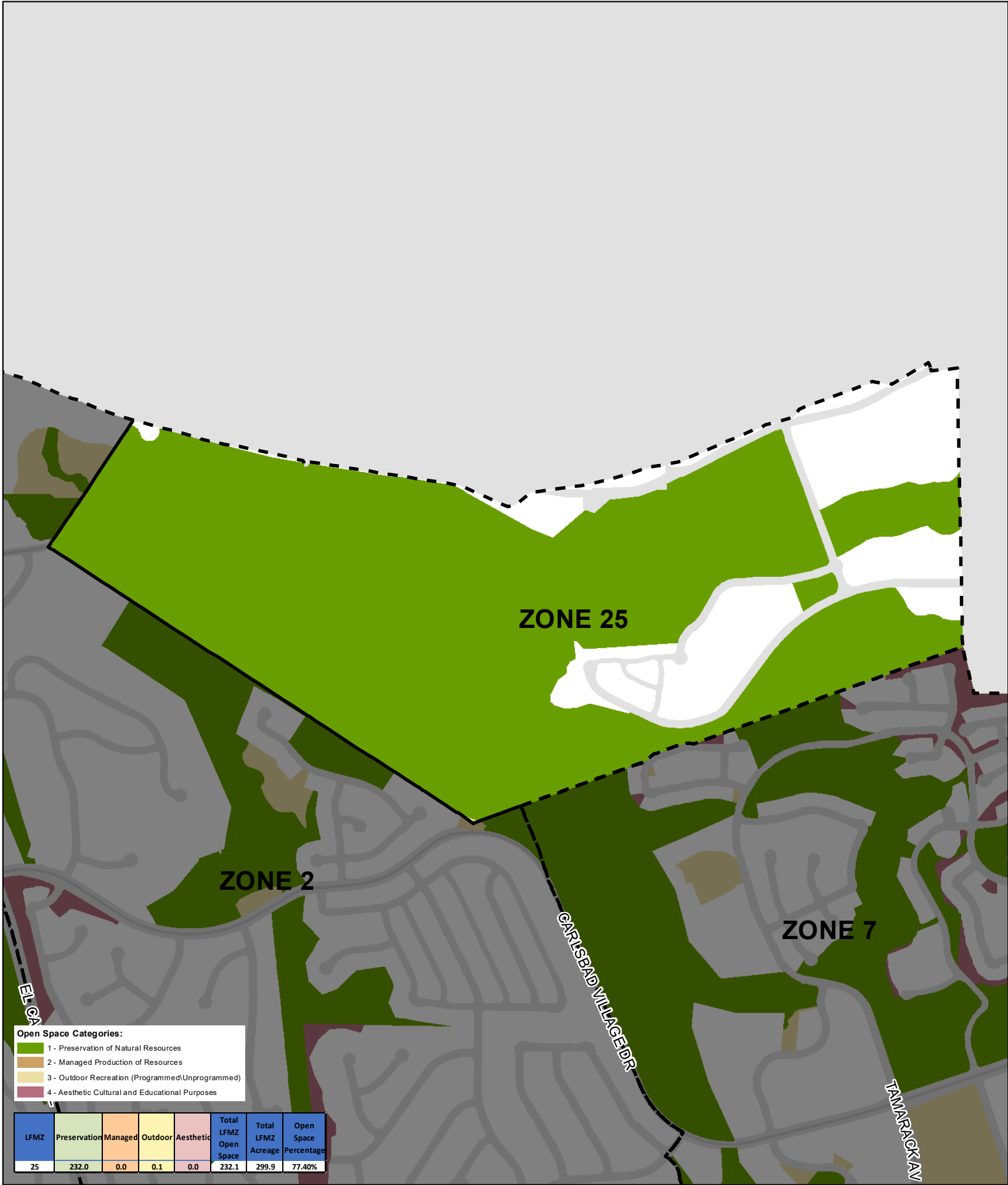


LFMZ 24

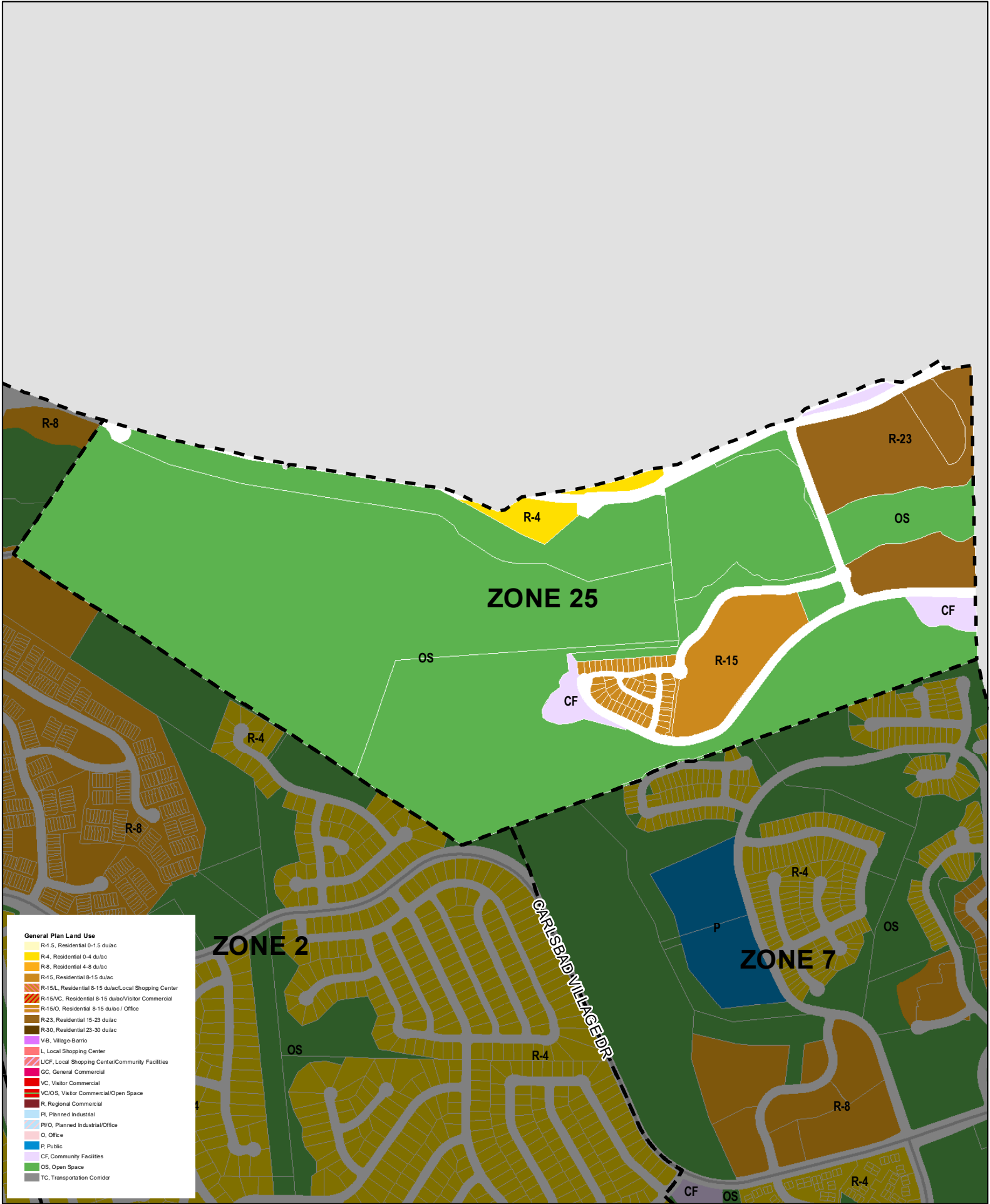
General Plan



Open Space Map (FY2021-2022)



Open Space



LFMZ 25

General Plan



# Open Space Standards Benchmarking

Jurisdiction	Document	Topic
San Diego County		
<b>Carlsbad</b>	General Plan (2015)	<p>Open Space, Conservation and Recreation Element describes four categories of open space: 1) natural resources, 2) managed production of resources, 3) outdoor recreation, and 4) aesthetic, cultural and educational.</p> <p><a href="https://www.carlsbadca.gov/departments/community-development/planning/general-plan">https://www.carlsbadca.gov/departments/community-development/planning/general-plan</a></p> <p>Policies require compliance with the Growth Management open space standard and guide protection of natural resources, the provision of parks, trails and high-quality beaches, and support for the continuation of agriculture.</p> <p>Today, 38% of the city's total land area is designated as open space.</p>
	Growth management Standard	<p>15% in the Local Facility Management Zone (LFMZ) exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development.</p> <p>Proposition C (2001) provides voter approved funding for park and open space acquisition.</p>
	Zoning Regulations	<p>Open Space Zone and Cannon Road Agricultural/Open Space Zone specify regulations to limit development on land designated as open space by the General Plan. Planned Community Zone requires 15% of the total area of a master plan to be open space. Various other development standards require open space, recreation areas and landscaped buffers/setbacks within development projects. For example, residential planned development projects must provide private recreation area (200 – 400 square feet per unit) and common recreation areas (150 – 200 square feet per unit); also, residential zoning standards limit lot coverage to no more than 40% to 60%.</p>
	Habitat	<p>Carlsbad Habitat Management Plan guides the design, management, monitoring, and public use of the city's natural open space preserve system. About 78 percent of Carlsbad's open space is natural resources. Carlsbad also participates in the North County Multiple Habitat Conservation Program.</p>
	Other:	<p>Trails Master Plan – identifies where trails will be constructed; trails are open space.</p> <p>Proposition C (2002) – authorized the City Council to spend more than \$1 million to acquire open space and build trails. As of 2022, the city has spent \$4.2 million on open space and trails projects, including South Shore Agua Hedionda Lagoon Trail Improvements, Arroyo Vista Trail Extension, Lake Calavera Trails, 6125 Paseo del Norte open space purchase and Aura Circle open space purchase.</p>
Percentage of city that is open space		38% of the city's total land area is designated as open space (Carlsbad Open Space Map)

Jurisdiction	Document	Topic
<b>Chula Vista</b>	General Plan (2021)	<p>Land Use Element describes an open space network (Chula Vista Greenbelt), a 28-mile open space system for conservation and to help physically define the city. The Open Space designation is intended for lands to be protected from urban development, including floodplains; canyon; mountain; and agricultural uses. Table 5-7 -General Plan Land Use in 2030 - identifies Parks and Recreation (978 acres), Open Space (7,306 acres) , Open Space Preserve (16,926 acres) and Open Space Active Recreation (375 acres) out of a total 58,700 acres.</p> <p>Environmental Element describes four categories of open space.  <a href="https://www.chulavistaca.gov/departments/development-services/planning/planning-digital-library/general-plan">https://www.chulavistaca.gov/departments/development-services/planning/planning-digital-library/general-plan</a></p>
	Regulations	<p>Open space is required based on dwelling unit size in the R-3 (apartment residential) zone and Bayfront Specific Plan. Open Space District is included in municipal code.  <a href="https://chulavista.municipal.codes/">https://chulavista.municipal.codes/</a></p>
	Habitat	<p>Participates in the regional Multiple Species Conservation Program (MSCP); adopted a MSCP subarea plan in 2003.  <a href="https://www.chulavistaca.gov/home/showpublisheddocument/7106/635653719615470000">https://www.chulavistaca.gov/home/showpublisheddocument/7106/635653719615470000</a></p>
	Other	<p>Otay Ranch GDP states that "approximately 60% of Otay Ranch will be set aside as open space, including a park system, a greenbelt system and an open space preserve." At full build out, the open space provisions are required to be at least:</p> <ul style="list-style-type: none"> <li>• 342 acres of local parks</li> <li>• 1,172 acres of open space (excluding regional parks)</li> <li>• 1,590 acres of regional parks</li> </ul>
Percentage of city that is open space		43.6% of the city's total land area is designated as open space (General Plan Land Use). Percentage (43.6%) includes open space on county land that may not be incorporated.

Jurisdiction	Document	Topic
<b>Encinitas</b>	General Plan (2005)	Recreation Element policies generally support the acquisition and maintenance of land for open space and parks; public access to those lands; maintenance of parks and open space Goal 3 related to balancing commercial goals of Coastal Areas with open space goals.
	Regulations	<a href="#">30.16.010 Residential Zones – Development Standards</a> Higher Density SF and MF residential must have a minimum of 10% private open space. R-30 Overlay requires private and common open space.  <a href="#">30.32.010 Ecological Resource/Open Space/Parks Zone</a>
	Habitat	Encinitas is a participant in the MHCP. <a href="https://www.sandag.org/-/media/SANDAG/Documents/PDF/projects-and-programs/environment/regional-habitat-conservation/habitat-management-draft-encinitas-subarea-plan-2001-06-01.pdf">https://www.sandag.org/-/media/SANDAG/Documents/PDF/projects-and-programs/environment/regional-habitat-conservation/habitat-management-draft-encinitas-subarea-plan-2001-06-01.pdf</a>
Percentage of city that is open space		Information not available.
<b>Oceanside</b>	General Plan	Currently going through a General Plan update process. Specific open space reference in Land Use Element (Goal 2.6) but does not include development standard or metric. Development Standards and standards for preservation of Open Space Lands are listed in Environmental Resource Management Element. The city includes more than 3,000 acres of farmland, and preserves open space within its principal watersheds (the San Luis Rey River, Loma Alta Creek, and Buena Vista Lagoon). (2019 Economic Development Element)
	Regulations	Article 15: Open Space Districts does not include an open space standard.
	Habitat	Participates in the North County Multiple Habitat Conservation Program.
Percentage of city that is open space		25.3% of the total city acres is designated for open space (agriculture, parks, preserves) (Oceanside Subarea Plan of the Natural Community Conservation Plan).

Jurisdiction	Document	Topic
<b>San Diego City</b>	General Plan (2008) (Recreation Element amended in 2021)	<p>Three use categories of parks and recreation: population-based, resource-based, and open space. Resource-based parks are located at, or centered on, notable natural or man-made features (beaches, canyons, habitat systems, lakes, historic sites, and cultural facilities). Open space lands are City-owned lands consisting of canyons, mesas, and other natural landforms. Intended to preserve and protect native plants and animals, while providing public access and enjoyment by the use of hiking, biking, and equestrian trails.</p> <p>Land Use Element (2015) 28.6% of city comprised of Park, Open Space and Recreation land use designations.</p>
	Regulations	<p>Open Space Zone for open space designated land.</p> <p>Lot coverage requirements</p> <p>Residential: Private exterior open space of at least 60 square feet (SF) per dwelling unit (DU). May be in required front yards.</p> <p>Common open space required for more than 4 units. At least 300 square feet, or 25 SF per DU.</p>
	Habitat	Adopted the Multiple Species Conservation Program in 1997 as a part of the regional Multi-Habitat Planning Area. Continues to work on assembling the preserve.
	Other	Approved bond measure in 1978 for sale of bonds to purchase open space
Percentage of city that is open space		28.6% of city comprised of Park, Open Space and Recreation land use designations.

Jurisdiction	Document	Topic
San Diego County	General Plan (2011)	<p>Open space is defined as any parcel or area of land or water that is essentially unimproved and devoted to open space use. Policies are to identify and preserve an inter-connected preserve system. Regional preserves and open space lands are a part of the Parks and Recreation system. The General Plan does not have standards for open space. Includes policies to protect natural habitat and steep hillsides, and support agriculture preservation.</p> <p>The unincorporated portion of San Diego County encompasses approximately 2.3 million acres, or 3,570 square miles. A majority of the unincorporated County's land, in excess of 90 percent, is either open space or undeveloped. Four designations—Specific Plan Areas, Public and Semi-Public Facilities, Open Space—Conservation, and Open Space—Recreation—generally relate to areas where the County or some other agency controls land under County jurisdiction to provide public facilities, such as schools, protect open space resources, or to serve recreational needs. Open space preserves total 159,400 acres or 7 percent of the total land area in the unincorporated County.</p>
	Regulations	<p>Requires 100 to 800 square feet of usable open space per multi-family dwelling unit. <a href="#">Zoning Ordinance Summary</a></p> <p>Planned Development Area Regulations (5800) are to insure “1) the preservation of land areas within the unincorporated territory of San Diego County which possess unique characteristics and features of a geographical, geological, topographical, environmental, agricultural, scenic or historical nature; and/or 2) to permit a more creative and imaginative design for development of any area than is generally possible under conventional zoning regulations which will result in more economical and efficient use of land while providing a higher level of amenities associated with development in Village areas and greater preservation of open space in Rural areas.”</p>
	Habitat	There are Multiple Species Conservation Plans (MSCP) for <a href="#">South County</a> (approved), <a href="#">North County</a> (in development) and <a href="#">East County</a> (in development). The County also has Resource Management Plans for Parks and Preserves.
	Other	Existing sources of funding for park acquisition and development include federal, state, and local funds, donations, and through developer exactions. The Park Lands Dedication Ordinance provides funding for local park active recreation. Existing sources of funding for open space land acquisition that will ultimately build out the MSCP preserve include local, state and federal funds and donations. The Purchase of Agricultural Conservation Easement Program promotes the long term preservation of agriculture in the County of San Diego.
Percentage of county that is open space		More than 67% is either open space or held by public agencies or tribal governments. Open space preserves total 7% of the total land area in the unincorporated county.



Jurisdiction	Document	Topic
San Marcos	General Plan (2012)	<p>Conservation and Open Space Element (2012)</p> <p>“About 25 percent of the City is currently undeveloped and provides habitat for a range of vegetation communities.”</p> <p>“The City contains 2,499 acres of dedicated open space, which is approximately 12 percent of the City’s acreage”</p> <p>Policies promote access to parks and open space, provision of parkland, and ensures protection of natural resources and dedicated open space.</p>
	Regulations	<p>Multifamily Open Space Standards - Private open space for individual DUs are required: 250 SF for ground floor unit, and 50 SF for 2nd-Story unit. Common open space is also required equal to 30% of livable ground floor area of all units. Common open space can be natural or improved and shall include at least three on-site recreational amenities. (Municipal Code Table 20.215-4)</p> <p>Planned Residential Development – Used where site planning flexibility is desired. Required open space shall comprise at least forty percent (40%) of the total area of the planned development. 50% of the required open space shall be suitably improved. 50% may be improved or left in its natural state. Floodway and drainage easement areas as well as land occupied by recreational buildings and structures may be counted.</p> <p>Mixed Use Zone open space requirements vary, from 5% to 20% of development depending on unit count, lot size, etc.</p>
	Habitat	<p>The city, working with other federal, state, regional, and local agencies, has contributed to SANDAG’s North County Multiple Habitat Conservation Program, and County of San Diego’s North County Multiple Species Conservation Program in an effort to better protect these habitats and species.</p>
Percentage of city that is open space		<p>About 25% of the city is currently undeveloped and provides natural habitat areas. The city has 2,499 acres of dedicated open space, which is approximately 12% of the city’s acreage.</p>

Jurisdiction	Document	Topic
Orange County		
Irvine	General Plan (2015)	<p>Identifies Conservation/Open Space category in Land Use Element. Does not include open space metric.</p> <p>The Land Use Element Table A-2 provides land use acreage by planning area, and a citywide total acreage of 45,388. It identifies: 709 acres of agriculture open space, 11,022 acres of preservation open space, 2,959 acres of recreation open space, and 206 acres of water bodies. The Great Park (former Marine Corp Air Station El Toro) is identified separately with 4,519 acres (however, another city web page states that the Great Park spans 1,300 acres). These categories together total 19,415 acres or 42.8% of total city acreage. Without the Great Park, general plan designated open space comprises 14,896 acres of 40,869 acres, or 36.4%.</p>
	Regulations	<p>Division 8 – Conservation and Open Space Phased Dedication Districts establishes a “phased dedication program” to implement open space goals identified in the General Plan. Open space acreage requirements are listed by “implementation district.” The designation of specific preservation areas and development opportunities are reflected in the Conservation and Open Space Element and Land Use Element and identified by lettered “districts” as described in Chapter 8 of the Zoning Ordinance. Preservation areas are designated primarily for their biotic and cultural resources and open space values. The amount of open space and development potential varies within each district. Open space lands have been conveyed to the city in exchange for development rights. Open Space Management and Conservation Plans (OSMCP) are required for each implementation district. To date, approximately 5,200 acres of the 8,000+ originally envisioned in the Open Space Initiative, which focused on undeveloped lands owned by the Irvine Company, have been transferred to the City by the Irvine Company. <a href="https://library.municode.com/ca/irvine/codes/zoning/298553?nodeId=ZONING_ORDINANCE_DIV8COOPSPPHDEDI">https://library.municode.com/ca/irvine/codes/zoning/298553?nodeId=ZONING_ORDINANCE_DIV8COOPSPPHDEDI</a></p> <p>Zoning development standards for multifamily development generally include: unlimited maximum site coverage, 30% minimum site landscaping, “2.3F:5% minimum open space area”, and various setback requirements.</p>
	Habitat	The City has committed to protect and manage the Irvine Open Space Preserve consistent with the California Natural Community Conservation Planning (NCCP) Act of 1991.
Percentage of city that is open space		With the Great Park (former Marine Corp Air Station El Toro) 42.8% of total city acreage is open space. Without the Great Park, general plan designated open space comprises 36.4% of the city’s acreage.

Jurisdiction	Document	Topic
<b>Laguna Niguel</b>	General Plan (1992)	Open Space and Parks Element: Over one-third of Laguna Niguel is designated for Open Space use. Open Space is categorized into three typologies —Regional Open Space, Local Open Space (open space corridors, greenbelts, hillsides, and landscaping), and Landscaped Corridors along scenic highways.
	Regulations	Implements standards set forth in open space and parks element of general plan. Zoning regulations for Planned Residential and RM Multifamily require 25% minimum common open area (% of net site area). Required common open area shall consist of passive landscaped and active recreation areas. <a href="https://library.municode.com/ca/laguna_niguel/codes/code_of_ordinances?nodeId=TIT9PLZO_DIV1PL_ART2COZOC_O_SUBARTICLE_3REDI_S9-1-35.13LAOPAR">https://library.municode.com/ca/laguna_niguel/codes/code_of_ordinances?nodeId=TIT9PLZO_DIV1PL_ART2COZOC_O_SUBARTICLE_3REDI_S9-1-35.13LAOPAR</a>
	Habitat	The City contributes to MHCP and MSCP.
Percentage of city that is open space		Over one-third is designated for open space.
<b>Lake Forest</b>	General Plan (2020)	Land Use Element: Community Park/Open Space; Regional Park Open Space, Open Space, Lake, and Transportation Corridor with open space uses land use designations. Table LU-1 “Land Use Development Potential Summary” identifies 3,153 gross acres (or 29.4%) of the city total 10,742 acres of the above-mentioned land uses. This is not the same as park and open space holdings.  Recreation and Resources Element policies promote park and open space connectivity, preservation of existing open space, and protection of natural resources.
	Regulations	The City of Lake Forest has general zoning districts that are included in the City’s Zoning Code, and nine different Planned Communities that are separate individual planning documents. There are parks and open spaces in each community. For example, the Baker Ranch plan has open space use regulations and site development standards. Open space areas consist primarily of creek corridors, riding and hiking trails, manufactured slopes, and natural open space.
	Habitat	General Plan Action RR-5 - Require new development, as well as infrastructure projects, long-range planning projects, and other projects, to comply with the requirements of the Orange County Central-Coastal Natural Community Conservation Plan/Habitat Conservation Plan (NCCP/HCP) to ensure that potentially significant impacts to special-status species and sensitive resources are adequately addressed.
Percentage of city that is open space		29.4% of the city total acres are designated with open space and transportation corridor land use designations

Jurisdiction	Document	Topic
<b>Mission Viejo</b>	General Plan (2013)	<p>General Plan designated open space makes up 2,727.4 gross acres of the city's total 11,646 gross acres (23.4%), per the Land Use Element Table LU-3 (2021)</p> <p>Conservation/Open Space Element (2021) states that the City's recreational components consist of public and private parks, golf courses, regional trails, greenbelts, utility easements, recreational centers, Lake Mission Viejo, and O'Neill Regional Park. Also states that "Mission Viejo is different from many Orange County communities in that the privately-owned parkland in the city contributes greatly to the City's overall recreational picture. The largest privately-owned recreational assets are Lake Mission Viejo, Mission Viejo Country Club golf course, and Arroyo Trabuco Golf Club as shown in Figure COS-5. There are also numerous recreational facilities and areas owned and maintained by homeowner associations."</p> <p>Standards – Open space linkages are regional parks are identified as types of parkland without associated numerical standards.</p> <p>Open space opportunities - relate to the linkage of existing parkland to establish an open space system.</p>
	Regulations	Chpt. 91.13 Open Space Zone and Recreation Zone. FAR of 0.5. Lot Coverage: 50% Residential Planned Development Zones: 50-60% coverage; Private outdoor living space: 50-500 sq. feet
	Habitat	County of Orange Natural Community Conservation Plan and Habitat Conservation Plan
	Other	County of Orange Master Plan of Local Parks referenced
Percentage of city that is open space		General Plan designated open space makes up 23.4% of the city's total acres

# CARLSBAD TOMORROW - GROWTH MANAGEMENT CITIZENS COMMITTEE

## STAFF REPORT

### SEPT. 22, 2022

## OPEN SPACE STANDARD

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

## PURPOSE OF THIS REPORT

This report is informational only and is intended to help guide the Carlsbad Tomorrow – Growth Management Citizens Committee’s discussion on the Growth Management open space standard, as well as open space in Carlsbad more generally.

## APPLICABILITY OF THE OPEN SPACE STANDARD

Open space to meet the standard is provided concurrent with approval of development projects within the Local Facility Management Zones where the standard applies, which is Local Facilities Management Zones 11 – 15 and 17 – 25. The standard does not apply in Zones 1 – 10 and 16. A map of the facility zones is provided in **Attachment 1 – Local Facilities Management Zones Map**.

## BACKGROUND

The history of the open space standard is helpful in understanding its applicability today. Below is a summary of the standard’s history. It should be noted that the open space provided to meet the open space standard does not represent all of the open space in Carlsbad (see section titled Open Space Categories for more information).

- Report of the Citizens Committee for the Review of the Land Use Element (July 1985)  
The committee delivered its [report](#) in July 1985 and its recommendations were used as the basis for developing the growth management facility standards. On the topic of open space, the committee did not recommend a growth management standard for open space; instead:

- The committee determined that the amount of open space designated in the Land Use Element was an adequate amount (a minority of the committee thought there wasn’t enough open space). Information provided to the 1985 committee indicated that approximately 25 percent of the city’s total land area at that time was designated open space.

Note: today, 38 percent of the city’s total land area is designated as open space (**Attachment 2 – Open Space Map**).

- The committee recommended the General Plan Land Use Element define four categories of open space for: 1. preservation of natural resources; 2. managed production of resources; 3. outdoor recreation; and 4. public health and safety.

Note: today’s General Plan Open Space and Conservation Element defines four categories of open space for: 1. Preservation of natural resources; 2. Managed production of resources; 3. Outdoor recreation; and 4. Aesthetic, cultural and educational purposes.



The committee recommended:

- All four categories of open space be addressed in future master plans.
- Future development be prohibited from designated open space areas
- The city ensure public access and maintenance of accesses to lagoons and beaches
- The city encourage maximum parking accommodations to enhance use of the beach

Note: the city implemented these recommendations through various policies and regulations.

- Public Facility Standards (July 1986) and Citywide Facilities and Improvements Plan (Sept. 1986)

In July 1986, the City Council adopted the Growth Management Ordinance (Carlsbad Municipal Code Title 21, Chapter 21.90) and the public facility standards for the Growth Management Program. In September 1986 the standards were incorporated in the Citywide Facilities and Improvements Plan. The adopted open space standard was "Fifteen percent of the total land area in the zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development."

The Citywide Facilities and Improvements Plan specified that the open space standard applies in some Local Facility Management Zones (Zones 11 – 15 and 17 – 25), but not others (Zones 1 – 10 and 16) because those zones were determined to have already been developed or to have already met the standard (**Attachment 1 – Local Facilities Management Zones Map**). This methodology is consistent with traditional land use methodology which applies new standards prospectively. (See 2020/2021 Growth Management Program Monitoring Report p. 27; *Friends of H Street v. City of Sacramento* (1993) 20 Cal.App.4th 152, 169 [California's planning statutes "address future growth, and do not require local governments to bring existing neighborhoods and streets into compliance with the general plan."].)

The following are some key facts during the development of the open space standard.

- Following the 1985 committee report, as part of the development of the Growth Management Program, the city identified areas that were, at the time, "urbanized" (developed areas) "urbanizing" (some development or some level of planning completed, such as an existing master plan) and "future urbanizing" (very little to no development and no existing master plan). See **Attachment 3 – 1986 Development Status Map and Information**.
  - A comparison of the Local Facilities Management Zones map (**Attachment 1**) and the 1986 Development Status Map (**Attachment 3**) shows that the zones where the open space standard is applicable (Zones 11 – 15 and 17 – 25) align, for the most part, with the areas identified in 1986 as "future urbanizing," which is where future master plans would be required (e.g., Aviara, Bressi Ranch and Quarry Creek master plans) and is consistent with the 1985 committee recommendation for master plans to provide additional future open space.
  - The "urbanized" areas were already developed, and the "urbanizing" areas had previously approved development or master plans. Although the open space standard was not applied to the "urbanizing" areas, the existing approved master plans within these areas provided open space as required by city regulations in place at the time. Prior to the Growth Management Program and the open space standard, the city's

zoning ordinance required 15 percent of the total area of any master plan to be designated as open space. This 15 percent standard differs from the Growth Management open space standard because it applies to the total land area of a master plan and does not exclude environmentally constrained non-developable land.

Following the adoption of the Growth Management Program, the city continued efforts to prioritize the protection of open space in Carlsbad. A summary of those efforts is provided in **Attachment 4 – Summary of Carlsbad’s Open Space Preservation History**.

#### FACILITY PERFORMANCE ANALYSIS

As stated above, open space to meet the standard is provided concurrent with the approval of development projects within the Local Facility Management Zones where the standard applies.

As development projects are processed through the city’s review process, they are evaluated to verify that all regulations and standards are satisfied, including the growth management open space standard, if applicable. The decision-making body (Planning Commission or City Council) makes a finding that all requirements are met.

To date, approved development projects and dedication of open space has been found to satisfy the open space standard in Local Facility Management Zones 11-15, 17-21, and 23-25. In Local Facility Management Zone 22, the approved development to date has not yet met the open space standard; however, as future development occurs in this zone, additional open space will be required.

#### FUNDING AND OBTAINING OPEN SPACE

Open space provided to meet the Growth Management open space standard is provided concurrent with new development, and is typically private open space (e.g., recreation areas and landscape buffers) within a development that is paid for and maintained by the developer and community (HOA).

In general, cities can obtain open space through dedications or fees from developers for public facilities and can require a certain amount of land in a development be left in open space. When requiring open space on privately owned land, the city must ensure the owner is not denied a reasonable use of their land and that the owner is not denied the right to develop their property, unless the owner is willing to sell their land and is compensated.

In addition to developer dedication of open space to meet the Growth Management open space standard, there are other methods the city can use to acquire open space, including:

##### Acquisition in Fee

The city purchases property at fair market value. Fund sources could include:

- The General Fund (\$1 million spend limit without vote)
- Voter approved bond measure or special tax. An example of voter approved funding in Carlsbad is Proposition C, which was passed by the voters in 2001 and authorized the City Council to spend up to \$35 million on four projects of community interest, one of which was open space and trail linkages. See Attachment X, which includes a description of Proposition C and related open space acquisition.
- Require developers to pay into a fund that could be used for future purchase of open space.

- As discussed below, to comport with the original intent that open space can be achieved “without having to buy it,” the expenditure of open space funds would be limited by the amount received from private development projects.

### Negotiated Open Space

The city requires open space as part of approval of a development project, such as:

- Require dedication of park land or payment of a fee in-lieu of dedication. The city currently collects park fees in-lieu of dedication.
- Allow a property owner to transfer the permitted density for the whole site to a smaller portion of the site in exchange for retaining the other portion in open space. The city currently allows this.
- Require a percentage of development projects to be open space. In Local Facility Management Zones where the Growth Management open space standard is applicable, the city already requires 15 percent of development projects, excluding constrained lands, to be open space.
- Require a development project to dedicate nondevelopable areas (e.g., steep slopes, wetlands, floodways, sensitive habitat) as open space (note: this is not Growth Management open space). While the city has identified most nondevelopable areas and has dedicated them as open space, new development projects throughout the city are evaluated to determine if any land area should be retained in open space due to environmental constraints.

In 1988, the city formed a citizens committee to review the city’s open space programs; the committee’s [report](#) was completed in July 1989). As part of the committee’s work, city staff provided information on the open space standard and 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.” This remains true today.

### Examples of How the City Provides and Protects Open Space Overall

The examples below (not a complete list) show that the Growth Management open space standard is not the only method the city uses to provide and protect open space.

- General Plan – designates all dedicated open space areas as “open space” on the Land Use and Open Space Maps and includes policies that protect these areas from development.
- Habitat Management Plan – guides the design, management, monitoring, and public use of the city’s natural open space preserve system.
- Growth Management Open Space standard – in Local Facility Management Zones where the standard applies (Zones 11-15 and 17-25).
- Growth Management Parks standard – parks are also considered open space.
- Trails Master Plan – identifies where trails will be constructed; trails are open space.
- Zoning Ordinance
  - Open Space Zone applied to all areas designated by the General Plan as “open space” and specifies regulations that protect these areas from development.



- Chapter 21.210 Habitat Preservation and Management Requirements – assures compliance with the Habitat Management Plan.
- Chapter 21.38 Planned Community Zone – requires 15 percent of the total area of a master plan to be open space (primarily aligns with the areas subject to the Growth Management open space standard).
- Chapter 21.209 – Cannon Road Agricultural/Open Space Zone – supports continued agriculture and identifies authorized open space uses on agriculture areas south of Cannon Road and east of Paseo Del Norte.
- Various other development standards that require open space, recreation areas and landscaped buffers/setbacks within development projects.

### OPEN SPACE CATEGORIES

Open space is one of Carlsbad’s defining features and serves several different purposes. Open space to meet the growth management standard is just a part of all the open space in Carlsbad. Many open space areas are conserved as natural habitat. Other open space areas fulfill both habitat conservation and recreational needs or are specifically designated for recreational use.

Land within the Carlsbad covers about 39 square miles (25,021 acres), 38 percent of which is designated as open space. About 78 percent of this open space is comprised of natural open space such as native habitats, lagoons, and streams. The city’s open space network boasts three lagoons, over 67 miles of trails, and almost seven miles of coastline. **Attachment 2 – Open Space Map** is a map of all dedicated open space in Carlsbad, of which some is open space dedicated to meet the open space standard in Local Facility Management Zones 11 – 15 and 17 – 25. Open space overall has been designated throughout Carlsbad in the following four categories:

Table 1: Categories of Open Space

#	Category	Description	Percentage of Total Open Space
1	Protection of natural resources	Plant and animal habitat, nature preserves, beaches and bluffs, wetland and riparian areas, canyons and hillsides, and water features such as lagoons and streams.  Note: the <a href="#">Carlsbad Habitat Management Plan</a> (2004) is the city’s primary guide on the natural habitat areas of the city that should be protected and dedicated as open space.	78%
2	Managed production of resources	Agriculture areas north and south of Cannon Road, aquaculture (Hubbs SeaWorld Research Institute), water management (Maerle Reservoir), and could include commercial fisheries, and mineral resources.	3.5%
3	Outdoor recreation	Public parks and recreation areas, school playfields, golf courses, and private recreation areas in development projects.	12.5%
4	Aesthetic, cultural and educational purposes	In Carlsbad this type of open space primarily consists of land use buffers and ornamental landscaping around and within development projects; other examples could include greenbelts providing separation from surrounding communities, arboreta, and botanical gardens.	6%

## QUESTIONS ABOUT THE OPEN SPACE STANDARD

There have been a number of questions about the existing standards and history of them. This section summarizes the some of those questions and the information available.

### Applicability of the standard

Questions have been raised on why the open space standard does not apply to Local Facilities Management Zones 1 – 10 and 16. That was a determination made by the City Council when they adopted the Citywide Facilities and Improvements Plan and the open space standard in 1986.

Furthermore, the 1985 committee determined that open space was adequate and that future master plans should provide more open space, which would occur in the areas identified as “future urbanizing areas” (**Attachment 3 – 1986 Development Status Map and Information**). Zones 1 – 10 and 16 were in areas where no new master plans were anticipated (“urbanized” areas) or in areas where there was approved development or master plans (“urbanizing” areas). The approved master plans within the “urbanizing” areas did provide open space to meet the standard applicable to them (Zoning Ordinance requirement for master plans to provide 15 percent of the master plan area as open space).

### Is there a 40 percent open space requirement?

There have also been some misconceptions that there is a standard that requires 40 percent open space. There is no requirement or standard that requires 40 percent open space per individual projects or on a citywide basis.

As explained in the 2015 General Plan Environmental Impact Report Master Response MR1-2, neither Proposition E nor the Citywide Facilities and Improvements Plan (CFIP) performance standards required 40 percent open space. Proposition E states “emphasis shall be given to ensuring good traffic circulation, schools, parks, libraries, open space, and recreational amenities.” The CFIP open space standard states “Fifteen percent of the total land area in the zone, exclusive of environmentally constrained non-developable land...concurrent with development.” The CFIP also states that LMFZ Zones 1-10 and 16 “are already developed or meet or exceed the requirement” and are not required to comply with the open space standard. Generic references to 40 percent open space, are a shorthand estimate derived by adding the 25 percent estimated constrained lands to the 15 percent CFIP open space standard. However, this shorthand estimate does not take into account that the CFIP exemption; i.e. 15 percent open space standard applied to only 14 of the 25 Local Facility Management Zones, rather than the entire city.

A July 8, 1986, City Council staff report on the facility standards states: “compliance with this [open space] standard should result in approximately 35 to 40% of the total land area in the city being open space when the city is fully built out.” A couple years later, a June 27, 1988, staff report to an open space committee, stated that “staff has estimated that approximately 10,000 acres or 38.5% of the total land area in the city is projected to be set aside for open space uses.

The reference to 40 percent open space was an estimate, not a standard or goal. Today, 38 percent of Carlsbad is dedicated as open space; it seems the estimate was fairly accurate.

#### Open Space in Local Facilities Management Zone 9

As noted previously, the open space standard does not apply to Local Facilities Management Zone 9 (**Attachment 1 – Local Facilities Management Zones Map**), which includes part of the Ponto area and the majority of the zone is subject to the Poinsettia Shores Master Plan. This is an area where the city has received community comments stating that the zone does not meet the open space standard and more open space is needed. In 1986 the City Council determined that the open space needs for Zone 9 had been met and therefore the open space standard does not apply to Zone 9.

Zone 9 was an “urbanizing” area when the Growth Management Program was being developed. A master plan was approved for the area (Batiquitos Lagoon Educational Park Master Plan). The master plan met the open space standard required at the time (Zoning Ordinance), which is 15 percent of the total area of the master plan.

The following is a summary of actions related to Zone 9 that relate to the open space planned in that area:

- Oct. 1, 1985 – Batiquitos Lagoon Educational Park Master Plan approved by City Council and, as required by the zoning ordinance at the time, was required to provide a minimum 15 percent of the total master plan area as open space.
- May 6, 1986 – City Council staff report on development of the Growth Management Program:
  - City council directed staff, working in conjunction with the developer of Zone 9, to finalize a pilot local facility management program to serve as a format model for programs for the other zones. The Batiquitos Lagoon Educational Park Master Plan for Zone 9 had been approved the year before and it was a recent development plan to use as a model.
- June 24, 1986 – Growth Management Ordinance approved (Zoning Ordinance Chapter 21.90):
  - Section 21.90.030(g) allowed development of phase I of the Batiquitos Lagoon Educational Park Master Plan to proceed prior to approval of a Local Facility Management Plan for Zone 9, subject to certain conditions including that the developer agree to participate in the restoration of a significant lagoon and wetland resource area and make any dedications of property necessary to accomplish the restoration. The master plan developer did make the open space land dedications that were needed for the restoration of Batiquitos Lagoon.
- Sept. 16, 1986 – City Council approves the Citywide Facilities and Improvements Plan, including the open space standard with the clarification that the standard is not applicable in Zones 1-10 and 16.
- July 11, 1989 – City Council approves the Local Facilities Management Plan for Zone 9. Other than noting the existing open space within the zone, open space was not further analyzed in the plan, as the open space standard does not apply to Zone 9.
- Jan. 18, 1994 – City Council adopts an ordinance approving Poinsettia Shores Master Plan, which replaced the Batiquitos Lagoon Educational Park Master Plan. The related Planning Commission staff report (Oct. 20, 1993) evaluates open space in the master plan as follows:

“The Poinsettia Shores Master Plan will not adjust or modify any existing General Plan designated open space areas or boundaries. Of the project's 162.8 total acres, approximately 34.8 acres are natural lagoon/wetland habitat which have Open Space General Plan designations (planning areas "I", "K", and "L") and have already been dedicated in fee title to the State of California, State Lands

Commissions in accordance with previous BLEP [Batiquitos Lagoon Educational Park] approvals. The master plan has additional open space totaling approximately 11 acres comprised of a community recreation center (planning area "M") and open space areas consisting of blufftop and roadway setbacks. The total master plan open space (approximately 46 acres) represents 28% of the entire master plan area. This exceeds the [Zoning Ordinance] requirement of at least 15% of the master plan area (24.4 acres) to be set aside as open space. As outlined in the Citywide Facilities Improvement Plan and the Zone 9 LFMP, this master plan has complied with all open space requirements. The project is also consistent with the Open Space and Conservation Resource Management Plan and incorporates master plan trails and links with the Citywide Trails System as required. The master plan's frontage on the east side of Carlsbad Boulevard (planning areas "G" and "H") is the location for linkage with the Citywide Trails System. These planning areas will be required to provide for the trail link within the required 40-foot structural setback from Carlsbad Boulevard. ... On August 26, 1993, the master plan's open space program was reviewed by the City's Open Space Advisory Committee and unanimously supported..."

While the open space standard is not applicable to Zone 9, open space has been provided for the area, including private recreation areas, trail linkages and a significant natural open space dedication that helped in the restoration of Batiquitos Lagoon, which is a significant natural resource to the community.

## Options for Future Open Space

As described in this report, the Growth Management open space standard is only a part of the open space system in Carlsbad. The applicability of the standard was focused on "undeveloped" areas (in 1986) where large development projects and master planned communities would be built. Most of these previously "undeveloped" areas are now developed or have approved development plans. The existing open space standard has limited applicability in the future.

As the city matures, the city must consider how to continue to protect and provide open space when facing the challenges in securing vacant land available for open space; including the limitations set by new state housing laws that limit the city's ability to reduce residential densities or change residential land to a different use.

Because of the challenges in securing vacant available land for more open space than is currently planned, options for a different open space standard are limited and involve additional cost to the city. As stated above under "funding and obtaining open space," during the city's evaluation of its open space programs in 1988, city staff provided a report that concluded "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."

As a result of Proposition C (see **Attachment 4 – Summary of Carlsbad's Open Space Preservation History**), the city does have an acquisition program in place. However, the city has faced challenges in acquiring lands for open space, as recommended by the Proposition C open space committee. The city actively looks for properties that could be purchased with this funding; however, a primary challenge is finding a landowner willing to sell their property at a fair market value, which is a requirement for the city.



## Attachments

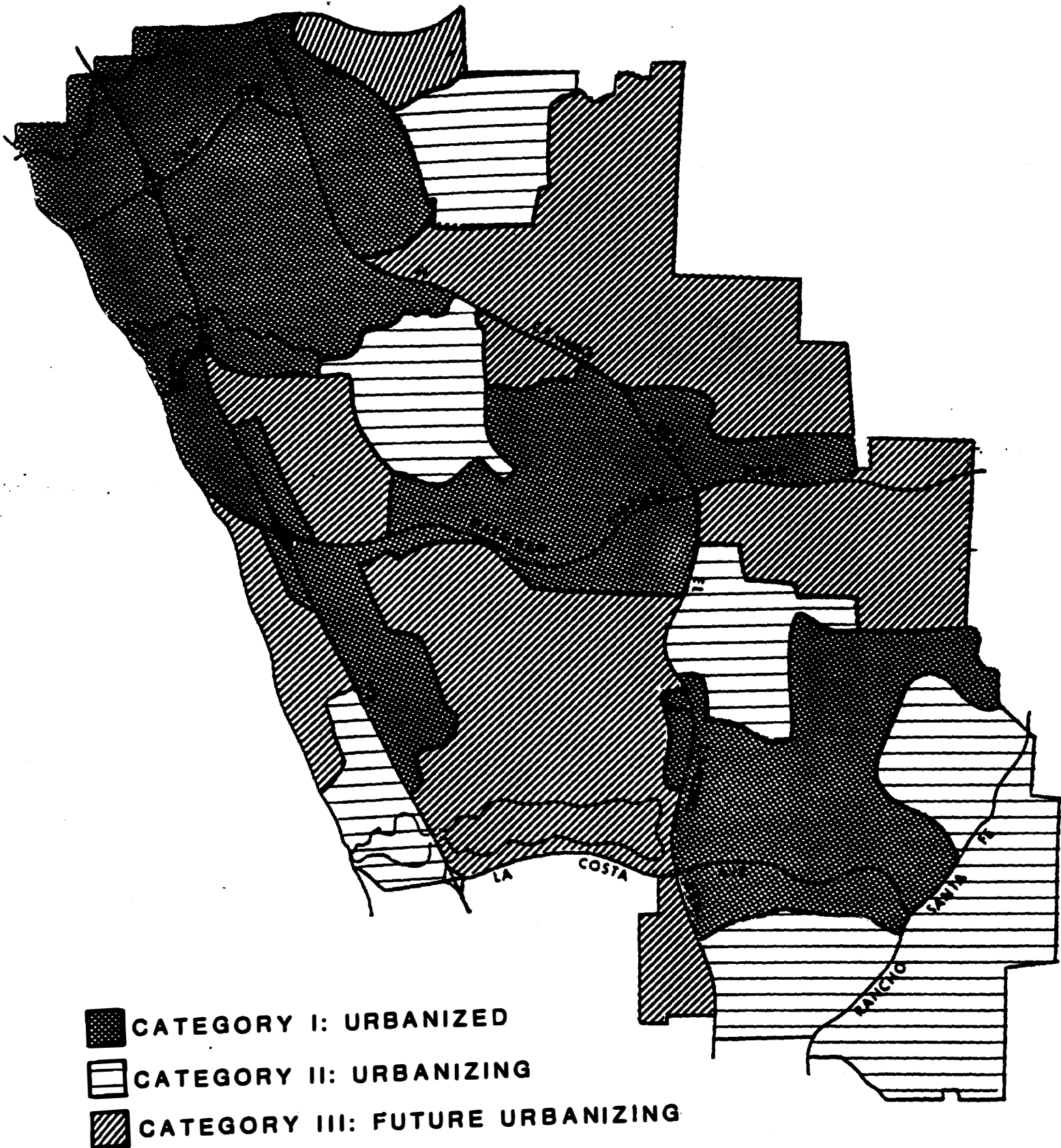
**Attachment 1 – Local Facilities Management Zones Map [PREVIOUSLY DISTRIBUTED]**

**Attachment 2 – Open Space Map [PREVIOUSLY DISTRIBUTED]**

**Attachment 3 – 1986 Development Status Map and Information**

**Attachment 4 – Summary of Carlsbad’s Open Space Preservation History**

# Developmental Status Map



## DEVELOPMENTAL STATUS CATEGORIES

City divided into three categories based upon their overall developmental status, level of urbanization and existing level of adequacy of public facilities and services. The three categories and the criteria used as a guide for each one is as follows:

### I. Urbanized

1. Older developed areas of City.
2. Primarily developed or immediately contiguous or surrounded by developed areas.
3. Additional development considered infill.
4. Public facilities basically adequate for level of anticipated, additional development.
5. Infill requirements in terms of completing public facilities or infrastructure.

### II. Urbanizing

1. Some development in area.
2. Newer developing area of City.
3. Some level of planning already completed (i.e, existing master plan).
4. Adjacent to or considered a logical extension of a Category I (Urbanized) area.

### III. Future Urbanizing

1. Very little or no development.
2. Isolated from existing services and facilities.
3. Isolated from existing development (i.e, not immediately adjacent to or surrounded by a Category I or II area (Urbanized or Urbanizing)).
4. No existing master plan or existing master plan outdated.

The significance of the categories is as follows:

- A) Required degree of detail and level of the sophistication for preparation of a Developmental and Community Facilities Management Program (see Attachment 5). Additional detail and planning will be required in order to prepare a management program for the category in which an area or property is located.

	Specific Public Facility/Service Requirements (WHAT)	Phasing - Timing of Public Facility /Service Requirement (WHEN)	Funding Source/ Mechanism For Requirement (HOW)
Category II			X
Category II		X	X
Category III	X	X	X

X - Detailed Planning Needed

- B) City staff to prepare proposed management program for Category I (Urbanized) areas. Priority for preparing and reviewing management programs for other categories is proposed to be as follows:

1st Priority - Category II (Urbanizing)  
2nd Priority - Category III (Future Urbanizing)

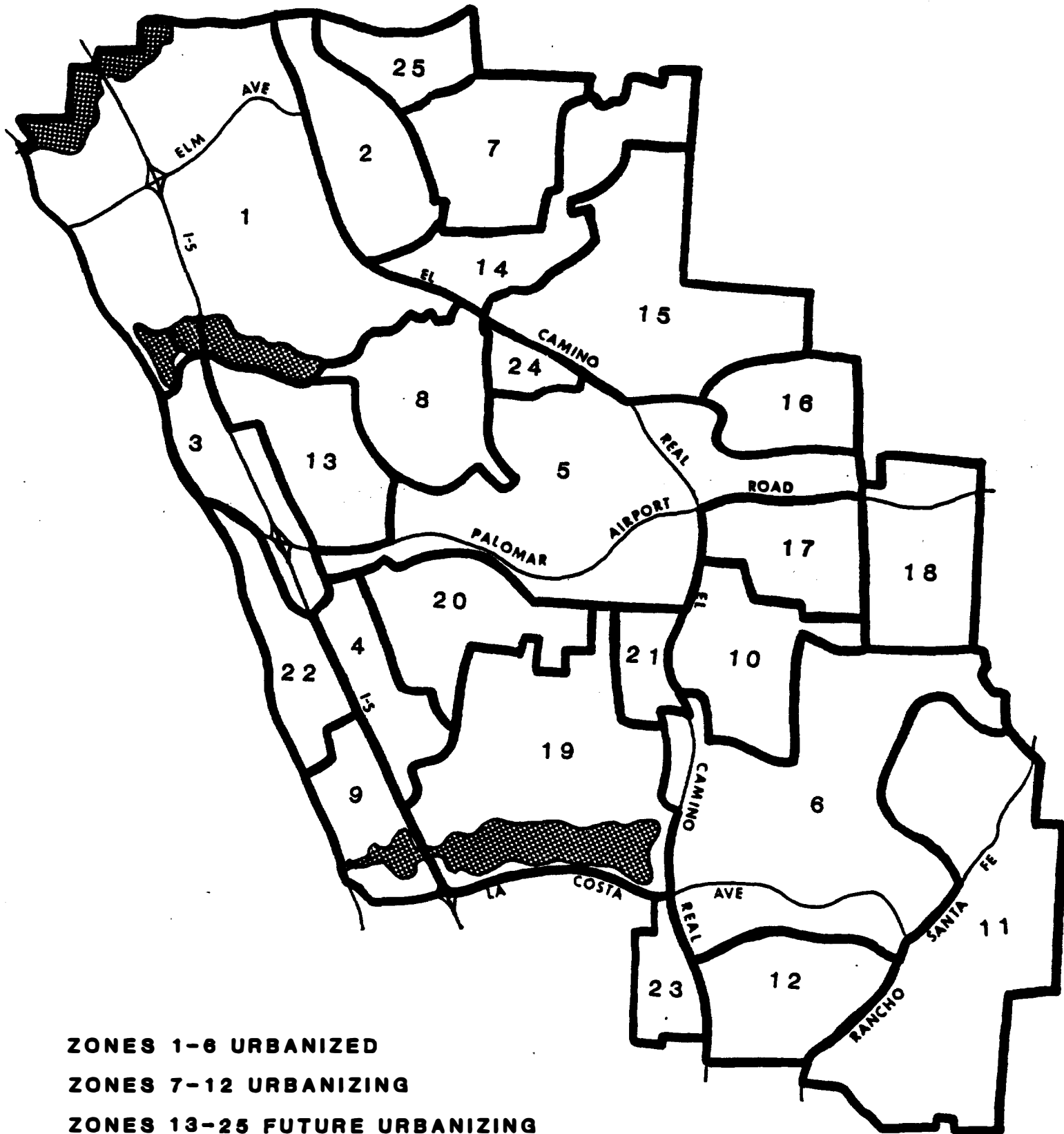
- C) Priority for determining City involvement and level of participation in providing facilities or correcting inadequacies (i.e, capital facilities programming, assessment district formation, bond financing) is proposed to be as follows:

1st Priority - Category I (Urbanized)  
2nd Priority - Category II (Urbanizing)  
3rd Priority - Category III (Future Urbanizing)

(B) and (C) above will tend to favor and encourage infill development.



# Developmental and Community Facilities Management Zones



**DEVELOPMENTAL AND COMMUNITY FACILITIES  
MANAGEMENT ZONE BOUNDARIES**

For developmental and community facilities management and planning purposes the City was divided into 25 zones. These would be similar but on a smaller scale to what some cities call community planning areas. The criteria that was used as a guide for determining the boundaries of the zones was as follows:

1. Boundaries of existing master plans
2. Boundaries of pending master plans
3. Boundaries of potential future master plan areas
4. Availability of public facilities and services
5. Public facility relationships especially the City's planned major circulation network
6. Special district boundaries where appropriate
7. Location with respect to the three developmental status categories (urbanized, urbanizing and future urbanizing)

# Summary of Carlsbad's Open Space History

Carlsbad has a long history of prioritizing the protection of open space and natural resources and providing open spaces for community recreation. A summary and links (if available) of some of the major efforts related to open space in Carlsbad include:

- [Citizens Committee for the Review of the Land Use Element](#) (1985) made recommendations on policies related to future growth, including open space.
- [Citywide Facilities and Improvements Program](#) (1986), a part of the [Growth Management Program](#) (1986), sets standards for 11 public facilities, including parks and other open space.
- [Citizens Committee for Open Space](#) (1988-1989) reviewed the city's open space plans and programs and made recommendations on open space protection.
- [Open Space and Conservation Resource Management Plan](#) (1992) called for development of a comprehensive open space system.
- General Plan Open Space and Conservation Element (1994) included policies to guide protection and creation of open space areas, including policies that aligned with the recommendations of the Citizens Committee for Open Space.
- Open Space Advisory Committee (1990-1995) reviewed and made recommendations on the open space of master plans and other major development proposals.
- [Proposition C](#) (2002) authorized the City Council to spend more than \$1 million to acquire open space and build trails. As of 2022, the city has spent \$4.2 million on open space and trails projects, including South Shore Agua Hedionda Lagoon Trail Improvements, Arroyo Vista Trail Extension, Lake Calavera Trails, 6125 Paseo del Norte open space purchase and Aura Circle open space purchase. \$1.8 million remains budgeted for future open space purchases.
- [Trails Program Report](#) (2001) and Trails Implementation Plan (2002) outlined a future vision for a citywide trails plan and identified private trails to be made public and new public trails to be built.
- [Community Forest Management Plan](#) (2002/2019) describes how the city will care for its trees (on city owned properties), provides a list of the tree species the city can plant in areas adjacent to public streets, and sets a goal of increasing the overall number of trees on city owned or controlled properties.
- [Habitat Management Plan](#) (2004) guides the preservation and protection of sensitive biological resources within the city while allowing for continued economic development. The plan guides the design, management, monitoring, and public use of the city's natural open space preserve system. Carlsbad is the only North County city with an approved Habitat Management Plan, which is a 50-year comprehensive biological approach to preserving natural land for plant and animal species.
- [Open Space Management Plan](#) (2005) establishes procedures, standards, guidelines and conditions for long-term conservation and management of sensitive species and habitat.
- [Proposition C Open Space and Trails Ad Hoc Committee](#) (2005 – 2007); established a prioritized list of potential property acquisitions for open space protection and trail linkages. The committee's recommendations aided the City Council in the use of Proposition C funds (see "Proposition C", above).

- [General Plan Open Space and Conservation Element](#) (2015) provides policies that address the communities open space needs for habitat and resource conservation, and parks and recreation.
- [Parks and Recreation Department Master Plan](#) (2015, update in process) identifies needs and priorities for park and recreation facilities; provides a guide to achieve a balance of programming, facilities and amenities.
- [Trails Master Plan](#) (2019) is a blueprint for how city trails will be developed and managed in the future.
- [Carlsbad Preserve Management Plan](#) (2021) provides management, monitoring, and reporting guidelines for the conservation goals for certain properties owned and managed by the City of Carlsbad.



## Quality of Life Statement Table

Quality of Life Topic	Other related programs and agencies that address this topic in Carlsbad	Committee Conversation and Draft Language
<b>Homelessness</b>	<a href="#">City of Carlsbad Housing &amp; Homeless Services Department</a> <a href="#">Homeless Response Plan Work Plan</a>	Homelessness is an important issue to the quality of life for the residents of Carlsbad and should remain a priority for the City Council in the Strategic Plan and Operating Budget.
<b>Seniors/aging community</b>	<a href="#">City of Carlsbad Age-Friendly Action Plan</a> <a href="#">City of Carlsbad Parks &amp; Recreation Department senior programs and senior center</a> <a href="#">City of Carlsbad Senior Commission</a> <a href="#">County Aging &amp; Independence Services</a>	The Senior community and aging population is an important issue to the quality of life for the residents of Carlsbad and should remain a priority for the City Council in the Strategic Plan and Operating Budget.
<b>Arts and culture</b>	<a href="#">City of Carlsbad Arts &amp; Culture Master Plan</a> <a href="#">City of Carlsbad Library &amp; Cultural Arts programs and services</a>	<p>On Jan. 26, 2023, the Committee discussed the topic of arts and culture and received a presentation by Suzanne Smithson on the programs within the Library &amp; Cultural Arts Department regarding Arts and Culture.</p> <p>The Committee did not take action to add an arts and culture standard to the Growth Management Plan, but by consensus agreed to include a statement in this document that arts and culture is an important issue to the quality of life for the residents of Carlsbad and should remain a priority for the City Council in the Strategic Plan and Operating Budget.</p>

## Quality of Life Statement Table

Quality of Life Topic	Other related programs and agencies that address this topic in Carlsbad	Committee Conversation and Draft Language
<b>Update Proposition H</b>	<a href="#">Carlsbad Municipal Code Chapter 1.24</a>	<p>During committee deliberation it was discussed that Proposition H, as implemented by Carlsbad Municipal Code Section 1.24.030, has not been updated since it was passed by voters in the 1980s and it may be time to consider increasing the expenditure limit due to increased project costs.</p> <p>Additionally, at the Jan. 26, 2023 meeting, the committee recommended making an additional financial carve out for a future fire station seven construction from the requirement of Proposition H.</p>
<b>Transportation and Mobility</b>	<a href="#">Sustainable Mobility Plan</a>	<p>The Committee has made a recommendation for the Growth Management Circulation [Transportation and Mobility] Standard (provided in a separate report).</p> <p>Additionally, on Jan. 26, 2023, the committee by consensus recommended that a statement be added to this quality-of-life document to recommend that the city:</p> <ul style="list-style-type: none"> <li>• Utilize the Sustainable Mobility Plan (SMP) and Multimodal Transportation Impact Fee (MTIF) to implement future multimodal transportation projects that provide the greatest benefit to the community; <ul style="list-style-type: none"> <li>○ Review of current facilities,</li> <li>○ Relationship between existing traffic operations, changing commute patterns, regional traffic volume growth, traffic safety and new disruptive trends in mobility technologies, and</li> <li>○ Development of standards and a fee structure for private development to provide a fair share to partially fund the buildout of the city's multimodal transportation network.</li> </ul> </li> <li>• Require new development to conduct intersection Level of Service (LOS) and Multimodal Level-of-Service (MMLOS) analysis to determine direct project impacts in accordance with the city's Local Mobility Analysis Guidelines</li> </ul>



## DRAINAGE STANDARD

### Existing standard (confirmed)

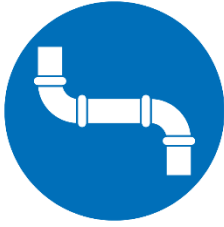
- ▶ Drainage infrastructure must be provided as required by the city concurrent with development.

### Rationale

- ▶ Adequate drainage infrastructure will continue to contribute to Carlsbad's quality of life as the city manages growth by improving public safety, safeguarding the environment and protecting property from flooding.
- ▶ Unlike some other performance standards, drainage infrastructure needs are specific to individual projects.
- ▶ City subject matter experts have assured the committee that this standard could be applied effectively to the types of residential development expected in the future.

### Status

Based on the 2020-2021 Growth Management Monitoring Report, the growth management drainage standard has been met consistently.



## WASTEWATER COLLECTION SYSTEM STANDARD

### Existing standard (confirmed)

- ▶ Trunk line capacity to meet demand, as determined by the appropriate wastewater districts, must be provided concurrent with development.

### Rationale

- ▶ Evaluating, maintaining and increasing the city's wastewater collection and conveyance system as development occurs is essential to preserving public health, the environment and quality of life.
- ▶ The City of Carlsbad, Leucadia Wastewater District and Vallecitos Water District provide this service within the city's boundaries.
- ▶ The city develops and assesses wastewater system capacity every five years through a master planning process that considers General Plan land use designations, development density and population projections. The latest master plan was completed in 2019.
- ▶ Unlike some other performance standards, wastewater collection system needs are specific to individual projects.
- ▶ The city requires studies during discretionary project review for sewer system sizing to determine what infrastructure, if any, must be built concurrently with the project.

### Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all three agencies provided wastewater collection service have adequate conveyance capacity in place to meet Carlsbad's wastewater collection demands.





# WATER DISTRIBUTION SYSTEM STANDARD

## Existing standard

- ▶ Line capacity to meet demand as determined by the appropriate water district must be provided concurrent with development. A minimum of 10-day average storage capacity must be provided prior to any development.

## Proposed new standard

- ▶ Concurrent with development, coordinate with the appropriate water district to ensure water pipelines have capacity to meet increased demand.

## Rationale

- ▶ Reliable delivery of safe drinking water is essential for public health, quality of life and the city's economy as the city manages future growth.
- ▶ Carlsbad Municipal Water District, which is a subsidiary district of the City of Carlsbad, Olivenhain Municipal Water District (southern Carlsbad) and Vallecitos Water District (parts of eastern Carlsbad) distribute water within the city's boundaries.
- ▶ These water districts prepare water master plans to forecast future infrastructure needs, among other things.
- ▶ When a residential development project is proposed, city staff consult the appropriate water master plan to check pipeline sizes and facility capacities. If needed, developers will be required to build projects identified in the master plan concurrently with the project.
- ▶ The committee recommends removing the storage requirement because the standard is not intended to address water supply, just infrastructure. Additionally, the city has developed adequate storage capacity since the original standard was developed.

## Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all three water districts serving Carlsbad have plans in place to ensure water distribution capacity will keep pace with development.



## LIBRARY FACILITIES STANDARD

### Existing standard (confirmed)

- ▶ 800 sq. ft. of library facilities per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.

### Rationale

- ▶ The City of Carlsbad's library system is well-utilized by the community and will continue to contribute greatly to quality of life as the city manages future growth.
- ▶ Technological advances have not minimized the need for physical library space. Instead, modern libraries are focused on more flexible spaces that can adapt readily to changing community priorities and needs.
- ▶ The library industry has moved away from formulaic calculations per capita to determine space needs, but as not replaced it with a new standard. As such, the committee recommends that the library standard remain as was written in the original Growth Management Program.

### Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, Carlsbad libraries have the resources needed to provide an excellent level of service.
- ▶ Based on the June 30, 2021 population estimate of 116,025, the growth management standard requires 92,820 sq. ft. of public library space. The city's current 99,993 sq. ft. of library facilities adequately meets the growth management standard.

Facility	Square Feet
Dove Library	64,000
Cole Library	24,600
Learning Center	11,393
<b>Total</b>	<b>99,993</b>



## MOBILITY STANDARD

### Existing standard (confirmed)

- ▶ Implement a comprehensive livable streets network that serves all users of the system – vehicles, pedestrians, bicycles and public transit. Maintain Level of Service D or better for all prioritized modes of travel, as identified in the General Plan Mobility Element, excluding Level of Service exempt intersections and streets approved by the City Council.

### Rationale

- ▶ The ability to move safely and conveniently throughout the city will remain critical to quality of life and the local economy as the city manages future growth.
- ▶ The committee believes vehicle traffic congestion needs to be addressed, and streets should better accommodate all modes of travel.
- ▶ The 2015 General Plan update calls for a multimodal Complete Streets network throughout the city, which will accommodate all modes of travel (auto, transit, bicycle, and pedestrian). These modes will be prioritized differently, depending on the size and purpose of each street.
- ▶ The city is currently developing a multimodal impact fee to fund the transformation of city streets to meet current and future demands. Once complete, the proposed standard could be reviewed to ensure alignment with the new impact fee program.

### Other considerations

- ▶ Some committee members preferred a staff recommendation to change the standard to one that relied upon the Sustainable Mobility Plan and a new multi-modal transportation impact fee to address citywide improvements. The majority of the committee voted to recommend the current standard be kept in place.

### Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all the deficient roadway facilities identified in the report were previously determined by City Council to be deficient and exempt per General Plan Mobility Policy 3-P.10. The Multimodal Level of Service analysis continues to be developed with the Traffic & Mobility Commission. The initial Multimodal Level of Service will be presented to the Traffic & Mobility Commission in the spring of 2023.



## PARKS STANDARD

### Existing standard (confirmed)\*

- ▶ 3.0 acres of community park or special use area per 1,000 population within the park district must be scheduled for construction within a five-year period beginning at the time the need is first identified.

### Additional recommendation

- ▶ \*The committee is requesting that the City Council direct staff to evaluate the feasibility of creating and implementing a standard based upon a specific distance between public parks and housing.

### Rationale

- ▶ Access to parks contributes to public health, social connectivity and overall quality of life while managing growth.
- ▶ The city's parks standard has evolved from the early 1980s, but has always been based on a ratio of park land to population, with a five-year timeframe to meet the standard. The five-year period allows demand to accumulate to the point that construction of a new park would be warranted.
- ▶ As the committee evaluated the current parks standard, they reviewed how Carlsbad compares with neighboring cities, discussed alternative ways to inventory park land in the city, and questioned whether counting acreage by quadrant is the most effective way to achieve park goals.

### Status

- ▶ The city is currently exceeding the parks performance standard and is projected to exceed the standard at complete buildout as reflected in the chart below.

Quadrant	Park acreage inventory existing	Current park acreage required by standard	Park acreage required by standard at city buildout
NW	131.7	94.1	117.4
NE	68.7	54.6	68.2
SW	93.6	79.0	86.5
SE	138.3	120.4	127.6
<b>Total</b>	<b>432.4</b>	<b>348.1</b>	<b>399.7</b>