

VI. Community Protection



Introduction

An important role of local government is the protection of people and property from natural and man-made hazards. The challenge of protecting the community in times of emergency requires a highly trained, organized, and dedicated staff that is able to respond to incidents at a moment's notice. Additionally, in an environment that values efficiency and a proactive approach to problem solving, the ability to properly prepare for emergencies is also critical for minimizing losses to life and property.

Maintaining a safe environment for Escondido with high quality emergency services is critical to ensuring the community's quality of life. As Escondido continues to grow and urban areas continue to intensify with taller buildings, new employment centers, and additional traffic, the city's emergency personnel will need to adapt to changing conditions within the community.

The Community Protection Element's Purpose

California State General Plan Guidelines direct agencies to incorporate a number of elements into their General Plans including Safety. Escondido's Community Protection Element addresses such issues as flood and fire hazards, geologic and seismic activity, and hazardous materials. Sections regarding Emergency Preparedness, Police and Fire service are also included. The Element also includes a section addressing Noise, which is a required component for General Plans.

The purpose of the Community Protection Element is to identify and address the most relevant public safety issues affecting the community. In addition, the Element offers possible solutions and establishes standards and policies for proactively addressing threats to life and property. The goals and policies established to minimize dangers set forth the framework that will regulate existing and proposed development in hazard prone areas.



A. Relationship to Other Elements in the General Plan

Integrating the goals and policies of the Community Protection Element requires coordination with other related components of the General Plan as well as companion master plans, codes and ordinances. Other General Plan Elements that are affected by community protection include Land Use and Urban Form, Mobility and Infrastructure, as well as Natural Resources and Open Space. Policies established in the Community Protection Element affect how land uses and infrastructure are developed in areas prone to natural hazards. Recommendations for evacuation and emergency access routes overlap with the city's Circulation Plan. The proper coordination, development and maintenance of drainage infrastructure are essential for ensuring against flooding. Community protection is linked with natural resource and open space areas due to threats of erosion and wild fires that must be addressed.

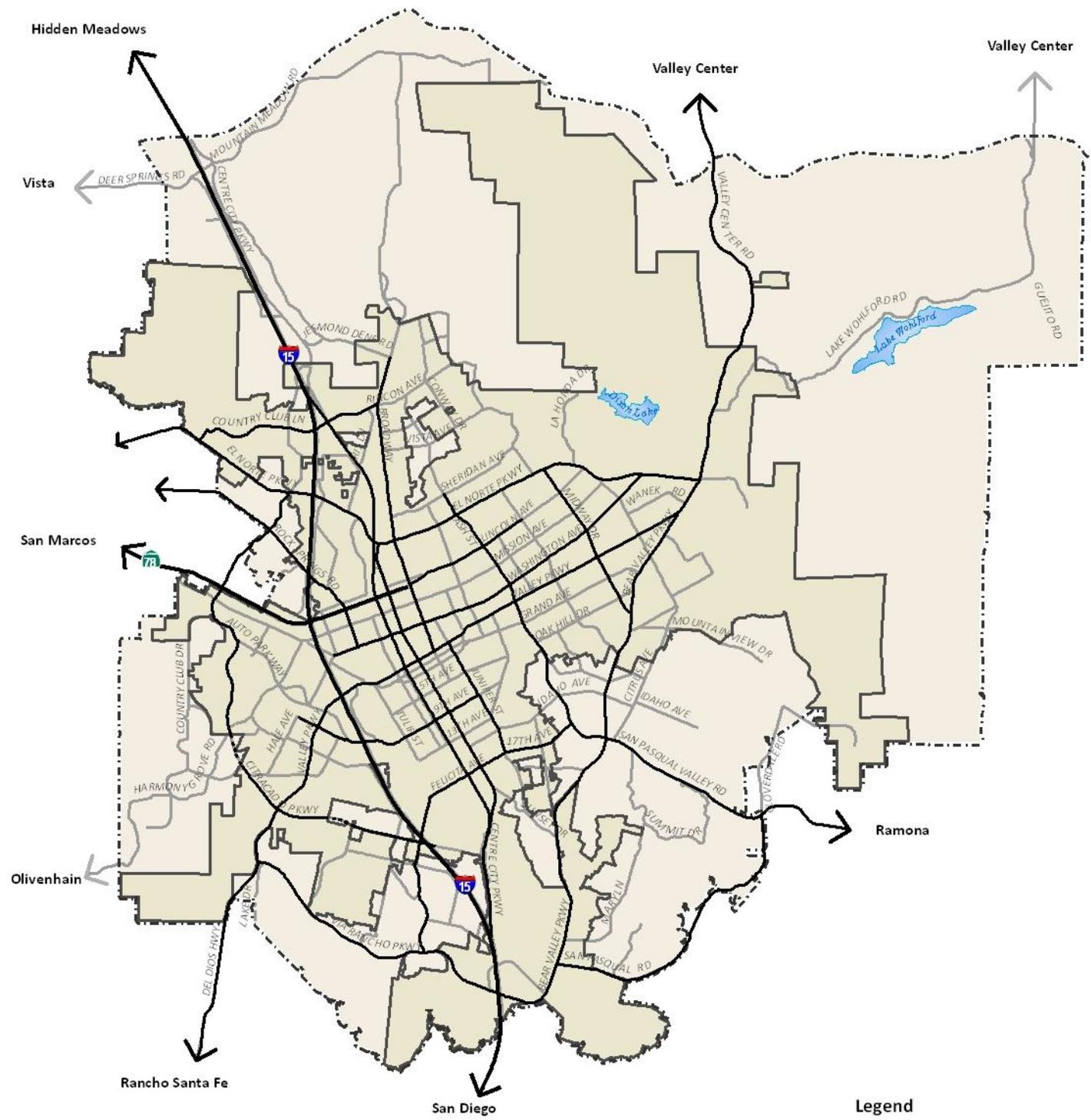


B. Emergency Preparedness, Disaster Response, and Recovery

An emergency includes any unplanned event that can cause deaths or significant injuries, disrupt operations, cause physical or environmental damage, or threaten the community's reputation or revenue. Preparing for an emergency can reduce the fear, anxiety and losses that can occur. An integrated approach to the management of emergency programs and activities promotes a sense of order and control when responding to emergencies. The General Plan includes an emergency evacuation route to aid in the orderly and rapid movement of people away from a threat or actual occurrence of a hazard (Figure VI-1). Policies that minimize threats to public safety by preparing the city to address potential emergencies with a coordinated response are included at the end of this element.

The ongoing effort to lessen the impact emergencies may have on people and property is critical to avoiding certain disasters. This includes such precautions as avoiding construction in high-risk areas, proper landscaping in fire prone areas, and designing development to withstand earthquakes and flooding. A critical component of preparing for emergencies involves being in a state of readiness to provide a rapid emergency response, including training exercises and logistics. Minimizing loss of life, injury and damage to property is vital in appropriately responding to emergencies. After the emergency is over, the recovery process of resuming normal operations is important for ensuring community safety and stability.

Escondido fire fighters responding to the 2008 Witch Creek fire



Evacuation Routes

- Evacuation Route
- - - - - Segment Not Constructed

Legend

- General Plan Boundary
- City Limits
- Highway
- Street
- Lakes

0 0.5 1 Miles

Source: City of Escondido

Escondido General Plan

Emergency Evacuation Routes
Figure VI-1



C. Fire Protection

The Escondido Fire Department's central operations are co-located with the Police Department in the city's Police and Fire Headquarters located at 1163 North Centre City Parkway. The department also has fire stations with paramedic units located throughout the community. The mission of the Escondido Fire Department is to protect the health, safety, and welfare of the community. This is accomplished by identifying and mitigating hazards and by preparing for, responding to, resolving, and recovering from emergencies.

The Fire Department is the city's lead agency responding to natural disasters such as earthquakes, floods, and storms, and for other emergencies related to fire, explosion, hazardous materials, rescue, and medical problems. The General Plan Fire Service Quality of Life Standard establishes thresholds for response times and staffing (Figure VI-2). The city maintains mutual aid agreements with fire departments in surrounding agencies in order to promote a more efficient and thorough emergency coverage (Figure VI-3). Additional Fire Department definitions are located in Figure VI-18.

Figure VI-2

GENERAL PLAN

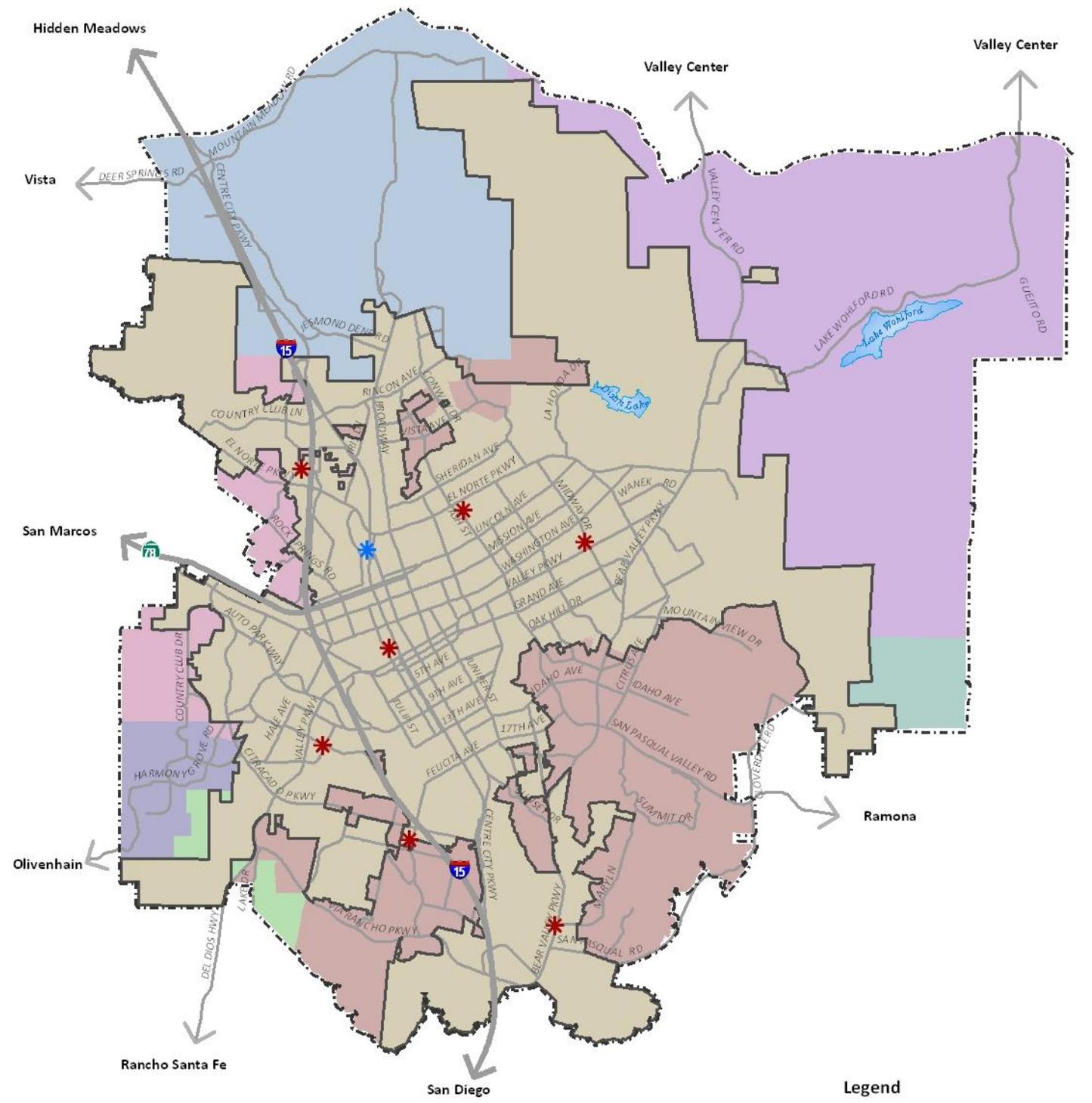
QUALITY OF LIFE STANDARD #3

FIRE SERVICE

In urbanized areas of the city, an initial response time of seven and one-half (7½) minutes for all structure fire and emergency Paramedic Assessment Unit (PAU) calls and a maximum response time of ten (10) minutes for supporting companies shall be maintained. A minimum of seven (7) total fire stations each staffed with a PAU engine company shall be in place prior to General Plan build-out. For outlying areas beyond a five (5) minute travel time or further than three (3) miles from the nearest fire station, all new structures shall be protected by fire sprinkler systems or an equivalent system as approved by the Fire Chief.

Travel time is the elapsed time from a verbal or computerized acknowledgment of the dispatch by the responding unit at the moment of departure from the station to its arrival at the scene.

Response time is the elapsed time from receiving a call for service to the responding unit's arrival at the scene. In the case of single family residences "arrival at the scene" shall mean at the front door of the residence; for multi-family residences "arrival at the scene" shall mean at the street access to the involved building. The Fire Department intends to meet these times for no less than 90 percent of all emergency responses by engine companies.



Fire Protection Districts (FPD)

- | | | | |
|--|-----------------|--|-------------------------------|
| | Escondido FPD | | Rancho Santa Fe Fire District |
| | Rincon | | Deer Springs FPD |
| | San Marcos FPD | | Elfin Forest FPD |
| | San Pasqual FPD | | Valley Center FPD |

Fire Facilities

- Fire & Police Headquarters
- Fire Stations

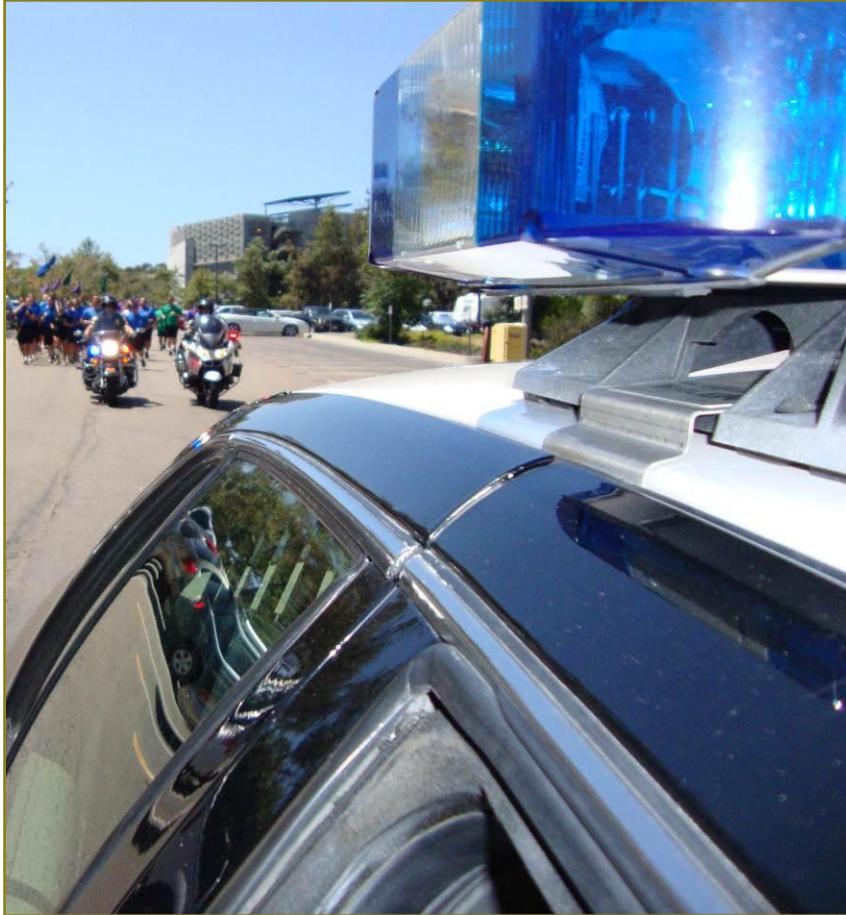
Legend

- General Plan Boundary
- City Limits
- Highway
- Street
- Lakes
- 0 0.5 1 Miles



Escondido General Plan

Fire Service Boundaries & Facilities
Figure VI-3



D. Police Services

The Escondido Police Department's central operations are co-located with the Fire Department in the city's Police and Fire Headquarters located at 1163 North Centre City Parkway. The department maintains police officer patrol areas to provide law enforcement for the community. The County Sheriff provides law enforcement for areas outside Escondido's corporate boundaries (Figure VI-5). While maintaining law and order, the Police and Sheriff Departments are also active in sponsoring and participating in community programs that promote a safe environment.

Demographic and economic conditions, as well as intensification of General Plan land uses will have tremendous influence on the demand for police services. Changes in population, additional recreational facilities, increased traffic volumes, expanded city limits, and new businesses all increase the importance of maintaining and supporting law enforcement services. The General Plan Police Service Quality of Life Standard establishes thresholds for response times and staffing (Figure VI-4).

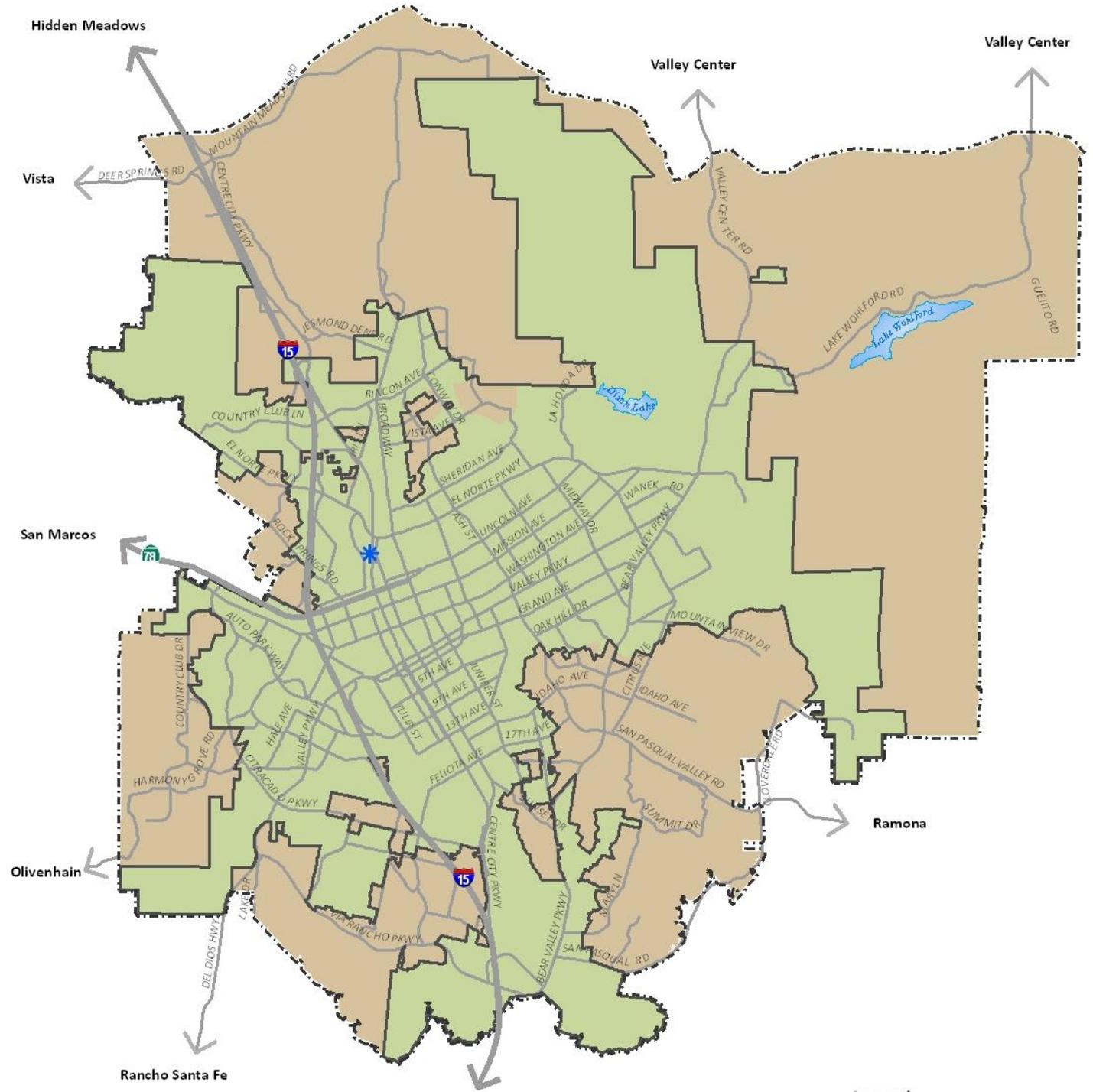
Figure VI-4

GENERAL PLAN QUALITY OF LIFE STANDARD #4

POLICE SERVICE

The city shall maintain personnel staffing levels based on community-generated workloads and officer availability. Resources will be adjusted to maintain an initial response time for Priority 1 calls (crimes in progress or life threatening) of no more than five (5) minutes and an initial response time for Priority 2 calls (serious calls requiring rapid response but not life threatening incidents) of no more than six and one-half (6½) minutes.

The Escondido Police standard includes the measurement of elapsed times from when the call is initially processed by the communication operator, the transfer of call information to the police officer, and the time of the field officer's arrival at the service call location. Resources will be allocated to organize patrol areas and involve community members when appropriate to achieve Community Oriented Policing and Problem Solving (COPPS) efforts. To the maximum economic extent feasible, the Police Department will take aggressive enforcement action against crime trends, including maintenance procedures and incorporating community involvement and education as a means to deter potential incidents.



Police Service Areas

- Escondido Police Department
- San Diego County Sheriff

Police Facilities

- * Escondido Police Department Headquarters

Legend

- General Plan Boundary
 - City Limits
 - Highway
 - Street
 - Lakes
- 0 0.5 1 Miles
- 
- 

Escondido General Plan

Police Service Boundaries & Facilities
Figure VI-5

Source: City of Escondido



1. Strategic Planning

The Escondido Police Department’s Management Team regularly engages in an ongoing strategic planning process to produce goals, objectives and strategies that are utilized to create an implementation plan which guides budgetary, operational and organizational decisions. Components of the strategic planning process directly support the Mission Statement defining the department’s pillars of Professional Conduct, Community Outreach, and Crime Reduction.

The department’s strategic plan is implemented, evaluated and updated regularly. Every position on the management team has key responsibilities for the planning, implementation, monitoring and updating of the specific action items involved in the goals and objectives identified in the strategic planning process.

2. Strategic Priorities

The Police Department’s strategic priorities are of equal importance and are dependently interrelated. The following is a list of the Police Department’s strategic priorities.

- Community Outreach, Trust and Partnership
- Crime Reduction
- Employee and Organizational Professional Development and Conduct
- Fiscal Efficiency and Support Resources
- Growth Management
- Regional Partnerships
- Professional Service
- Safety Equipment and Technology

The Management Team is tasked with performance measurements to systematically evaluate their assigned strategic initiatives (referred to as “Project Updates”). Within the review process, the department implements both qualitative and quantitative measures with outcome indicators or program results evaluated to gauge overall effectiveness.

“Providing excellent police services at every opportunity through professional conduct, community outreach and crime reduction”

*Escondido Police Department
Mission Statement*

The Escondido Police Department K-9 Unit was established in 1985 with the goal of enhancing the effectiveness of police officers in searching for and apprehending violent criminals, locating evidence, narcotics and explosive devices. The police service dogs also provide an important community outreach function as the K-9 teams demonstrate their professionalism to schools and community groups.



E. Code Enforcement

During the General Plan public workshops residents expressed a strong desire for improved community aesthetics through property maintenance. The appearance and maintenance of property affects community image and perception. Poorly maintained properties can lead to blighted conditions that can create a hazardous and unsafe situation. Code enforcement services provide a proactive opportunity for ensuring property maintenance. Additionally, code enforcement helps ensure the preservation of existing housing stock, health and safety code response, safe and fair business operations, vehicle abatement, and ensuring well-maintained properties.

Escondido's Code Enforcement Division protects life, safety, and property through the enforcement of codes and standards for the maintenance and regulation of property, buildings and structures in the city. In addition the Division enforces business licensing, conducts mobile home park inspections, and participates in the statewide Abandoned Vehicle Abatement (AVA) Program.

General Plan policies focus on enforcing code requirements and providing adequate code department facilities, services, and staffing. Properties with public nuisance violations and blighted or deteriorated conditions will not be permitted, and substandard or dangerous buildings must be either repaired or demolished. Effective code enforcement also involves communication with residents and businesses including a public outreach and educational program that facilitates voluntary compliance with city ordinances.



Graffiti removal and property maintenance code enforcement abatement actions



F. Community Safety

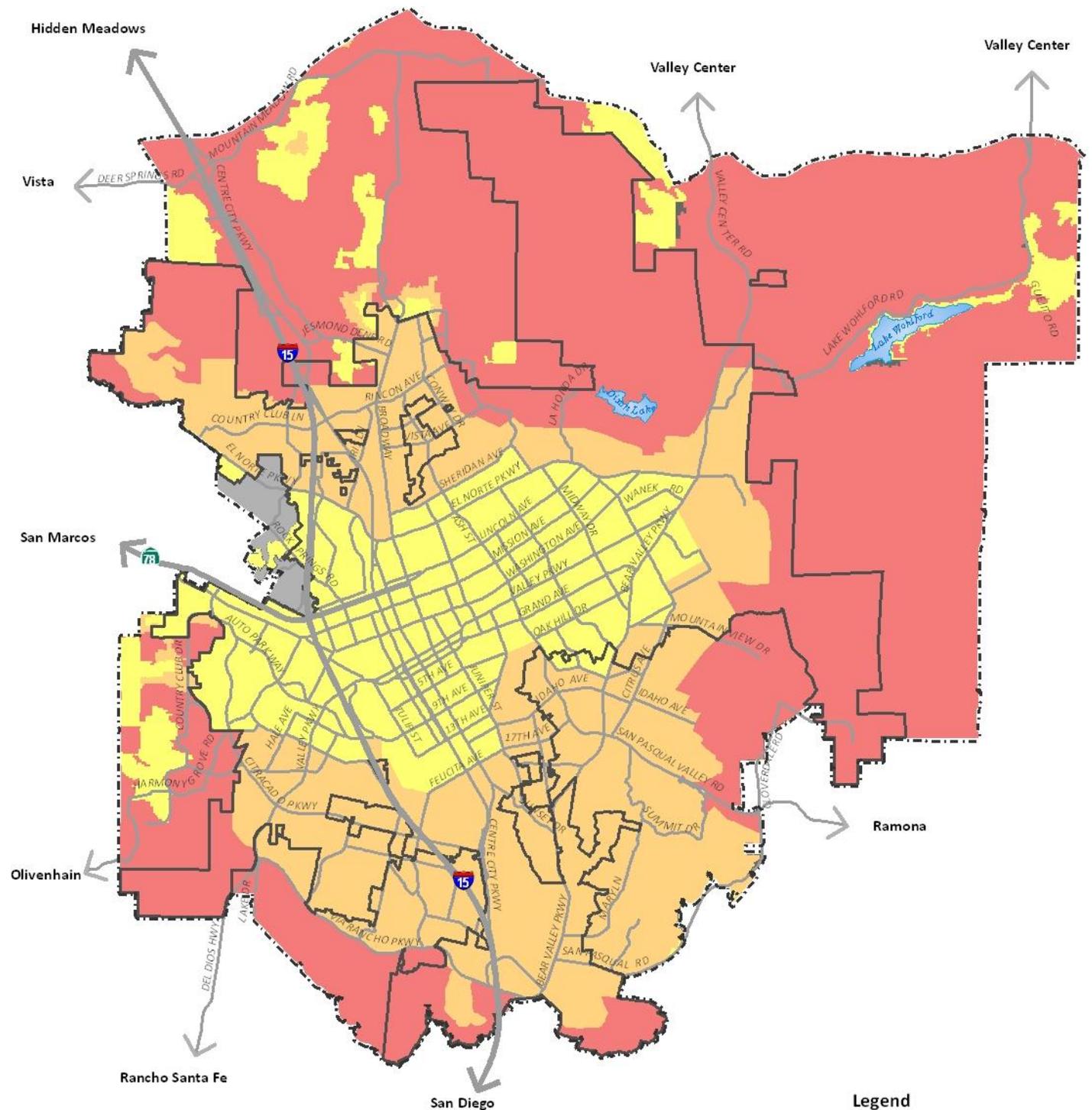
Minimizing property damage, disaster costs, injury and deaths during emergencies is important for Escondido to enhance residents' sense of security, reduce expenditures and maintain a high quality of life. Community safety is threatened by climate change projections indicating that Escondido could experience future climatic extremes including more intense rainfall events with associated flooding and erosion, and greater fire risk from increased temperatures and evaporation. Climate change is expected to exacerbate existing natural hazard risks such as floods, wild fires, and erosion events and appropriate safeguards must be considered to increase community resilience to natural hazards.

1. Fire Hazards

Escondido is an established community with a developed urban center that is surrounded by large areas of rural land and open space. This land use pattern exposes residents to dangers from both urban and wildland fire risks (Figure VI-6). The community's varied building ages, construction styles, and intensities lead to different urban fire profiles, depending on a variety of factors that create the potential to cause significant loss of life and property. These fires damage and destroy homes, schools, commercial buildings, and vehicles. Improvements in architecture, building design, and construction materials over the years have aided in emergency response efforts and reduced the likelihood of disasters.



Brush clearance for fire suppression purposes (above left)



Fire Hazard Zone Rating

- Moderate
- High
- Very High
- Non-Wildland/Non-Urban
- Urban Unzoned

Legend

- General Plan Boundary
- City Limits
- Highway
- Street
- Lakes
- 0 0.5 1 Miles



Escondido General Plan

Wildfire Risk
Figure VI-6

Source: SanGIS, City of Escondido FD

Major wildfires pose a significant risk in the large open space hillsides bordering Escondido. The Fire Department's Fire Hazard Severity Zone (Figure VI-4) highlights areas of the community with the greatest risk for wildfire incidents. A wildland fire differs from other fires by its extensive size, the speed at which it can spread out from its original source, its potential to change direction unexpectedly, and its ability to jump gaps such as roads, rivers and fire breaks. Wildfires are of particular concern in communities that are located in the Wildland-Urban Interface (WUI), which includes areas where development is edged by undeveloped wildland areas and/or highly flammable vegetation such as California chaparral, sage scrub and woodland areas.

2. Floods

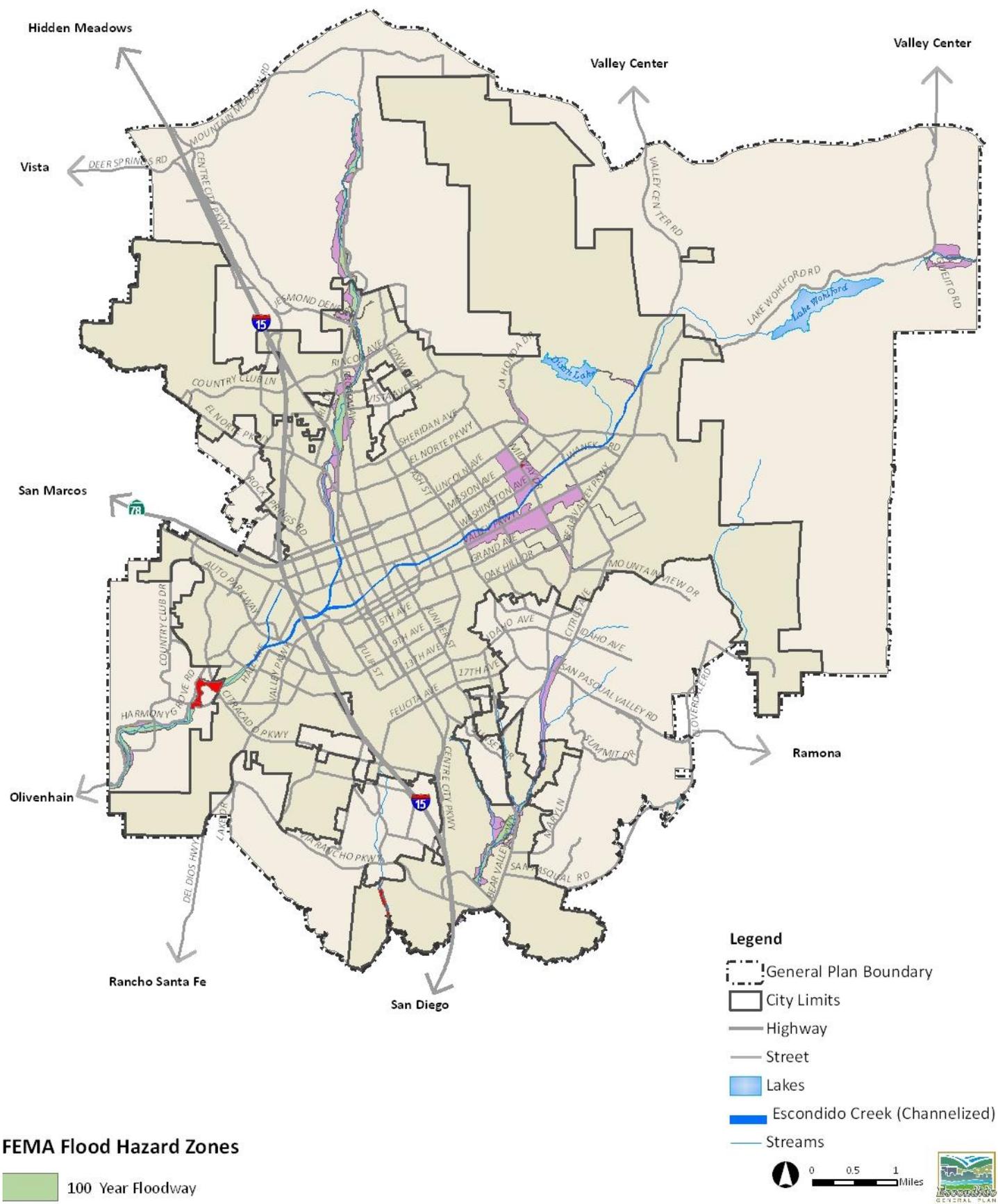
Flood hazards related to storm events are typically expressed as a "100-year flood," which describes the largest flood event that may be expected within a 100-year period. The event is considered a severe flood, but one that can be reasonably forecasted and therefore reasonably mitigated. Federal Emergency Management Agency (FEMA) maps indicate that the drainage areas along Escondido Creek and Reidy Creek are subject to flooding by the 100-year flood event (Figure VI-7). Escondido participates in the National Flood Insurance Program, which provides coverage for properties affected by the 100-year flood. Participating agencies must recognize FEMA's official flood boundaries and establish appropriate land use policies for flood zone areas in order to receive insurance benefits in the event of a flood. To control flooding and surface runoff, prevention methods such as detention basins and on-site storm water features are required in development projects. Also refer to *Stormwater Management* in the Mobility and Infrastructure Element, and *Water Resources* in the Resource Conservation Element.

Lakes Wohlford and Dixon are located in Escondido's northeastern planning area totaling approximately 266 surface acres of water. A catastrophic dam failure at either of these facilities would likely result in extensive downstream flooding along Escondido Creek (Figure VI-8). The areas below the dams are zoned for flood hazard on the FEMA maps. If one of these facilities fails, properties along Escondido Creek, and a significant portion of the valley floor area including downtown, could be inundated. Flood waters may move at rates that prohibit a significant number of persons to be evacuated in the wake of the initial flows, and significant property damage would likely result. Escondido staff, state and federal officials regularly inspect these facilities to ensure that risks are minimized.



*Wildland Fire on Escondido's northern boundary in 2008.
(above)*

Local flooding after rains in 2011



Source: FEMA DFIRM Database

Escondido General Plan

100 Year Flood Hazard Zones
Figure VI-7



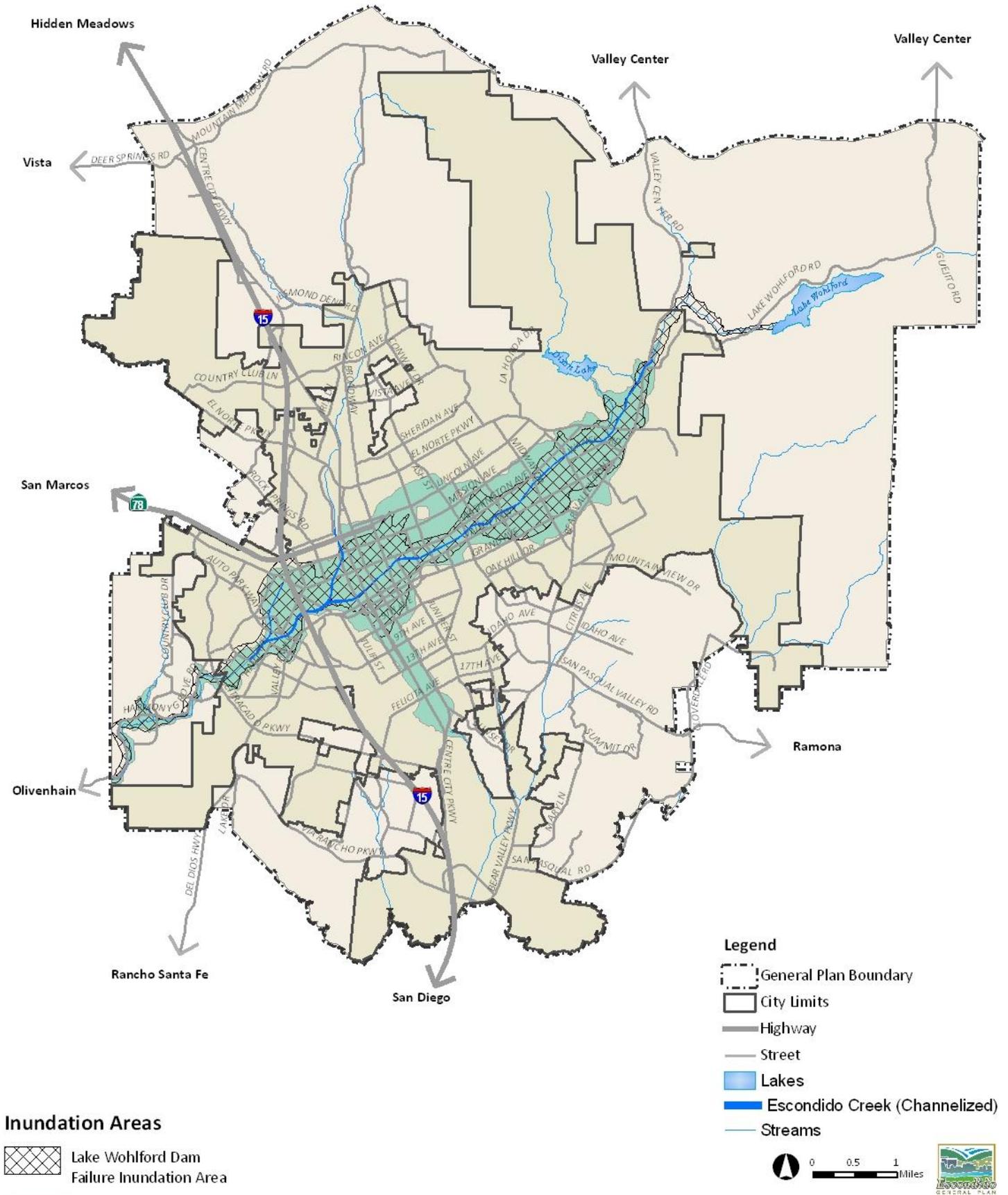
3. Seismicity and Soils

The Alquist-Priolo Earthquake Fault Zoning Act identifies no active faults within Escondido; consequently, the risk of surface rupture is low. Several earthquake faults exist in Escondido's vicinity, and the nearest is the Rose Canyon Fault, located approximately 20 miles west under the Pacific Ocean. This fault is not considered a serious threat due to the distance and magnitude of past seismic activity. However, an earthquake large enough to result in moderate ground shaking is possible. Seismic risks are significantly higher in areas closer to the region's major faults, and a moderate or major earthquake could result in potentially damaging ground shaking. The state continues to update its Earthquake Fault Zoning Maps. Given the proximity to fault lines in the Southern California region an active fault near Escondido could be identified in the future.

Escondido's topography includes a level valley at 650 Mean Sea Level (MSL) surrounded by hills and mountains ranging up to 2,200 MSL and has the potential for slope instability and landslides (Figure VI-9). Certain soil types in Escondido's Planning Area present difficulties for development because they cannot support roadways or foundations, are unacceptable for septic systems, and can easily erode. Regulating development in steep slope areas relates to public health and safety by protecting against floods, erosion, landslides, and fire hazards. Slope instability is particularly acute in areas steeper than 25 percent that may be prone to surficial failures, mudflows, debris flows, rock falls, soil creep and erosion. Additionally, failures of man-made slopes pose a threat under the certain conditions such as saturation caused by over irrigating or excessive rainfall.



Repairing Lake Wohlford Road after a landslide caused by heavy rains in 2011



Inundation Areas

-  Lake Wohlford Dam Failure Inundation Area
-  Dixon Lake Dam Failure Inundation Area

Legend

-  General Plan Boundary
-  City Limits
-  Highway
-  Street
-  Lakes
-  Escondido Creek (Channelized)
-  Streams

0 0.5 1 Miles  

Escondido General Plan

Dam Failure Inundation Areas
Figure VI-8

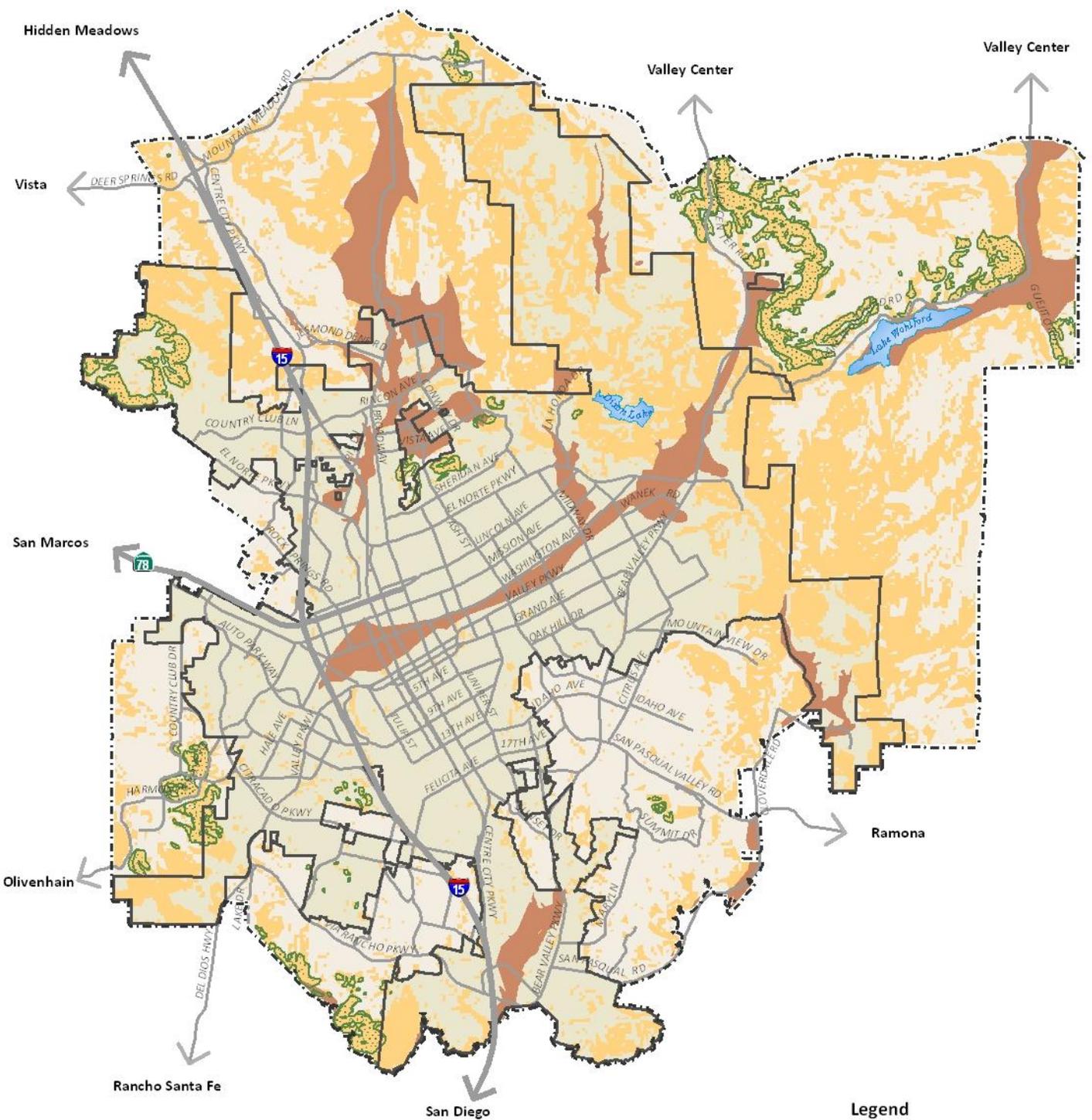
Source: City of Escondido



4. Hazardous Materials

Hazardous materials represent a potential threat to those affected by its misuse, improper or accidental disposal. Establishments within Escondido involved with hazardous materials are regulated by the Hazardous Materials Division (HMD) of the San Diego County Department of Environment Health. The HMD regulates hazardous materials business plans and chemical inventories, hazardous waste permitting, underground storage tanks, risk management plans, and a listing of permitted hazardous materials users within the city. Risks associated with the cleanup of hazardous wastes and the handling and disposal of newly generated wastes have long-lasting effects. Site contamination may impair the city's ability to implement the General Plan by increasing the costs of development, requiring certain land use restrictions, and causing delays while necessary cleanups are implemented.

Hazardous material inspection photo taken at an Escondido's business in the Industrial Zone



- Geologic Hazards**
- Landslide Hazards
 - Soils Subject to Potential Landslide
 - Slope >25%
 - Liquefaction Hazards
 - Liquefaction Hazard Areas

Legend

- General Plan Boundary
- City Limits
- Highway
- Street
- Lakes

0 0.5 1 Miles

Escondido General Plan

Seismic & Geologic Hazards
Figure VI-9

Source: SanGIS, URS



G. Noise

Noise is unwanted sound that impacts quality of life by interfering with living, working, and enjoying daily life. Noise can threaten community safety and comfort, affect the general well-being of residents and contributes to annoyance and undue stress. The State of California recognizes the relationship between noise and noise-sensitive land uses. Noise measurement terminology is defined in Figure VI-11 and policies for addressing noise-related issues are included in this General Plan. Noise sources that impact the community are identified with the intent of minimizing the exposure to excessive noise levels through the application of policies and programs.

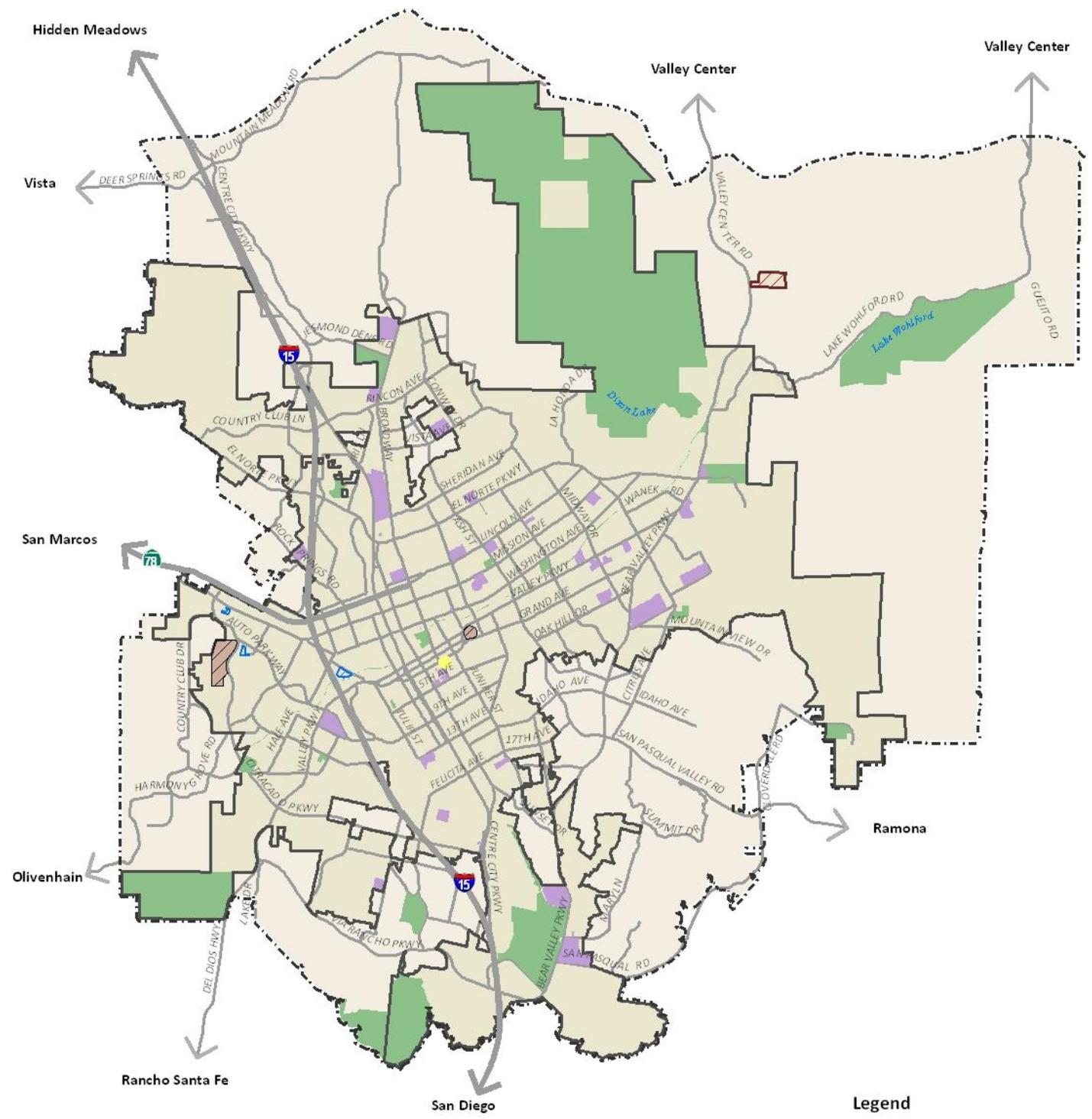
1. Noise Sensitive Land Uses

Land uses are located throughout the city in areas where the impact of noise could affect their operation or activity. Locations of certain noise-sensitive receptors and noise generators are identified in Figure VI-10 and also include:

- Residential Development and care facilities
- Schools, churches and transient lodging
- Hospitals and health care facilities
- Libraries, museums, cultural facilities
- Golf courses and passive recreational sites

Noise exposure levels for a variety of land uses are identified in Figure VI-12. Minimizing noise exposure to sensitive areas is important to ensure the proper function of land uses and to maintain quality of life.

Monitoring equipment measuring traffic noise along a local roadway



Sensitive Receptors

- Hospitals
- Library
- Parks
- Schools

Noise Generators

- Electrical Generator; Emergency Electrical Generator
- Hospital
- Firing Range

Legend

- General Plan Boundary
- City Limits
- Highway
- Street
- Lakes
- 0 0.5 1 Miles

Source: City of Escondido

Escondido General Plan

Sensitive Receptors/Noise Generators
Figure VI-10

Under certain conditions, the city may require acoustical studies to accompany development proposals in order to establish appropriate noise mitigation measures. Guidelines for conducting noise measurements are included in Figure VI-13.

2. Community Noise Sources

Typical noise levels associated with common indoor and outdoor noise sources and are depicted in Figure VI-16. There are a variety of noise sources in the community that affect land uses in the community including:

a. Roadway Network

Escondido's existing noise environment is dominated by traffic related noise along the city's roadway network, including Interstate 15 and State Highway 78. Variables that affect noise emission include speed, volume and inclusion of heavy truck traffic. The Land Use and Community Form Element identifies mixed-use overlays and new employment areas where additional growth will be accommodated. Increased traffic volumes in these areas represent where major anticipated measurable new noise sources will be generated.

b. NCTD Rail Line

The North County Transit District (NCTD) began operating its Sprinter commuter rail service in 2008 along an existing rail alignment previously used exclusively for periodic freight operations. The rail line parallels the State Highway 78 through Escondido with a station at the southwestern corner of Mission Road and Auto Park Way (Nordahl Station) and terminates at the Escondido Transit Station on the northern side of Escondido Creek, east of Interstate 15.

Land uses adjacent to the rail line through Escondido comprise non-noise sensitive commercial and industrial businesses. The nearest existing residential land use is approximately one-eighth mile south of the Escondido Transit Station, on the south side of Valley Parkway. Consequently, rail noise is not a significant issue for current residents. Opportunities for additional residential are within one-quarter mile east of the Escondido Transit Station in downtown and / or near the Transit Station Regional Attraction Target Area (see Land Use and Community Form Element).

Future plans for extending the NCTD Sprinter line from the Escondido Transit Station along Centre City Parkway to Westfield Shopping Town have been included in NCTD's Master Planning efforts. This extension would be in close proximity to existing residential neighborhoods.

Figure VI-11

NOISE TERMINOLOGY

Community Noise Equivalent Level (CNEL):

A measurement of ambient noise that includes an Ldn with an additional 5 dBA "penalty" for the evening hours between 7:00 P.M. and 10:00 P.M.

dBA:

Measurement unit for "A-weighted decibels," for assessing environmental and industrial noise and the potential hearing damage associated noise health effects.

Equivalent Energy Noise Level (Leq):

Constant noise level delivering the same acoustic energy to the ear of a listener as the actual time-varying noise would deliver over the same exposure. No "penalties" are added to any noise levels during the exposure time; Leq would be the same regard-less of the time of day during which the noise occurs.

Day-Night Average Noise Level (Ldn):

A 24-hour average Leq with a 10 dBA "penalty" added to noise levels during the hours of 10:00 P.M. to 7:00 A.M. to account for increased sensitivity for night time noise. Due to the penalty, Ldn is higher than its corresponding 24-hour Leq (for example, a constant 60 dBA noise over 24 hours would have a 60 dBA Leq, but a 66.4 dBA Ldn).

Sound Exposure Level or Single Event Level (SEL):

Assesses the severity of short duration sound events. SEL is a time averaged, constant intensity, A-weighted sound level over a one-second reference time that would produce the same sound exposure as the actual time-varying sound over the actual exposure time. SEL is usually applied in situations with multiple sound events, each one having its own characteristic SEL.

Figure VI-12

LAND USE NOISE EXPOSURE LEVELS

NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that buildings involved are of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will usually suffice.

NORMALLY UNACCEPTABLE

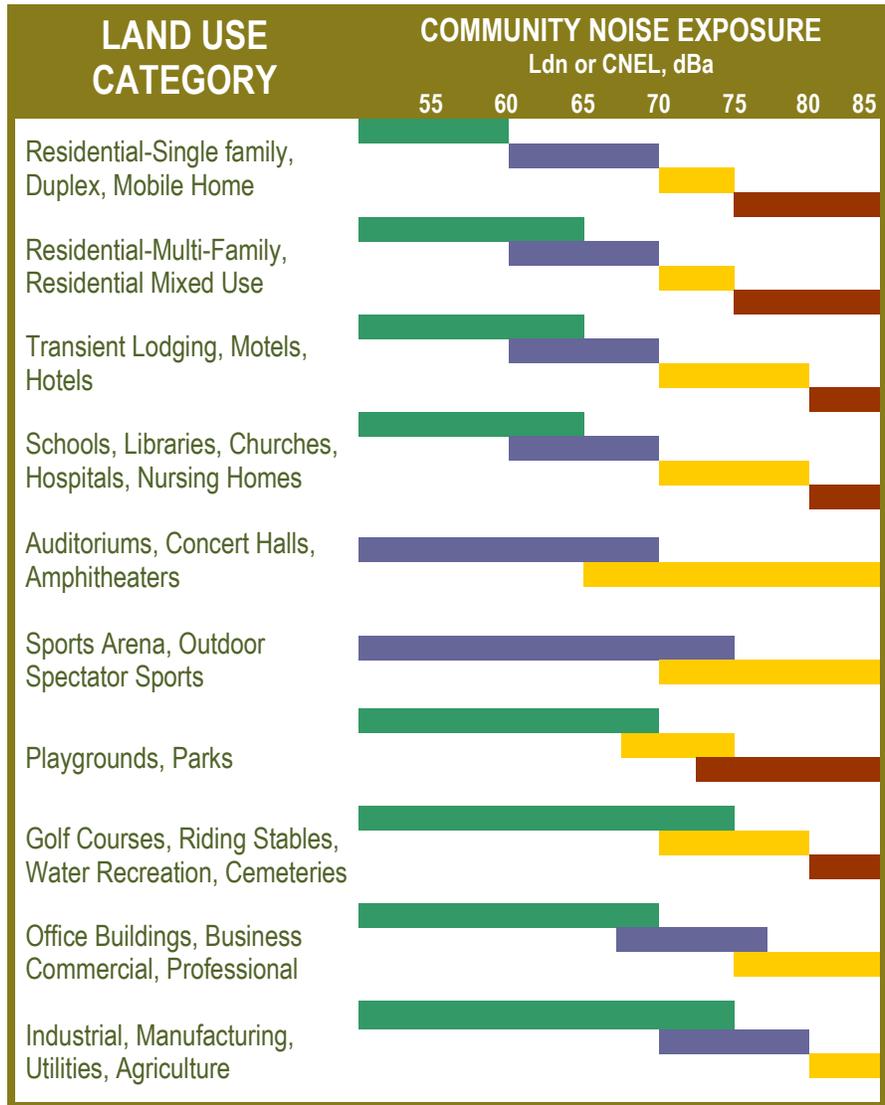
New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made with noise insulation features included in the design.

CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

c. Firing Ranges

Two firing ranges operate within the Planning Area. The city's municipal firing range on Valley Center Road provides training opportunities for law enforcement personnel from a variety of local, state and federal organizations. A private recreational firing range east of Lake Wohlford operated by The Escondido Fish and Game Association is available for members on a daily basis and with limited public use.



d. Commercial and Industrial Land Uses

Escondido's development pattern primarily distributes commercial and industrial land uses in a north-south and east-west alignment along major transportation corridors in the urban core. Residential areas generally surround these commercial and industrial areas and establish potential noise conflicts dependent on factors including: type of activity, hours of operation, building orientation and the site's location relative to other land uses.

e. Flight Operations

The County of San Diego is owner and operator of McClellan-Palomar Airport, a public facility that accommodates smaller civil aircraft located approximately 12 miles west of Escondido. An Airport Land Use Compatibility Plan (ALUCP) was adopted that identifies issues and provides guidance regarding land uses surrounding the facility (also refer to Mobility and Infrastructure Element). A noise evaluation in the ALUCP indicates that the facility generates less than 60 dBA CNEL within Escondido’s airspace. However, because of Escondido’s proximity to the airport real estate professionals are required to provide a disclosure statement notifying prospective property owners of the airport’s flight patterns and potential noise impacts.

Air ambulances transport unscheduled emergency patient deliveries via helicopter to Palomar-Pomerado Hospital. While there are noise implications regarding these flights there are no laws or regulations regarding the specific flight patterns of air ambulances because they are non-scheduled, fly in various directions transporting patients to and from hospitals, and must vary their path to adjust for other air traffic, tall buildings and weather conditions.

Figure VI-14

Exterior Incremental Environmental Noise Impact Standards for Noise-Sensitive Uses (dBA)

Residences and Buildings Where People Normally Sleep ^a		Institutional Land Uses with Primarily Daytime and Evening Uses ^b	
Existing L_{dn}	Allowable Noise Increment	Existing Peak Hour L_{eq}	Allowable Noise Increment
45	8	45	12
50	5	50	9
55	3	55	6
60	2	60	5
65	1	65	3
70	1	70	3
75	0	75	1
80	0	80	0

Noise levels are measured at the property line of the noise-sensitive use.

a. This category includes homes, hospitals, and hotels where a nighttime sensitivity to noise is assumed to be of utmost importance.

b. This category includes schools, libraries, theaters, and churches where it is important to avoid interference with such activities as speech, meditation, and concentration on reading material.

SOURCE: Federal Transit Administration, Transit Noise Impact and Vibration Assessment, May 2006

Figure VI-13

Noise Measurement Guidelines:

- 1) Noise measurements in residential areas should generally be applied at ten feet from the backyard property line. However, in certain cases such as on estate lots where backyards are typically very large, the 60 dBA goal could be applied approximately one half the distance between the back of the main residential structure and the rear property line.
- 2) The outdoor standard should not normally be applied to balconies or patios associated with residential uses.
- 3) *Noise impacts of proposed projects on existing land uses should be evaluated in terms of potential for adverse community response, based on a significant increase in existing noise levels. For example, if an area currently is below the maximum normally acceptable level, an increase in noise up to the maximum should not necessarily be allowed. Projects increasing noise levels by 5 dB or greater should be considered as generating a significant impact and should require mitigation.

Figure VI-15

Noise Reduction Strategies:

- 1) Site planning responsive to topography.
Strategies:
 - Increase distances between noise sources and receivers;
 - Place non-noise-sensitive land uses such as utility areas, parking lots, and maintenance facilities between the source and the receiver;
 - Use non-noise-sensitive structures such as garages to shield noise-sensitive areas;
 - Orient buildings to shield outdoor spaces from a noise source.
- 2) Architecture responsive to noise sensitive spaces.
Strategies:
 - Orient bedrooms away from noise sources.
 - Limit openings and penetrations on portions of buildings impacted by noise
- 3) Barriers responsive to reduce noise levels.
Strategies:
 - Ensure that line of sight is interrupted between noise source and the receptor when constructing noise walls
 - Apply noise insulation to walls, roofs, doors windows and other penetrations.

Both stationary and periodic noise levels within the community have a potential to disrupt quality of life, including but not limited to construction activity, schools, parks, playgrounds, churches, landscaping maintenance equipment, barking dogs and loud music, etc.

3. Community Noise Environment

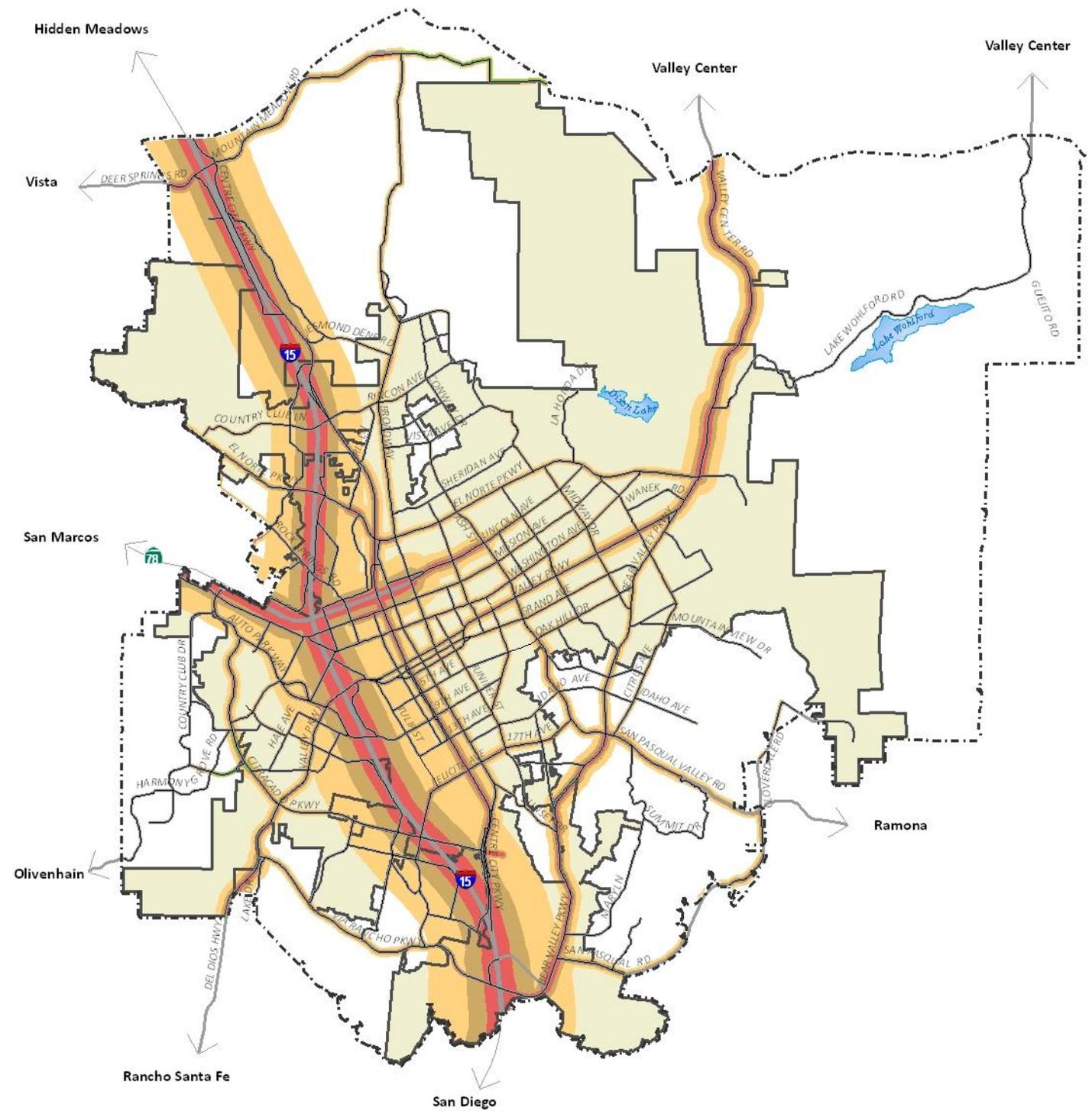
Residential development densities in Escondido’s suburban areas that surround downtown are not proposed for intensification. Noise levels in these areas are not anticipated to change significantly. Development in mixed-use target areas includes establishing residential units along busy streets and/or in close proximity to non-residential uses where noise may be a factor. Future residential growth focused in the downtown, urban core, and mixed use areas may need to incorporate noise reduction strategies as depicted in Figure VI-15 in order to reduce interior noise to acceptable levels as depicted in Figures VI-12.

Figure VI-16

Typical Noise Levels of Common Activities

Common Outdoor Activities	Noise Level (dBA)	Common Indoor Activities
	110	Rock Band
Jet Fly-over at 1,000 feet	100	
	90	
Diesel Truck at 50 feet, at 50 mph	80	Food Blender at 3 feet Garbage Disposal at 3 feet
Noisy Urban Area, Daytime		
Gas Lawn Mower at 3 feet	70	Vacuum Cleaner at 10 feet Normal speech at 3 feet
Commercial Area		
Heavy Traffic at 300 feet	60	
Quiet Urban Daytime	50	Large Business Office Dishwasher Next Room
Quiet Urban Nighttime	40	Theater, Large Conference Room (background)
Quiet Suburban Nighttime	30	
Quiet Rural Nighttime	20	Library Bedroom at Night, Concert Hall (background)
	10	Broadcast/Recording Studio
Lowest Threshold of Human Hearing	0	Lowest Threshold of Human Hearing

Source: CALTRANS



Noise Contours*

- 70 dBA CNEL
- 65 dBA CNEL
- 60 dBA CNEL
- Existing Circulation Element Roadways
- Planned Future Roads
- Major Roads

Source: Atkins, 2011; and LLG 2011 (Traffic Data); ISE 2009 (Rail Data)

*Note that contour intervals are approximations only and do not take into account topographic features or barriers; therefore, noise levels at specific sites may vary. Traffic noise model assumptions are available in the appendix.

Legend

- General Plan Boundary
- City Limits
- Highway
- Lakes
- 0 0.5 1 Miles



Escondido General Plan

Noise Contours (2035)
Figure VI-17

The community noise environment can be described using contours derived from monitoring major sources of noise. Future noise contours have been estimated by incorporating information about both current and anticipated future land use development and traffic volumes that will be a basis for identifying potential noise issue areas (Figure VI-17). A unique challenge will be the ability to achieve state mandated interior noise requirements for residential uses that are located within activity centers and high intensity environments. Escondido will implement policies, guidelines, and standards to minimize the community's exposure to excessive noise, with special emphasis on protecting residential areas.



H. Community Protection Goals and Policies

A complete list of the General Plan Goals is located in the Vision and Purpose. Specific goals and policies related to community protection provided below are intended to guide development to meet the present and future needs, achieve a vibrant community, and enhance the safety of Escondido.

1. Disaster Preparedness and Emergency Response

GOAL 1: A prepared and responsive community in the event of disasters and emergencies.

Emergency Services Policy 1.1

Provide for emergency response during and after catastrophic events.

Emergency Services Policy 1.2

Maintain and upgrade the city's disaster response plans and continue to participate in appropriate Mutual Aid Agreements that enhance disaster preparedness and emergency response.

Emergency Services Policy 1.3

Conduct periodic emergency exercises to test and improve jurisdictional and inter-department coordination and response to emergencies brought about by catastrophes such as fire, flood, earthquakes, and hazardous spills.

Emergency Services Policy 1.4

Plan for the continued function of essential facilities such as hospitals, fire stations, and emergency command centers following a major disaster to facilitate post-disaster recovery.

Emergency Services Policy 1.5

Identify locations and facilities in the city to be used as shelters by the community during emergency situations and establish programs to quickly enable operation of these shelters and communicate access information for residents.

Emergency Services Policy 1.6

Require minimum road and driveway widths and clearances around structures consistent with local and State requirements to ensure emergency access.

Figure VI-18
**Fire Department
Definitions:**

Travel Time:

The elapsed time from a verbal or computerized acknowledgment of the dispatch by the responding unit at the moment of departure from the station to its arrival at the scene.

Response Time:

The elapsed time from receiving a call for service to the responding unit's arrival at the scene.

Arrival at the Scene:

- 1) Single family residences: at the front door of the residence;
- 2) Multi-family & non-residential: at the street access of the involved building.

Needed Fire Flow:

The water flow rate needed to control a fire in a building or structure. Factors determining the Needed Fire Flow are size of the building or structure, type of construction according to the California Building Code, use or occupancy of the building or structure, and proximity to property lines, other structures and/or hazards.

Standards of Response Coverage (SORC):

Written policies and procedures establishing the distribution and concentration of the Department's fixed and mobile resources that includes an analysis of risks and expectations to assist in making decisions on deployment issues.

Strategic Plan:

Written priorities and goals addressing Planning Budgets, Life Safety, Incident Stabilization, and Property Conservation.

Emergency Services Policy 1.7

Provide for adequate water storage and flow to meet current and future service needs as defined in the city's Water Master Plan.

Emergency Services Policy 1.8

Regularly review and revise identified evacuation routes for the public's use in the event of an emergency to ensure adequacy (Figure VI-1).

Emergency Services Policy 1.9

Promote public awareness through the Community Emergency Response Team (CERT) of possible natural and man-made hazards and measures which can be taken to protect lives and property during and immediately after emergencies.

Emergency Services Policy 1.10

Maintain and periodically update a data base documenting wildfire, flooding, and seismic hazard areas and risks as input for the city's Emergency Preparedness and Response programs. The data base shall include debris management operations and landfill diversion requirements for the safe and responsible removal and disposal of debris after an emergency that maximizes recycling and minimizes materials disposed in landfills.

Emergency Services Policy 1.11

Monitor pertinent studies and research regarding changes in wildland and flooding risks that may accrue with climate change and consider their implications in updating the city's Emergency Response and Preparedness programs.

Emergency Services Policy 1.12

Protect the opportunities for use of the existing shooting range and other sites for public safety training.

2. Fire Protection

GOAL 2: Protection of life and property through adequate fire protection and emergency medical services.

Fire Protection Policy 2.1

Regularly review and maintain the Standards of Response Coverage and the Fire Department Strategic Plan to address staffing, facility needs, and service goals.



Fire Protection Policy 2.2

Provide Fire Department response times for no less than 90 percent of all emergency responses with engine companies by achieving the following service standard:

- Provide an initial response time of seven and one-half (7½) minutes for all structure fire and emergency Advanced Life Support (ALS) calls and a maximum response time of ten (10) minutes for supporting companies in urbanized areas of the city.

Fire Protection Policy 2.3

Provide a minimum total of seven (7) fire stations each sized and staffed with facilities, services and equipment to meet current and anticipated needs including, but not limited to, engine and truck units and crews and Advanced Life Support (ALS) staff prior to General Plan build out to the extent economically feasible.

Fire Protection Policy 2.4

Require new residential and non-residential development to be constructed consistent with the California Fire Code and the requirements set by the State.

Fire Protection Policy 2.5

Commit to the use of state-of-the-art equipment, technologies, and management techniques for fire prevention and suppression.

Fire Protection Policy 2.6

Require new development to contribute fees to maintain fire protection service levels without adversely affecting service levels for existing development.

Fire Protection Policy 2.7

Continue to include the Fire Department in the review of development proposals to ensure that projects adequately address safe design and on-site fire protection.

Fire Protection Policy 2.8

Consider provisions for adequate emergency access, driveway widths, turning radii, fire hydrant locations, and Needed Fire Flow requirements in the review of all development applications to minimize fire hazards.

Fire Protection Policy 2.9

Require mid- and high-rise development to include sprinkler systems and on-site fire suppression equipment and materials, and be served by fire stations containing specialized equipment for fire and/or emergency incidents.



Fire Protection Policy 2.10

Establish and maintain an adequate fire flow in relation to structure, size, design, and requirements for construction and/or built-in fire protection.

Fire Protection Policy 2.11

Maintain and enhance an emergency vehicle traffic signal activation system to improve fire station service area coverage in conjunction with planned improvements to the city’s major circulation system.

Fire Protection Policy 2.12

Maintain close coordination between planned roadway and other circulation improvements in the city to assure adequate levels of service and response times to all areas of the community.

Fire Protection Policy 2.13

Utilize Mutual Aid and Automatic Aid Agreements with other jurisdictions when appropriate to supplement fire station service area coverage and response times to all portions of the community.

WILDLAND FIRE HAZARDS

Fire Protection Policy 2.14

Require new development in high wildfire risk areas to incorporate site design, maintenance practices, and fire resistant landscaping to protect properties and reduce risks.

Fire Protection Policy 2.15

Continue to remove excessive/overgrown vegetation from city-owned properties, and require private property owners to remove excessive/overgrown vegetation to the satisfaction of the Fire Department, to prevent and minimize fire risks to surrounding properties.

Fire Protection Policy 2.16

Require fire protection plans for mitigation of potential grass and wildland fires within designated high fire hazard areas and other areas required by the Fire Department, that address the need for fire systems, water availability, secondary emergency access routes, construction requirements, and fire resistant landscaping and appropriate defensible space around structures.

Fire Protection Policy 2.17

Maintain programs to minimize impacts on sensitive biological habitat and species when suppressing wildland fires, when feasible.



Fire Protection Policy 2.18

Educate the public about wildland fire prevention techniques to minimize the potential hazards of wildland fires.

3. Police Services

GOAL 3: Protection of life and property, and enforcement of law that enhances personal safety in the community.

Police Services Policy 3.1

Regularly review and implement appropriate plans for police protection and services that address staffing, facility needs, and service goals to ensure that the community's needs are met.

Police Services Policy 3.2

Maintain an initial response time for Priority 1 calls of no more than five (5) minutes and an initial response time for Priority 2 calls of no more than six and one-half (6½) minutes. Constantly review these standards to ensure their adequacy and appropriateness in consideration of resource availability.

Police Services Policy 3.3

Maintain adequate levels of sworn officers and civilian personnel to support law enforcement operations based on community needs in order to meet response time standards.

Police Services Policy 3.4

Commit to the use of state-of-the-art equipment, technologies, and management techniques to assure adequate levels of police protection.

Police Services Policy 3.5

Require new development to contribute fees to maintain police facilities and equipment that meet the needs of the community.

Police Services Policy 3.6

Allocate resources to organize patrol areas, and regularly communicate with and involve community, school, and civic organizations to encourage community-based crime prevention efforts such as implementing Community Oriented Policing and Problem Solving (COPPS) strategies.

Police Services Policy 3.7

Require that defensible space practices that contribute to personal and property safety and crime prevention be incorporated into development projects, such as security and design features (e.g., site and building lighting, visual observation of areas, secured areas).



*Cleanup operations after
firefighting incident
(above)*

*Escondido Police Department
K-9 demonstration*

Police Services Policy 3.8

Enhance crime prevention by working with human care agencies, recreational agencies, educational services and community groups to:

- a) Reduce victimization;
- b) Encourage recreational and educational opportunities for youth and other community members; and
- c) Maintain awareness of potential problem areas.

Police Services Policy 3.9

Educate the public about crime prevention techniques through programs such as the Neighborhood Watch Program in residential neighborhoods and the Business Watch Program in commercial and industrial areas.

Police Services Policy 3.10

Coordinate with other federal, State, County, and local law enforcement agencies to provide assistance during emergency situations that require outside help as part of the State's Mutual Aid Agreement.

4. Code Enforcement Policies

GOAL 4: A safe and healthy environment through an aggressive code enforcement program.

Code Enforcement Policy 4.1

Provide facilities and staffing to maintain an aggressive and visible code enforcement program to ensure that existing properties meet health and safety standards.

Code Enforcement Policy 4.2

Enforce State and local health and safety statutes and codes for safe business operations to ensure the health and safety of the general public.

Code Enforcement Policy 4.3

Require properties with identified public nuisance violations, such as graffiti, abandoned and inoperative vehicles, and abandoned shopping carts, to eliminate or correct the violations.

Code Enforcement Policy 4.4

Require that structures be maintained to ensure a safe and healthy environment, preventing blight and deterioration resulting from deferred maintenance.



Property maintenance violations found at a code enforcement investigation

Code Enforcement Policy 4.5

Require buildings that are identified as substandard or dangerous to be either repaired or demolished.

Code Enforcement Policy 4.6

Conduct public outreach and educational programs with residents, businesses, and community organizations to promote voluntary compliance with city ordinances.

5. Noise

GOAL 5: Protection of the community from excessive noise exposure.

Noise Policy 5.1

Require development to meet acceptable exterior noise level standards as established in Figure VI-2, and use the future noise contour map (Figure VI-17) as a guide for evaluating the compatibility of new noise sensitive uses with projected noise levels.

Noise Policy 5.2

Apply a CNEL of 60 dB or less for single family and 65 dB or less for multi-family as goals where outdoor use is a major consideration (back yards and single family housing developments, and recreation areas in multifamily housing developments) as discussed in Figure VI-13, and recognize that such levels may not necessarily be achievable in all residential areas.

Noise Policy 5.3

Require noise attenuation for outdoor spaces in all developments where projected incremental exterior noise levels exceed those shown in Figure VI-14.

Noise Policy 5.4

Require noise attenuation for new noise-sensitive uses which include residential, daycare facilities, schools, churches, transient lodging, hotels, motels, hospitals, health care facilities, and libraries if the projected interior noise standard of 45 dBA CNEL is exceeded.

Noise Policy 5.5

Require construction projects and new development to ensure acceptable vibration levels at nearby noise-sensitive uses based on Federal Transit Administrator criteria.



Monitoring equipment measuring construction activities

Noise Policy 5.6

Require the preparation of noise studies, as deemed necessary by the Planning Department, to analyze potential noise impacts associated with new development which could significantly alter existing noise levels in accordance with provisions outlined in Figure VI-14.

Noise Policy 5.7

Encourage use of site and building design, noise barriers, and construction methods as outlined in Figure VI-15 to minimize impacts on and from new development.

Noise Policy 5.8

Require that mixed use and multi-family residential developments demonstrate that the design of the structure will adequately isolate noise between adjacent uses (orientation, window insulation, separation of common walls, floors, and ceilings, etc.).

Noise Policy 5.9

Require new mixed use developments to locate loading areas, parking lots, driveways, trash enclosures, mechanical equipment, and other noise sources away from the residential portion of the development, when physically feasible. Use construction standards to reduce noise between uses.

Noise Policy 5.10

Require development projects that are subject to discretionary approval to assess potential construction noise impacts on nearby sensitive uses and to minimize impacts on these uses, to the extent feasible.

Noise Policy 5.11

Limit direct access from individual properties along Major Roads and Prime Arterials in residential areas in order to minimize gaps in noise barrier sound walls.

Noise Policy 5.12

Limit “through truck traffic” to designated routes to minimize noise impacts to residential neighborhoods and other noise-sensitive uses (see Mobility and Infrastructure Element).

Noise Policy 5.13

Limit the hours of operation for parks and active recreation uses in residential areas to minimize disturbance to residents.

Noise Policy 5.14

Coordinate among city, county, State and other agencies involved in noise abatement to reduce noise generated from outside the city.



Constructing masonry sound attenuation wall to replace wooden fences along Washington Avenue

Noise Policy 5.15

Coordinate with McClellan-Palomar Airport to distribute property disclosure statements for areas within the Airport Land Use Compatibility Plan.

Noise Policy 5.16

Work with McClellan-Palomar Airport to monitor aircraft noise, implement noise-reducing operation measures, as necessary, and promote pilot awareness of noise sensitive land uses.

Noise Policy 5.17

Periodically review the adopted noise ordinance to address changing conditions.

6. Flood Protection

GOAL 6: A safe community that is protected from potential flood hazards.

Flood Protection Policy 6.1

Continue to participate in the National Flood Insurance Program (NFIP) to maintain the city’s eligibility for flood insurance.

Flood Protection Policy 6.2

Require new and substantial improvements or upgrades of existing development within a flood hazard zone as defined by the Federal Emergency Management Agency (100 and 500-year floodplains) to be constructed in accordance with city, state, and federal regulations (NFIP). These may include implementing construction or other methods to minimize flood damage.

Flood Protection Policy 6.3

Avoid or minimize flooding risks by limiting the type and intensity of new development within the 100-year flood plain to uses that do not involve habitable structures such as agriculture, outdoor recreation, and natural resource areas.

Flood Protection Policy 6.4

Maintain flood control channels, storm drains, and detention basins through periodic dredging, repair, desilting, and clearing subject to approval from appropriate state and federal agencies to ensure they are operating efficiently.



Slope erosion in a residential neighborhood after heavy winter rains



Detention basin in the Escondido Research Technology Center to manage peak period water flows during heavy rainfall events and to enhance groundwater recharging opportunities

Flood Protection Policy 6.5

Require that all facilities within flood hazard zones storing, using, or otherwise involved with substantial quantities of on-site hazardous materials comply with applicable standards of elevation, anchoring, and flood proofing, and that hazardous materials be stored in watertight containers.

Flood Protection Policy 6.6

Inspect the dams at Lakes Dixon and Wohlford periodically to ensure safe operation and maintenance to minimize the risk of failure.

Flood Protection Policy 6.7

Require new development located in identified dam inundation areas to be designed to minimize potential flood damage from dam failure.

Flood Protection Policy 6.8

Locate new critical facilities such as hospitals, emergency shelters, fire stations, police stations, civil defense headquarters, and emergency communication centers outside of flood hazard zones, as defined by FEMA. If no other alternative site is available or feasible, require that critical facilities be designed to minimize potential flood damage if located within flood hazard zones.

Flood Protection Policy 6.9

Maintain the structural and operational integrity of critical facilities during flooding events.

Flood Protection Policy 6.10

Coordinate efforts with local, regional, state, and federal agencies to minimize flood hazards and improve flood protection.

7. Soils and Seismicity

GOAL 7: Minimization of adverse effects to residents, property, and critical facilities caused by geologic and seismic hazards.

Soils and Seismicity Policy 7.1

Regularly review, adopt, and enforce seismic and geologic safety standards, including the Uniform Building Code, in site design and building construction methods to protect public health and safety.

Soils and Seismicity Policy 7.2

Minimize development of public utilities in areas where geologic and seismic hazards exist to avoid additional costs associated with installation, maintenance, and replacement.

Soils and Seismicity Policy 7.3

Require that development applications in areas where the potential for geologic and seismic hazards exist, such as slopes of 25 percent or greater, submit a site-specific geotechnical analysis prepared by a certified geotechnical engineer to identify potential hazards and recommend measures to avoid or mitigate said hazards (see Resource Conservation Element).

Soils and Seismicity Policy 7.4

Approve new development in areas identified with geologic or seismic hazards only after completion of a city-approved geotechnical report with appropriate mitigation of such hazards

Soils and Seismicity Policy 7.5

Avoid developing in areas that are susceptible to erosion and sediment loss. Where avoidance is not feasible, require the restoration of natural patterns of surface water runoff after grading to minimize erosion.

Soils and Seismicity Policy 7.6

Encourage the upgrade, retrofitting, and/or relocation of existing critical facilities (hospitals, fire stations, police stations, etc.) that do not meet current building code standards and are within susceptible to seismic or geologic hazards.

8. Hazardous Materials

GOAL 8 A safe and healthy community and environment that is protected from the use, storage, and transport of hazardous materials.

Hazardous Materials Policy 8.1

Maintain and update Escondido's Household Hazardous Waste management Plan and coordinate with the County of San Diego on periodic reviews and updates of the County's Hazardous Waste Management Plan.

Hazardous Materials Policy 8.2

Coordinate with relevant agencies to enforce applicable laws regulating the handling, use, production, storage, disposal, and transportation of hazardous materials, and notify the appropriate city, county, state, and federal agency in the event of a violation.

Hazardous Materials Policy 8.3

Maintain regulations requiring proper handling, storage and disposal of hazardous materials to prevent leakage, potential explosion, fire, or the escape of harmful gases, and to prevent individually innocuous materials from combining to form hazardous substances.



Hazardous Materials Policy 8.4

Encourage businesses and residents to utilize practices and technologies that will reduce the use of hazardous materials and generation of hazardous wastes.

Hazardous Materials Policy 8.5

Continue to provide frequent and convenient household hazardous waste collection options.

Hazardous Materials Policy 8.6

Cooperate with appropriate regional, state and federal agencies to mitigate impacts associated with hazardous contaminants discovered in the groundwater.

Hazardous Materials Policy 8.7

Maintain the City's Fire Department's programs to safely and effectively respond to hazardous materials incidents and releases.

Hazardous Materials Policy 8.8

Participate in the Hazardous Materials Incident Response Team Program, which is a countywide effort to address hazardous materials incidents.

Hazardous Materials Policy 8.9

Continue the public education efforts regarding proper use, storage, and disposal of household hazardous wastes, including universal wastes.

Hazardous Materials Policy 8.10

Require proponents of projects in known contamination areas to perform comprehensive soil and groundwater contamination assessments, in accordance with applicable regulations. If contamination exceeds regulatory levels, require the proponent to undertake remediation procedures consistent with county, regional, and state regulations prior to grading and development of the site.

Hazardous Materials Policy 8.11

Maintain strict land use controls, performance standards, and structure design standards for uses that generate, use, or store hazardous materials, including setbacks from sensitive uses (schools, residential homes, daycare facilities, etc.) to protect and health and safety of the community in concert with regional, state and federal requirements for existing and proposed uses.

