

**City of Escondido**

**QUALITY OF LIFE STATUS REPORT  
ON ESCONDIDO'S CITYWIDE FACILITIES PLAN**



**Revised March 2009**

**QUALITY OF LIFE STATUS REPORT  
ON ESCONDIDO'S CITYWIDE FACILITIES PLAN**

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**TABLE OF CONTENTS**

**March 2009**

| <b>Section</b> | <b>Title</b>              | <b>Page(s)</b> |
|----------------|---------------------------|----------------|
| 1              | Executive Summary .....   | 1              |
| 2              | Air Quality .....         | 4-7            |
| 3              | Schools .....             | 8-9            |
| 4              | Wastewater System.....    | 10-12          |
| 5              | Water System .....        | 13-15          |
| 6              | Police.....               | 16-20          |
| 7              | Fire Service .....        | 21-23          |
| 8              | Library Service.....      | 24-26          |
| 9              | Parks.....                | 27-30          |
| 10             | Economic Prosperity ..... | 31-32          |
| 11             | Circulation.....          | 33-36          |

**Section 1**  
**QUALITY OF LIFE STATUS REPORT**  
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(Updated March 2009)

**EXECUTIVE SUMMARY**

Thresholds that establish acceptable levels of service for Air Quality, Schools, Wastewater, Water, Circulation, Police, Fire, Library, Parks/Openspace, Economic Prosperity, and Circulation were adopted during the preparation of the Escondido General Plan. The City Council adopted the first Citywide Facilities Plan to establish the framework for implementing the General Plan Quality of Life Standards in April of 1994. The Plan was last updated in 1999 and the City conducted a comprehensive review of all applicable development fees and made the necessary adjustments. Periodic fee adjustments and amendments to the Quality of Life Standards have been implemented over the past several years to ensure facilities and infrastructure can be adequately financed.

This document states each Quality of Life Standard and threshold and summarizes any applicable Master Plan, describes the existing conditions and additional improvements required for the approval of new development during build-out of the General Plan. Issues are also discussed pertaining to changed community perceptions or advances in technology for furthering the adopted thresholds or adopting possible refinements based on updated information or technology.

| <b>Quality of Life Standard</b> | <b>Is City Meeting Threshold? (yes/no)</b> | <b>Summary Comments</b>  |
|---------------------------------|--|--|
| Air Quality                     | NO   | City does not meet three (3) out of seven (7) APCD pollutant measurements as well as the reduction of vehicle miles traveled, although overall air quality has improved. City meets other air quality QOL standards pertaining to park-and-ride facilities, bicycle programs, landscaping, and policies promoting non polluting alternative systems.   |
| Schools                         | YES  | School Districts cite concern that increased population will impact the ability to meet this standard in the future.   |
| Wastewater                      | YES  | During extreme wet weather conditions HARRF inflow has exceeded outfall capacity. Significant expansion to HARRF Plant, land and ocean outfall will be required to accommodate existing General Plan build out. The Wastewater Master Plan (to be completed this year) will provide the City Council with recommendations for expanding the facility to accommodate existing and anticipated growth forecasts. |
| Water                           | YES  | Drought, legislative actions and contracts with state water agencies will impact long term water supplies. The Water Master Plan will need to be updated in 2010 and may require a plant expansion or additional reservoirs depending on land use development and water service policy decisions for unincorporated areas.   |
| Police                          | NO   | Increased population density, added traffic and staffing have contributed to longer response times compared to standards that were initially adopted for the General Plan; consequently, average response times for Priority 1 and 2 calls exceed adopted the Quality of Life Standard by 4 and 9 seconds respectively.  |
| Fire                            | YES  | Although QOL response times have been met on a city-wide average, three of the City's six stations experience longer response times than adopted QOL thresholds.   |
| Library                         | NO   | The City's library collection items, square footage, and full time librarian staffing do not meet QOL Standards, Library Support Staff exceed QOL Standards. Improvements and acquisitions to the library program over the years have narrowed the deficiency gap. Changes to the American Library Association standard to reflect technology warrant consideration in amending the City's QOL standard.       |

|                     |     |  |
|---------------------|-----|--|
| Parks               | YES | City overall Park and Open Space acreages exceed QOL thresholds. Additional Neighborhood Parks, a provision for including golf courses and community recreational facilities warrant consideration for amending QOL standard.                                    |
| Economic Prosperity | NO  | City's median income is less than the County's and the gap has widened over the years due to the local population's reliance on income from retail sales and building materials. City's BREP and BEZ programs are active in recruiting and retaining businesses. |
| Circulation         | YES | Changes to the Circulation Element roadways classification as part of the General Plan Update and consideration for modifying QOL thresholds for urban versus suburban areas may be warranted in light of physical constraints.                                  |

## **Section 2 Air Quality**

### **Quality of Life Standard:**

***IMPLEMENT FEASIBLE MEASURES WITHIN THE JURISDICTION OF THE CITY TO MEET STANDARDS ESTABLISHED BY STATE AND FEDERAL LAWS REGULATING AIR QUALITY INCLUDING BUT NOT LIMITED TO, THE REDUCTION OF THE NUMBER OF VEHICULAR MILES TRAVELED, SUPPORTING PUBLIC TRANSPORTATION, PARTICIPATING IN THE DEVELOPMENT OF PARK AND RIDE FACILITIES, COORDINATING LAND USE APPROVALS AND OCCUPANCIES WITH THE AIR POLLUTION CONTROL DISTRICT REGULATIONS, INCREASING LANDSCAPING STANDARDS AND PROMOTING LANDSCAPING PROGRAMS, AND ENCOURAGING NON-POLLUTING ALTERNATIVE ENERGY SYSTEMS.***

### **Escondido's Compliance with State and Federal Air Quality Laws**

Air pollution is a general term used to describe undesirable amounts of particulate or gaseous substances in the atmosphere. There are basically two types of pollutants – “criteria air pollutants” and “toxic air contaminants.”

***Criteria Air Pollutants*** are those for which acceptable levels of exposure can be determined. They are regulated by developing health-based criteria that are used to establish clean air standards, which specify the maximum level of a given air pollutant that can safely exist in the outdoor air. Both the State and federal governments have established these health-protective limits. Criteria pollutants nationwide include ozone (smog), carbon monoxide, nitrogen dioxide, sulfur dioxide, lead, and inhalable particulates (those smaller than 10 microns are commonly called PM10 and fine particles 2.5 microns or smaller are called PM2.5). California also adds sulfates, visibility reducing particulates, and hydrogen sulfide.

***Toxic Air Contaminants*** are those that are known or suspected to cause cancer or other serious health effects. Air toxics may produce health effects at extremely low levels, and some may accumulate in the body from repeated exposures. There are hundreds of compounds that are air toxics. There are no clean air standards for toxic air contaminants because there are no health-based, acceptable levels of exposure.

An area is designated “*in attainment*” for a specific criteria pollutant when it is in compliance with an air quality standard for that pollutant. An area that doesn't meet the standard is called a “*non-attainment*” area. San Diego County reached a major milestone when it was redesignated in 2008 as an attainment area for the federal one-hour ozone standard prior to that standard being revoked in 2005.

The Five Year Air Quality Data Summary issued by the County Air Pollution Control District (APCD) reports that overall; air quality in the County has improved over the past decade when discounting the recent firestorms that have adversely impacted regional air quality. The APCD maintains a network of ambient air monitoring stations throughout the County. One station is located in Escondido. Measurements are taken for carbon monoxide, particulate matter, sulfur dioxide, nitrogen dioxide, and lead.

In September 1991, California established a health advisory reporting system. Based on this system, a "Stage I smog alert" is issued if the smog (ozone levels) reaches 20 parts per hundred million (pphm) parts of air or 200 on the Pollution Standards Index (PSI). During a Stage I, the public is advised to avoid strenuous outdoor activities. The San Diego Air Basin has not recorded a Stage I ozone episode (commonly called a smog alert) since 1991 nor a Stage II episode since 1979. Following is a summary of air pollutants documented in the community and Escondido's status:

- *Ozone*
  - Meets Federal & State 1-hour ozone standards and Federal 8-hour standard
  - Does not meet State's 8 hour standard
- *Nitrogen Dioxide and Carbon Monoxide*
  - Meets all standards
- *PM<sub>10</sub>*
  - Does not meet state's annual or 24 hour standards
  - Meets annual Federal standard.
- *PM<sub>2.5</sub>*
  - Meets State/Fed Annual stds.
  - Does not meet Federal 24 hour standard

**Environmental Quality Regulations**

The City has established California Environmental Quality Act (CEQA) significance criteria for air quality in its environmental Quality Regulations (Zoning Code Article 47). This section of the Zoning Code provides thresholds for environmental analysis, based on whether a project exceeds the impacts analyzed in the General Plan. Projects for which (1) emissions have not been analyzed in the General Plan, and (2) emissions would exceed adopted thresholds, must undergo further analysis in an EIR. Although these standards constitute the thresholds for preparing an EIR, findings regarding the significance of impacts under CEQA are based on the results of the EIR. The threshold amounts are as follows:

|                        |          |
|------------------------|----------|
| Carbon monoxide        | 550 lbs. |
| Reactive organic gases | 55 lbs.  |
| Oxides of nitrogen     | 55 lbs.  |
| Fine particular matter | 150 lbs. |
| SOx                    | 250 lbs. |
| Lead                   | 3.2 lbs. |

## **The Number of Vehicle Miles Traveled (VMT)**

Although there have been many efforts to encourage alternative forms of transportation to work, the regional percentage of workers who drive to work alone has increased over the last two decades. The region's 3.1 million residents collectively own 2.3 million vehicles and drive about 87,000 miles each day. Between 1980 and 2009 the percentage of workers driving to work alone has increased to approximately 80% of all vehicles. In terms of the commute to work, recent Census data for the 2004-2005 period shows that the automobile continues to be the primary mode of travel in the region for about 89 percent of the home-to-work trips being made.

The percentage of workers carpooling has dropped between 1980 and 1990 but remained stable between 1990 and 2000. Between 1996 and 2005, annual transit ridership in the San Diego region increased from 74 million riders to nearly 88 million riders, representing an increase of 17 percent. While ridership declined somewhat between 2001 and 2004, the year 2005 reflects the first increase in ridership since 2001, suggesting that this trend may be reversing itself.

The average travel time to work has increased to 24 minutes in 2009. The increase in travel time is not only due to increased traffic congestion. Growth in the suburbs means that many people today live farther away from their place of work. People living farther away from their jobs contribute to the increase in travel time for those who ride transit as well, from 50.4 minutes in 2000 to over 52 minutes in 2009. The increase in travel time for transit riders also is partly due to the redistribution of jobs away from concentrated employment centers, which are better served by transit.

### **Bicycle Facilities:**

The General Plan lists strategies to improve the air quality by reducing traffic impacts and vehicle trips. These strategies include encouraging bicycling and providing the needed facilities to divert traffic from auto trips to bicycle trips. According to the California Energy Commission, bikeway facilities, when properly designed, are estimated to reduce VMT by 5-15%. Since the adoption of the Bicycle Facilities Master Plan in 1993, the City has been aggressively seeking grants and funds to improve these facilities. Funds have been allocated to construct the Escondido Creek Bike Path from Harmony Grove Road to Lake Wohlford Road, including various under crossings. A bike path has also been incorporated along the NCTD rail line linking Escondido with San Marcos. A bicycle / pedestrian bridge over Lake Hodges connecting Escondido with Rancho Bernardo is nearing completion.

### **Support for Public Transportation**

The City cooperates with the North County Transit District efforts in coordinating public transportation in the North County area; including passenger light-rail service from Oceanside, and improving the existing bus system serving the city. The City is collaborating with NCTD and SANDAG on the Route 350 Rapid Bus Project that will provide express service between the Escondido Transit Center and Westfield Shopping Town. Improvements include installing queue-jumper lanes that allow busses to advance ahead of private vehicles in order to provide faster service between designated stops.

### **Participation in the Development of Park-and-Ride Facilities**

The city currently has an inventory of 416 spaces, not including the 346 spaces available at the Escondido Transit Center. These spaces are available for park-and-ride usage within the city.

### **Coordination of Land Use Approvals and Occupancies with the Air Pollution Control District (APCD)**

Land use intensity and development patterns are among the major factors that affect trip generation and air quality. On a case by case basis, the city routes development projects to the APCD for review and comment. Conditions proposed by APCD are either incorporated into the project's approval, or verified prior to permit issuance. The City has passed an ordinance encouraging mixed-use development along the South Escondido Boulevard and in the Downtown and several projects have been approved and/or constructed that will reduce vehicle trips.

### **Increased Landscaping Standards and Promotion of Landscaping Programs**

The City participates in Arbor Day programs to plant trees in local parks, and coordinated the installation of landscaping on the south side of Highway 78, east of Rock Springs. Substantial landscape projects completed include the Center City Parkway median at Grand Avenue, south of Felicita and north of El Norte Parkway. Recent park development includes Ryan and Grove Parks. Escondido maintains over 60,000 trees in public right of way areas and municipal parks throughout the community and continues to maintain its designation as a Tree City by the National Arbor Day Foundation.

**Applicable Fees:** None

### **Air Quality Issues / Recommendations:**

Continue to monitor air quality based on APCD reports.

Continue to support on-going projects and programs that improve air quality such as Public Transportation and Park and Ride programs; city pedestrian, bicycle trail and landscaping programs.

## **Section 3 Escondido Schools**

### **Quality of Life Standard:**

***THE COMMUNITY SHALL HAVE SUFFICIENT CLASSROOM SPACE TO MEET STATE MANDATED SPACE REQUIREMENTS AND TEACHER/STUDENT RATIOS WITH STUDENT ATTENDANCE CALCULATED ON TRADITIONAL SCHOOL SCHEDULES. IMPLEMENTATION OF THIS STANDARD SHALL BE THE RESPONSIBILITY OF THE SCHOOL DISTRICTS AND OTHER APPROPRIATE SOURCES.***

### **Elementary Schools**

The Elementary School District currently operates a K-8 educational program for approximately 18,200 students within 23 schools. The District operates seventeen elementary schools, five middle schools, and the Nicolaysen Community Day School (designed to address needs of students who would otherwise be expelled from other campuses) currently serving 43 students. The District is currently the fifth largest elementary district in California and ranks 79<sup>th</sup> among 1055 districts statewide in terms of enrollment. The Elementary School District currently operates all elementary and middle schools on a traditional schedule. The district is meeting space needs through the addition of portable classrooms as required.

The District currently sponsors two charter schools; Classical Academy for K-8 has an enrollment of 847 students and Heritage K-8 has an enrollment of 423 students.

### **High Schools**

The High School District operates three comprehensive high schools, one alternative high school, and one continuation high school serving approximately 8,271 students. The schools are operating above capacity and accommodate additional growth by the use of relocatables on site and the temporary use of areas not originally designed for classrooms.

The District passed a Bond in November 2008, to improve student learning, college/job readiness, relieve significant overcrowding and qualify for State matching funds. In addition, the Escondido Union High School District needs to rehabilitate deteriorated classrooms/equipment/sites/joint-use facilities, construct new science/computer labs, upgrade technology, improve safety/energy-efficiency, replace portables, add classrooms, and construct a new small high school.

The District believes that the facilities listed above will only accommodate current needs; but as any new developments are approved, additional local funds will be needed to house new students generated by future residential projects.

The District's current program capacity enables the District to house 6,296 students. The District currently accommodates 8,271 students. The lack of classroom capacity will be exacerbated by any new development.

The District operates on a traditional school schedule and offers an extensive summer school program.

**Space Standard:** All schools comply with state-mandated teacher/student ratios.

**Applicable Fees:**

School fees were collected directly by the City until November 1983. Since that time, school fees have been collected by the school districts. Currently, the City verifies that fees have been paid before issuing permits.

The Escondido Union School Districts adopted a mitigation fee for residential developers in April of 1994, based upon the City's General Plan Quality of Life Standard for schools. This has since been replaced with a strict statutory structure for funding of school facilities under SB50. The Escondido Union School Districts are currently assessing the maximum statutory school fees allowed under Government Code Section 65995. School districts are allowed to levy a local development impact fee on all new development equal to \$2.97 per assessable square foot of residential development (room additions only) and \$0.47 per assessable square foot of commercial development (Level 1 fees). With further written justification, a district may collect a higher Level 2 mitigation fee. The Escondido Union School District (elementary) can justify, and is charging, the higher Level 2 fees. The Level 2 fee of \$3.02 for the Escondido Union School District and the Level 1 fee of \$1.52 for the Escondido Union High School District result in a total school fee of \$4.54 per assessable square foot for new residential development.

**School Quality Issues / Recommendations:**

Staff will continue to support and assist the Escondido School District to help meet the state-mandated requirements.

## Section 4 Wastewater

### Quality of Life Standard:

***THE CITY WASTEWATER SYSTEM SHALL HAVE ADEQUATE TRUNK LINE, PUMPING FACILITIES, OUTFALL CAPACITIES, AND SECONDARY TREATMENT TO MEET BOTH NORMAL AND EMERGENCY DEMAND AND TO AVOID SEWERAGE SPILLS AFFECTING STREAM COURSES AND RESERVOIRS AND SHALL PROVIDE SEWAGE CAPACITY ABLE TO TREAT A MINIMUM OF 260 GALLONS PER DAY FOR EACH RESIDENCE ON SAID SYSTEM IN URBAN AREAS OR AS ESTABLISHED IN THE CITY'S WASTEWATER MASTER PLAN.***

### Current Demand on the Sewer System

Capacities are listed below:

- A. Hale Avenue Resource Recovery Facility (MGD average dry weather daily flow):

| Agency    | Capacity | Flow | Balance |
|-----------|----------|------|---------|
| Escondido | 12.7     | 11.0 | 1.7     |
| San Diego | 5.3      | 3.4  | 1.9     |
| Total     | 18.0     | 14.4 | 3.6     |

- B. Land outfall (maximum hydraulic capacity) 21.4 MGD  
 C. Ocean outfall (maximum regulatory capacity) 23 MGD  
 D. Ocean outfall (maximum hydraulic capacity) 25.8 MGD

The ocean outfall is jointly owned with the San Elijo Joint Powers Authority (SEJPA) of which Escondido maintains 79 percent of the capacity. The ocean outfall is the critical element in the disposal plan since its flow volume is closest to the allowed capacity. The capacity of the ocean outfall has been exceeded once since 2000 under extreme wet weather flow periods.

Construction was completed at the Hale Avenue Resource Recovery Facility for recycled water facilities. Reclaimed water will be discharged into Escondido Creek at times when the ocean outfall capacity is exceeded. The City's Wet Weather Discharge Permit, which was scheduled to expire in December of 2008, has been extended to June 30, 2009. Long-range planning calls for the ocean outfall capacity to be expanded or alternate disposal option(s) to be in place, in or about 2014. The following table is based on current capacity and projected flows in 2014:

| <b>Agency</b> | <b>Capacity</b> | <b>Flow<sup>1</sup></b> | <b>Balance</b> |
|---------------|-----------------|-------------------------|----------------|
| Escondido     | 20.1            | 18.0                    | 2.1            |
| SEJPA         | 5.7             | 3.5                     | 2.2            |
| Total         | 25.8            | 21.5                    | 4.3            |

### **Status of the Recycled Water Program**

The recycled facility was completed in 2004 with the first recycled water delivered in September. The facility is permitted for 9 MGD. Since going online the facility has distributed 10,760 acre feet of recycled water (approximately 3.5 MGD) to Escondido, Rincon Del Diablo Water District and Palomar Energy Corporation. Additional customers are being solicited and alternative recycled water uses are being investigated.

### **Existing or Anticipated Deficiencies in the Wastewater System**

The major issue for future growth is the disposal of the treated wastewater from the Hale Avenue Resource Recovery Facility. One or both of two options must be addressed; 1) increasing ocean outfall capacity or 2) finding alternate options such as ground water injection or wetlands/recreational. The south and west side pumping system, upgrading of the Hale Avenue Resource Recovery Facility are issues identified during a condition assessment of all Sewer Lift Stations.

### **Projects Required to Rectify the Identified Deficiencies**

By June of 2009 a decision will be reached for the disposal of effluent. This decision will be based on consulting studies currently in progress. The south and west side system improvements are included in the future capital improvement program. The Hale Avenue Resource Recovery Facility treatment capacity upgrades will be based on the outcome of the disposal issue.

**Applicable Fees:** Wastewater Connection Fees.

#### History of Fee:

A wastewater connection must be purchased through the city by anyone who wishes to connect to the Wastewater System. The connection fee is currently \$7,500 for a single family unit, established by Council Resolution in 2006.

In 1983, the City pre-sold wastewater connection rights to finance the expansion of the wastewater plant. A customer holding a wastewater connection right may use it to connect to the wastewater system, or turn it into the City for redemption. Redemption is made by revenue generated from the sale of connections to the wastewater system. In 1992, the redemption value of the rights began to exceed the wastewater connection fee.

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<sup>1</sup> Based upon an average daily flow with a peaking factor of 2 and SEJPA flows estimated.

The value is now significantly more than the connection fee. There are approximately 210 rights outstanding. Redemption of a right reduces revenues for future improvements.

The Wastewater Connection Fee is assessed to fund projects that provide capacity for new connections. The Utilities Department maintains annual spreadsheets allocating revenues received from new connections to new capacity projects.

**Wastewater Issues / Recommendations:**

The Wastewater Master Plan update that will quantify needs for capital improvement program prioritization should be initiated.

Significant expansion to HARRF Plant, land and ocean outfall will be required to accommodate existing General Plan buildout.

Expanding the land and ocean outfall will likely encounter environmental impacts as well as concerns raised by surrounding western residents.

Extent of additional improvements will depend upon GP update growth projections.

Recycled Water Program expansion would reduce outfall demand.

## Section 5 Water

### Quality of Life Standard:

*THE CITY SHALL MAINTAIN PROVISIONS FOR ADEQUATE WATER SUPPLY, PIPELINE CAPACITY AND STORAGE CAPACITY TO MEET NORMAL AND EMERGENCY SITUATIONS AND SHALL HAVE THE CAPACITY TO PROVIDE A MINIMUM OF 600 GALLONS PER DAY PER DWELLING UNIT OR AS ESTABLISHED BY THE CITY'S WATER MASTER PLAN. FEDERAL AND STATE DRINKING WATER QUALITY STANDARDS SHALL BE MAINTAINED. THE CITY SHALL CONTINUE EFFORTS TO IMPLEMENT WATER RECLAMATION AND WATER CONSERVATION PROGRAMS.*

### Current Department of Public Health Rated Capacity of the City's Water Treatment Facilities

| FACILITY  | GALLONS/DAY*(mg/d) |
|-----------|--------------------|
| Escondido | 60                 |
| Vista     | 15                 |
| Total     | 75                 |

\* in millions

### Current Demand on Water System

| FACILITY  | GALLONS/DAY*(mg/d) |
|-----------|--------------------|
| Escondido | 45                 |
| Vista     | 18                 |
| Total     | 63**               |

\*in millions

\*\*during summer peaks

### Anticipated Need

The Water Master Plan prioritizes improvement needs and Escondido has an ongoing program for replacement of old water lines both from the "Mutual" system and the City system. Immediate financing (bond issue) and aggressive rate increases are being used to develop a revenue structure to support an adequate replacement program. The Water Master Plan will need to be updated in 2010 and may require a plant expansion or additional reservoirs depending on land use development and water service policy decisions for unincorporated areas. Efforts currently are directed at prioritizing system maintenance and replacement schedules of older facilities.

### **Status of Water Supplies**

The continuing drought in the region and throughout the state presents questions on long term supply. The drought and environmental concerns are reducing the volume of water being supplied from northern California and increasing the supply from the Colorado River. For the immediate future there is an adequate supply to meet projected needs. Continuation of the drought and potential mandatory water conservation measures could significantly reduce the availability of State water to San Diego County, making this a regional rather than a local supply issue. An investigation into the more aggressive use of reclaimed water, water transfers, and desalination to augment the potable supply is ongoing in Escondido as well as the region.

The settlement of the lawsuit with the Mission Indian Bands regarding water from the San Luis Rey River and Lake Henshaw is continuing. In previous legislation, the Federal Government and the regional water suppliers have guaranteed water from the Colorado River as part of the proposed settlement. The local water supply is at issue and is the key element to Escondido's low cost local water supply. A loss of the local supply could result in a major increase in the cost of water.

### **Water Connection Fee and Payment of Water Futures**

Since 1984 the connection fee has been driven by a two fold process: 1) Growth pays its share of improvements and 2) the need for the connection fee to finance the repayment of redeemed "futures" plus provide capital for future system growth.

The connection fee was established in 1982 by way of Council Resolution which established the purchase price of the "futures" and the redemption schedule of said "futures." Since 1993, when the "futures" matured the connection fee has risen at a rate of approximately 3.5% per year. This was considered the minimum in order to keep the dollar value constant due to inflation. The water connection fee is greater than the value of futures. The futures have matured and there is a waiting list of over 500 futures to be redeemed. Their redemption slightly reduces revenues for future improvements.

### **Future Water Systems Projects**

One reservoir replacement, Reed Reservoir, will be completed in 2010. Another reservoir, A-3, is planned to be replaced by 2013. Major water line replacements are planned every year to upgrade aging infrastructure through the Capital Improvement Program (CIP). Alexander Area Waterlines Phase II will be completed in 2010 and the Cemetery Area Waterlines Replacement is scheduled for 2011 completion. Repairs to the Escondido canal and pipelines between Lake Wohlford and the filtration plant are ongoing within the CIP.

**Applicable Fees:** Water Connection Fee, other fees (MWD, CWA)

**Water Issues / Recommendations:**

Update the Water Master Plan in 2010 and continue to utilize the Water Master Plan update to prioritize improvements to the water system.

Drought, legislative actions and contracts with state water agencies will impact long term water supplies

Plant expansion and new reservoirs may be needed to accommodate increased growth.

## Section 6 Police Department

### Quality of Life Standard:

***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 (6 1/2) MINUTES. RESOURCES WILL BE ALLOCATED TO ORGANIZE PATROL AREAS AND INVOLVE COMMUNITY MEMBERS WHERE APPROPRIATE TO ACHIEVE COMMUNITY ORIENTED PROBLEM SOLVING 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.***

### Commitment to Response Time to Calls for Service

The Escondido Police Department's response time standard of 5 minutes or less for emergency calls and no more than 6 and ½ minutes for high priority calls is one of the most aggressive in the nation relative to communities having populations in excess of 140,000 residents and approximately 50,000 annual calls for service. The Escondido Police standard includes the measurement of elapsed times from when the call is initially received by the communication operator, the transfer of call information to the police officer, and the time the field officer arrives at the service call location. The lesser used standards used elsewhere measure the shorter time duration of officer notification to arrival. Increased population density, added traffic and staffing have contributed to longer response times compared to standards that were initially adopted for the General Plan; consequently, response times for Priority 1 and 2 calls exceed adopted the Quality of Life Standard by 4 and 9 seconds respectively. The following chart demonstrates the response by the Escondido Police Department for the first three-quarters of 2008, January 1 through November 11.

#### **Number of Calls and Average Time by PRIORITY JANUARY 1, 2008 THRU NOVEMBER 11<sup>TH</sup>, 2008**

| Priority     | Dispatch Time | On-scene Via Dispatch | On-scene Via Enter (Response Time) | Close Time Via Dispatch | Number of Calls |
|--------------|---------------|-----------------------|------------------------------------|-------------------------|-----------------|
| <b>1</b>     | <b>0:34</b>   | <b>4:29</b>           | <b>5:04</b>                        | <b>1:14:43</b>          | <b>552</b>      |
| <b>2</b>     | <b>1:48</b>   | <b>4:51</b>           | <b>6:39</b>                        | <b>40:35</b>            | <b>11,452</b>   |
| 3            | 10:34         | 6:18                  | 16:53                              | 31:09                   | 22,307          |
| 4            | 24:10         | 10:00                 | 34:10                              | 46:45                   | 7,897           |
| <b>TOTAL</b> | <b>10:36</b>  | <b>6:35</b>           | <b>17:11</b>                       | <b>37:12</b>            | <b>42,208</b>   |

## **Technology Addition to Maintain Quality Response Times and Officer Safety**

As the City has grown in population and geographic size, travel distances, traffic conditions and increased activities engaging police field units, impact the officers' ability to safely navigate City streets. This affects the efficient response time to service calls. Police staffing levels also influence response times. The current nation-wide economic condition facing local communities has challenged all police agency staffing levels. The Escondido Police Department is committed to maintaining sufficient patrol operation field staffing levels to insure the proper delivery of police services to the community. Accordingly, patrol operations staffing levels are considered a priority over all divisions of the department.

## **Automated Vehicle Locator System Technology**

To help maintain response time standards under current and future challenging conditions, the Escondido Police Department has invested in an Automated Vehicle Locator System (AVL). The AVL is a software program addition to the Computer Aided Dispatch communication system. The AVL program will provide communication operators with the ability to track the locations of police field units and make automated and instant recommendations to dispatch the nearest field units to a call for service. This program feature is dedicated to the expressed goal of high quality response time by matching the closest police resource to the call location. This time saving feature will aid the communications operator by searching for the nearest units under emergency and high priority call conditions.

This automated tracking system of police field units will increase officer and community member safety. The automated screen display of police units will aid communication operators and command staff in the coordination efforts of strategically placing resources under emergency conditions and quickly locating police units in critical incidents. This system is critical if the officer is unable to communicate or is incapacitated. The AVL system is currently in development with implementation estimated near the latter part of 2009.

## **Crime Reduction and Prevention Commitment**

The Escondido Police Department has a successful crime reduction history involving strategies that include Community Oriented Policing and Problem Solving (COPPS). This basic approach to police services was initiated to better address quality of life issues for City's residents, businesses and visitors in efforts to deter crime and improving working relationships with all community members. The COPPS model in Escondido is geared to analyze and implement a plan to attack the total crime problem in a particular area, and focus on prevention as a tool for long-term solution to avoid problem repetition. Police employees are trained and guided in the basic principles of the COPPS philosophy.

## **Computer Intelligence (COMPSTAT) Leads the Geographic Policing Initiative Strategy**

Overall, crime in Escondido has declined since the inception of COMPSTAT in later part of 2004. "CompStat" is short for "Computer Statistics" and originally named and refined by the New York City Police. Simply stated COMPSTAT is an information intelligence analysis process to "put cops on the dots," or directing police resources to the exact location (dots on the map) in Escondido where crime occurred or is about to occur.

Escondido Crime Analysis experts work to analyze crime, develop leads and information to identify offenders, develop community crime and safety alerts and help direct street cops, investigators and police supervisors to place all police resources needed to solve and prevent crimes, apprehend suspects and recover stolen property. The COMPSTAT process also evaluates and measures police effectiveness providing greater flexibility on problem-solving approaches until the problem is corrected.

The police department provides public access of computer crime intelligence and provides community members with direct information on quarterly crime reports, crime maps, crime statistics, and the “Megan’s Law” sex offender map, all accessible via the Internet. The police portion of computer crime intelligence provides major public safety initiatives, including access to arrest warrants, offender photographs, crime reports and crime and sex offender mapping. Criminals can be very transient, moving from place to place but computer crime intelligence follows them. If a burglary occurs somewhere else in the county and the property is pawned or otherwise is found in Escondido, the information can be easily linked together through computer intelligence data. Escondido police use computer crime intelligence to track dangerous felons, parolees, sex offenders, gang members and wanted persons.

### **District Area Commanders**

This plan created four geographical areas with a patrol commander (Lieutenant) commanding each district (referred to as DACs) as part of the department’s basic commitment to community policing and became operational in June 2007. The area command DACs emphasize greater reliance on problem solving approaches, flexibility in gathering resources in responding to problems and creating a greater sense of joint ownership of neighborhoods and communities among police staff, residence and business owners.

Each of the four DACs provides specialized attention to the district area they are committed to. This geographic policing initiative also provides for patrol officers working consistent area assignments (6 months minimum) within the districts. The geo-based assignments enhances each commander’s and each officer’s commitment to maintain contact with community members residing in and working in their area of assignment. The District Area Commanders (DACs) are responsible for the detection of crime in their respective areas and insure effective and directed police response to specific crime problems and related community needs. The DACs specialize in solving problems demanding a higher level of police response such as a group or pattern of crime or incidents. The DACs can mobilize all department and community resources to create tailor-made responses for specific problem resolution.

Within the goal of community outreach, the DACs also host and join in community meetings to provide crime prevention information, discuss issues important to the community and provide community members with an opportunity to discuss concerns about community safety and police services.

## **Mission Statement and Pillars**

The Escondido Mission statement is a simple but efficient direction stating, "Providing Excellent Police Services at Every Opportunity." The department installed three foundational objectives to support the Mission Statement referred to as the Department's Pillars. The pillars emphasize professional conduct, community outreach, and crime reduction. Within each of the Pillars, police staff are trained and guided by principles of excellence in customer service, work ethic, accountability, and professionalism through execution of deliverable services. Personnel training in support of the department pillars include mandatory customer service training, leadership development, Spanish language training, community outreach and various job specific instructions.

## **Applicable Fees**

Public Facilities Fee and proceeds from 2008 Proposition P Bond Measure to fund a new joint Police and Fire Department Administration Facility.

## **New Police and Fire Facility**

The new police and fire facility is estimated to be complete and operational for the community in December of 2009 and will provide a significant contribution to improved community service. The importance of community-based police concepts was incorporated in the design of the building. The care of crime victims, witnesses in criminal incidents, community organizations and police partnership involved in the endeavors of crime reduction, prevention and safety education, will find that new facility design, employment of space, community use features and interface, function adjacencies, security, technology, and other building core considerations, was specifically planned and designed to address the specific needs of all community members.

The new facility features a community meeting room equipped with a media presentation wall, hospitality point, and seating for up to 75 guests. The reception and lobby area will have five service desks situated for guest privacy, computer stations for guest use to provide safety information and report crime, privacy rooms for crime victims, witnesses and family members in need of support. Property and Evidence business for guests is uniquely located next to the lobby for efficient business service.

There will be sixteen interview rooms equipped with state-of-the-art audio and video recording equipment, including specialized rooms for the needs of youthful offenders and crime victims, dedicated interview rooms for polygraph examinations, internal affairs investigations, and strategically located interview rooms to separate multiple criminal suspects, witnesses and victims.

The design features of the new facility incorporated staffing projections and provided space allocations based upon 40 years of future use. This planned time use exceeds projected maximum community growth of 172,000 residents by the year of 2035. The new facility incorporated seismic safety, environmental considerations for energy efficiency, access for the physically challenged and full compliance with State of California Disabled Access Requirements, and safety for all occupants and prisoner handling.

The new facility will have sufficient parking for all City police and fire vehicles and community guests for the next 40 years. The facility is located for accessibility to frequent police destinations. With immediate access to Highway 78 and Interstate 15, it provides Escondido Police Officers with good accessibility to frequent travel destinations such as county, state, and federal law enforcement, county court and detention facilities, forensic laboratory, and allied agencies and support service locations. Considering the net salary cost of every police officer multiplied by daily travel destination accumulated over the life expectancy of the future facility, personnel time savings and field-related expediciencies represent the potential for significant cost savings to the community.

The new facility will also provide significant savings for police and fire employee training. The new facility will have four rooms designed to accommodate larger classrooms for a variety of training lessons from traditional classroom to physical defensive tactics training and certification. This feature will prevent personnel from having to travel to other venues wherein staffing costs are considerable.

The new facility will provide 100 percent preparedness, capability, and response to major emergencies ranging from natural disasters to civil disturbances. The Emergency Operations Center was designed to facilitate the needs of all City and allied agency staff positions. This new facility will be a professional, efficient, and trouble-free essential service facility for all building users, staff, and community members.

### **Police Range Facility**

Significant improvements at the police range facility involving the first phase of an originally planned four phase process were recently completed. Phase I provided much needed structural safety measures such as protective berms and walls. Features to control lead and other potentially hazardous materials were incorporated in this phase as well as security measures surrounding the site, and environmental interface protection. It also established separate pistol and rifle ranges for skill and certification requirements in the use of deadly force.

Plans have been completed for future phases (II through IV) and include installation of basic infrastructure such as power, telephone, water and sewer service. Further, the site plans will provide a formal classroom, deadly force decision making training facility, storage and maintenance building for equipment and grounds care, cleaning, target repair, and operational safety.

### **Police Issues / Recommendations:**

The current nation-wide economic condition facing local communities has challenged all police agency staffing levels.

Growth in the City's population and geographic size, travel distances, traffic conditions and increased activities engaging police field units, impact the officers' ability to safely and efficiently navigate City streets and may warrant updating the Police Department QOL Standard .

## **Section 7 Fire Service**

### **Quality of Life Standard:**

***IN URBANIZED AREAS OF THE CITY, 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 SHALL BE MAINTAINED. A MINIMUM OF SEVEN (7) TOTAL FIRE STATIONS, EACH STAFFED WITH A THREE (3) PERSON ALS ENGINE COMPANY, SHALL BE IN PLACE PRIOR TO GENERAL PLAN BUILDOUT. IN ADDITION, ONE (1) FOUR (4) PERSON TRUCK COMPANY SHALL BE CENTRALLY LOCATED FOR EMERGENCY RESPONSE. 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. THE FIRE DEPARTMENT INTENDS TO MEET THESE TIMES FOR NO LESS THAN 90 PERCENT OF ALL EMERGENCY RESPONSES BY ENGINE COMPANIES.***

### **Adoption of New Ordinance/New Fire Code/Response Time Monitoring Program**

The City Council adopted the 2007 California Fire Code (CFC) with amendments as the City's current fire code in November of 2007. In addition, Council also adopted the 2006 Wild Land Urban Interface Code (WUI). The updated fire codes contain a previously adopted ordinance that requires all new structures to be protected by a fire sprinkler system in areas where response time exceeds five minutes or structures are further than three (3) miles from the nearest fire station. The WUI also requires that all new buildings constructed in areas deemed to Very High or High Wild Land Fire Severity Zones be protected with enhanced fire resistive construction as well as fire sprinklers. A map illustrating the Fire Hazard Severity Zones was also adopted as part of the WUI.

The Fire Department also continues to maintain a response time monitoring program with the assistance of Computer Aided Dispatch (CAD), the Management Information System (MIS), and the Records Management System (RMS), which identify the response time, number and location of calls. This data base information is then compared and analyzed with those standards established by the Fire Master Plan. These reports are now available on an as needed basis.

**Fire Department Study**

Fire Department staff members completed a Response Time Study that evaluated the City’s six fire districts in 2007. The study only included data from Priority One calls for service (Fires, Vehicle Accidents, Major Medical Emergencies, etc.) within the City and the Rincon Fire District. The Chart below reveals that the City Fire Department meets the Quality of Life Standard 90% of the time. Challenges were identified in Districts 3, 4, and 6.

| <b>Fire Department District</b> | <b>2007 Priority 1 Calls</b> | <b>No. of Calls W/ Resp Time &gt; Than 7:30</b> | <b>% of Calls W/Resp Time &lt; Than 7:30</b> |
|---------------------------------|------------------------------|---|--|
| District 1                      | 1,046                        | 38  | 96%  |
| District 2                      | 1,546                        | 122   | 92%  |
| District 3                      | 698                          | 104   | 85%  |
| District 4                      | 348                          | 88  | 75%  |
| District 5                      | 479                          | 30  | 94%  |
| District 6                      | 960                          | 122   | 87%  |
| <b>Overall Citywide</b>         | <b>5,077</b>                 | <b>504</b>                                      | <b>90%</b>                                   |

Numerous factors can impact the Fire Department's ability to meet current Quality of Life thresholds. For example, travel times in Districts 3, 4 and 6 have typically been longer than other districts due to these districts having larger and more challenging geographic areas.

The Fire Department addressed many of these issues in 2008, by opening new stations in areas where travel times would be reduced. Fire Station 3 was relocated to Nutmeg Street from its former location on Village near Country Club Lane. Station 6 was opened on Del Dios Road south of 11<sup>th</sup> Street, and Station 7 was opened on Ash just south of El Norte Parkway. The relocation of Station 3 and the opening of Stations 6 and 7 has allowed the Fire Department to expand the number of response districts from six to seven. The increase in the number of districts also allowed the respective district boundaries to be adjusted in favor of improving overall response times.

Unfortunately, recent economic challenges have not allowed the Fire Department to staff Station 6 with the seventh PAU required to meet the quality of life standard. However, to ensure a higher level of service in Station 6’s area, the station is staffed with one ambulance and one battalion chief. Once enough time with the new district configuration has passed to accumulate enough data, Fire Department staff members will revisit and update the Response Time Study. We anticipate improvement to the Quality of Life challenges revealed in the earlier study.

Under current quality of life standards, the Rancho San Pasqual and Escondido Highlands developments were both approved for a ten-minute travel time. Therefore, in the statistical analysis, responses to these areas were seen as meeting the current quality of life standard if the responding units achieved a less than ten-minute travel time. However, even with the extended travel time, these Districts still fall short of the current quality of life standard.

### **Paramedic Services**

The Fire Department completed an extensive Emergency Medical Services (EMS) reorganization in November, 1998. Council approved many changes in the EMS delivery system and established the Paramedic Assessment Unit (PAU) as the standard engine company configuration for the future. Currently, six PAUs serve the City. These PAUs are capable of providing Advanced Life Support (ALS) care from six of the City's seven fire stations.

A modification to the EMS delivery system also includes the use of combination units staffed by one FF/PM and one Emergency Medical Technician (EMT). The current EMS delivery system provides five ambulances. Of the five, four are staffed with one EMT and one FF/PM. The remaining ambulance is staffed with two FF/PMs. The FF/PMs on these units work closely with the FF/PMs on the PAUs. After 8:00 pm, the EMTs staffing two of the combination units go off duty. One ambulance is subsequently taken out of service. The remaining FF/PMs jointly staff the remaining ambulance until 8:00 am. In this configuration, the city drops to four ambulances, two staffed by FF/PMs and two combination units after 8:00 pm. The following morning, five ambulances are once again staffed until 8:00 pm that evening.

With the completion of the EMS reorganization, all Escondido engines are now operating as Paramedic Assessment Units (PAUs). Therefore the ALS level of care is now our first response level of service. For this reason the five-minute travel time quality of life standard was applied to all ALS calls. Current EMS research shows that survival rates dramatically increase when ALS care arrives within eight minutes of receipt of a call.

### **Applicable Fees**

Public Facilities Fee and proceeds from 2008 Proposition P Bond Measure to fund a new joint Police and Fire Department Administration Facility and fire stations throughout the community.

### **Fire Issues / Recommendations:**

Staff intends to continue to monitor response times from all 7 fire station locations. This monitoring will allow fire department staff to adjust fire station district boundaries whenever possible to improve service levels to all districts. Moreover, Fire Department Staff recommends that the 7<sup>th</sup> PAU (Engine 6) be placed into service as soon as the budget allows. Furthermore, Fire Department staff strongly recommends maintaining four-person staffing on the Departments lone truck company. In addition, Fire Department staff will continue to update codes and ordinances to improve the Fire Department's mission of providing state-of-the-art fire and life safety to the citizens of Escondido.

**Section 8  
Escondido Public Library**

**Quality of Life Standard:**

***THE PUBLIC LIBRARY SYSTEM SHALL MAINTAIN A STOCK AND STAFFING TO MEET THE MINIMUM STANDARDS SET BY THE AMERICAN LIBRARY ASSOCIATION OF THREE (3) VOLUMES PER CAPITA, WHICH FOR QUALITY OF LIFE STANDARDS SHALL BE MEASURED AS 8 ITEMS PER DWELLING UNIT. THE CITY SHALL PROVIDE APPROPRIATE LIBRARY FACILITIES WITH A MINIMUM OF 1.6 SQUARE FEET OF LIBRARY FACILITY FLOOR AREA PER DWELLING UNIT OF THE CITY OF ESCONDIDO PRIOR TO BUILDOUT OF THE GENERAL PLAN.***

**Collection Standard: 8.0 Items Per Dwelling Unit**

The library has had significant success in reducing the original deficiency in the quality of life standard for items per dwelling unit over the past six years. In 1990, there were 4.49 items per dwelling unit in the library's collection. The library has now reached 6.1 items per dwelling unit, largely due to the East Valley Branch Library opening at the start of the 1996-97 fiscal year and continuing collection-building efforts.

| <b>Budget Year</b> | <b>Number of Dwelling Units</b> | <b>Number of Items</b> | <b>Items Per Dwelling Unit</b> | <b>Items Per Dwelling Unit Standard</b> |
|--------------------|---------------------------------|------------------------|--------------------------------|---|
| 2008               | 47,288                          | 289,860                | 6.1                            | 378,304                                 |
| Build-out          | 63,110                          | N/A                    | N/A                            | 504,880                                 |

**Space Standard: 1.6 Square Feet Per Dwelling Unit**

The Library has improved this quality of life standard since 1990 by adding the Escondido Public Library Pioneer Room (at 3,900 square feet) and the East Valley Branch Library (at 14,000 square feet). In 2005 the building at 200 S. Broadway was annexed for literacy services, for an increase of 1000 square feet. No new space was added during the past three fiscal years. We are currently about 16,760 square feet below our standard.

| <b>Budget Year</b> | <b>Number of Dwelling Units</b> | <b>Square Footage</b> | <b>Square Footage Per Dwelling Unit</b> | <b>Square Footage Standard</b> |
|--------------------|---------------------------------|-----------------------|---|--------------------------------|
| 2008               | 47,288                          | 58,900                | 1.2                                     | 75,661                         |
| Build-out          | 63,110                          | N/A                   | N/A                                     | 100,976                        |

**Librarian Staff Standard: 1.0 Librarians Per 2,300 Dwelling Units**

The standard indicates that the library should have 20.6 librarians for the current number of dwelling units; therefore, the library is now at 73% of that goal.

| Budget Year | Number of Dwelling Units | FTE Librarians | FTE Librarians per 2,300 Dwelling Unit | Librarian FTE Standard |
|-------------|--------------------------|----------------|--|------------------------|
| 2008        | 47,288                   | 15.0           | 0.7                                    | 20.6                   |
| Build-out   | 63,110                   | N/A            | N/A                                    | 27.4                   |

**Support Staff Standard: 2.0 Support Staff Per 2,300 Dwelling Units**

There should be 41.1 FTE support staff in order to meet the standard, and the actual number is 25.6 FTE. Thus, the library is at 62% of the standard for our current number of dwelling units.

| Budget Year | Number of Dwelling Units | FTE Support Staff | FTE Support Staff Per 2,300 Dwelling Units | Support Staff FTE Standard |
|-------------|--------------------------|-------------------|--|----------------------------|
| 2008        | 47,288                   | 25.6              | 1.2  | 41.1                       |
| Build-out   | 63,110                   | N/A               | N/A  | 54.9                       |

**Conformance Number and Origin of Library Users**

Currently, there are 107,782 registered users of the Escondido Public Library. The geographic breakdown of the users is illustrated in the following table. The Library is reimbursed by the State of California for serving non-resident users.

| CITY / AREA       | Card Holders | Percent of Total Use |
|-------------------|--------------|----------------------|
| Escondido         | 83,438       | 77.4%                |
| San Diego County* | 6,553        | 6.0%                 |
| San Marcos        | 5,518        | 5.1%                 |
| Valley Center     | 4,092        | 3.8%                 |
| San Diego City**  | 2,847        | 2.6%                 |
| Vista             | 1,868        | 1.7%                 |
| Oceanside         | 1,220        | 1.1%                 |
| Ramona            | 760          | 0.7%                 |
| Carlsbad          | 556          | 0.5%                 |
| Poway             | 546          | 0.5%                 |
| Temecula          | 384          | 0.3%                 |
| TOTAL             | 107,782      | 100%                 |

\*Other county areas (inc. Fallbrook, Bonsall, El Cajon, Chula Vista, etc.)  
 \*\* Mostly Rancho Bernardo

### **Conformance of the Library System with the Quality of Life Standard**

The library is still deficient in all of the Quality of Life Standards for library services and facilities. However, we have made progress in the number of collection items per dwelling unit since the last report.

### **Planned Capital Projects for the 2008-2009 Fiscal Year**

No capital projects are scheduled which will have the effect of improving progress on any of the library's QOL standards. However, the library has been approved by the City Council for a major refurbishment of the existing Main Library facility.

### **Applicable Fees**

Public Facility Fee.

### **Library Issues / Recommendations**

The Library Board of Trustees recommends that:

Existing Quality of Life Standards should be re-evaluated and updated in light of changing needs of Escondido residents and advances in technology.

The current *Building Program* for the new Main Library should be revised to reflect current and anticipated future needs with the assistance of a library futurist consultant.

The City should proceed with plans to build a new Main Library facility which will enable the City to meet its Quality of Life Standard.

## Section 9 Parks

### **Quality of Life Standard:**

***THE CITY SHALL PROVIDE A MINIMUM OF 5.9 ACRES OF DEVELOPED ACTIVE NEIGHBORHOOD AND COMMUNITY PARKS PER 1,000 DWELLING UNITS IN ADDITION TO 5.9 ACRES OF PASSIVE PARK LAND AND/OR OPEN SPACE FOR HABITAT PRESERVATION AND ADDITIONAL RECREATIONAL OPPORTUNITIES TOTALING 11.8 ACTIVE AND PASSIVE ACRES PER 1,000 DWELLING UNITS. PRIORITY SHALL BE GIVEN TO ACQUIRING AND DEVELOPING NEIGHBORHOOD PARKS IN URBAN AREAS WITH THE GREATEST NEED. SCHOOL PLAYGROUND AREAS MAY BE INCLUDED AS PARK ACREAGE, PROVIDED, HOWEVER, THAT NEIGHBORHOOD PARK AMENITIES AND FACILITIES ARE PROVIDED AND OPEN TO THE PUBLIC AS DETERMINED BY THE CITY COUNCIL. PRIOR TO BUILDOUT, THE CITY SHALL PROVIDE A MINIMUM OF TWO (2) COMMUNITY CENTERS AND OTHER SPECIALIZED RECREATION FACILITIES SHALL BE INCORPORATED INTO AREA-WIDE COMMUNITY FACILITY PLANS.***

The General Plan Quality of Life Standard defines the combination of Neighborhood and Community Park Acreage (totaling 5.9 acres per 1,000 dwelling units) in determining the adequacy of public parkland. Based on the 2008 calculation of 47,288 dwelling units, and 288 acres of developed school and city parkland, a ratio of 6.09 acres per 1000 dwelling units currently exists, which is a surplus of 9 acres of developed parkland;

### **Parks, Trails, and Open Space Master Plan**

The adopted 1994 Master Plan of Parks and Trails that refines the General Plan's 5.9 acres of developed active parkland per 1,000 dwelling units anticipates a total of 371 acres and 63,110 units in the City's buildout. The 371 acres of parkland includes 297 acres of developed municipal neighborhood and community parkland plus 74 acres joint-use school playground area (45 acres high school / 29 acres elementary school). The following table summarizes the current status and buildout acreages for the City:

| Citywide Amount and Type of Developed Park Currently in Place             | Master Plan Demand for 2008 | Current Developed Acres | City owned acreage to develop                | General Plan Build-Out |
|---|-----------------------------|-------------------------|--|------------------------|
| Community<br>(3.88 ac./1,000 du excluding high school joint use acreage)  | 183.48                      | 231.80                  | J. Dene: 6.0<br>Mt. View: 11.0<br>Ryan: 25.0 | 244.0                  |
| Neighborhood<br>(0.84 ac./1,000 du excluding elementary school joint use) | 39.72                       | 9.83                    |  | 53.0                   |
| High School Joint Use<br>(0.72 ac. / 1,000 dwellings)                     | 34.05                       | 34.05                   |  | 45.0                   |
| Elementary School J. U.<br>(0.46 ac. / 1,000 dwellings)                   | 21.75                       | 21.75                   |  | 29.0                   |
| Community and Neighborhood Parkland Acreage Total                         | 279.00                      | 297.43                  |  | 371.0                  |
| Community Centers   | 1                           | 1                       | 1  | 2                      |
| Open Space (5.9 ac./1,000 du)   | 279.00                      | 4,808                   |  | 371                    |

### Community Parks

The adopted Master Plan call for a total of 289 acres of municipal community parkland that includes up to 45 acres of school joint-use facilities for the build-out of the community. This results in a ratio of 4.6 acres per 1000 units. This ratio applied to the current number of dwelling units within the City results in a current community park "need" of 217.52 acres (47,288 units x .0046 acres per unit). Currently there exists 297.43.00 acres of combined city park and school facility acreage (241.63 and 55.8 acres respectively) developed as community parkland. Based on current number of units in the city, there exists a surplus of 79.91 acres of community parkland. It should be noted that while the city may have a surplus of developed park acreage based on the quality of life standards, the number of recreational facilities (i.e. ball fields, courts, playgrounds, etc.) and smaller neighborhood parks may not meet community needs.

### Amount of Current Developed Community Park Land

| COMMUNITY PARKS                     | Total ACRES  | Developed ACRES |
|-------------------------------------|--------------|-----------------|
| Joint Park/H.S, acreage credit      | 33.8         | 33.8            |
| Jesmond Dene                        | 38.0         | 20.0            |
| Rod McLeod                          | 18.0         | 10.0            |
| Washington                          | 11.0         | 11.0            |
| Grape Day                           | 11.0         | 11.0            |
| Dixon Lake (picnic area)            | 8.0          | 8.0             |
| Kit Carson (active recreation area) | 116.0        | 116.0           |
| Mountain View                       | 23.0         | 12.00           |
| Ryan Park                           | 67.0         | 42.0            |
| Mayflower Dog Park                  | 1.8          | 1.8             |
| <b>Total</b>                        | <b>287.8</b> | <b>265.6</b>    |

### **Neighborhood Parks**

The Quality of Life Standard also requires that a portion of the total parkland acreage be developed for neighborhood park purposes, which equates to a minimum of 0.5 acres per each 1,000 population. The 1994 Master Plan of Parks and Trails calls for a total of 82 acres of Neighborhood Parks, which translates to a ratio of 1.3 acres of neighborhood parkland per 1000 dwelling unit. The total of 82 acres is made up of 53 acres as municipal neighborhood parks and 29 acres as school joint-use playground acreage. Currently there exists 31.43 acres of combined City neighborhood parkland and school facility acreage (9.83 and 21.6 acres respectively). Based on the current number of units in the City and applying a ratio of 1.3 acre/1000du, there exists a deficiency of 30.04 acres of neighborhood parkland.

### **Amount of Current Developed Neighborhood Parkland**

| <b>NEIGHBORHOOD</b>                 | <b>ACRES</b> |
|-------------------------------------|--------------|
| Joint park/elementary school credit | 21.60        |
| Westside                            | 2.3          |
| Felicita Mini-Park                  | 0.39         |
| El Norte Park                       | 2.5          |
| Grove Park                          | 4.0          |
| Oak Hill                            | 0.64         |
| <b>Total</b>                        | <b>31.43</b> |

### **Conformance of the Existing Amounts and Locations of Park Land with the Quality of Life Standard**

The existing park system continues to provide an acceptable level of service, largely due to the fact that there is a surplus of community park acreage and school playground areas. The greatest needs are for public neighborhood park acreage, and youth sports facilities.

### **Community Centers**

The City's Community Center at 2245 East Valley Parkway opened in 1994. Property totaling 2.6 acres was purchased in 2008 at the corner of Del Dios Highway and 11<sup>th</sup> Avenue for a second Community Center to serve the western portion of the community. A consultant has been selected to assist the City in master planning and design efforts.

### **Open Space**

The General Plan build out requires a need for 371 acres of open space (5.9 acres per 1,000 dwelling units). There currently exists 4,808 acres of open space and passive parkland in the City's park inventory resulting in a surplus of 4,437 acres. The bulk of this open space is within Daley Ranch. The City acquired Stanley Peak in 2007 totaling 103 acres, immediately east of Daley Ranch to improve connectivity between large open space areas in the northern portion of the community. There may be a future need for additional open space to provide connectivity between the larger open space areas of Daley Ranch, the Lake Wolford watershed, and the intervening Escondido Mutual Water Company lands.

## **Other Projects and the Affect on the Community Quality of Life**

### **1) Kit Carson Sports Center Phase III**

The master planning efforts for this phase is underway. The completed project will provide additional meeting room space for community groups and youth leagues at the Sports Center complex.

### **2) Jesmond Dene Community Park**

Through a private donation, the City is working with a private citizen to improve six acres at Jesmond Dene Park. The site has been rough graded and concept plans are being prepared that include a ball field(s), picnic area and amphitheater.

### **3) Vineyard and Reidy Creek Golf Courses**

The City maintains two public municipal golf courses that serve the community. These facilities are not counted in the City's parkland totals and are not identified in the Quality of Life standards but do have a positive impact on the City's recreational features.

## **Deficiencies and Options for Rectifying these Deficiencies**

**Applicable Fees:** Park Fees were updated by City Council in June of 2006 at which time a per dwelling unit fee of \$4,129 was established. No reconsideration is recommended by staff at this time.

### **Park and Openspace Issues / Recommendations:**

Continue to implement park projects through the Capital Improvement Program as needed to keep pace with growth in the community and consistent with the Parks Quality of Life Standard.

Consider revising the neighborhood park standard during the General Plan review.

Consider including municipal golf course acreage in the City's parkland acreage.

Consider including a standard for recreational facilities (i.e. ball fields, sport courts, swimming pools, etc).

## Section 10 Economic Prosperity

### Quality of Life Standard:

***THE CITY SHALL INCREASE ESCONDIDO'S MEDIAN HOUSEHOLD INCOME AND PER CAPITA WAGE COMPARED TO THE REGION BY ACTIVELY RECRUITING NEW BUSINESSES AND EXPANDING EXISTING BUSINESSES THAT INCREASE EMPLOYMENT DENSITIES AND RETAIN SKILLED WORKERS WHOSE WAGE EXCEEDS THAT OF WORKERS WHO EARN A WAGE COMPARABLE TO THE SAN DIEGO REGION'S MEDIAN HOUSEHOLD INCOME, AND BRING NEW DOLLARS INTO THE LOCAL ECONOMY.***

The need for a well-qualified and increasingly productive labor force is a critical factor in maintaining the competitive position of businesses in the community. The ability to meet labor force requirements is largely dependent upon a state-of-the-art education system, job training programs, and collaborations between business and education. In the current economic climate, major issues challenge Escondido's economic vitality including attracting economic growth and improving the city's jobs/housing balance.

### Median Household Income

Escondido's median household income lags behind comparable incomes of the region, which has been a consistent trend for the past decade. The city's dependence on retail sales tax and construction related industries as the primary source for financing city operations can be volatile during economic downtrends. Additionally, retail and construction-oriented incomes tend to be lower than salaries in the professional fields.

| <b>Median Household Income</b> |          |
|--------------------------------|----------|
| <b>Escondido</b>               |          |
| 2007 (current dollars)         | \$62,396 |
| 2007 (\$1999)                  | \$47,269 |
| 2000 (\$1999)                  | \$43,208 |
| <b>San Diego Region</b>        |          |
| 2007 (current dollars)         | \$68,388 |
| 2007 (\$1999)                  | \$51,808 |
| 2000 (\$1999)                  | \$47,268 |

### Business License Activity

Current active businesses that have opened between January 1, 2003, and December 31, 2008, include 584 industrial and 3,798 commercial establishments. Business license fees collected between fiscal years 2005-2006 and 2007-2008 have experienced a downward trend:

| <b>FISCAL YEAR BUSINESS LICENSE FEES COLLECTED</b> |  |   |   |
|--|--|---|---|
|  | <i>Business License Fees Collected</i> | <i>Business License Penalties Collected</i> | <i>Business License Total Collected</i> |
| FY 2005-2006                                       | \$1,656,454                            | \$49,620                                    | \$1,706,074                             |
| FY 2006-2007                                       | \$1,634,111                            | \$53,007                                    | \$1,687,118                             |
| FY 2007-2008                                       | \$1,544,028                            | \$43,064                                    | \$1,587,092                             |

**Business Retention and Expansion Program**

The Business Retention and Expansion Program (BREP) has been a successful part of the city’s economic development goals and objectives since 1994. BREP works with businesses and business organizations to connect them to resources, improve the business environment, and to bring business issues to decision makers. BREP is a multi-faceted approach involving City staff and Chamber of Commerce members aimed at retaining businesses and enhancing Escondido's economy and business environment.

*BREP Goals and Objectives:*

- Assisting business expansion and/or relocation in Escondido.
- Acting as a liaison and problem solver for city-related business issues and concerns.
- Maintaining the Escondido Property Finder as an effective site search web-tool and also as an information source for businesses.
- Serving as a single point of contact for business and development questions or concerns.
- Providing referrals regarding environmental issues, business consulting, site selection, employment needs, business to business transactions, financing, and more.
- Presenting Nuts and Bolts business seminars quarterly in partnership with the City's Library and Business License staff and the Small Business Development Center.
- Partnering to host the annual Escondido Job Fair (sponsored by North County Times).
- Supporting the San Diego North Economic Development Council’s goals and objectives
- Providing important business resources such as the Business Resource Guide and other brochures/publications that communicate useful information to business owners.
- Visiting local businesses with City Staff, the Chamber of Commerce, and others to learn about Escondido's business base and the needs and concerns of employers.

**Business Enhancement Zone**

The Business Enhancement Zone (BEZ) includes all commercial and industrial areas that the City Council determines can become more economically viable through revitalization and redevelopment incentives. Businesses appropriate for BEZ incentives are those that a) involve high paying jobs; b) increase property valuation and area aesthetics; d) are catalysts for revitalization or redevelopment; e) attract visitors; f) further diversify the business base; and, h) generate significant sales and/or use-tax revenue. Such businesses include, but are not limited to, quality restaurants, “Class A” office space uses, technology businesses, and life science / health care related businesses.

**Economic Prosperity Issues / Recommendations**

Continue to actively recruit new businesses and work with existing businesses to facilitate expansions.

## **Section 11 Circulation**

### **Quality of Life Standard:**

***CIRCULATION ELEMENT STREETS AND INTERSECTIONS SHALL BE PLANNED AND DEVELOPED TO ACHIEVE A MINIMUM LEVEL OF SERVICE "C" AS DEFINED BY THE HIGHWAY CAPACITY MANUAL AS AMENDED OR UPDATED OR SUCH OTHER NATIONAL STANDARD DEEMED APPROPRIATE BY THE CITY. LEVEL OF SERVICE "C" REPRESENTS STABLE TRAFFIC FLOW WHICH IS AT THE BEGINNING RANGE OF CONDITIONS WHERE INDIVIDUAL USERS BECOME SIGNIFICANTLY AFFECTED BY THE INTERACTION OF OTHERS IN THE TRAFFIC STREAM. DUE TO PHYSICAL DESIGN CHARACTERISTICS, ENVIRONMENTAL RESOURCE CONSIDERATIONS, EXISTING DEVELOPMENT, FREEWAY INTERCHANGE IMPACTS, AND INCOMPLETE SYSTEM IMPROVEMENTS, LEVEL OF SERVICE "C" MAY NOT BE FEASIBLE IN ALL AREAS AT ALL TIMES. HOWEVER, LEVEL OF SERVICE "C" SHOULD BE PURSUED IN THE ULTIMATE IMPLEMENTATION OF THE CIRCULATION SYSTEM.***

### **Annual Monitoring and Review by the Traffic and Transportation Task Force**

Each year during the preparation of the Street Capital Improvement Program (CIP) Budget, the City's street improvement projects and maintenance programs are comprehensively reviewed by the City's Traffic and Transportation Task Force. This annual review also identifies circulation deficiencies and addresses these deficiencies through the programming of available street funds for general roadway and circulation system improvements.

The Task Force is made up of a broad spectrum of community leaders and circulation system stakeholders. It includes members from the Planning Commission, Transportation Commission, Chamber of Commerce, Escondido Neighborhood Alliance, Building Industry Association, Elementary and High School District staff, and a utility company representative. The Task Force is assisted by several City staff members including the Director and Deputy Director of Engineering Services. The Task Force's primary purpose is to annually evaluate the condition of the City's circulation system and address its deficiencies through recommendations to City Council regarding the annual adoption of the City's Street CIP budget. A map indicating the notable projects in the current Street CIP program as developed by the Task Force and approved by City Council in June 2008, is enclosed for reference.

### **Notable of the pending near-term projects in the proposed five-year CIP budget:**

The notable near-term planned projects programmed in the Street CIP budget are identified in the following table:

| <b>Street Segment(s)</b>                        | <b>Est. Schedule</b> | <b>Est. Budget</b> |
|---|----------------------|--------------------|
| Auto Parkway, Don Lee to Vineyard               | Year 2009/2010       | \$4,000,000        |
| Centre City Parkway, SR 78 to Mission Ave.      | Year 2009/2010       | \$2,000,000        |
| Citracado Parkway, Andreasen to W. Valley       | Year 2012/2013       | \$7,000,000        |
| El Norte Bridge at Escondido Creek              | Year 2010/2011       | \$2,000,000        |
| Grand Ave. Mercado Improvements                 | Year 2009/2010       | \$1,600,000        |
| Maple Street Pedestrian Plaza                   | Year 2009/2010       | \$1,100,000        |
| Valley Boulevard Relocation at Palomar Hospital | Year 2011/2012       | \$4,000,000        |

Implementing the City's current CIP, which includes funding to address the segments in the above table, will bring these roadway segments into conformance with Circulation Quality of Life Standard of the General Plan.

**Impacts of Development Outside the General Plan Boundary on Regional Circulation Facilities within the City**

There has been a nominal increase in traffic volumes within the City of Escondido caused by new development outside the City's General Plan boundary over the past few years. This regional contribution of new traffic to the City's circulation system is accommodated by the planned improvements funded by the City's Street CIP budget as discussed above. In this regard, the City's Street CIP budget includes significant federal funding dedicated to several regionally significant roadways within the City through the enactment of the new Federal Highway Bill (TEA-21) and through SANDAG's adoption of the Regional Transportation Improvement Program. These federally funded projects include significant improvements to portions of Bear Valley Parkway, East Valley Parkway/Valley Center Road, Citracado Parkway, and four individual traffic signal projects.

The City's Traffic Impact Fee provides for only a portion of the future cost of regional circulation facilities located within the City's boundaries. In recognition of this expected future shortfall in regional funding for arterial roadways, the City in the past has supported efforts to establish a region-wide traffic impact fee program for regional circulation facilities. Reauthorization of the Transnet Program in the near future may also help to address funding needs for regionally significant projects.

**Update of the Traffic Impact Fee**

The Traffic Impact Fee is a development fee consisting of local and regional (RCTIP) traffic fees for residential development is \$285 / Average Daily Trip (ADT), and a local traffic fee (\$42/ADT) for non-residential development imposed on all development within the City. The fees collected provide for new traffic and transportation improvements to serve the additional traffic volumes generated by these new development projects. Systematic expansion of the circulation system, as new development occurs, is necessary to continue to provide the minimum levels of service required by the City's General Plan quality of life standards.

These Traffic Impact Fees are supplemented with a portion of the Transnet and Gas Tax funds that accrue annually to the City. The Transnet and Gas Tax funds used for these planned circulation improvements represent the contributions of existing residents and motorists needed to increase capacity to keep pace with growing traffic volumes as it occurs with the passage of time and continued development throughout the North County region.

The Traffic Impact Fee is based on the cost of constructing a portion of future traffic signals, bridges, arterial road widening projects (including cost of right-of-way acquisition), center-lane paving projects, and median landscaping. In order to equitably apportion the cost of traffic and transportation improvements to each new development, the City uses the number of ADT's generated by each development project based on its size and land use.

The Traffic Impact Fee was most recently updated on July 1, 2008, as part of the Citywide Facilities Plan. A fee of \$285 per ADT per dwelling unit for residential development, and \$42 per ADT for non-residential development, was adopted at that time.

**Issues / Recommendations:**

Continue to monitor Circulation Element roadways on a City-wide basis and address deficiencies through the Traffic and Transportation Task Force by programming street capital improvement projects for street segments which operate below LOS "C".

Changes to the Circulation Element roadways classification as part of the General Plan Update to improve traffic operation throughout the City may be warranted in light of physical constraints.