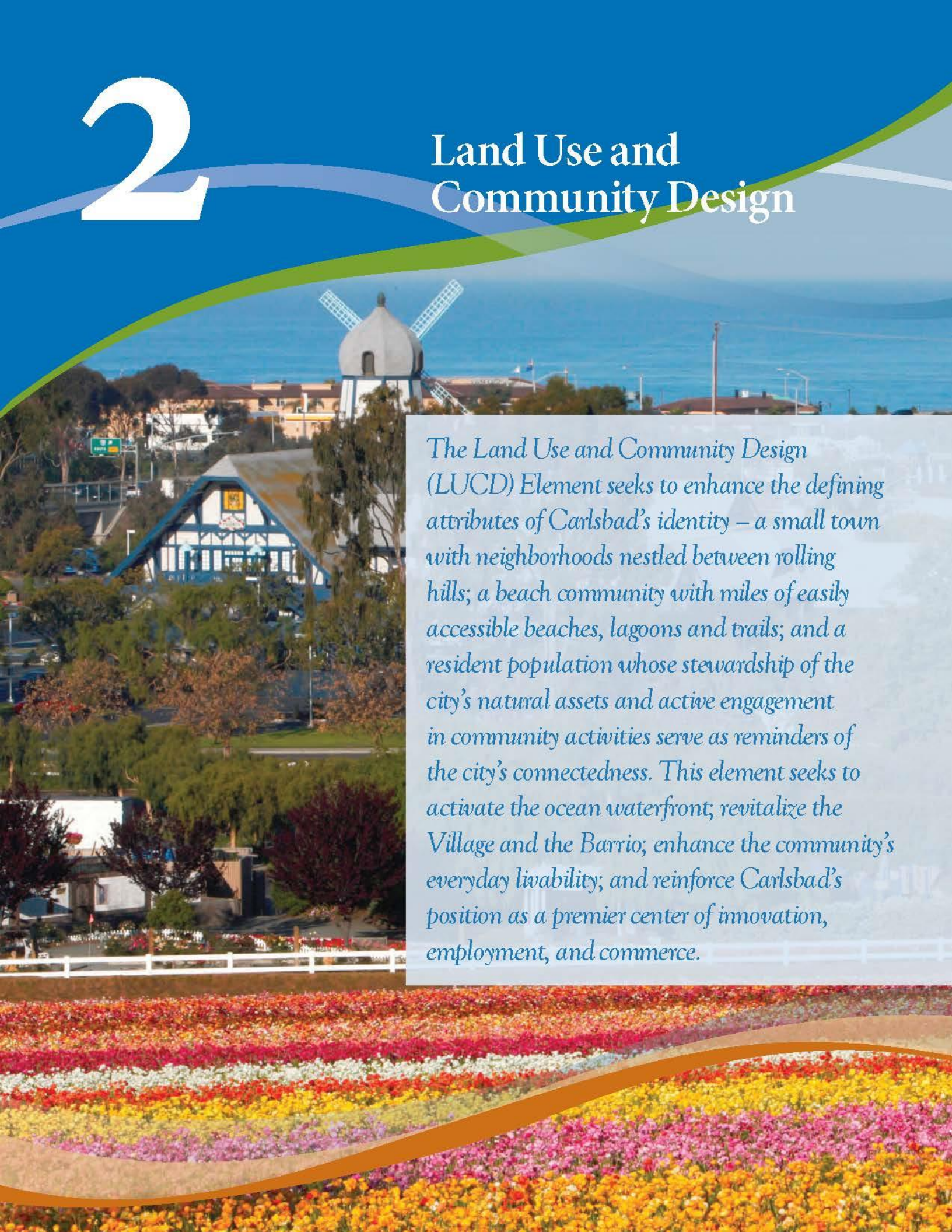


2

Land Use and Community Design



The Land Use and Community Design (LUCD) Element seeks to enhance the defining attributes of Carlsbad's identity – a small town with neighborhoods nestled between rolling hills; a beach community with miles of easily accessible beaches, lagoons and trails; and a resident population whose stewardship of the city's natural assets and active engagement in community activities serve as reminders of the city's connectedness. This element seeks to activate the ocean waterfront; revitalize the Village and the Barrio; enhance the community's everyday livability; and reinforce Carlsbad's position as a premier center of innovation, employment, and commerce.

This element provides a short context for Carlsbad's existing land use pattern and community design character, and highlights strategies and polices for optimal development patterns. Topics addressed include:

- *Overall city image, form, and structure (small town "feel")*
- *Land use vision*
- *Community connectedness; walkability and accessibility*
- *Beach access and activity*
- *Land use designations; density/intensity standards*
- *Likely buildout and jobs/housing balance*
- *Growth management and capacity*
- *Land use and community design policies*

2.1 Introduction

Background and Purpose

The LUCD Element directs the location, form, and character of future development, shaping where people will live, work, play, and shop in Carlsbad. It presents the desirable pattern for the ultimate development of the city for the General Plan horizon (year 2035), and seeks to ensure that land use planning reflects the community's evolution and changing demographics, conserves the natural environment, and promotes synergies between land uses to promote walking, biking, and sustainable lifestyles. The LUCD Element also includes policies for growth management, ensuring that growth is distributed across the community consistent with infrastructure capacity, and that infrastructure and public facilities keep pace with population growth.

The LUCD Element consists of narrative, goals and policies, as well as a Land Use Map and other figures and maps. It also includes land use designations that describe the uses shown on the Land Use Map. Text and maps should be considered collectively as project approvals or future amendments are made.

Relationship to State Law

State law (Government Code Section 65302(a)) requires general plans to include a Land Use Element. In accordance with state law, the LUCD Element designates the general distribution, location and extent of land for housing, business, industry, open space (including agriculture, natural resources, recreation, and enjoyment of scenic beauty), education, public facilities, and other categories of public and private uses of land. It also includes standards of population density and building intensity for the various areas covered by the General Plan.

Community Design is not a required element under state law. Community design policies in this element address topics such as the form, character, and quality of development, to advance the community's desire to enhance Carlsbad's setting and quality of life.

Relationship to Community Vision

While the LUCD Element responds to almost all of the core values of the Carlsbad Community Vision, most closely it furthers:

Core Value 1: Small Town Feel, Beach Community Character and Connectedness. Enhance Carlsbad's defining attributes—its small-town feel and beach community character. Build on the city's culture of civic engagement, volunteerism and philanthropy.

Relationship to Other General Plan Elements

The LUCD Element has the broadest scope of all the elements and plays the central role of correlating all land use issues into a set of coherent development policies. Other elements of the General Plan contain goals and policies related to land use, and therefore, must be referred to for a complete understanding of the purposes, intentions and development requirements embodied in the Land Use Element. The street system and design, and transportation improvements in the Mobility Element are closely tied to fulfill transportation needs resultant from the land use pattern, while the Noise Element reflects noise generated from resultant traffic. The Open Space, Conservation and Recreation Element outlines policies to achieve the overall open space system depicted on the Land Use Map and establishes policies and standards for recreation facilities to serve the population resulting from residential, employment and visitor serving land uses. Sites identified in the Housing Element reflect residential designations on the Land Use Map.

Relationship to Development Code

Carlsbad's codes governing development include the Zoning Ordinance, Environment Ordinance, Subdivisions Ordinance, Grading and Drainage Ordinances, California Building Code, and Fire Prevention Code. These codes regulate development as described below. In addition to these codes, there are other regulations that govern development in the city, including the Local Coastal Program, Habitat Management Plan and McClellan-Palomar Airport Land Use Compatibility Plan, which are discussed in Section 2.5.

1. **Zoning Ordinance (Carlsbad Municipal Code, Title 21).** This ordinance implements the General Plan by regulating the distribution and intensity of land uses in such categories as residential, commercial, and industrial. Regulations establish standards for minimum lot size; building height and setback limits; fence heights; parking; and other development parameters within each land use. In the event of an inconsistency between the Zoning Ordinance and the General Plan, the General Plan shall prevail.
2. **Environment Ordinance (Carlsbad Municipal Code, Title 19).** This ordinance provides for enhancement and protection of the environment within the city by establishing principles, criteria, and procedures for evaluating the environmental impacts of development, consistent with the General Plan, and ensures compliance with the California Environmental Quality Act (CEQA).
3. **Subdivisions Ordinance (Carlsbad Municipal Code, Title 20).** This ordinance implements Title 7, Division 2 of the California Government Code (Subdivision Map Act), and sets procedures to regulate the division of land. Both the General Plan and the Carlsbad Subdivision Ordinance govern the design of the subdivision, the size of its lots, and

the types of improvements that will be required as conditions of approval.

4. **Grading and Drainage Ordinances (Carlsbad Municipal Code, Title 15).** The purposes of the grading ordinance are to: establish minimum requirements for grading, including clearing and grubbing of vegetation, in a manner intended to protect life and property and promote the general welfare; enhance and improve the physical environment of the community; and preserve, subject to economic feasibility, the natural scenic character of the city. The purposes of the drainage ordinance are to: ensure the timely completion of planned local storm drainage, flood control and water pollution control improvements; and protect and enhance the water quality of the city's receiving waters and wetlands in a manner pursuant to and consistent with the Clean Water Act and municipal permit.
5. **California Building Code (Carlsbad Municipal Code, Title 18).** The purpose of this code is to provide standards to safeguard health, property and public welfare by regulating the design, construction, occupancy, and location of buildings within the city. This code is developed by the California Building Standards Commission based on the latest edition of the model codes promulgated by the International Code Council. The State of California also publishes a California Plumbing, Electrical, Mechanical and Energy Code. These California codes for construction are adopted by local jurisdictions throughout California. All residential, industrial and commercial development in the City of Carlsbad must conform to the provisions of these codes.
6. **Fire Prevention Code (Carlsbad Municipal Code Title 17).** The purpose of this code is to establish the minimum requirements consistent with nationally recognized good practices to safeguard the public health, safety and general welfare from the hazards of fire, explosion or dangerous conditions in new and existing buildings, structures and premises, and to provide safety and assistance to fire fighters and emergency responders during emergency operations. This code incorporates by reference the California Fire Code, which is developed and updated every three years by the California Building Standards Commission. The city's Fire Prevention Code also incorporates a number of local amendments necessary to respond to local climatic, geographical, or topographic conditions.

2.2 Context: Existing Land Use Pattern

The geographically dominant land use in Carlsbad is single-family residential, with neighborhoods distributed throughout the city. Table 2-1 describes the extent of land uses that exist (on the ground), based on the geographic information systems (GIS) database compiled for the General Plan. Residential uses account for 29 percent of the city's land area, with the largest share attributable to single-family detached homes (21 percent of the city's land area). As of Jan. 1, 2023, there are 47,613 residential units in the city (Table 2-2).

Non-residential uses, including commercial, industrial and hotels, account for 9 percent of the city's land area. Commercial and industrial uses are primarily concentrated along Palomar Airport Road. Public and quasi-public uses, including city buildings and utilities, account for 5 percent of the city's total acreage. As shown in Table 2-2, there are 18.1 million square feet of industrial and research and development/flex space, and 5.6 million square feet of office space. Hotels are scattered throughout the city, taking advantage of freeway access, the airport and proximity to major activity and employment centers, including LEGOLAND, beaches, lagoons, golf courses, the Village, and business parks.

Natural vegetation remains in and around the three lagoons and on the higher, steeper-sloped, inland portions of the city. In fact, open space uses constitute the largest proportion of land use in the city. Five percent of the city's land area is used for parks and recreation, 2 percent for agriculture and 32 percent as other open space or natural areas. Three percent of land is undeveloped or vacant (this excludes the undeveloped areas designated as open space). Although some of the vacant land is available for development, some sections may not be developable due to site constraints, such as steep slopes or natural habitat that is protected pursuant to the city's Habitat Management Plan (HMP).

For detailed discussion regarding existing land use patterns and issues, see Envision Carlsbad Working Paper 6: Small Town Feel, Beach Community Character and Connectedness; Neighborhood Revitalization, Community Design and Livability.

TABLE 2-1: EXISTING (2022) LAND USES

LAND USE	ACRES	PERCENT OF TOTAL
Residential	7,220	29%
Spaced Rural Residential	67	<1%
Single Family Detached	5,204	21%
Single Family Multiple Units	886	4%
Mobile Homes	180	<1%
Multi-Family	879	4%
Residential Under Construction	5	<1%
Commercial/Industrial	2,276	9%
Shopping Centers	298	1%
Hotel, Motel, Resort	203	<1%
Commercial	204	<1%
Office	353	1%
Industrial	1,217	5%
Public/Quasi-Public	1,195	5%
Education/Institutional	579	2%
Transportation, Communication, Utilities	616	3%
Agriculture/Open Space/Recreation	9,813	39%
Agriculture	544	2%
Open Space	8,080	32%
Recreation	1,189	5%
Others	4,548	18%
Undeveloped/Vacant	826	3%
Mixed Use	10.55	<1%
ROW	3,711	15%
GRAND TOTAL	25,053	100%

Numbers and percentages may not add up due to rounding.

Planned land uses, such as open space, may differ from existing land uses shown in this table. In addition, some “undeveloped/vacant” land may have been developed since the date of SANDAG’s data, while some “under construction” may have been completed.

Source: SANDAG, 2023

TABLE 2-2: EXISTING INVENTORY OF RESIDENTIAL AND NON-RESIDENTIAL USES

	UNITS/SQUARE FEET
Residential (Units)	47,613
Single-family (attached and detached), multifamily, mobile homes, and mixed-use residential units	47,003
Accessory dwelling units	610 ¹
Non-Residential (square feet/hotel rooms)	28,282,930/5,067
Industrial and R&D/flex inventory	18,059,521
Office-inventory	5,653,775
Retail	4,569,634
Hotel rooms	5,067

1. Accessory dwelling units are not counted for Growth Management purposes as described in Section 2.6.

Source: City of Carlsbad, 2023

2.3 Vision and Strategies

Overall City Image, Form, and Structure

Rolling hills and other natural features and built infrastructure frame Carlsbad's physical form, affecting development opportunities and the circulation network. Natural areas and open spaces include lagoons and the ocean, hillsides, habitats, and parks. The coastline and beaches are prominent visual amenities that offer beautiful views and recreation opportunities. The railroad and Interstate-5 traverse the city lengthwise and are located one-quarter- and one-half-mile, respectively, from the ocean. The only major north-south roads are Carlsbad Boulevard (along the coast) and El Camino Real (approximately two and one-half miles east of the coast), while six major roads traverse east-west.

Interspersed between the natural features and this infrastructure are clusters of urban uses – the airport and the adjacent employment core at the geographic center of the community, surrounded by residential neighborhoods, shopping centers, hotels, and other uses. The northwest area of Carlsbad, generally north of Palomar Airport Road and west of El Camino Real, represents the original area of the city's incorporation in 1952; at the time, the city included a commercial center (the Village) and the city's original neighborhoods, which were built on a grid street system and primarily located west of Interstate-5 and north of Tamarack Avenue. Following incorporation in 1952, the city grew slowly until the 1980s when development rapidly expanded outward to the east and south in a dispersed urban form, resulting in the Village being located more than five miles from neighborhoods in the southern part of the city. (See Figure 1-2: City Evolution)

Looking ahead, the Carlsbad Community Vision core value of Small Town Feel, Beach Community Character, and Connectedness expresses a desire to reinforce the defining attributes of the city's identity. When juxtaposed onto the physical landscape, this means maintaining Carlsbad's image of a small town where neighborhoods are nestled between rolling hills; a beach community with miles of easily accessible beaches, lagoons and trails; and a resident population whose stewardship of the city's natural assets, heritage, public art, and active engagement in community activities serve as reminders of the city's connectedness. The General Plan seeks to ensure that Carlsbad's small-town "feel" will be maintained through the scale of development, and promotes planning practices that foster greater connections between neighborhoods and uses. Appropriately scaled development will ensure that mature trees and expansive open spaces dominate much of the city's landscape, with clustered opportunities for urban-scaled development.



Rolling hills, beaches, lagoons, and built infrastructure frame Carlsbad's physical form.

Land Use Vision

The General Plan guides Carlsbad's evolution toward an increasingly balanced community, with a full range and variety of land uses, housing for all income groups and lifestyles, and places for businesses large and small.

Much of Carlsbad—outside of the Village and the Barrio—was developed in an auto-centric era, with separation between uses. Looking ahead, the community envisions a future in which there is a **greater mix of uses, density is linked to public transportation**, and **services** are available closer to existing neighborhoods. The General Plan also seeks revitalization of older neighborhoods.

While much of the city will not change in the coming years, a **mix of activities in strategic locations** in closer proximity to one another, rather than isolated single uses, will reduce distances to destinations. The General Plan also encourages development of **housing and activities near public transportation and services**, as well as appropriate opportunities for **vertical mixed-use development** (such as housing or offices above retail) in the Village and mixed-use centers. Recreation facilities will be developed closer to or within existing neighborhoods, and **new neighborhood-scale services** will be provided in convenient and sensible locations compatible with the surrounding residential uses. These approaches will accommodate growth while protecting open space, community character, and quality of life, and recognizing that change may be limited in established neighborhoods.

The General Plan combines an active waterfront strategy with development of pedestrian-oriented shopping centers in strategic locations throughout the city, while maintaining the employment core in the McClellan-Palomar Airport area:

- The **active waterfront strategy** will enable new development along or close to the ocean coastline, along with a new public promenade and open spaces, enabling residences, restaurants, hotels, and other uses to be close to the ocean.
- The **neighborhood-centers strategy** will result in pedestrian-oriented shopping centers that are located to maximize accessibility from residential neighborhoods. Where appropriate, these centers would also include high and medium density housing surrounding the retail uses or integrated in mixed-use buildings.
- The **employment strategy** for the McClellan-Palomar Airport area will result in continued growth as the employment center of the city with residential uses in appropriate locations, enabling workers to live close to jobs.

Beach Access and Activity

The ocean and the beaches are some of Carlsbad's principal physical assets, giving the city its identity, and providing opportunities for recreation and scenic vistas from streets and buildings. Connections between the built form and the city's beaches and long coastline suggest a slower pace of life, projecting a "village by the sea" character that community members relish. However, the beach is difficult to access—in the Village, access to the beach is limited and often found along narrow stairways between residences that front the beach; connection from the Barrio to the beach is cutoff by the railroad tracks. From other neighborhoods east of I-5, accessing the beach can require circuitous travel along the limited number of east-west connections. The waterfront also lacks activities and uses, such as restaurants, cafés, stores, entertainment, and visitor uses that would serve as a draw and enhance the community's enjoyment of the city's waterfront location.

Through the Envision Carlsbad process, the community expressed an overwhelming preference for an active waterfront development strategy, which provides opportunities for activities and uses to be more integrated with the ocean. Implementation of the General Plan will ensure that residents and visitors will enjoy more opportunities for dining, shopping, and recreating along the coastline. Access to the beach will be enhanced through new pedestrian and bicycle connections, additional visitor commercial uses, open space, parking, and amenities such as showers and bathrooms.

Community Connectedness

Despite its geographic size, Carlsbad has a small town feel and is family-oriented, progressive, multi-generational, and stable. Residents share a community spirit and culture of volunteerism and philanthropy, making relationships one of the most valuable aspects about the Carlsbad community. Community members value the cultural acceptance and diversity in the city, and the way old and new lifestyles come together.

The majority of Carlsbad's employment, shopping and visitor facilities are only accessible by car, which precludes walking or bicycling to nearby services and amenities—a common small-town quality. In general, the city's past land use policies have favored these larger, car-oriented shopping centers over smaller, neighborhood-serving commercial uses. This General Plan seeks to establish a physically more knitted community, which in turn would foster social connections.

Walkability and Accessibility

Community input during the Envision Carlsbad process emphasized the desire for enhanced walkability in the city by providing services and amenities closer to where people live, by providing more walking routes and by making existing routes safer and more appealing.

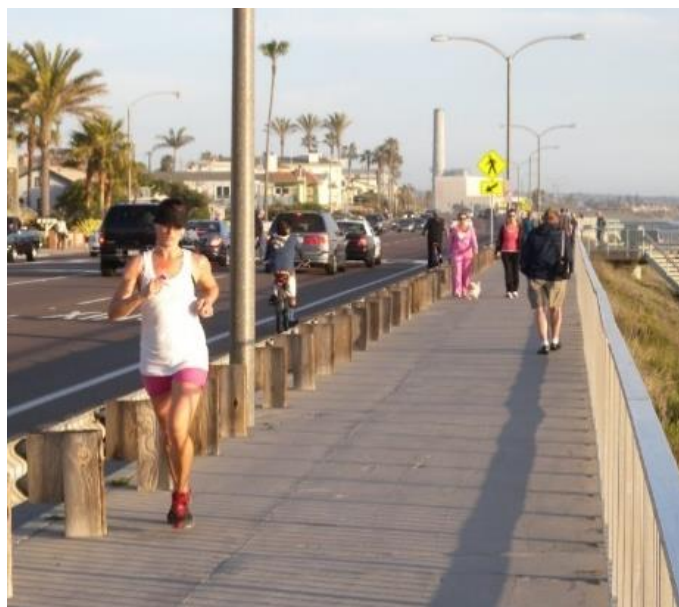


Coastal access and trail along the railroad corridor.

Particularly in older neighborhoods such as the Village and Barrio, community members walk to services, to and from school, utilizing the grid network of streets and sidewalks. While some new neighborhoods, such as Bressi Ranch, have been designed from the ground up with pedestrian-oriented neighborhood centers and a gridded street network, walkability remains a challenge in much of the rest of the city because of the dispersed, low-density development pattern that emphasizes separation of uses, and widely spaced streets. In the residential neighborhoods nestled in hillsides, walkability is more challenging, with hilly topography, fewer routes and longer distances to cover.

This General Plan promotes a multilayered strategy to promote walkability and accessibility:

- A greater mix and integration of uses in different parts of the community.
- Designation of commercial centers —with residential uses allowed on or near these sites—to provide essential commercial services closer to residents.
- New and enhanced pedestrian orientation between neighborhoods and between new shopping centers and adjacent neighborhoods, with development designed to foster greater pedestrian convenience and comfort.



Pedestrian-attracting land uses include the Village commercial areas and the coastline.

2.4 Land Use Designations and Density/Intensity Standards

Land Use Designations

The following descriptions apply to land use designations shown with color, shade, or symbol on Figure 2-1 Land Use. The designations in this section represent adopted city policy. They are meant to be broad enough to give the city flexibility in implementing the General Plan, but clear enough to provide sufficient direction regarding the expected type, location and relation of land uses planned in the city. The City's Zoning Ordinance contains more detailed provisions and standards. More than one zoning district may be consistent with a single General Plan land use designation. As specified in the Zoning Ordinance, all land use designations may include public facilities, such as community centers, city libraries, and parks and open spaces.

Residential

Residential land use designations are established to provide for development of a full range of housing types. Densities are stated as number of dwelling units per net acre of developable land—that is, parcel area exclusive of area subject to development constraints, as described later in this section. Residential development is required to be within the density range (both maximum and minimum) specified in the applicable designation, unless otherwise stated in this element. Growth management policies, as specified in this element, and development standards established in the Zoning Ordinance may limit attainment of maximum densities. Residential density shall not include accessory dwelling units permitted by the Zoning Ordinance.

Residential density is applied to overall parcel area, excluding land that is undevelopable (as described later in this section) and, in mixed-use developments, excluding area devoted to non-residential uses; clustering is permitted in all residential designations to encourage open space conservation and preservation of natural topography; this may result in portions of a site developed at a density higher than the applicable density range, which is acceptable as long as the density for the overall net development site is not exceeded. Allowable residential densities are shown in Table 2-3.

For some residential designations, housing types are specified in addition to density; in such cases development should be of the specified type. Regardless, if clustering is used to enhance open space conservation or reduce the need for grading, the city may permit housing types other than those specified, subject to specific review requirements.

R-1.5 Residential

Areas intended to be developed with detached single-family dwellings on parcels one-half acre or larger, at a density between 0 to 1.5 dwelling units per acre. The typical housing type will be detached single-family (one dwelling per lot); however, on sites containing sensitive biological resources, as identified in the Carlsbad Habitat Management Plan, development may be clustered on smaller lots and may consist of more than one detached single-family dwelling on a lot, two-family dwellings (two attached dwellings, including one unit above the other) or multi-family dwellings (three or more attached dwellings), subject to specific review and community design requirements.

R-4 Residential

Areas intended to be developed with detached single-family dwellings at a density between 0 to 4 dwelling units per acre. The typical housing type will be detached single-family (one dwelling per lot); however, on sites containing sensitive biological resources, as identified in the Carlsbad Habitat Management Plan, development may be clustered on smaller lots and may consist of more than one detached single-family dwelling on a lot, two-family dwellings (two attached dwellings, including one unit above the other) or multi-family dwellings (three or more attached dwellings), subject to specific review and community design requirements.

R-8 Residential

Areas intended to be developed with housing at a density between 4 to 8 dwelling units per acre. Housing types may include detached single-family dwellings (one or more dwellings per lot), two-family dwellings (two attached dwellings, including one unit above the other) and multi-family dwellings (three or more attached dwellings).

R-15 Residential

Areas intended to be developed with housing at a density between 11.5 to 15 dwelling units per acre. Housing types may include two-family dwellings (two attached dwellings, including one unit above the other) and multi-family dwellings (three or more attached dwellings); detached single-family dwellings may be permitted on small lots or when developed as two or more units on one lot, subject to specific review and community design requirements.

R-23 Residential

Areas intended to be developed with housing at a density between 19 to 23 dwelling units per acre. Housing types may include two-family dwellings (two attached dwellings, including one unit above the other) and multi-family dwellings (three or more attached dwellings); detached single-family dwellings may be permitted when developed as two or more units on one lot, subject to specific review and community design requirements.



New single-family and multi-family housing development in Carlsbad.



Village mixed uses, and commercial center with outdoor dining.

R-30 Residential

Areas intended to be developed with housing at a density between 26.5 to 30 dwelling units per acre. Housing types may include two-family dwellings (two attached dwellings, including one unit above the other) and multi-family dwellings (three or more attached dwellings); detached single-family dwellings may be permitted when developed as two or more units on one lot, subject to specific review and community design requirements.

R-35 Residential

Areas intended to be developed with housing at a density between 32.5 to 35 dwelling units per acre. Housing types may include multi-family dwellings (three or more attached dwellings), which are typical of high density housing. Detached single-family dwellings are not permitted.

R-40 Residential

Areas intended to be developed with housing at a density between 37.5 to 40 dwelling units per acre. Housing types may include multi-family dwellings (three or more attached dwellings), which are typical of high density housing. Detached single-family dwellings are not permitted.

Non-Residential and Mixed Use

Village-Barrio (V-B)

This designation applies to the heart of “old” Carlsbad, in the area sometimes also referred to as the “downtown,” as well as the adjacent Barrio neighborhood. Retail stores, offices, financial institutions, are permitted. The Village and Barrio area is regulated by the Village and Barrio Master Plan.

Local Shopping Center (L)

This designation includes shopping centers with tenants that serve the daily needs of the surrounding local neighborhoods, as described in Table 2-4. Uses that are more community serving in nature, as well as mixed use (neighborhood serving commercial uses and residential dwellings), may also be allowed.

General Commercial (GC)

This designation includes sites that provide general commercial uses that may be neighborhood serving and/or serve a broader area of the community than local shopping centers. Sites with this designation may be developed with a stand-alone general commercial use, two or more general commercial uses, or mixed use (general commercial uses and residential dwellings), as described in Table 2-4.

FIGURE 2-1: Land Use Map (Note: the legend reflects proposed land uses. The text boxes on the map clarify proposed land use(s), as applicable, for each rezone (housing) site; please refer to EIR Table 2-4 for further details.)



Regional Commercial (R)

This designation includes shopping centers with anchor and secondary tenants that are region-serving, as well as mixed use (regional commercial uses and residential dwellings), as described in Table 2-4.

Visitor Commercial (VC)

This designation is intended to provide sites for commercial uses that serve the travel, retail, shopping, entertainment, and recreation needs of visitors, tourists, and residents, as described in Table 2-4.

Office (O)

This designation provides for a wide range of general office, medical, and other professional uses. Ancillary commercial uses are also permitted.

Planned Industrial (PI)

This designation is intended to provide and protect industrial lands primarily for corporate office, research and development (R&D) and manufacturing uses. Ancillary commercial uses are also permitted.

Public (P)

This designation is intended to provide for schools, government facilities (civic buildings, libraries, maintenance yards, police and fire stations), public/quasi-public utilities, airport sites, and other facilities that have a public/quasi-public character.



A visitor commercial use.

Open Space (OS)

This designation includes natural resource areas (e.g. habitat, nature preserves, wetlands, floodplains, beaches¹, bluffs, natural steep slopes, and hillsides); areas for production of resources (e.g., agriculture, aquaculture,

¹ In the Terramar Beach area, the OS designation boundary for beach frontage properties shall be the area of any existing or future open space easements; otherwise it shall be the area west of the Mean Higher High Water line (MHHW), which is 5.33 feet in elevation for the La Jolla Tide Station according to a 2008 study titled "Tide and Sea Level Study for Southern California Buena Vista Lagoon Restoration".

and water reservoirs); and recreation and aesthetic areas (e.g., parks, beaches, greenways, trails, campgrounds, golf courses, and buffers between land uses).

Community Facilities

This designation is intended to provide community-serving facilities, such as child-care centers, places of worship, and youth and senior citizen centers.

Transportation Corridor

This designation is applied to major transportation corridors such as the Interstate-5 Freeway and the North County Transit District railroad and its right-of-way.

Density and Intensity Standards

The General Plan establishes density and intensity standards for various locations in Carlsbad by land use type. Table 2-3 presents a summary of these standards.

Density—the number of people or dwelling units in a given area—and intensity—measured as the amount of floor space in a given area—have implications in terms of community character as well as traffic generated and public facility impacts. It is a fundamental topic for land use planning, especially in a community that has limited available land and wants to preserve remaining open spaces.

Allowable Density and Development Constraints

Constraints due to environmental and physical factors reduce the potential for development on some sites. Potential constraints include locations within existing or proposed Habitat Management Plan (HMP) hardline conservation areas; existing or proposed HMP standards areas; 100-year flood zones; airport safety zones and noise impact areas; and areas that have steep slopes (defined as over 25 percent). Table 2-5 indicates constrained lands that are to be excluded from density calculations and/or are considered undevelopable.



Open space and community facility.

TABLE 2-3: DENSITY AND INTENSITY STANDARDS

LAND USE DESIGNATION	LABEL	RESIDENTIAL DENSITY RANGE (MINIMUM ² TO MAXIMUM DWELLING UNITS/ACRE)	GROWTH MANAGEMENT CONTROL POINT DENSITY ¹ (DWELLING UNITS/ACRE)	RESIDENTIAL DENSITY USED IN THE HOUSING ELEMENT ² (DWELLING UNITS/ACRE)	MAXIMUM PERMITTED FAR
Residential					
R-1.5 Residential	R-1.5	0 to 1.5	1	1	–
R-4 Residential	R-4	0 to 4	3.2	3.2	–
R-8 Residential	R-8	4 to 8	6	4	–
R-15 Residential	R-15	11.5 to 15	11.5	11.5	–
R-23 Residential	R-23	19 to 23	19	19	–
R-30 Residential	R-30	26.5 to 30	26.5	26.5	–
R-35 Residential	R-35	32.5-35	32.5	32.5	–
R-40 Residential	R-40	37.5-40	37.5	37.5	–
Village-Barrio	V-B	BP District: 23-30	25	23	–
		BC District: 8-15	11.5	8	
Non-Residential and Mixed Use					
Local Shopping Center	L	15-30 ⁵	–	15	0.5 ⁴
General Commercial	GC	15-30 ⁵	–	15	0.5 ⁴
Regional Commercial	R	15-30 ⁵	–	15	0.5 ⁴
Visitor Commercial	VC	15-30 ⁶	–	–	0.5 ⁴
Village-Barrio	V-B	VC, FC Districts: 28-35	–	VC, FC Districts: 28	1.2 ³
		VG, HOSP, PT Districts: 18-23	–	VG, HOSP, PT Districts: 18	
Office	O	–	–	–	0.6
Planned Industrial	PI	–	–	–	0.5

¹ See Section 2.6 of this element for more information on Growth Management.

² Residential development shall not be approved below this density, except as provided for by Policy 2-P.7 of this element, and shall be no less than the minimum established for a particular property as provided for by Policy 2-P.87.

³ Combined residential and non-residential FAR.

⁴ Non-residential only. No separate combined residential and non-residential FAR.

⁵ Residential dwellings are allowed as a secondary use at a minimum density of 15 dwelling units per acre (based on 25 percent of developable acreage).

⁶ Residential dwellings may be allowed as a secondary use at a minimum density of 15 dwelling units per acre (based on 25 percent of developable acreage), subject to approval of a specific plan, master plan or site development plan that demonstrates the primary use of the property is visitor-serving.

TABLE 2-4: CHARACTERISTICS OF COMMERCIAL LAND USES¹

TYPE OF COMMERCIAL LAND USE	LOCAL SHOPPING CENTER		GENERAL COMMERCIAL	REGIONAL SHOPPING CENTER	VISITOR COMMERCIAL
	REQUIRED OF ALL LOCAL SHOPPING CENTERS	POSSIBLE ADDITIONAL OPTION			
Primary Trade Area Focus	Local neighborhood	Community-serving	Local neighborhood and/or community-serving	Regional	Visitor-serving ²
Anchor Tenants (examples)	Provides daily goods - supermarket, grocery store, specialty market, drug store	Department stores, apparel stores, specialty-goods store, home improvement store, entertainment uses	Anchor and secondary tenants, if any (secondary tenants are not required), may include wholesale products, department stores, home improvement stores, offices, motels/hotels, entertainment uses, retail goods and commercial services. May be a standalone use.	Full-line department stores (2 or more), factory outlet center, “power center” of several high-volume retail uses, including general merchandise, automobile sales, apparel, furniture, home furnishings, etc.	Anchor and secondary tenants, if any (secondary tenants are not required), shall be a stand-alone use or a group of uses that attract and/ or serve the travel needs of visitors. Such uses may include, but are not limited to hotel/ motel, restaurant, recreation facilities, museums, travel support uses (e.g. gas station, car rental, grocery, convenience store, etc.), visitor-attracting/ serving retail, amusement parks, cinemas and other entertainment uses.
Secondary Tenants (examples)	Restaurants, small neighborhood serving retail and offices, personal grooming services, gas station, cleaners	Retail, commercial services, public facilities (i.e. library, post office)		Full range of specialty retail, restaurants, entertainment, convenience stores, service facilities, business and professional offices	
Mixed Use – Commercial and Residential (optional)	N/A	See note 3	See note 3	See note 3	See note 3
Site Size (acres)	8 – 20	To 30	Varies	30 – 100	Varies
Gross Lease Area	60,000 – 150,000 (sq. ft.)	Up to 400,000 (sq. ft.)	Varies	300,000 to 1.5 million (sq. ft.)	Varies
Primary Trade Area Drive Time	5 – 10 minutes	10 – 20 minutes	5 – 20 minutes	20 – 30 minutes	Varies
Primary Trade Area Radius	1.5 miles	3 – 5 miles	3 to 5 miles	8 – 12 miles	Varies
Primary Trade Area Population	10,000 – 40,000 people	40,000 – 150,000 people	Up to 150,000	150,000+ people	Varies

¹ This table provides the typical characteristics of commercial land uses and is intended to be utilized as a general guideline when implementing the General Plan.

² Primary use of the property must be visitor-serving.

³ Residential dwellings are allowed as a secondary use at a minimum density of 15 dwelling units per acre (based on 25 percent of developable acreage).

TABLE 2-5: LANDS EXCLUDED FROM DENSITY CALCULATIONS AND/OR CONSIDERED UNDEVELOPED

LAND TYPE	EXCLUDED FROM DENSITY CALCULATIONS	UNDEVELOPABLE ¹
Beaches	X	X
Permanent bodies of water	X	X
Floodways	X	X
Fifty percent of natural slopes with an inclination between 25 percent and 40 percent	X	
Natural slopes with an inclination greater than 40 percent	X	X
Significant wetlands	X	X
Significant riparian or woodland habitats	X	X
Land subject to major power transmission easements	X	X
Railroad track beds	X	X
Land upon which other significant environmental features are located, as determined by the environmental review process for a project		X
Habitat preserve areas as identified in the city's Habitat Management Plan		X

1. No residential development shall occur on these lands; however, the City Council may permit limited development of such property, if when considering the property against development would constitute an unconstitutional deprivation of property.



Slope and habitat are two of several constraints that reduce development potential on many sites.

2.5 Buildout and Jobs/Housing Balance

Potential Buildout

With the city approaching “built out” and the preservation of open space a priority, undeveloped land available for development is limited. Vacant sites exist throughout the city, but many of these sites are small, irregular in shape, or otherwise constrained due to natural or physical features (such as steep slope) that render development difficult. Therefore, much of the city’s future development will come from expanded development on sites with existing structures or redevelopment of sites and structures that come to the end of their useful life over the next 25 years.

Likely development under the General Plan is referred to as buildout. The General Plan has a 2035 horizon; however, the plan does not specify or anticipate when buildout will occur, as long-range demographic and economic trends are difficult to predict. The designation of a site for a certain use also does not necessarily mean that the site will be developed or redeveloped with that use during the planning period, as most development will depend on property owner initiative.

Table 2–6 shows potential development resulting from application of land uses shown on the Land Use Map on vacant and underutilized sites, according to analysis undertaken for this General Plan. This includes pipeline development—that is, development already permitted but not yet built. Table 2–7 shows existing and total development by broad categories. As shown in the tables, the Land Use Map provides for 56,516 dwelling units at buildout of the General Plan (see Section 1.4 of the General Plan Introduction), which is an increase of 20.2 percent (9,512 dwelling units) compared to the existing inventory of 47,003 dwelling units (as of 2023). Commercial, industrial, and hotel development is projected to increase in higher or lower proportions (29 percent, 6 percent, and 37 percent respectively), while office development is expected to increase more modestly (13 percent); at buildout, Carlsbad is projected to have approximately 6.0 million square feet of commercial space, 6.4 million square feet of office space, 19.2 million square feet of industrial space, and 6,962 hotel rooms.

Buildout Population

Between 2010 and 2020, Carlsbad’s population increased by 9,418, at an average annual growth rate of 0.89 percent, while the county as a whole grew at a rate of 0.9 percent. At buildout, Carlsbad’s population is projected to increase from 2020 by approximately 26,924 to 141,670, for an average annual growth rate of 1.5 percent. Table 2–8 shows Carlsbad’s 2010 and 2020 populations according to the US Census and estimated buildout population. With the county growing at a somewhat slower pace, Carlsbad’s

share of county population is expected to increase slightly, from 3.5 percent in 2020 to 3.9 percent at buildout.

TABLE 2-6: ESTIMATED NEW DEVELOPMENT BY QUADRANT (TO BUILDOUT¹)

	RESIDENTIAL (DWELLING UNITS) ²	COMMERCIAL (SQ FT)	OFFICE (SQ FT)	INDUSTRIAL (SQ FT)	HOTEL ROOMS
Northwest	4,404	786,633	84,880	300,021	1,020
Northeast	2,140	161,600	410,700	517,586	—
Southwest	2,186	413,215	240,045	288,800	795
Southeast	783	44,882	11,800	108,017	80
TOTAL	9,513	1,406,330	747,425	1,214,424	1,895

1. The dwelling unit and building area numbers in this table are estimates; site/project specific analysis will determine the actual development potential of individual project sites.

2. Excludes accessory dwelling units and commercial living units, which are not counted for purposes of the city's Growth Management described in Section 2.6.

Source: City of Carlsbad, 2023

TABLE 2-7: ESTIMATED TOTAL DEVELOPMENT

	RESIDENTIAL (DWELLING UNITS) ¹	COMMERCIAL (SQ FT)	OFFICE (SQ FT)	INDUSTRIAL (SQ FT)	HOTEL ROOMS
Existing Development	47,003	4,569,634	5,653,775	18,059,521	5,067
New Development	9,513	1,406,330	747,425	1,214,424	1,895
TOTAL FUTURE BUILDOUT ESTIMATE	56,516	5,975,964	6,401,200	19,273,945	6,962

1. Excludes accessory dwelling units and commercial living units, which are not counted for purposes of the city's Growth Management described in Section 2.6.

Sources: City of Carlsbad, 2023.

Jobs-Housing Balance

Jobs-housing balance refers to the condition in which a single community offers an equal supply of jobs and housing, which theoretically would reduce the need for people to commute in or out of town for work. In reality, the match of education, skills and interests is not always accommodated within the boundaries of one community. Still, a jobs-housing balance and matching workforce needs to availability of housing types and prices can discourage commute travel. To measure a community's jobs-housing balance, it is typical to look at employed residents rather than housing units. A jobs to employed residents ratio of 1.0 would indicate parity between jobs and housing, although because of regional inter-dependencies, inter-city commuting will still result.

Table 2–9 shows existing and projected jobs to employed residents ratio for Carlsbad. Precise information on the current ratio is difficult to firmly establish, as SANDAG estimates and projects a “jobs to housing” ratio rather than jobs to employed residents ratio. However, using SANDAG’s 2020 estimate of jobs in Carlsbad and US Census 2020 data, Carlsbad’s jobs to employed residents ratio in 2019-2020 was about 1.25. Based on development projected under the General Plan, this ratio is expected to be relatively constant increasing very slightly to 1.40, without accounting for aging population. Regional projections indicate that San Diego’s population between ages 15 and 69 is expected to decline from 73 percent presently to 67 percent in 2035. If the same proportionate change in employed residents were to result then the jobs to employed residents ratio would increase to 1.51.

TABLE 2–8: ESTIMATED BUILDOUT POPULATION¹

	2010	2020	2020 SHARE OF COUNTY	ANNUAL GROWTH RATE	2035 BUILDOUT POPULATION	SHARE OF COUNTY	ANNUAL GROWTH RATE
Carlsbad	105,328	114,746	3.5%	1.5%	141,670	3.9%	0.9%
San Diego County	3,095,313	3,287,306	100%	0.5%	3,640,255	100%	0.7%

¹ See Section 1.4 of the General Plan Introduction for information regarding buildout assumptions.

Sources: US Census, 2010; and 2020; SANDAG 2050 Regional Growth Forecast; City of Carlsbad, 2023

TABLE 2–9: JOBS/EMPLOYED RESIDENTS’ BALANCE

	ESTIMATED 2020	BUILDOUT	BUILDOUT WITH LABOR FORCE PARTICIPATION DECLINE WITH AGING POPULATION
Jobs	70,228	103,979	103,979
Employed Residents	55,983	78,180	72,713
Jobs/Employed Residents	1.25	1.40	1.51

Sources SANDAG 2050 Regional Growth Forecast. 2035 jobs and employed residents projected by SANDAG, 2023.

2.6 Growth Management

In the mid-1980s, the city was experiencing an era of rapid growth, which raised community concerns about how growth would affect quality of life—the community’s “small town” identity, open space, natural habitat, and the adequacy of public facilities to serve new growth. In July 1986, to address these concerns, the city adopted the Growth Management Plan, which was ratified by voter approval of Proposition E in November 1986.

The Growth Management Plan requires adequate public facilities be provided concurrent with new growth. To ensure this, the Growth Management Plan identifies performance standards for 11 public facilities – city administration, library, wastewater treatment, parks, drainage, circulation, fire, open space, schools, sewer collection, and water distribution. The facility performance standards were based on the city’s residential dwelling unit capacity (existing and future units), which in 1986 was estimated to be 54,599 dwelling units.

Through Proposition E, voters limited the number of dwelling units in the city to the 54,599 dwelling unit estimate. As shown in Table 2-10, Proposition E established a maximum number of dwelling units that could be built after November 4, 1986 in each of the city’s four quadrants, which are located along El Camino Real and Palomar Airport Road. Pursuant to state law and city regulations, accessory dwelling units and commercial living units are not counted as dwellings for the purposes of Growth Management. California Government Code Section 65852.2 states that accessory dwelling units shall not be considered in the application of any local ordinance, policy or program that limits residential growth. In regard to commercial living units (e.g., professional care facilities, hotels and time-shares), Carlsbad Municipal Code Section 21.04.093 states that such units are not considered dwelling units due to the assistance/services provided in conjunction with the living unit and/or the use of the living unit for temporary lodging. In addition, pursuant to the city’s Citywide Facilities and Improvements Plan, hotels and time-share units that are not defined as a dwelling unit in the building code are not counted as dwelling units for purposes of Growth Management.

Compliance with the Growth Management Plan occurs through the Citywide Facilities and Improvements Plan, which identifies the performance standards for each of the 11 public facilities, divides the city into 25 local facility management zones (LFMZ) and identifies the city’s ultimate public facility needs. A local facilities management plan identifies the public facility needs for each LFMZ. Individual development projects must comply with the Citywide Facilities and Improvement Plan and the applicable local facilities management plan, which ensures that adequate public facilities are provided concurrent with development.

TABLE 2-10: PROPOSITION E - GROWTH MANAGEMENT

QUADRANT	ESTIMATED EXISTING UNITS IN NOV. 1986	PROP. E MAX. UNITS ALLOWED AFTER NOV. 4, 1986	GROWTH MANAGEMENT DWELLING UNIT CAP ESTIMATE ¹
Northwest	9,526	5,844	15,370
Northeast	2,876	6,166	9,042
Southwest	2,192	10,677	12,859
Southeast	6,527	10,801	17,328
CITYWIDE	21,121	33,478	54,599

¹ Excludes accessory dwelling units and commercial living units, which are not counted for purposes of the city's Growth Management dwelling unit limitations, as described above.

Density Control Points

To manage compliance with Growth Management dwelling unit limitations, the City Council established Growth Management Control Point (GMCP) densities for all residential land use designations in the city (for example, for the R-4 land use designation, the GMCP density is 3.2 dwelling units per acre). While the city cannot enforce Growth Management dwelling unit limitations due to changes in state law as explained below, GMCP densities help the city reasonably estimate potential dwelling unit yields for purposes of determining the future public facility needs created by new developments..

Changes in Laws that Affect Growth Management

The state of California has declared a housing crisis in the state and passed several new laws designed to make it easier to build housing, largely by reducing local cities' control over the approval process.

In 2017 the California Legislature passed SB 166, known as the No Net Loss Law, which requires local jurisdictions to ensure that their Housing Element inventories can accommodate, at all times throughout the housing element planning period, their remaining unmet share of the regional housing need.

In 2019, the legislature passed SB 330, the Housing Crisis Act of 2019, which prohibits local jurisdictions from imposing moratoriums and caps or limits on housing development. This extends to using the Growth Management residential housing caps or other limits to regulate the number of housing units built within a jurisdiction.

As a result of the housing laws noted above, in 2020 and 2021, the Carlsbad City Council adopted resolutions 2020-104 and 2021-074 finding that the Growth Management housing caps and any moratoriums new housing are unenforceable due to the new state laws.

2.7 Special Planning Considerations

In several areas of the city, special planning considerations and/or objectives apply. Section 2.9 contains goals and policies that address the areas described below:

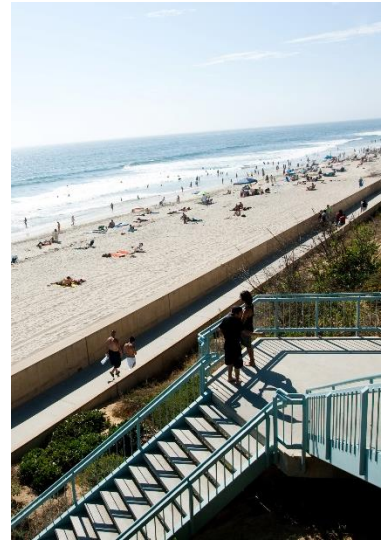
Coastal Zone Planning

The California Coastal Act regulates all development within the state-designated Coastal Zone. The zone extends through the length of the city, and covers approximately one-third of the city's land area, as shown in Figure 2-2. The Coastal Act requires that individual jurisdictions adopt local coastal programs (LCP) to implement the Coastal Act. Carlsbad's LCP consists of a separate land use plan document containing separate land use policies and an implementation plan, which primarily consists of the city's Zoning Ordinance, as well as portions of the Grading and Drainage Ordinance and Building Codes and Regulations that are applicable to storm water management and grading; master and specific plans applicable to areas in the Coastal Zone are also part of the LCP Implementation plan. Development in the Coastal Zone must comply with the LCP in addition to the General Plan.

The city's LCP Land Use Plan will be updated consistent with this General Plan. However, to take effect, the LCP must be certified by the Coastal Commission as well as adopted by the city. Until such time that this occurs, the existing (as of 2013) LCP must be adhered to.

Although the LCP covers all of Carlsbad's Coastal Zone, the Coastal Commission retains coastal development permit authority within its original permit jurisdiction and deferred certification areas. Carlsbad continues to pursue LCP certification in the deferred certification areas in order to transfer permit authority to the city and streamline development approval.

Within the Coastal Zone, no discretionary permit shall be issued by the city unless found to be consistent with the General Plan and the LCP. In the event of conflict between the provisions of the General Plan and LCP Land Use Plan, the terms of the LCP Land Use Plan shall prevail.



Habitat Management Plan (HMP)

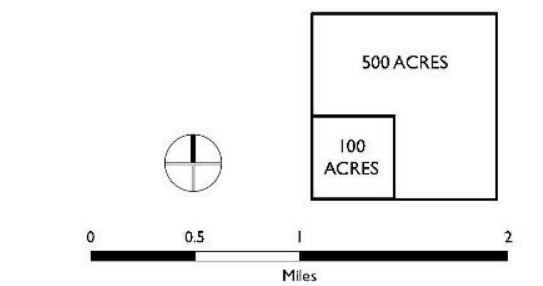
For more information on the HMP, see the Open Space, Conservation and Recreation Element.

The City of Carlsbad and six other cities in northern San Diego County participated in the preparation of the Multiple Habitat Conservation Program (MHCP), which was adopted and certified by the San Diego Association of Governments (SANDAG) Board of Directors in March 2003.

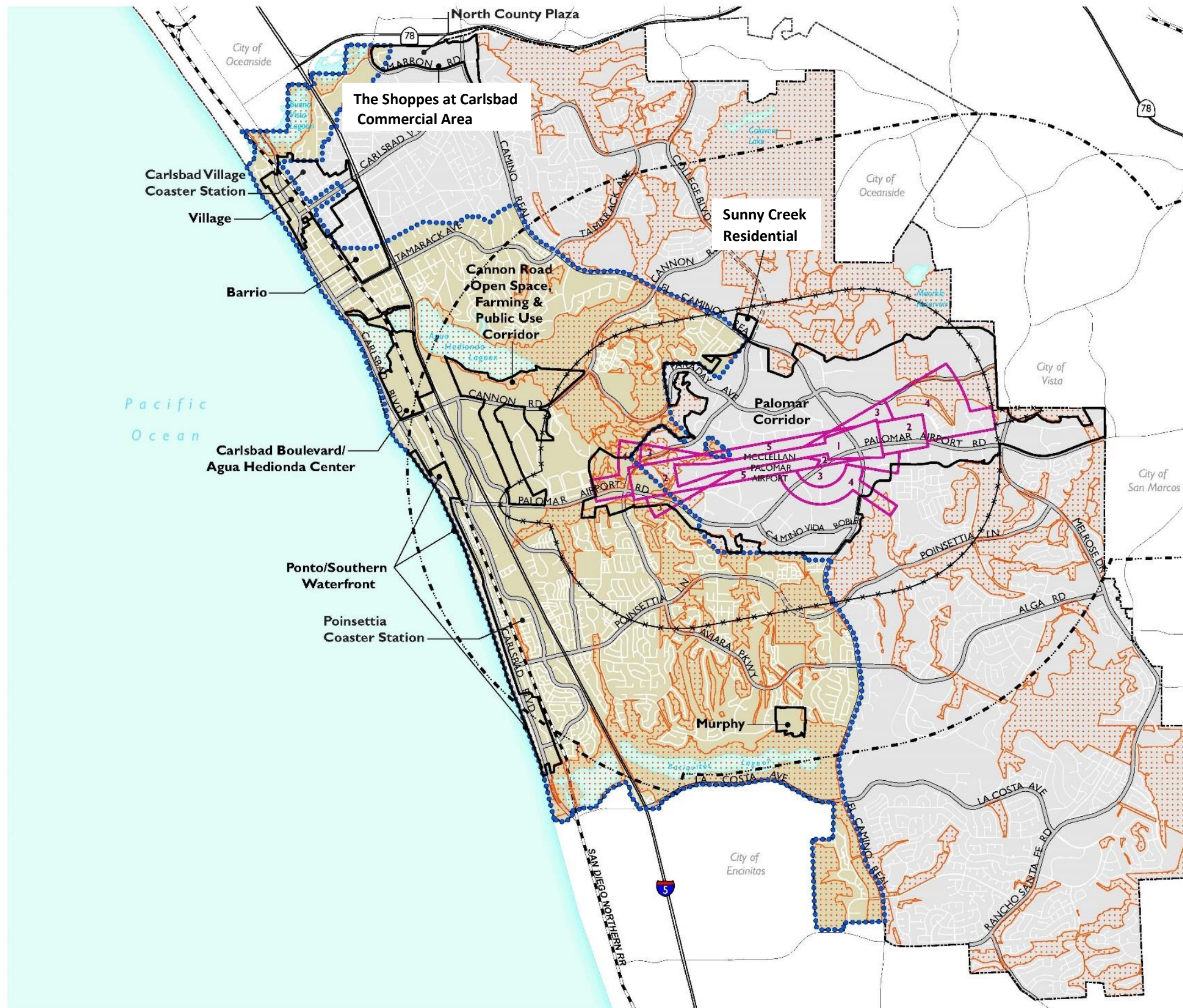
The City of Carlsbad prepared a subarea plan as a part of the MHCP, called the Habitat Management Plan for Natural Communities in the City of Carlsbad (HMP) that was adopted by the City Council in November 2004.

Figure 2-2
GENERAL PLAN
Coastal Zone, Habitat Management
Plan, and Airport Influence Area

-  Carlsbad Coastal Zone
-  Areas Subject to the HMP
- Airport Influence Area**
 -  Review Area 1
 -  Review Area 2
 -  Airport Safety Zones (1-5)
-  Highways
-  Major Street
-  Planned Street
-  Railroad
-  City Limits



Source: City of Carlsbad, 2013; SANDAG, 2013; Dyett & Bhatia, 2013.



The HMP outlines specific conservation, management, facility siting, land use, and other measures that the city will take to preserve the diversity of habitat and protect sensitive biological resources in the city while also allowing for additional development and growth as anticipated under the city's General Plan. As part of the HMP, a total of 6,478 acres of land within the city's jurisdictional boundaries is to be conserved for habitats and an additional 308 acres of habitat is to be conserved for the coastal California gnatcatcher outside of the city's jurisdiction.

McClellan-Palomar Airport

For more on transportation issues related to the airport, see the Mobility Element; for noise policies related to the airport, see the Noise Element; for safety policies related to the airport, see the Public Safety Element.

McClellan-Palomar Airport was built in 1959 atop the mesa just south of the Agua Hedionda valley and lagoon. Oriented to take advantage of the on-shore winds, the runway lies on an east-west axis. The associated glide path, crash hazard, and noise impact areas around the airport significantly influence the type and intensity of development across the entire central area of the city. This area of influence extends generally in a broad band east and west of the runway, and, to a lesser degree, north and south of the airport. For reasons of health and safety, residential development and most institutional land uses (hospitals, schools, etc.) must be limited in this area of airport influence.

The McClellan-Palomar Airport is owned by the County of San Diego, covering an area of about 470 acres, located in the geographic center of Carlsbad. In 2008, the airport had 192,960 aircraft operations, or an average of 529 per day. A new \$24 million airline terminal was opened in 2009. As of 2012, United Express runs a service to LAX, and plans are underway for a new airline based at the airport.

Airport Land Use Compatibility

California law requires preparation of airport land use compatibility plans for all public-use airports, to promote compatibility between airports and the surrounding land uses. For McClellan-Palomar Airport, the San Diego County Regional Airport Authority Airport Land Use Commission has prepared and adopted the McClellan-Palomar Airport Land Use Compatibility Plan (ALUCP). State law requires Carlsbad's General Plan to be consistent with the adopted ALUCP. If the City Council chooses to overrule a finding of the Airport Land Use Commission as stated in the ALUCP, it may do so by a two-thirds vote if it makes specific findings that the General Plan is consistent with the intent of state airport land use planning statutes.



The General Plan is consistent with the ALUCP. To limit noise impacts on noise sensitive land uses, the General Plan retains areas surrounding the airport principally for industrial and supporting commercial development, while sites have been identified as appropriate for residential and general commercial use. Airport compatibility and safety is addressed in greater detail in Section 6-5 of the Public Safety Element.

The Cannon Road Open Space, Farming and Public Use Corridor

In 2006, Carlsbad voters approved “Proposition D - Preserve the Flower and Strawberry Fields and Save Carlsbad Taxpayers’ Money.” The area affected by Proposition D is referred to as the Cannon Road Open Space, Farming and Public Use Corridor and is located along Cannon Road east of Interstate 5, as shown on Figure 2-2. Lands within the corridor currently consist primarily of open space and existing farming operations including the Flower Fields located to the south of Cannon Road and the existing strawberry fields located to the north of Cannon Road; approximately 49 acres of the existing strawberry fields located adjacent to the east side of Interstate 5 are not within the corridor and are not subject to Proposition D.

The open space areas within the corridor on the north side of Cannon Road provide spectacular views of the Agua Hedionda Lagoon and contain environmentally-sensitive natural habitat areas that need to be permanently protected. The existing flower fields and the strawberry fields as open space uses provide for productive use of portions of the corridor area that enhance the cultural heritage and history of the city. Although the flower fields are already protected and restricted to agricultural use, Proposition D requires the city to utilize all existing programs and land use protections and explore other possible new mechanisms to keep the flower fields in production. Proposition D also requires the city to ensure that other farming uses within the corridor, such as a portion of the existing strawberry fields, are allowed to continue as long as it is economically viable for the landowner to do so.



The area within the corridor is recognized for its significant open space opportunities; however, the area currently lacks adequate public access and public use areas so that the community can enjoy the open space opportunities provided in this area to their fullest potential. Proposition D identified that an interconnecting public trail through the area preferably linking the south shore of Agua Hedionda Lagoon with the existing flower fields could greatly enhance public access in the area. Proposition D also identified that park and recreation uses that allow public gathering spaces and are compatible with other open space uses could offer opportunities for more community use and enjoyment of the area.

Pursuant to Proposition D, residential use is not appropriate for the area within the corridor. Commercial and industrial-type uses other than those normally associated with farming operations are also not appropriate.

The Cannon Road Open Space, Farming and Public Use Corridor presents a unique opportunity for the city to create a sustainable, community-oriented open space area that balances social, economic and environmental values important to the community.

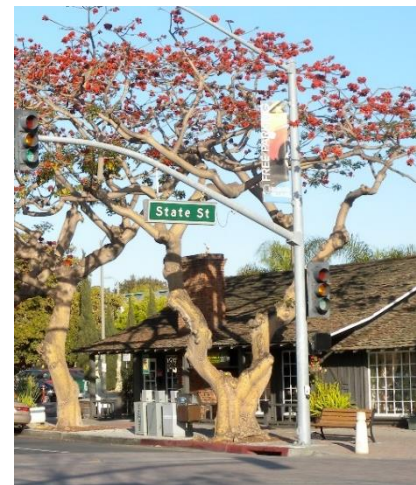
Following voter approval of Proposition D, the City Council adopted the Cannon Road Agricultural and Open Space Zone to implement the proposition. The new zone will become effective when the associated LCP amendment is approved by the California Coastal Commission.

Village

Carlsbad Village—the community’s downtown—is the oldest and the most walkable neighborhood in the city. The Village is home to the majority of Carlsbad’s historic and cultural resources, including the Carlsbad Theatre, Old Santa Fe Train Depot, Army and Navy Academy and multiple historic structures.

The Village has evolved into an eclectic neighborhood rich with character and diversity – both in its physical landscape and in its varied activities and land uses. It has great bones – a walkable street grid, location adjacent to the ocean, a bus and rail transit center, and mix of old and new buildings. The Village should be Carlsbad’s ideal choice for residents looking for a more urban, walkable, transit-connected lifestyle, and for visitors seeking a contrasting experience to hiking along the lagoons, surfing, or golfing.

Many sites in the Village are developed at a low intensity and designed to meet the needs of a car-oriented lifestyle, not in keeping with the vibrant, active, pedestrian-oriented core that many would like to see as defining the Village experience. As the Village continues to evolve, it will be important to redevelop and strategically focus improvements in the neighborhood to best express the city’s small-town beach-community



lifestyle, take advantage of key opportunities to connect to transit, the ocean, and the Barrio neighborhood to the south, and add new residents and life into downtown Carlsbad.

The Village and Barrio Master Plan, adopted in 2018, provides a vision and guidance for design, land use, and redevelopment, and includes development standards and design guidelines. There are additional opportunities to expand on key elements like public art and identity through a signage and way-finding scheme as well as an expanded public arts program.

Barrio

The roughly 150-acre Barrio neighborhood is situated on the northwestern portion of the city, just south of the Village. Established in the 1920s, the Barrio neighborhood first served as a residential enclave for new immigrants supporting the agriculture economy of the city. Today, the Barrio reflects elements of its past in its many cultural markers and historic buildings, as well as in its long-time residents and cohesive community.

Land use in the Barrio neighborhood is primarily residential, with a wide range of housing types, from single-family and two-family dwellings on small lots within the center of the neighborhood along Roosevelt and



Madison streets to higher density multi-family residential development located around the neighborhood's perimeter west of Interstate 5 and east of the railroad tracks. Other uses in the Barrio include public, institutional, recreation and limited commercial uses. One of the key community assets in the Barrio is the new Pine Avenue Park and Chase Field, as well as the adjacent City of Carlsbad Senior Center.

In 2013, the allowed residential densities in the Barrio were increased. The primary objective of the density increase was to encourage redevelopment (primarily around the perimeter of the neighborhood) while protecting the single-family/duplex character of the center of the neighborhood.

In 2018, the Village and Barrio Master Plan was adopted to provide a vision, standards and guidelines for both the Village and Barrio. The master plan recognizes the neighborhood's walkable, residential character, its history and cultural resources, and its objectives for calming traffic and increasing connections with the Village and beach. It will be important that future improvements are sensitive to these characteristics and objectives.

Carlsbad Boulevard/Agua Hedionda Center

This area formerly contained the Encina Power Station (EPS), whose 400-foot exhaust stack and 965 megawatt power plant had been a landmark

near the edge of Agua Hedionda Lagoon and the ocean since the mid-1950s. Pursuant to a settlement agreement dated January 14, 2014, between and among the City of Carlsbad and the Carlsbad Municipal Water District (CMWD), Cabrillo Power I LLC and Carlsbad Energy Center LLC, and San Diego Gas and Electric Company (SDG&E), the EPS was decommissioned in 2018 and demolished in 2022. The General Plan envisions redevelopment of the EPS, as well as the adjacent SDG&E North Coast Service Center, with visitor-serving commercial and open space uses to provide residents and visitors enhanced opportunities for coastal access and services, reflecting the California Coastal Act's goal of "maximizing public access to the coast."

East of the former EPS, between the railroad tracks and I-5 freeway, a new, approximately 600 megawatt facility, the Carlsbad Energy Center, completed construction in 2018, utilizing peaker-plant technology (rather than as a base load or combined-cycle facility). Compared to the former plant, the new power plant features a lower profile and has less impact on the environment by being constructed away from the coastline and partially below grade, and by utilizing current peaker-plant technology that significantly reduces its visual profile, hours of operation, noise, air pollutant and greenhouse gas emissions, and eliminates the use of ocean water for cooling.

A portion of the area west of the railroad tracks contains the Claude "Bud" Lewis Carlsbad Desalination Plant. The desalination project was completed in 2015 and provides a portion of the city's potable water needs. Also, SDG&E operates the Encina substation on approximately 10 acres of the EPS site west of the railroad tracks. The substation is expected to continue in operation for the foreseeable future.



Former Encina Power Station along Carlsbad Blvd.

The Shoppes at Carlsbad Commercial Area

The principal opportunity in this area is The Shoppes at Carlsbad mall, a 90-acre enclosed regional shopping mall, surrounded by surface parking lots owned by the city. The mall was redeveloped in 2014-2015.

As part of the 2021-2029 Housing Element update, the mall parking lots were identified as a city-controlled opportunity site that could be redeveloped to accommodate a portion of the city's share of the Regional Housing Needs Allocation (RHNA). The site has been identified to provide a minimum 993 housing units across the five parking lot parcels. Programs in the Housing Element call for the city to work closely with the owner of the Shoppes on redevelopment of the site to a mixed-use format center that includes a "high level of affordable housing (at least 20% of residential units)."

On March 14, 2023, the City Council designated a city staff team as responsible for exploring options for potential use of the city-owned parking lot properties, including complying with the state Surplus Land Act and working with representatives of the mall property owner or other parties identified through the Surplus Land Act toward the lease or sale of the properties.

To facilitate future mixed-used, mixed-income development, a combination of Regional Commercial and residential land use designations (R-23 and R-40) are applied to the parking lot parcels. The Regional Commercial designation requires regionally oriented retail uses, but also permits housing in a mixed-use setting. The R-23 and R-40 designations allow for higher density residential uses. Site details, including number of units, will be determined following submittal of development plans to the city and subject to minimum density requirements.

North County Plaza

East and west of the mall are locally-serving shopping centers and a cluster of offices; these may receive potential upgrading and reinvestment by property owners; for example, the shopping center to the west, North County Plaza, has been identified for potential mixed-use through the proposed addition of housing. Based on a project submitted, it is anticipated the site could redevelop with a minimum 240 units while maintaining commercial uses.

Sunny Creek Residential

Two parcels at and near the northwest corner of El Camino Real and the future extension of College Boulevard. The larger of the two parcels, vacant and approximately 17.8 acres, borders both El Camino Real and College Boulevard and was identified during the 2021-2029 Housing Element Update as providing up to 327 housing units, with most of those units (212) resulting from a minimum eight acres of the site designated R-30 (26.5 – 30 dwelling units per acre). The remainder of the site is designated R-15 with a minimum density of 12 dwelling units per acre. The actual number of units that may be approved on the parcel under the R-30 and R-15 designations will be determined following submittal of development plans to the city, subject to meeting the R-15 and R-30 minimum density requirements.

The other, smaller parcel, located adjacent and to the northeast, is just under 10 acres and was the site of a former equestrian center. The portion of this property along Agua Hedionda Creek is designated Open Space. The remaining approximately six acres is designated R-30. Development of this smaller parcel is first dependent on the need to address flood constraints that are applicable to it.

Palomar Corridor

This area is the employment core of Carlsbad and one of north San Diego County's key employment centers, with a variety of industrial, research and development, and office uses, along with hotels and commercial uses. It also contains the McClellan-Palomar Airport and LEGOLAND amusement park. The General Plan maintains the industrial/research and development primacy of the area. While office, medical office, and residential uses would be desirable in the area to provide use diversity, their location in the corridor is challenged by airport noise and safety considerations, and the presence of several establishments authorized to use hazardous chemicals as part of regular business operations; the General Plan provides land use designations where these uses could be accommodated in selected locations.



Sunny Creek Residential

Ponto/Southern Waterfront

This area has a scenic setting, with a 3.5-mile frontage north of Batiquitos Lagoon along the Pacific Ocean. In the northern portion of the area, a hotel and residential uses—mostly small single-family homes—line the east side of Carlsbad Boulevard. The largest development opportunity is in between Batiquitos Lagoon and Ponto Road, where the General Plan contemplates a mix of hotels, other commercial uses and residential uses, consistent with the Ponto Beachfront Village Vision Plan. The General Plan also contemplates smaller eating and drinking establishments along Carlsbad Boulevard as opportunities arise, to provide oceanfront dining.

The southbound portion of Carlsbad Boulevard is proposed to be realigned with a shift to the east, providing opportunity for a linear park/promenade along Carlsbad Boulevard, which is already popular with walkers, joggers, and bicyclists. The street realignment project may also provide additional park and gathering opportunities along the ocean.

Murphy

This area consists of three parcels totaling approximately 36 acres located north of Batiquitos Lagoon and east of Batiquitos Drive; the northern parcel is designated for low to medium density (0-4 dwelling units per acre) residential uses and open space, and the southern parcel is designated for medium density (4-6 dwelling units per acre) residential uses and open space; the General Plan envisions that the overall potential residential density of the site will be clustered to provide an open space buffer between development and the lagoon.

Poinsettia and Village Coaster Stations

These transit centers are key mobility hubs providing access to Coaster train and Breeze bus services. The centers play a local and regional role, serving city residents by providing access to jobs and shopping destinations, and providing tourists and regional visitors access to Carlsbad attractions. Both the Poinsettia and Village Coaster Stations are owned by the North County Transit District (NCTD). Both stations are opportunity sites to help accommodate a portion of the city's share of the Regional Housing Needs Allocation (RHNA).

NCTD is considering redevelopment of both Coaster stations with non-transit uses, including residential, which will enhance their transit functions as well. On Jan. 19, 2023, the NCTD Board of Directors voted in favor of entering into Exclusive Negotiation Agreements with private developers for both Coaster stations. A Housing Element policy and program call for the city to support and work collaboratively with NCTD on its Village Coaster Station redevelopment efforts to include a mix of market rate and a "high level" of affordable units adjacent to transit services. Following submittal of any development plans to the city, project details regarding site layout, design, number of residential units and any other non-transit-oriented uses will be determined.

Poinsettia Station consists of two parcels totaling 5.83 acres located south and west of Avenida Encinas, west of Embarcadero Lane. While the transit center is the main use, both parcels are also designated for high density residential uses. As part of the 2021-2029 Housing Element update, a portion of the Poinsettia Station site was identified as a location that could provide up to 27 housing units.

The Carlsbad Village Station consists of two parcels totaling 7.75 acres located north of Grand Avenue, between State Street and Washington Street. While the transit center is the main use, both parcels are zoned Village-Barrio (V-B) and are part of the Village Center District

(VC)governed by the Village-Barrio Master Plan. The Village Center District encompasses the core of the Village and includes a mix of commercial, attached residential that is high density (28-35 dwelling units per acre) in nature, and mixed-use building types. As part of the 2021-2029 Housing Element update, the Carlsbad Village Station site was identified as a location that could provide up to 93 housing units.

2.8 Goals and Policies

Goals

Land Use

- 2-G.1 Maintain a land use program with amount, design and arrangement of varied uses that serve to protect and enhance the character and image of the city as expressed in the Carlsbad Community Vision, and balance development with preservation and enhancement of open space.
- 2-G.2 Promote a diversity of compatible land uses throughout the city, to enable people to live close to job locations, adequate and convenient commercial services, and public support systems such as transit, parks, schools, and utilities.
- 2-G.3 Promote infill development that makes efficient use of limited land supply, while ensuring compatibility and integration with existing uses. Ensure that infill properties develop with uses and development intensities supporting a cohesive development pattern.



2-G.4 Provide balanced neighborhoods with a variety of housing types and density ranges to meet the diverse demographic, economic and social needs of residents, while ensuring a cohesive urban form with careful regard for compatibility.

2-G.5 Protect the neighborhood atmosphere and identity of existing residential areas.

2-G.6 Allow a range of mixed-use centers in strategic locations that maximize access to commercial services from transit and residential areas.



2-G.7 Ensure that neighborhood serving shopping and mixed-use centers include shopping as a pedestrian-oriented focus for the surrounding neighborhood, are physically integrated with the surroundings, and contain neighborhood-serving stores and small offices. Where appropriate, include in the centers high and medium density housing surrounding the retail core or integrated in mixed-use buildings.

2-G.8 Provide opportunities for continued economic growth and vitality that enhance Carlsbad's position as a premier regional employment center.

2-G.9 Accommodate a diversity of business establishments in appropriately-scaled settings, including large-scaled industrial and research and development establishments proximate to the McClellan-Palomar Airport,

regionally-scaled shopping centers, and neighborhood-serving commercial centers with smaller-sized stores, restaurants and offices to meet shopping, recreation, and service needs of residents and visitors.

- 2-G.10 Promote continued growth of visitor-oriented land uses, and provide enhanced opportunities for new hotels and visitor-services in desirable locations.
- 2-G.11 Provide industrial lands that can accommodate a wide range of air and water pollution-free industrial establishments, including those of relatively high intensity; research and development and related uses set in campus or park-like settings; as well as moderate to low intensity establishments capable of being located adjacent to residential areas with minimal buffering and attenuation measures.
- 2-G.12 Ensure adequate provision of community-serving facilities such as child daycare facilities, places of worship, educational institutions and schools.
- 2-G.13 Maintain land use compatibility between McClellan-Palomar Airport and surrounding land uses, and encourage the airport's continued operations while ensuring it does not unduly impact existing neighborhoods and communities.
- 2-G.14 Participate with other cities in the county, through the San Diego Association of Governments, in working towards solution of regional issues.
- 2-G.15 Support agricultural uses throughout the city while planning for the transition of agriculture to other uses.

Community Character, Design, and Connectedness

- 2-G.16 Enhance Carlsbad's character and image as a desirable residential, beach and open-space oriented community.
- 2-G.17 Ensure that the scale and character of new development is appropriate to the setting and intended use. Promote development that is scaled and sited to respect the natural terrain, where hills, public realm, parks, open space, trees, and distant vistas, rather than buildings, dominate the overall landscape, while developing the Village, Barrio, and commercial and industrial areas as concentrated urban-scaled nodes.
- 2-G.18 Ensure that new development fosters a sense of community and is designed with the focus on residents, including children, the disabled and the elderly, by providing: safe, pedestrian-friendly, tree-lined streets; walkways to common destinations such as schools, bikeways, trails, parks and stores;



homes that exhibit visual diversity, pedestrian-scale and prominence to the street; central gathering places; and recreation amenities for a variety of age groups.

- 2-G.19 Ensure that new neighborhood commercial centers are designed for pedestrian comfort, and integrated with the surrounding neighborhoods with new streets and paths.
- 2-G.20 Develop an active ocean waterfront, with new growth accommodated west of Interstate 5, to enable residents and visitors to enjoy more opportunities for dining, shopping, and recreating along the coastline. Develop public gathering places and recreational opportunities along the coastal corridor.

Growth Management

- 2-G.21 Ensure that adequate public facilities and services are provided in a timely manner to preserve the quality of life of residents.
- 2-G.22 Develop programs that correlate the projected population with the service capabilities of the city.

Cannon Road Open Space, Farming and Public Use Corridor

Goals 2-G.23 through 2-G.28 are in accordance with "Proposition D - Preserve the Flower and Strawberry Fields and Save Carlsbad Taxpayers' Money" and are applicable only to the area within the Cannon Road Open Space, Farming and Public Use Corridor (see Figure 2-2):

- 2-G.23 Create a unique, community-oriented open space area along the Cannon Road corridor located immediately to the east of the Interstate 5 freeway including the existing flower fields and strawberry fields.
- 2-G.24 Ensure that this area is permanently protected and preserved for open space uses.



2-G.25 Enhance the protection of the existing flower fields.

2-G.26 Allow farming operations in the area such as the existing strawberry fields and flower growing areas to continue.

2-G.27 Provide for the protection and preservation of environmental resources in the area.

2-G.28 Increase public access and use to the area primarily through the incorporation of public trails and active and passive recreation.



The Village

- 2-G.29 Maintain and enhance the Village as a center for residents and visitors with commercial, residential, dining, civic, cultural, and entertainment activities.
- 2-G.30 Develop a distinct identity for the Village by encouraging a variety of uses and activities, such as a mix of residential, commercial, office, restaurants and specialty retail shops, which traditionally locate in a pedestrian-oriented downtown area and attract visitors and residents from across the community by creating a lively, interesting social environment.

The Barrio

- 2-G.31 Promote rejuvenation of the Barrio while maintaining its walkable, residential character, and ensuring that new development enhances neighborhood quality and character.
- 2-G.32 Celebrate the Barrio's history and resources, and foster development of cohesive streetscapes with strategic improvements, including plazas where feasible.

Policies

Land Use

General

- 2-P.1 Maintain consistency between the General Plan and Title 21 of the Carlsbad Municipal Code (Zoning Ordinance and map).
- 2-P.2 Update the city's Local Coastal Program (LCP) to be consistent with the General Plan. Work with the California Coastal Commission to gain permitting authority for all areas of the city in the Coastal Zone.
- 2-P.3 Permit increased non-residential and mixed-use development allowances up to limits specified in the Transportation Demand Management (TDM) Ordinance when developed, where project proponents agree to compliance with the stipulations in the TDM Ordinance.
- 2-P.4 When uncertainty exists regarding the precise boundary of the various land use designations identified on the Land Use Map, such boundaries shall be interpreted as follows:
 - a. Where boundaries appear to follow the centerline of a street or highway, ownership boundary lines, or topographic features such as valleys, ridgelines, or top/bottom of bluffs/slopes then the boundaries shall be interpreted to follow the lines/features they appear to follow.

- b. Where boundaries appear to reflect environmental and resource management considerations, boundaries shall be interpreted in a manner which is consistent with the considerations that the boundary reflects.

2-P.5 Work with SANDAG through participation in its various standing committees on regional plans and initiatives. Adopt local implementing policies and programs when found to be consistent with the General Plan and in the best interests of Carlsbad's residents and businesses.

Residential

2-P.6 Encourage the provision of lower and moderate-income housing to meet the objectives of the Housing Element.

2-P.7 Do not permit residential development below the minimum of the density range, except in the following circumstances and subject to the findings required by California Government Code Section 65863:

- a. When one single-family dwelling is constructed on a legal lot that existed as of October 28, 2004.
- b. When one single-family dwelling is constructed on a lot that was created by consolidating two legal nonconforming lots into one lot (this only applies to lots that are nonconforming in lot area).
- c. When a legal lot is developed with one or more residential units that existed as of October 28, 2004; provided, the existing units are to remain and it is not feasible to construct the number of additional units needed to meet the minimum density without requiring the removal of the existing units.

In addition, specific sites rezoned by the City Council to meet RHNA requirements as detailed in the programs of the Housing Element are not subject to these exceptions and instead must be developed at or above the minimum of the density range.

2-P.8 Do not permit residential development to exceed the applicable Growth Management Control Point (GMCP) density unless the following findings are made:

- a. The project qualifies for and will receive an allocation of "excess" dwelling units, pursuant to City Council Policy No. 43.
- b. There have been sufficient residential projects approved at densities below the GMCP so the citywide and quadrant dwelling unit limits will not be exceeded as a result of the proposed project.

- c. All necessary public facilities required by the Citywide Facilities and Improvements Plan will be constructed, or are guaranteed to be constructed, concurrently with the need for them created by this development and in compliance with adopted city standards.³
- 2-P.9 Incentivize development of lower-income affordable housing by allowing residential development above maximum densities permitted by the General Plan, subject to an evaluation of the following: (a) the proposal's compatibility with adjacent land uses, and (b) the project site's proximity to a minimum of one of the following: freeway or major street; commercial center; employment opportunities; city park or open space; or commuter rail or transit center.
- 2-P.10 Development on slopes, when permitted, shall be designed to minimize grading and comply with the hillside development provisions of the Zoning Ordinance and the Carlsbad Local Coastal Program.
- 2-P.11 Consider density and development right transfers in instances where a property owner is preserving open space for purposes of environmental enhancement, complying with the city's Habitat Management Plan, or otherwise leaving developable property in its natural condition. The density/development potential of the property being left in open space shall be reserved for and used on the remainder of the project site or, through an agreement with the city, may be transferred to another property.
- 2-P.12 Encourage residential uses mixed in conjunction with commercial development on commercially designated sites and within the Village.
- 2-P.13 Encourage medium to higher density residential uses located in close proximity to commercial services, employment opportunities and major transportation corridors.
- 2-P.14 Require new and, as appropriate, existing master planned and residential specific plan developments to provide usable acres to be designated for community facilities such as daycare, worship, youth and senior citizen activities, educational institutions and schools.
- 2-P.15 Allow the development of a two-family dwelling on all lots which legally existed and were zoned R-2 as of December 1, 1986, regardless of the density allowed by the residential land use designation, provided the development of the dwellings complies with all

³ Note: State legislation (SB 166, and SB 330, the Housing Crisis Act of 2019) preempt the city from implementing residential growth management plan caps, residential quadrant limits and residential control points. As a result, the City Council passed Resolution 2021-074 finding that it cannot and will not enforce these residential caps, quadrant limits, and control points.

applicable development standards in effect at the time of the development.

- 2-P.16 Allow residential development above the allowed maximum density on properties with an R-1.5 or R-4 land use designation when the implementing zone would permit a slightly higher dwelling unit yield than the allowed maximum density, subject to the following findings:
- a. The project is consistent with the intended uses of the applicable land use designation (R-1.5 or R-4) and other applicable goals and policies of this General Plan.
 - b. There is sufficient infrastructure to support the project.
 - c. The proposed density does not exceed the allowed maximum density by more than 25 percent.

Commercial Services

- 2-P.17 Locate commercial land uses as shown on the Land Use Map. Where applications for the re-designation of land to commercial land uses are submitted, these shall be accompanied by a conceptual development plan of the site and a market study that demonstrates the economic viability of using the land in the way being requested, as well as the impact on the viability of commercial uses designated on the Land Use Map that may compete within shared trade areas.
- 2-P.18 Except within the Village, commercial development shall occur in the form of discrete shopping centers, as opposed to generalized retail districts or linear “strip commercial” patterns (i.e. long corridors of commercial uses with numerous curb cuts, unsafe intersection spacing, disharmonious architectural styles, and a proliferation of signs) or as mixed use developments with an integrated mix of commercial and residential uses.
- 2-P.19 Ensure that all residential areas have convenient access to daily goods and services by locating local shopping centers centrally within their primary trade areas, as defined in Table 2–4. Such trade areas should minimize gaps between or overlaps with the trade areas of other local shopping centers.
- 2-P.20 New master plans and residential specific plans and other large development proposals shall evaluate whether there is a need to include a local shopping center within the development.
- 2-P.21 Sites designated for “regional commercial” use should generally be located where they are easily visible and accessible from highways and freeways. Local shopping centers and uses may be adjacent to or, as a secondary use, integrated into regional centers to also serve the daily convenience needs of customers utilizing the regional shopping center.

- 2-P.22 Sites designated for “general commercial” use should be limited to locations where such uses are appropriate and desirable, provided the development is designed to be architecturally unified and does not result in “strip commercial” development.
- 2-P.23 Sites designated for “visitor commercial” uses should generally be located near major transportation corridors and proximate to key tourist/visitor draws, such as hotels, the ocean, lagoons, the Village, LEGOLAND and other recreation venues, McClellan-Palomar Airport, and businesses in the Palomar Airport Road corridor. Regional, general and local shopping center uses may be adjacent to or, as a secondary use, integrated into a visitor commercial center to also serve the daily convenience needs of tourists, visitors and residents.
- 2-P.24 Build and operate commercial uses in such a way as to complement but not conflict with adjoining residential areas. This shall be accomplished by:
- Controlling lights, signage, and hours of operation to avoid adversely impacting surrounding uses.
 - Requiring adequate landscaped buffers between commercial and residential uses; exceptions may be permissible when both uses are comprehensively developed as a mixed use project.
 - Providing bicycle and pedestrian links between commercial centers and surrounding residential uses, and providing bicycle-parking racks.
 - Ensuring building mass does not adversely impact surrounding residences.
 - Where appropriate, commercial and residential uses can be mixed in a vertical or horizontal configuration.
- 2-P.25 Ensure that commercial development is designed to include:
- Integrated landscaping, parking, signs, and site and building design
 - Common ingress and egress, safe and convenient access and internal circulation, adequate off-street parking and loading facilities. Each commercial site should be easily accessible by pedestrians, bicyclists, and automobiles to nearby residential development.
 - Architecture that emphasizes establishing community identity while presenting tasteful, dignified and visually appealing designs compatible with their surroundings.
 - A variety of courtyards and pedestrian ways, bicycle facilities, landscaped parking lots, and the use of harmonious architecture in the construction of buildings.

- 2-P.26 When “community” tenants (see Table 2–4, earlier) are included in a local shopping center, they must be fully integrated into the overall function and design of the center, including the architecture, internal circulation and landscaping. The inclusion of such tenants should complement, not supplant the principal function of the center, which is to provide local goods and services.
- a. No community “anchor” tenant may be built as a stand-alone building. It must share (or appear to share) walls and its building facade with other tenants in the center.
 - b. No community “anchor” tenant or secondary tenant may feature corporate architecture or logos (excluding signage) that is not integrated into the overall design of the center.

Industrial and Office

- 2-P.27 Limit general industrial development within the community to those areas and uses with adequate transportation access. These areas should be compatible with surrounding land uses including residential neighborhoods.
- 2-P.28 The physical development of industrial areas shall ensure compatibility among a diverse range of industrial establishments.
- 2-P.29 Include provisions in the Zoning Ordinance to allow service and support uses in areas designated Planned Industrial; such uses may include but are not limited to commercial/retail uses that support planned industrial uses, office uses, places of worship, recreation facilities, education facilities, conference facilities, daycare centers, short-term lodging, and other service uses.
- 2-P.30 Require new industrial development to be located in modern, attractive, well-designed and landscaped industrial parks in which each site adequately provides for internal traffic, parking, loading, storage, and other operational needs.
- 2-P.31 Regulate industrial land uses on the basis of performance standards, including, but not limited to noise, air quality, odor, and glare.
- 2-P.32 Require private industrial developers to provide adequate outdoor dining/eating areas for employees.



2-P.33 Do not permit general or medical office uses on sites designated for industrial use, unless the site is re-designated through a General Plan amendment to the office or a commercial land use designation; approval of such re-designations shall be based on consideration of the following criteria:

- a. Contiguity with other established general or medical office uses, or an office or commercial zone;
- b. Separation from industrial uses, where establishment of a medical office use would not preclude establishment or continuation of an industrial use within the zone where industrial uses are intended to be located; and
- c. Location. It is preferable that general or medical office uses be located on sites that can be accessed without negatively impacting traffic on industrial streets.

2-P.34 If residential uses are allowed, design and build residential uses in such a way as to complement but not conflict with industrial uses.

Agriculture

2-P.35 Support agricultural uses throughout the city, including small-scale farms and community gardens.

2-P.36 Ensure the existing Flower Fields remain in flower production by utilizing all available methods and programs, including grants and other outside financial assistance.

2-P.37 Require utilization of soil and water conservation techniques in agricultural activities.

McClellan-Palomar Airport

2-P.38 Require new development located in the Airport Influence Area (AIA) to comply with applicable land use compatibility provisions of the McClellan-Palomar Airport Land Use Compatibility Plan (ALUCP) through review and approval of a site development plan or other development permit. Unless otherwise approved by City Council, development proposals must be consistent or conditionally consistent with applicable land use compatibility policies with respect to noise, safety, airspace protection, and overflight notification, as contained in the McClellan-Palomar ALUCP. Additionally, development proposals must meet Federal Aviation Administration (FAA) requirements with respect to building height as well as the provision of obstruction lighting when appurtenances are permitted to penetrate the transitional surface (a 7:1 slope from the runway primary surface). Consider San Diego County Regional Airport Authority Airport Land Use Commission recommendations in the review of development proposals.

- 2-P.39 Coordinate with the San Diego County Regional Airport Authority, Airport Land Use Commission, and the FAA to protect public health, safety and welfare by ensuring the orderly operation of the airport and the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards within areas around the airport.
- 2-P.40 Prohibit approval of any zone change, general plan amendment or other legislative action that authorizes expansion of McClellan-Palomar Airport, unless authorized to do so by a majority vote of the Carlsbad electorate. (Section 21.53.015, Carlsbad Municipal Code.)



Community Character and Design

See also policies in the Mobility Element related to walkability.

- 2-P.41 Establish development standards that will preserve natural features and characteristics, especially those within coastal, hillside and natural habitat areas.
- 2-P.42 Ensure that the review of future projects places a high priority on the compatibility of adjacent land uses along the interface of different residential density and non-residential intensity categories. Special attention should be given to buffering and transitional methods, especially, when reviewing properties where different residential densities or land uses are involved.
- 2-P.43 Ensure that development on hillsides, where permitted pursuant to the hillside development regulations of the Zoning Ordinance, is designed to preserve and/or enhance the visual quality of the pre-existing topography.
- 2-P.44 Where feasible, locate development away from visible ridges; larger buildings, such as large retail stores and office and industrial development, should be arranged to minimize the buildings' visual appearance from major transportation corridors and vistas.
- 2-P.45 Encourage clustering of development to preserve natural terrain and maximize open space areas around developments.
- 2-P.46 Evaluate each discretionary application for development of property with regard to the following specific criteria:
 - a. Site design and layout of the proposed buildings in terms of size, height and location, to foster harmony with landscape and adjacent development.
 - b. Site design and landscaping to provide buffers and screening where appropriate, conserve water, and reduce erosion and runoff.
 - c. Building design that enhances neighborhood quality, and incorporates considerations of visual quality from key vantage points, such as major transportation corridors and intersections, and scenic vistas.
 - d. Site and/or building design features that will reduce greenhouse gas emissions over the life of the project, as outlined in the Climate Action Plan.
 - e. Provision of public and/or private usable open space and/or pathways designated in the Open Space, Conservation, and Recreation Element.
 - f. Contributions to and extensions of existing systems of streets, foot or bicycle paths, trails, and the greenbelts provided for in



the Mobility, and Open Space, Conservation, and Recreation elements of the General Plan.

- g. Compliance with the performance standards of the Growth Management Plan.
 - h. Development proposals which are designed to provide safe, easy pedestrian and bicycle linkages to nearby transportation corridors.
 - i. Provision of housing affordable to lower and/or moderate-income households.
 - j. Policies and programs outlined in Local Coastal Program where applicable.
 - k. Consistency with applicable provisions of the Airport Land Use Compatibility Plan for McClellan-Palomar Airport.
- 2-P.47 Require new residential development to provide pedestrian and bicycle linkages, when feasible, which connect with nearby shopping centers, community centers, parks, schools, points of interest, major transportation corridors and the Carlsbad Trail System.
- 2-P.48 At the time existing shopping centers are renovated or redeveloped, where feasible, require connections to existing residential neighborhoods through new pedestrian pathways and entrances, mid-block crossings, new or wider sidewalks, and pedestrian-scaled street lighting.
- 2-P.49 Enhance walkability on a citywide scale by installing benches and transit shelters and adding landscaping, wayfinding signage, public art, and pedestrian-scaled lighting. Consider ways to improve rail and freeway overpass/ underpass areas, with lighting, sidewalk improvements and public art.
- 2-P.50 In design requirements for sites adjacent to pedestrian-oriented streets, consider how buildings address the street, through ample windows for display, outdoor eating areas, entryway design options and attractive signage.

Beach Access and Waterfront Activity

- 2-P.51 Improve beach access through a variety of mechanisms, including:
- a. In the Village and adjacent areas, identify the primary pedestrian connections and entrances to the beach through signage, a consistent landscaping scheme, change in paving materials, wider sidewalks and preservation of view corridors. Identify opportunities for additional access points as improved connectivity and facilities are provided, particularly if new beachfront activity areas are established.

- b. In the Barrio neighborhood, provide a pedestrian crossing under or over the rail corridor at Chestnut Avenue.
- c. Identify and implement more frequent pedestrian crossings along Carlsbad Boulevard. Identify and prioritize crossings from residential neighborhoods and existing bicycle and pedestrian trails.

For more detailed policies on pedestrian and bicycle movement, see Chapter 3: Mobility.

2-P.52 Promote development of new activity centers along the ocean waterfront—places where people can eat, shop, recreate and connect with the ocean while taking in the views of the sand, water and sunset. Potential locations for this include the Carlsbad Boulevard/Agua Hedionda Center (see Figure 2-2); near the intersection of Palomar Airport Road and Carlsbad Boulevard; the Ponto area; and other appropriate sites that may provide opportunities for the development of activity centers.

2-P.53 Work with the California Parks Department to enhance recreation, public access, visitor-commercial services, and activity in the Carlsbad Boulevard coastal corridor. Land could be made available by realigning the southbound lanes of Carlsbad Boulevard and by reconfiguring the Palomar Airport Road / Carlsbad Boulevard intersection. The principal objectives are to improve coastal access for all; conserve coastal resources; enhance public safety, including addressing threats to the campground from bluff erosion and sea level rise; and create additional recreational opportunities, waterfront amenities and services, including modernization and expansion of the campgrounds to serve as lower-cost visitor and recreational facilities.

2-P.54 Plan and design Carlsbad Boulevard and adjacent public land (Carlsbad Boulevard coastal corridor) according to the following guiding principles:

- a. Carlsbad Boulevard shall become more than a road. This transportation corridor shall provide for recreational, aesthetic and community gathering opportunities that equal the remarkable character of the land.
- b. Community safety shall be a high priority. Create destination that provides a safe public environment to recreate.
- c. Strategic public access and parking is a key to success. Development shall capitalize on opportunities to add/enhance multiple public access points and public parking for the beach and related recreational amenities.
- d. Open views are desirable and important to maintaining the character of the area. Preservation and enhancement of views



of ocean, lagoons, and other water bodies and beaches shall be a high priority in road, landscaping, and amenity design and development.

- e. Enhance the area's vitality through diversity of recreational land uses. Carlsbad Boulevard development shall provide for amenities, services and goods that attract a diversity of residents and visitors.
- f. Create vibrant and sustainable public spaces. Development shall provide for unique and vibrant coastal gathering spaces where people of all age groups and interests can gather to enjoy recreational and environmental amenities and supporting commercial uses.
- g. Connect community, place and spirit. Design shall complement and enhance connectivity between existing community and regional land uses.
- h. Environmentally sensitive design is a key objective. Environmentally sensitive development that respects existing coastal resources is of utmost importance.
- i. A signature scenic corridor shall be created through design that honors the coastline's natural beauty. The resulting improvements will capture the 'essence' of Carlsbad; making it a special place for people from throughout the region with its natural beauty and vibrant public spaces. Properly carried out, the realigned boulevard will maximize public views and encourage everyone to slow down and enjoy the scenery.
- j. Reimagining of Carlsbad Boulevard shall be visionary. The reimagined Carlsbad Boulevard corridor will incorporate core community values articulated in the Carlsbad Community Vision by providing: a) physical connectivity through multi-modal mobility improvements including bikeways, pedestrian trails, and a traffic-calmed street; b) social connectivity through creation of memorable public spaces; and c) economic vitality through a combination of visitor and local-serving commercial, civic, and recreational uses and services.

2-P.55 Work with the California Parks Department to provide beachfront amenities such as water fountains, bathrooms, and showers; ensure these are designed to be unobtrusive and harmonious with the natural character of the area.

Community Connectedness

2-P.56 Integrate disparate master planned communities and neighborhoods into a cohesive whole, by establishing streetscape schemes along key connector streets and arterials.



- 2-P.57 Encourage use of public space and rights-of-way for periodic community events such as farmers markets, street fairs, and athletic events.

Growth Management and Public Facilities⁴

- 2-P.58 Ensure the dwelling unit limitations of the Growth Management Plan are adhered to when approving any residential General Plan amendment, zone change, tentative subdivision map or other discretionary permit.
- 2-P.59 Require compliance with Growth Management Plan public facility performance standards, as specified in the Citywide Facilities and Improvements Plan, to ensure that adequate public facilities are provided prior to or concurrent with development.
- 2-P.60 Coordinate future development with the Capital Improvement Program (CIP) to ensure adequate funding for needed facilities and services; and prioritize the funding of CIP projects to provide facilities and services to infill areas, in transit priority or planned smart growth areas, and areas where existing deficiencies exist.
- 2-P.61 Maintain the Growth Management monitoring and annual reporting program, which: a) monitors the number of existing and future dwelling units compared to the growth management dwelling unit limitations, and b) measures the city's public service requirements against the rate of physical growth. Use this information to establish priorities for capital improvement funding, and when considering development requests.
- 2-P.62 The City Council or the Planning Commission shall not find that all necessary public facilities will be available concurrent with need as required by the Growth Management Plan unless the provision of such facilities is guaranteed. In guaranteeing that the facilities will be provided, funding shall be available for the necessary facilities prior to approval of development permits, and emphasis shall be given to ensuring a balanced circulation system, schools, parks, libraries, open space and recreational amenities. Public facilities may be added, however, the City Council shall not materially reduce public facilities without making corresponding reductions in development potential.

The Cannon Road Open Space, Farming and Public Use Corridor

Policies 2-P.62 through 2-P.68 are in accordance with "Proposition D - Preserve the Flower and Strawberry Fields and Save Carlsbad Taxpayers"

⁴ Note: State legislation (SB 166 and SB 330, the Housing Crisis Act of 2019) preempt the city from implementing residential growth management plan caps, residential quadrant limits and residential control points. As a result, the City Council passed Resolution 2021-074 finding that it cannot and will not enforce these residential caps, quadrant limits, and control points.

Money” and are applicable only to the area within the Cannon Road Open Space, Farming and Public Use Corridor (see Figure 2-2).

- 2-P.63 In coordination with land owners, protect and preserve this area as an open space corridor. Permit only open space, farming and compatible public uses in the area. Permitted uses shall be as follows:
- a. Open space
 - b. Farming and other related agricultural support uses, including flower and strawberry production.
 - c. Public trails
 - d. Active and passive parks, recreation and similar public and private use facilities (except on the existing Flower Fields)
 - e. Electrical transmission facilities
- 2-P.64 Prohibit residential development in the area; and prohibit commercial and industrial-type uses in the area other than those normally associated with or in support of farming operations and open space uses.
- 2-P.65 Enhance public access and public use in the area by allowing compatible public trails, community gathering spaces and public and private, active and passive park and recreation uses.
- 2-P.66 Allow farming to continue in the area for as long as economically viable for the landowner.
- 2-P.67 Utilize all existing programs and land use protections and explore possible new mechanisms, as well as new grant programs and other outside financial assistance, to keep the existing Flower Fields in permanent farming and flower production.
- 2-P.68 If determined to be necessary, the city shall amend the Zoning Ordinance and adopt a Cannon Road Open Space, Farming and Public Use Corridor Overlay Zone to apply to the area that would provide more detail on permitted uses and land use regulations applicable to the area.

This policy was implemented with the adoption of City Council Ordinance No. CS-145 on June 7, 2011.

- 2-P.69 The city shall initiate a public planning process with broad public participation to fully accomplish implementation of the goals, objectives and action programs listed above.

This policy was implemented with the public planning process that occurred from November 2007 through June 2008, which resulted in the report titled “Creating a Community Vision for the Cannon Road Agriculture and Open Space (Prop D) Lands Final Report September 23, 2008.”

*Village**(see Figure 2-2)*

- 2-P.70 The Village and Barrio Master Plan is the guide for land use planning and design in the Village.
- 2-P.71 Seek an increased presence of both residents and activity in the Village with new development, particularly residential, including residential as part of mixed-use development, as well as commercial, entertainment and cultural uses that serve both residents and visitors.
- 2-P.72 Seek ways of strengthening existing establishments through façade and streetscape improvements, upgraded public and private landscaping and aesthetically upgraded signage and way-finding. Encourage outdoor dining, sidewalk cafes and limited outdoor displays of merchandise to enliven street-level activity.
- 2-P.73 Enhance the walkability and pedestrian orientation of the Village, including along Carlsbad Village Drive, to enhance the small, beach town atmosphere and improve access to and utilization of transit.
- 2-P.74 Enhance connections with the Barrio through streetscape improvements—including street trees, improved sidewalks, lighting and signage—and potentially mixed-use development along Roosevelt Street.
- 2-P.75 Encourage public art and community gatherings through a wide range of visual and physical forms—from banners on light posts, paving and artwork on sidewalks, light displays at night, music, and sculptures ranging from iconic to pedestrian scale, to the design and shaping of public spaces plazas—all of which set the stage for people to gather, play, and observe. Build on existing activities and events and incorporate cultural facilities, the beach, and a waterfront area where public art could be showcased.
- 2-P.76 Address parking demand by finding additional areas to provide parking for the Village and beach areas, and by developing creative parking management strategies, such as shared and leased parking, on-street parking reconfiguration, “smart” metering, transportation demand management strategies, etc. Evaluate and manage parking in the Village through regular monitoring of parking data and programs such as the Parking In-Lieu Fee Program.



- 2-P.77 Support Village revitalization by developing and implementing programs, policies and financing mechanisms to spur local investment and foot traffic, and increase private and public revenues in the Village through partnerships with property owners, businesses and other stakeholders (e.g. business organizations, local non-profit organizations, and residents).



*Barrio**(see Figure 2-2)*

- 2-P.78 Promote new investment by allowing opportunities for medium and high-density infill residential development, strategically located in the neighborhood consistent with the Village and Barrio Master Plan. Ensure that development is designed to enhance neighborhood quality, character, and vitality, and is sensitive to historic and cultural resources.
- 2-P.79 Focus revitalization efforts on renovations and façade improvements as well as enhancing the physical infrastructure of the community.
- 2-P.80 Create a cohesive, pedestrian-scale streetscape that includes improved sidewalks, streetscape, signage and way-finding, and which celebrates the Barrio's heritage and provides better connections between the Barrio and Village and across the railroad at Chestnut Avenue.
- 2-P.81 Foster development of community gathering spaces and a great public realm, such as by reclaiming portions of wide streets for sidewalks, curb bulb-outs, and small plazas in order to create a more pedestrian- friendly experience and encourage interaction among neighbors.
- 2-P.82 Prepare design, development, and parking standards that protect, enhance and provide flexibility to enhance neighborhood quality and character.
- 2-P.83 Develop cooperative neighborhood enhancement programs with the Barrio community that will result in improved resident connections, neighborhood dynamics and enhanced sense of community through better private-public liaison efforts and focus on completion of neighborhood desired improvements. These programs should be coordinated with Village revitalization efforts.

*Infill opportunity (left) and the Barrio historic core (below).*

*Carlsbad Boulevard/Agua Hedionda Center**(see Figure 2-2)***2-P.84 West of the railroad tracks:**

- Decommission, demolish, remove and remediate the Encina Power Station site, including the associated structures, the black start unit and exhaust stack according to the provisions of a settlement agreement dated January 14, 2014, between and among the City of Carlsbad and the Carlsbad Municipal Water District (CMWD), Cabrillo Power I LLC and Carlsbad Energy Center LLC, and San Diego Gas and Electric Company (SDG&E).
- The desalination plant shall remain on approximately 11 acres (six acres for the desalination plant and approximately five acres of non-exclusive easements) west of the railroad tracks.
- Redevelop the Encina Power Station site, along with the SDG&E North Coast Service Center site, with a mix of visitor-serving commercial uses, such as retail and hotel uses, and with new community-accessible open spaces along Agua Hedionda Lagoon and the waterfront (Carlsbad Boulevard). Encourage community gathering spaces, outdoor dining, and other features to maximize potential views of the ocean and the lagoon. Encourage shared parking arrangements so that a greater proportion of development can be active space rather than parking.
- Determine specific uses, development standards, infrastructure, public improvements, site planning and amenities through a comprehensive planning process (e.g., specific plan, master plan, etc.) resulting in a redevelopment plan approved by the City Council. The redevelopment plan boundaries should include the Encina Power Station and the SDG&E North Coast Service Center sites.
- Work with SDG&E to identify a mutually acceptable alternative location for Its North Coast Service Center. Work with SDG&E, as part of a long-term plan, to identify and ultimately permit an alternate site for its Encina substation.

2-P.85 Between I-5 and the railroad tracks:

- Operate the Carlsbad Energy Center as described in a settlement agreement dated January 14, 2014, between and among the City of Carlsbad and the Carlsbad Municipal Water District (CMWD), Cabrillo Power I LLC and Carlsbad Energy Center LLC, and San Diego Gas and Electric Company (SDG&E). The power plant includes the following characteristics:
- Power output will be limited to approximately 600 megawatts and will be constructed and operated utilizing peaker-plant



Carlsbad Boulevard/Agua Hedionda Center and former Encina Power Station

technology (rather than as a base load or combined-cycle facility).

- The power plant will not operate between the hours of midnight and 6 a.m., except to the extent reasonably required for reliability-related purposes or as otherwise required by the ISO tariff.
- Generator units will be placed below grade to minimize the power plant's visual profile.
- The power plant will utilize current peaker-plant technology that significantly reduces noise, air pollutant and greenhouse gas emissions, and eliminates the use of ocean water for cooling.
- Other features as described in said settlement agreement.
- Provide an open space buffer along the lagoon's south shore between the railroad tracks and I-5.

The Shoppes at Carlsbad Commercial Area

(see Figure 2-2)

- 2-P.86 Promote redevelopment or reuse of the mall as a vital, community-wide commercial destination, and encourage a pedestrian orientation. Leverage the city's parking-lot ownership and work collaboratively with The Shoppes' owner to develop a minimum 993 dwelling units to be part of the land use mix.

Sunny Creek Residential

(see Figure 2-2)

- 2-P.87 Foster development of this site as a mix of multi-family residential dwellings at medium and high densities.
- a. The location of R-15 and R-30 uses/land use designations shall be determined through review and approval of a site development plan.
 - b. The area of land utilized for R-30 residential shall be a minimum of 8 acres in size.
 - c. The R-15 portion of the site shall develop at a minimum density of 12 dwelling units per acre.

Palomar Corridor

(see Figure 2-2)

- 2-P.88 Reinforce the existing base of planned industrial uses with a strong cluster of bio- and high-technology sectors, and attract emerging technologies such as green industries.
- 2-P.89 Allow clusters of sites designated for office use in appropriate locations. Ensure that the Zoning Ordinance incorporates criteria

regulating the use of hazardous materials around the sites shown for office uses and other sensitive uses.

Ponto/Southern Waterfront

(see Figure 2-2)

- 2-P.90 Allow development of the Ponto area with land uses that are consistent with those envisioned in the Ponto Beachfront Village Vision Plan.
- 2-P.91 Promote development of recreation uses and improved public access to the beach, as well as activity centers with restaurants, cafes and shopping along Carlsbad Boulevard, as opportunities arise in appropriate locations.

Murphy

(see Figure 2-2)

- 2-P.92 Allow the property's overall residential development capacity, as indicated by the land use designations on the Land Use Map, to be clustered toward the northern portion of the site to create an open space buffer and recreational trail on the southerly third of the site.

Poinsettia and Village Coaster Stations

(see Figure 2-2)

- 2-P.93 Work collaboratively with NCTD to achieve a minimum 27 dwelling units at the Poinsettia Coaster Station and a minimum 93 dwelling units at the Village Coaster Station.

North County Plaza

(see Figure 2-2)

- 2-P.94 The site shall develop with a minimum 240 dwelling units.