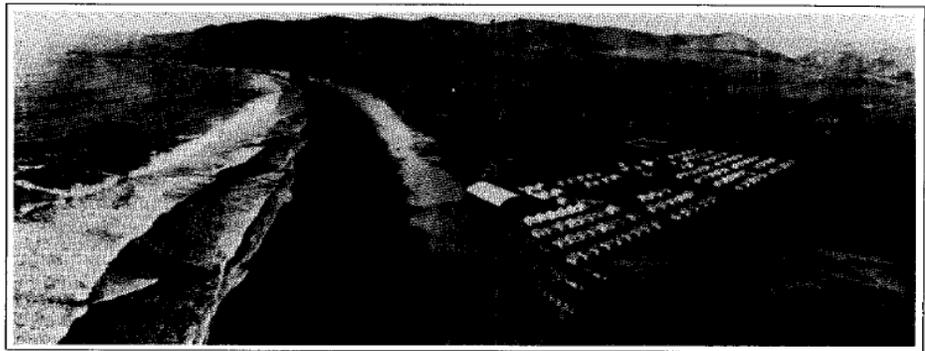
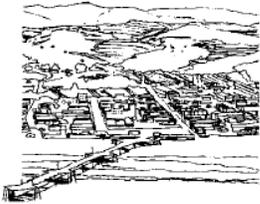


Growth Management Element



Growth Management Element

Background

William Reilly's comments concerning citizens' views on growth (see cover page) were made almost two decades ago, but his message still voices the concerns of many citizens and their local governments today. This is especially true in California, where voters across the state have unleashed a plethora of growth control initiatives at the ballot box over the last few years. Generally these initiatives are angry reactions to changes that have already occurred. The challenge to local government, however, is to develop a proactive plan for the long range needs of the city - one that will assure that the very qualities that attract growth are not destroyed for existing and future residents.

Growth management must be a part of a larger effort to shape the community for the future - to assure not only the preservation of natural, scenic and cultural resources, but to assure as well that the less economically advantaged are not forced to bear the economic burden of growth management policy. It is in this larger context that all the policies of the Pismo Beach General Plan have been prepared as a collective set of growth management guidelines for the development of an environmentally sound and economically balanced city. The purposes of the Growth Management Element are to:

1. Establish the 20 year and ultimate boundaries for the physical growth and development of the community.
2. Provide policies for future annexations of additional lands into the city.
3. To manage the amount and timing of growth in accordance with the ability to maintain acceptable levels of service and quality of life for existing and new residents.

Growth History

Growth concerns have been an element of planning in Pismo Beach for some time. Although the city's growth rate between 1970 and 1980 had averaged 3% on an annual basis, by 1980 a dramatic increase in development applications was beginning to occur. The city determined that the 1980 General Plan should maintain an annual growth rate not to exceed the 3% of previous years. This was to be accomplished by limiting the issuance of building permits to no more than a 3% annual increase. However certain exceptions were permitted to the 3% rule and consequently by 1988, the city determined that growth had actually been occurring at over 4% annually and that the impacts of this growth were having deleterious effects on certain city facilities and services. In 1989, the City Council convened a citizen advisory committee to study and propose solutions to planning and growth problems in the city. The advisory committee identified fourteen critical issues, ranging from problems with sewer inadequacies and traffic congestion to the need for a new city hall. The City Council unanimously adopted an urgency ordinance which provided "Prohibitions and limitations upon the acceptance and processing of certain development applications pending full City review of current city ordinances and regulations which could be in conflict with the city's review of the General Plan/LCP and zoning regulations." This ordinance is in effect until January 1, 1993.

Also in 1989, the Public Works Director informed the City Council that city water resources had been over-committed to already approved development applications. Hence a fifteenth "critical issue" was added to the previous list, and the Council amended the Municipal Code, adding chapter 13.06 instituting mandatory water conservation measures. The Council further determined that even though an applicant was eligible to receive a building permit under the growth management priority listings, the permit would be issued only when the applicant could demonstrate that a project would either conserve water at a savings ratio of 1.5:1, or that it would be served by a proven new water source.

Sphere of Influence Area

The Cortese/Knox Local Government Reorganization Act of 1985 sets forth the rules and regulations under which Pismo Beach may expand its adopted city limits. The legislative intention of this law is to encourage orderly growth and development, which is considered essential to the social, fiscal, and economic well being of the state. It recognizes that the logical formation of local agency boundaries is an important factor in promoting orderly development. Within the legislation, the Local Agency Formation

Commission (LAFCo) is given the sole and exclusive authority for the annexation of additional territory to a city.

Before LAFCo may approve a territorial annexation, it must develop and adopt the "sphere of influence" for the local agency. A sphere of influence is described as a plan for the probable ultimate physical boundaries and service area of a local agency.

The San Luis Obispo County LAFCo adopted the Pismo Beach Sphere of Influence in 1983. This area was coterminous with the existing city limits except for Ontario Ridge and 2400 feet of freeway frontage along Mattie Road. The Sphere was amended in 1987, to add the Los Robles del Mar property on Oak Park Boulevard.

Extended Planning Area

California planning law requires the city to adopt a general plan within its city limits and also for any land outside its boundaries that in its judgment bears relation to its planning. This is a means by which the city can communicate its concerns for the future of lands under the jurisdiction of the County or neighboring cities. One way to do this is through the designation of an "extended planning area" which may extend beyond the city limits and the sphere of influence area.



Principles

P-9 Quality of Life

The focus of the Pismo Beach General Plan shall be to provide a high quality of life for Pismo Beach citizens and visitors. Quality of life factors shall include:

- **Environmental**
 - Air Quality (see Conservation Element)
 - Noise (see Noise Element)
 - Open Space Preservation (see Conservation and Park & Recreation Elements)
 - Sensitive Land and Water Protection (see Conservation Element)
 - Visual Quality (see Design Element)
 - Water Quality (see Facility Element)
- **Safety**
 - Emergency Services (see Facility Element)
 - Fire Services (see Facility Element)
 - Flooding (see Safety Element)
 - Land Slides (see Conservation and Open Space Element)
 - Police Services (see Facility Element)
 - Seismic Safety (see Safety Element)
- **Services**

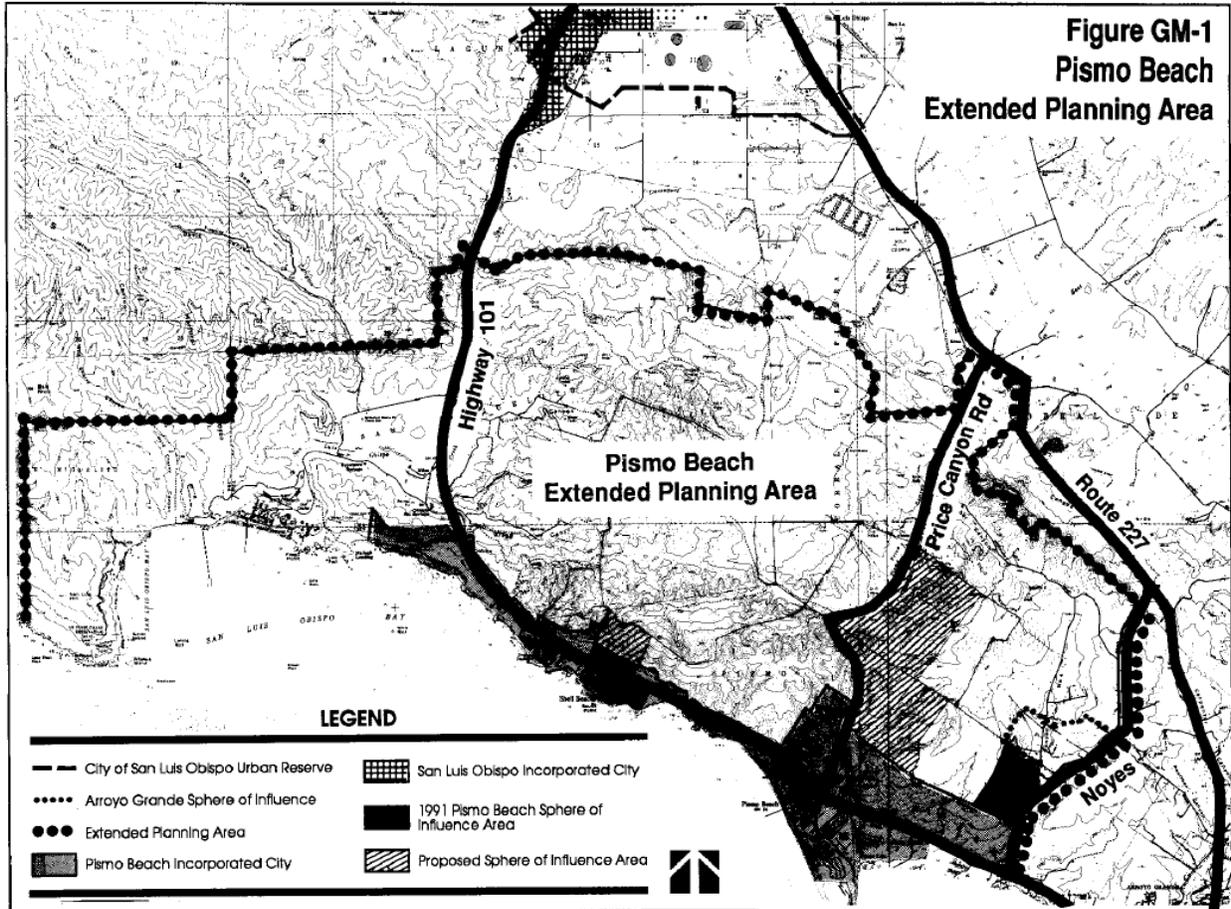
- Financing (see Growth Management and Facility Elements)
- Fire Services (see Facility Element)
- Government (see Facility Element)
- Libraries (see Facility Element)
- Parks & Recreation (see Park & Recreation Element)
- Phasing of Development (see Growth Management Element)
- Police Services (see Facility Element)
- Schools (see Facility Element)
- Waste Management (see Facility Element)
- **Transportation**
 - Airports (see Circulation Element)
 - Bicycle Routes and Facilities (see Circulation and Conservation Elements)
 - Highways (see Circulation and Design Elements)
 - Railroad (see Circulation Element)
 - Sidewalks (see Circulation and Design Elements)

P-10 Urbanized Areas Should Be In Cities

Urbanized areas should be located within cities in order to provide citizens with urban levels of service and to focus on local issues with local controls. Areas located outside of cities should be developed only with agriculture, rural or resource uses.

P-11 Pro-Active Planning

To the extent that areas surrounding Pismo Beach will be urbanized in the future, the city shall take a pro-active, rather than reactive, role to planning these areas. In the pro-active mode, the city shall establish the goals it wishes to achieve for each area, include the area in the cities expanded planning area and sphere of influence area, and program annexations in a systematic way in concert with overall city policy.



Policies

GM-1 Residential Growth Rate

The city's residential growth rate shall be managed to assure that the amount of new development annually is commensurate with the availability of public services and infrastructure and will not result in a deterioration of the quality of service to existing or new residents.

- a. The issuance of building permits for new residential units shall not exceed 3% per year, based on the number of units estimated by the California Department of Finance to exist within the city as of January 1 of the preceding year.
- b. A Growth Management Status Report shall be prepared by the city staff and provided to the City Council at least every three years, commencing in 1995. The report shall include the number of residential permits issued and the status of services and infrastructure.

GM-2 Financing

All new development within Pismo Beach shall be required to pay its proportionate share for existing or proposed public facilities. (See Facility Policy F-2)

GM-3 Pismo Beach Extended Planning Area

Pismo Beach's Extended Planning Area shall include the approximately 18,500 acres within the boundary shown on Figure GM-1. This boundary defines an area wherein future changes are likely to have an impact on the city. It is the city's policy to review all proposals affecting this area and to communicate the city's position on these matters to the applicable decision-making body. More specifically:

- a. San Luis Obispo County shall be requested to refer all planning studies and applications for development permits located in this area to the City of Pismo Beach prior to taking any action.
- b. The City shall request San Luis Obispo County to retain all lands within the extended area in land use policy categories requiring a minimum of 20 to 320 acres per parcel.

To implement this policy, the County should take the following actions:

Oak Park Road Area. The existing Residential Suburban (RS) category allowing 1 du/1 to 5 acres should be changed to Residential Rural allowing 1 du/5 to 20 acres until such time as this area is annexed to Arroyo Grande or Pismo Beach.

Squire Canyon. The San Luis Bay Area Plan of the County General Plan allows 1 dwelling unit per 3 acres for this area. It should be changed to require 5 to 20 acres per dwelling unit.

Avila Beach. The urban land use categories within Avila Beach shall be recognized as pre-existing categories but should not be expanded to additional land area.

Other Areas. All other areas in Pismo Beach's Extended Planning Area should be retained in their land use categories existing in 1992.

- c. Pismo Beach shall work to achieve mutually beneficial goals with the County, other cities in the South County area and various interested agencies in addressing area-wide or regional issues of concern, such as traffic, water supply, transit, waste management, air quality, and others.

GM-4 Urban Expansion Boundaries/Sphere of Influence

The urban expansion boundary of the city (sphere of influence) shall be extended to include land in Price Canyon and along Mattie Road as shown in Figure GM-2. The Mattie Road expansion extends the 1990 sphere of influence, (approximately 30 acres) to the top of the foothills and the entirety of the property holdings (an additional approximate 85 acres, Parcel 1). The Price Canyon expansion includes three parcels total- ling approximately 975 acres. Parcel 2 is approximately 182 acres, Parcel 3 is approximately 258 acres and Parcel 4 is approximately 450 acres. The urban expansion boundary, also referred to as the sphere of influence, shall define the area to which the city intends to provide municipal services and allow the development of some urban land uses in the time period between 1992 and 2010.

GM-5 Sphere of Influence (SOI)

Upon adoption of the General Plan, the City shall request the San Luis Obispo County Local Agency Formation Commission (LAFCo) to amend the sphere of influence for the City to include the area identified in Figure GM-2.

GM-6 Future Urban Development in the Sphere

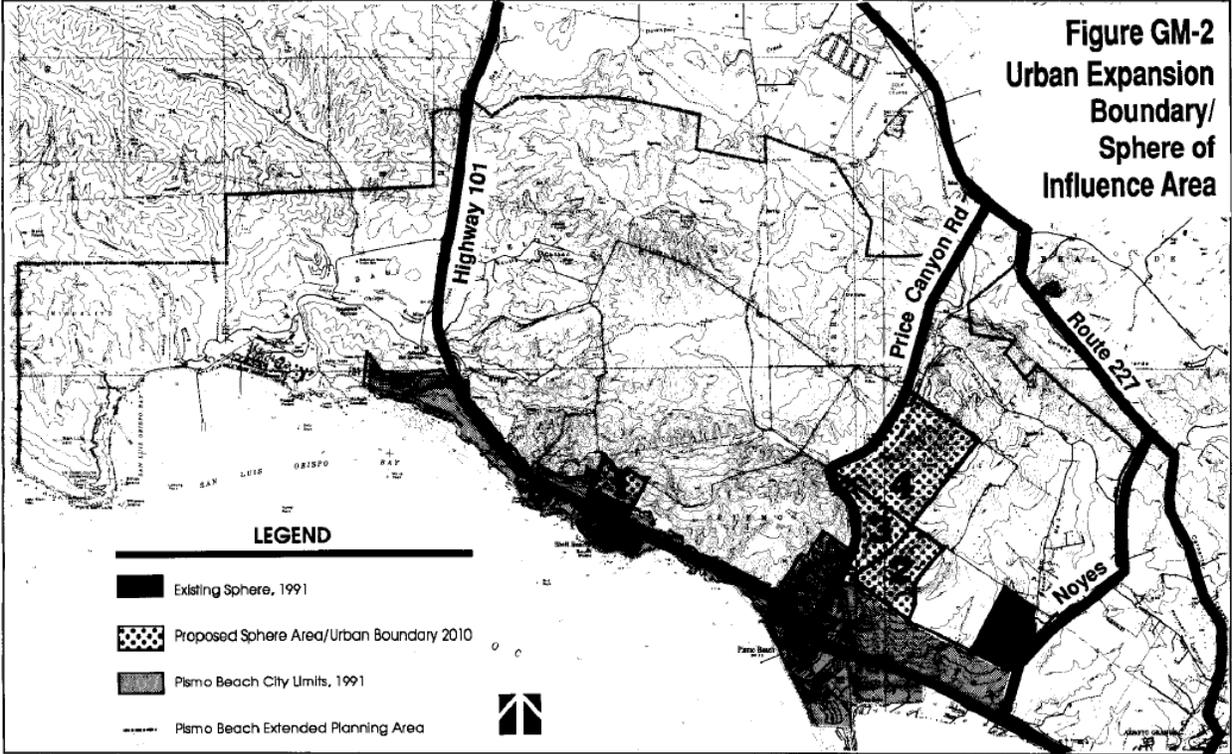
The Land Use Element shall contain policies, which define the future types of land uses and development that will be permitted on lands within the urban expansion boundary, and the standards for density and building intensity.

GM-7 Area Of Interest/Future Additions to the SOI

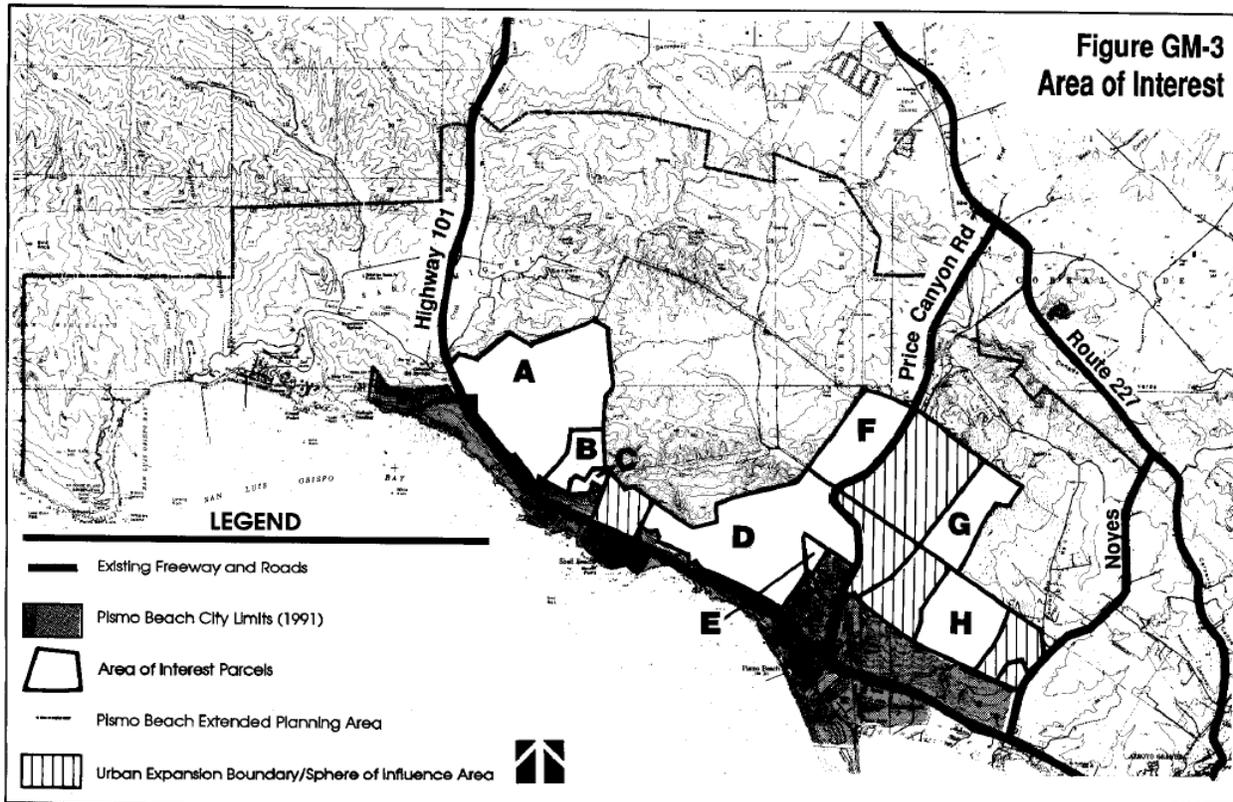
The "Area of Interest" shown on Figure GM-3 shall define those land areas that are outside the initial SOI or urban expansion area, but which may be appropriate to be included in the SOI in the future.

- a. The City shall comprehensively evaluate the boundaries of the SOI at least every five years, but more often if appropriate. Such evaluations shall address, among other

factors, whether the supply of land is adequate to accommodate projected housing needs allocated by the SLOCOG.



- b. The initial comprehensive evaluation of SOI boundaries shall be undertaken no later than 1995.
- c. Any owner of property located within the Area of Interest may request the City to consider an amendment of the SOI boundary to add their lands to the SOL Any such proposal shall also identify the requested land use designations and any other necessary or appropriate amendments to the various elements of the General Plan.
- d. In considering such requests, and at each periodic comprehensive evaluation, the City Council shall determine whether the public interest would be served by designating additional lands to be provided municipal services and developed with urban uses.
- e. An amendment of the SOI to include additional lands shall be subject to environmental review pursuant to CEQA.
- f. A proposal to amend the SOI to include additional lands may be considered concurrently with an annexation request. Such requests for concurrent processing shall be subject to the provisions of Policy GM-8.
- g. Requests to amend the SOI boundary and to initiate a specific plan study had been submitted to the City by the owner of property "A" prior to the date of adoption of this plan. Although it was premature to include these lands within the SOI at the time of adoption of this plan, it is the intent of the City to consider these requests beginning in 1993.
- h. At the time of adoption of this plan, the city was considering potential sites for a new City Hall. Among the alternatives being considered was a portion of property "D." If this site is ultimately selected, it is the intent of the City to consider a request to amend the SOI and annex this area at the time that derision is made.



**Figure GM-3
Area of Interest**

GM-8 Annexations

All annexations of land into the City of Pismo Beach shall comply with the following requirements and criteria:

a. Annexation Study and Procedures

The City, or experts under contract to the City, shall prepare a detailed annexation study addressing all of the items identified herein. The costs of preparing the annexation study, including city administrative costs, shall be borne by the property owner(s) requesting the City to consider the annexation.

1. **A Comprehensive Study of Fiscal Impacts to the City.**
A comprehensive and detailed analysis of the fiscal impacts of the annexation shall be prepared, addressing the full range of revenues and expenditures. One-time capital costs of facilities as well as recurring operating costs and revenues shall be evaluated.
2. **Study of Fiscal Effects on Other Governmental Entities/Tax Agreements**
The effects of the annexation upon other taxing entities should be analyzed. Proposed tax-sharing agreements will be prepared.
3. **General Plan Amendment**
An accompanying amendment of the Land-Use Element, and other elements if necessary, shall be prepared for review and adoption, which states detailed City policies for the following:
 - a. The distribution, location and extent of the proposed uses of the land within the annexation territory, including open space;
 - b. Standards for density and building intensity;
 - c. Parks, Open Space, and conservation of natural resources;
 - d. The proposed distribution, location, phasing and extent of major components of traffic circulation, wastewater collection and treatment, water sources, drainage, schools, and other public services and facilities appropriate to serve development within the annexation territory; and

- e. Phasing of future development, indicating how development will be accommodated within the City's 3% annual growth limit, and standards and criteria by which development will proceed.
 - 4. Analysis of the City's Capacity to Provide Facilities and Services
The study shall assess the ability of the City to provide the various municipal facilities and services that will be necessary to accommodate the proposed annexation and planned development therein. These should include: wastewater collection and treatment; storm-water management; water supply and distribution; streets and circulation; fire protection; police services; parks; and others as appropriate.
 - 5. Pre-zoning Ordinance
A detailed pre-zoning ordinance shall be prepared for review and adoption which addresses the following:
 - 1. Zoning district designations for the territory
 - 2. Any special zoning district regulations and standards
 - 3. Applicable overlay zones
 - 4. Any special development standards
 - 5. Any special design criteria for future development
- b. Environmental Document**
An environmental document shall be prepared by the City or by an expert under contract to the City. Normally, an Environmental Impact Report will be required.
- c. Specific Plan May Be Required**
The City Council shall determine: 1) whether a Specific Plan shall be required to be prepared; and 2) if required, the Council shall decide if the specific plan will be prepared and considered at the same time as the annexation request or following completion of the annexation.
- d. Policy Criteria for Approvals of Annexations**
The following policy criteria, shall be employed by the City in, reviewing and taking action on annexation requests:
 - 1. Positive or Neutral Fiscal Impact to the City
 - 2. Compliance with existing General Plan Polities
 - 3. Compliance with Growth Management Policy
 - 4. Capacity of City to Provide Services and Infrastructure to Accommodate Proposed Development
 - 5. Availability of Services/Infrastructure Concurrent with Need
- e. City request to LAFCo**
Following City Council approvals of the annexation study, general plan amendment, pre-zoning ordinance, and the related environmental document, the City shall transmit the annexation request to LAFCo for its consideration and decision.

GM-9 Price Canyon Annexation (Parcels 2 and 3)

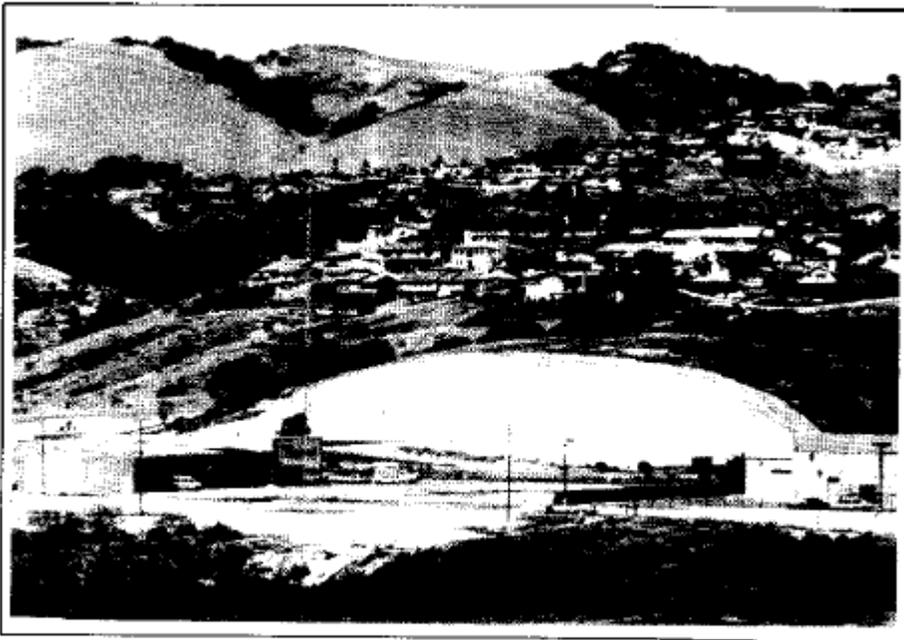
- Prior to considering annexation of parcels "2" and "3" in the Price Canyon area, a specific plan study and amendment of the General Plan Land-Use Element shall be required. In addition to the requirements of GM-8, the following approach shall be used in the specific plan study:
- a. The boundaries of the study area shall include all parcels on which any portion of the planned Price Canyon Golf Course would be located.
 - b. The specific plan study shall be undertaken in two phases. Phase I shall be a detailed analysis of site opportunities and constraints. Upon conclusion of this phase, the approval of the City will be required to establish the permitted development program, including: the permissible number of residential dwelling units within the range specified by the Land Use Element; the mix of development types; and land use areas to be dedicated or reserved for public purposes, including a golf course site, other public park lands, and

public streets rights-of-way. Phase II shall include the preparation of the Specific Plan policy document, which will address the following:

1. The locations and extent of various land uses.
 2. The specific locations of the areas to be dedicated as a public golf course and other facilities.
 3. The general location and design standards for public and private roadways.
 4. The general locations and standards for public infrastructure such as sewerage, drainage, water, and other essential facilities.
 5. Standards and criteria by which development will proceed, including any phasing of development and infrastructure construction.
 6. Standards for the protection of environmental and cultural resources, including the Price House and Adobe.
 7. An implementation program, including regulations, public works projects, and financing measures.
- c. A detailed environmental impact report on the Specific Plan shall be prepared for the City concurrent with the preparation of the Specific Plan. Upon certification of the EIR and adoption of an amendment of the Land-Use Element and Land- Use Plan Maps, adoption of the Specific Plan and pre-zoning of the property, the City shall request LAFCo final action on a request for annexation of the property into the City of Pismo Beach.

Related General Plan policies include:

Facilities Element	F-2	Impact Fees Required
Facilities Element	F-11	Paramedic Program
Facilities Element	F-21	New Developments/Impact Fees
Facilities Element	F-35	Annexations
Facilities Element	F-40	Annexation Areas



GM-10 Golf Course Development and Annexation (Parcel 4)

As of the date of adoption of this plan, the City of Pismo Beach was conducting a study of the feasibility of developing a public 18 to 27 hole golf course and other recreational facilities on parcel "4." If it is determined that these facilities are feasible and the City elects to proceed, the preparation of a "master plan" and a related EIR for the development of this property should be undertaken. The master plan and pre-zoning shall be completed prior to requesting LAFCo final action on annexation of the property