

GENERAL PLAN UPDATE ISSUES MEETING

November 19, 2009

City Hall Mitchell Room

6:00 pm – 9:00 pm

WELCOME!

- Introductory Comments
- Background Information on Discussion Topics
 - Quality of Life Standards
 - Municipal Services & Growth Management
 - Circulation & Mobility
 - Proposition "S"



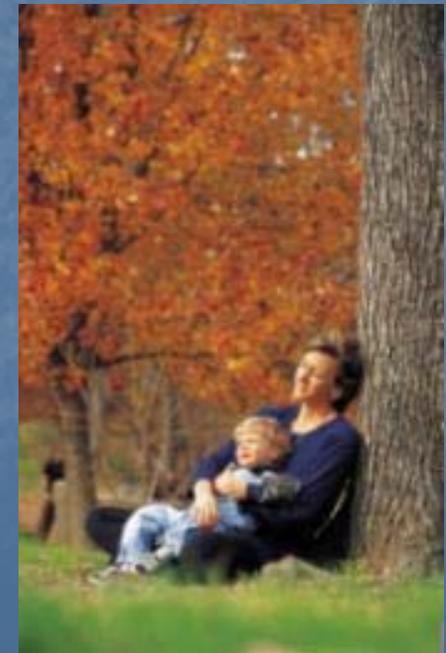
Quality of Life Standards Background & Methodology

- Police, Fire, Public Works Maintenance, Libraries, Parks & Recreation.
- Identified "above average" levels of service ("B") based on interviewing other cities and professionals.
- Determined where Escondido ranked in its provision of services.
- Determined steps and costs for adjusting to "B" service levels.



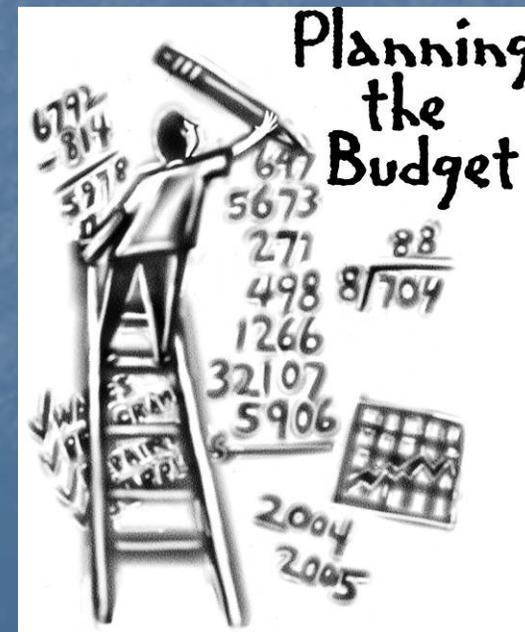
Implementing QOL Standards

- General Plan prescribes thresholds.
- Master Plans adopted that provide details on timing, site selection, design, funding, staffing, etc.
- Status reviewed for compliance; findings are documented.
- Capital Improvement Program prioritizes facility construction.



Quality of Life Standards in the Budget Decision Process

- QOL standards indirectly influence impact fees.
- Generally, new development can only pay for its share of impacts.
- Funding to offset deficiencies must come from existing residents or other funding.
- Budget process resolves competing objectives.



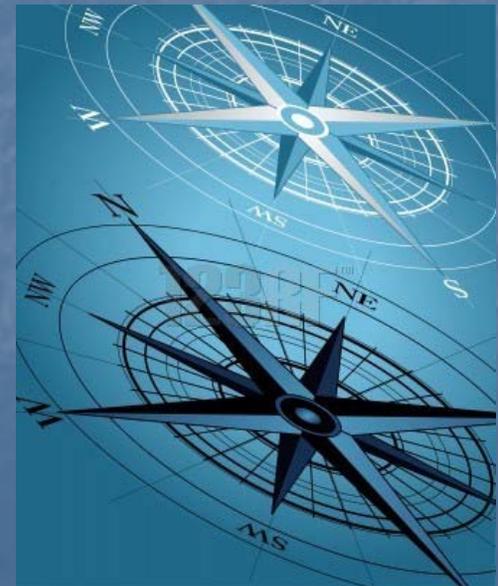
Quality of Life Considerations

- Not common for General Plans to contain detailed standards.
- QOL standards are based on dwelling units rather than household size.
- Facilities will often lag behind population growth.
- Ability to satisfy certain thresholds is limited (air quality, schools, circulation, economic prosperity).



QOL Considerations (Cont'd)

- Standards not subject to Proposition S.
- QOL standards have been refined.
- Higher standards have capital budget and Maintenance & Operation implications.
- Standards may need to be tailored to accommodate Smart Growth principles.



Traffic & Transportation

- Development in Smart Growth Areas and around transit stations may lead to congestion.



Fire and Police Service

- Response times for arriving at the scene when responding to calls for service in higher structures.



Parks

- Park development serving Smart Growth areas may differ from those in suburban areas.



Library Service

- Technology and on-line information may warrant changing how library needs are calculated.



Economic Prosperity

- New Economic Element may warrant re-classifying the QOL standard as a goal.



Schools, Open Space, Sewer System, Water System

- No changes anticipated

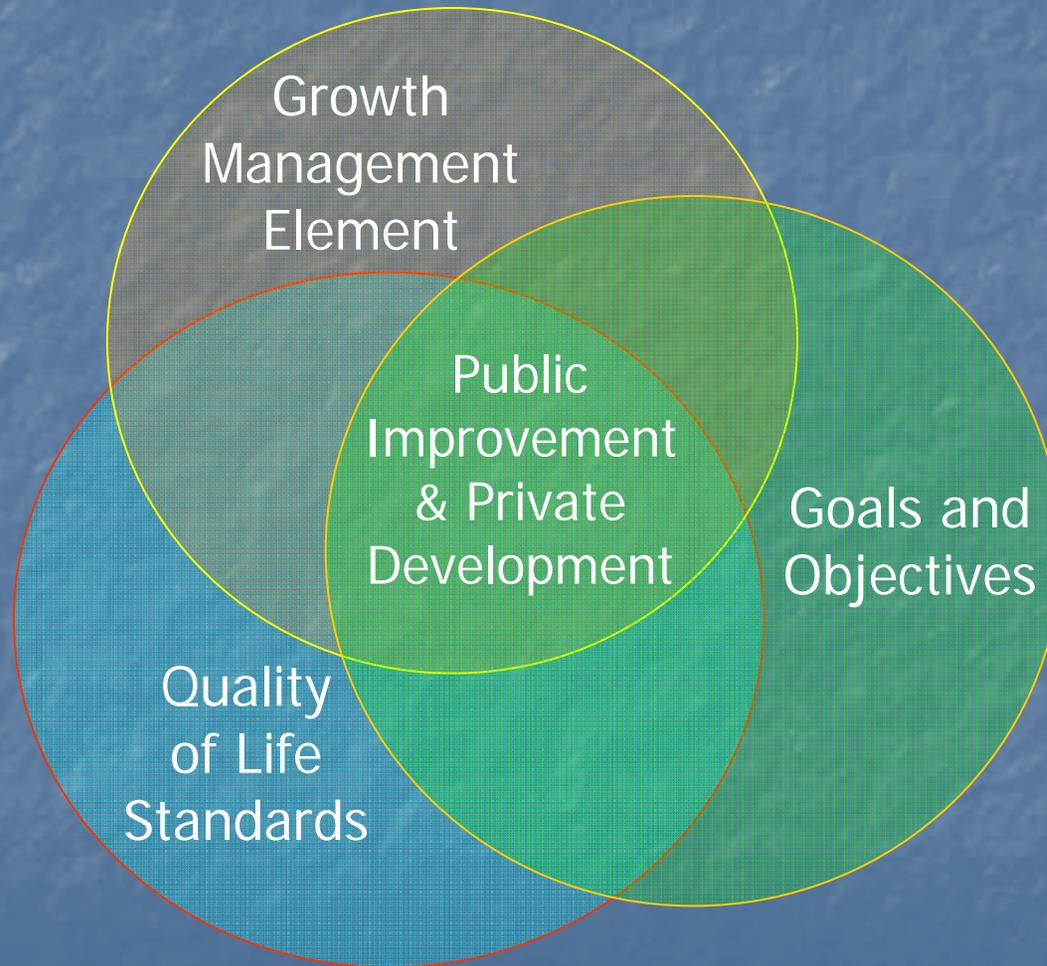
Municipal Services & Growth Management Policies

Committee Discussion Topic #8:

- Existing Quality of Life Standards should be modified to ensure they address forecasted needs.
- Air Quality
- Schools
- Wastewater
- Water
- Circulation
- Police
- Fire
- Library
- Parks & Open Space
- Economic Prosperity



Growth Management Background



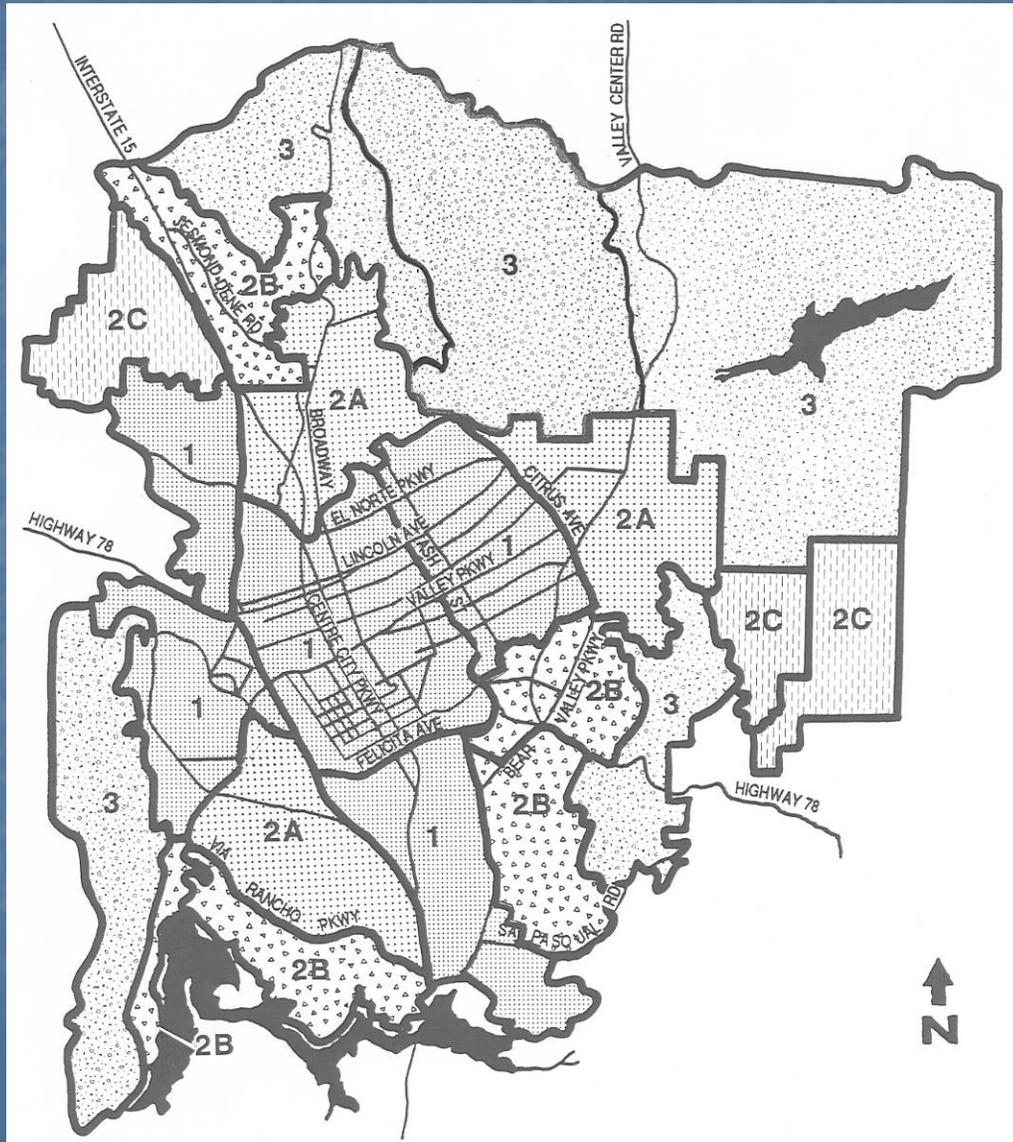
Growth Management Objective

- Ensures population growth is in sync with facilities and services.
- Implementation Techniques:

- Zoning / Area Plans
- Capital Improvement Programs
- Impact Fees
- Design Guidelines
- Master Plans



Tier Delineations



- Tier 1: Urbanized
- Tier 2: Urbanizing
- Tier 3: Rural

Timing of Development

- Tier 1:
QOL standards used a basis for CIP projects, impact fees, and other financing mechanisms, rather than restricting development.
- Tiers 2 and 3:
Development dependent on provision of QOL services. Deficiencies must be resolved or addressed.

Development Agreements

- Encouraged by General Plan
- Development Agreements provide additional flexibility from normal “nexus” requirements
- Previous Agreements have resulted in community benefits
- Agreements have been instrumental in addressing existing deficiencies



Incremental Improvements

- Rate of facility improvements does not match rate of development at all times.
- Acceptable lag in the service standard is determined through the CIP budgeting process.



Growth Management and Long-Term Water Needs



Challenges to Our Water Supply

1. Regulatory

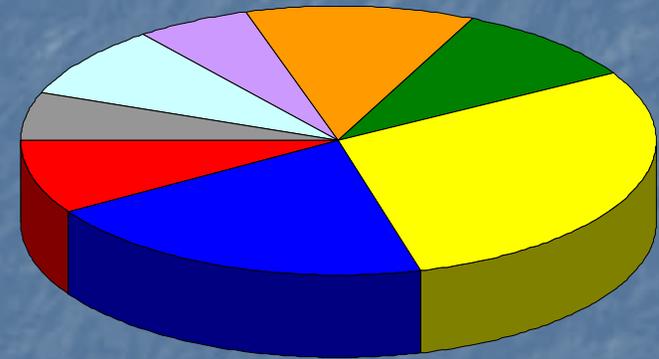
- Pumping restrictions are sharply limiting imported water from Northern California

2. Drought

- Major reservoirs at low levels

Challenges and Opportunities

- Water supply challenges likely to continue for years
- Fixing the Bay-Delta is essential to restoring reliability
- The diversification of our water supplies remains key to reliability
- We need to sustain a “new water ethic” in our community
- The price of water will continue to increase as a result of supply shortages, environmental requirements, and new facility development



San Diego County
Water Supply
2020

Escondido Challenges

- Local Water
 - Indian Settlement Agreement
 - 40 year litigation between 5 Indian tribes, VID, Escondido and Dept. of the Interior; possibly coming to conclusion
 - Steelhead Protection in San Luis Rey River
 - Wohlford Dam
 - Seismic issues in top portion of the dam
 - Exploring area just downstream to build a new dam
 - Approximately \$30M project, funding required

Critical Infrastructure Areas

- Established in areas where demand for facilities or services exceeds capacity.
- Development allowed subject to Agreements that correct deficiencies above project impacts.

Development Moratorium

- Suspends most development applications from obtaining building permits
- Enacted when critical deficiencies arise that severely impact the community (drainage, sewer, water, traffic, etc)
- Typically not imposed for deficiencies of non-critical infrastructure or standards (parks, libraries, air quality, etc.)



Municipal Services & Growth Management Policies

Committee Discussion Topic #6 & #7:

- The General Plan's growth management system should ensure minimum service levels are maintained but provide for some level of development to proceed even to the extent that some, non-critical, infrastructure deficiencies exist.
- In light of the issues with long-term water supply, the General Plan Update should establish some water use parameters to constrain planning efforts. One example would be to stay within the water use projections of the current General Plan.



Escondido's Circulation & Mobility Needs

Committee Discussion Topics #9 and #10:

- The extension of rail to the Westfield's Shopping Town should be studied for inclusion in the Circulation Element.
- Land Use changes around the potential High Speed Rail should be deferred until more details are known.



QUALITY OF LIFE STANDARDS

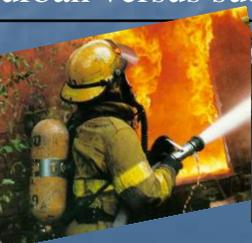
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November 5, 2009



Summary Comments

Quality of Life Standard	Is City Meeting Threshold (yes/no)	Summary Comments
Air Quality	NO	Three out of seven pollutant measurements, and the reduction of vehicle miles traveled have not been met, although air quality has improved. QOL standards for park-and-ride facilities, bicycle programs, landscaping, and policies promoting non polluting alternative systems have been met.
Schools	YES	School Districts cite concern that increased population will impact the ability to meet this standard in the future.
Waste Water	YES	In extreme wet-weather the HARRF inflow has exceeded outfall capacity. Major expansion to HARRF Plant, land and ocean outfall will be required to accommodate existing General Plan build out. The Wastewater Master Plan (completed in 2010) will provide 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 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	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.

Quality of Life Standard	Is City Meeting Threshold (yes/no)	Summary Comments
Fire	YES	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, square footage, and full time staffing do not meet Standards, Library Support Staff exceed Standards. Improvements and acquisitions to the library program 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 golf courses and community recreational facilities warrant consideration for amending QOL standard.
Economic Prosperity	NO	Median income is less than the County's and the gap has widened 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/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.



AIR QUALITY

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.

AIR QUALITY STATUS

(Per Latest APCD Annual Report)

- 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
- PM₁₀
 - Does not meet state's annual or 24 hour standards
 - Meets annual Federal std.
- PM_{2.5}
 - Meets State/Fed Annual stds.
 - Does not meet Federal 24 hour standard
- City maintains local air quality environmental thresholds (Article 47)
- Overall air quality has improved despite increases in vehicle miles traveled.
- Transit ridership has increased
- Bike path miles increased
- Park and Ride facilities unchanged since 1999

SCHOOLS

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.

SCHOOL STATUS

Both School Districts meet current QOL Standard

- **Elementary District includes:**
 - 18,000 students, 23 schools
 - Traditional schedule
 - Meets space needs with use of portable units
- **High School District includes:**
 - 8,271 students, 4 schools
 - Traditional schedule
 - Meets space needs with use of portable units
 - Recent bond measure to improve facilities



Both Districts cite concerns regarding their ability to accommodate future growth



WASTEWATER

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.

WASTEWATER STATUS

- **HARRF Capacities:**

- 18.0 MGD capacity
- 14.4 MGD daily flow
- 3.6 MGD remaining balance
(1.7 MGD Escondido's entitlement)

- **LAND OUTFALL:**

- 21.4 MGD hydraulic capacity

- **JPA OCEAN OUTFALL:**

- 23.0 MGD regulatory capacity
- 25.8 MGD hydraulic capacity
(20.1 MGD Escondido's entitlement)

- **RECYCLED WATER:**

- 9.0 MGD permitted production
- 3.5 MDG current production

- Significant expansion to HARRF Plant, land and ocean outfall will be required to accommodate existing General Plan buildout.
- Extent of additional improvements will depend upon GP update growth projections.
- Recycled Water Program expansion would effectively reduce outfall demand



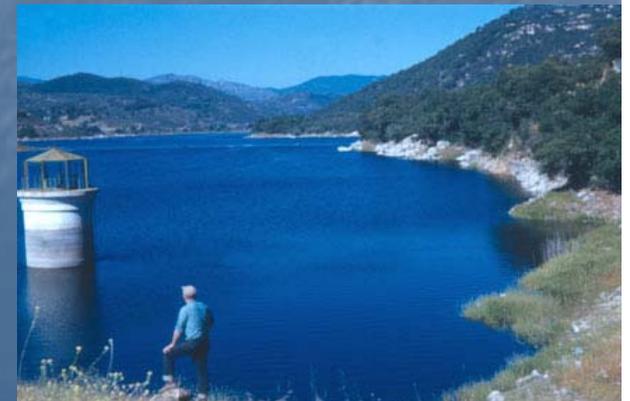
WATER

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.

WATER STATUS

- Water System in compliance with QOL standard
- Facility Capacity (mgd)
 - Escondido: 60
 - Vista: 15
 - Total 75
- Facility Demand (Peak Period mgd)
 - Escondido: 45
 - Vista: 18*
 - Total: 63

* Vista satisfies peak demand by purchasing Escondido purchases
- 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.
- Update to Water Master Plan recommended after General Plan Update



POLICE

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. 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.

POLICE STATUS

- The Police Department is close to meeting the current QOL Standard:
 - Priority 1
Response Time: 5:04
 - Priority 2
Response Time: 6:39
- New Admin Facility and modernized Firing Range completed or under construction since last GP update.
- nation-wide economic condition facing local communities has challenged all police agency staffing levels.
- Population growth, travel distances, geographic size, traffic conditions and increased activities engaging police field units, impact the officers' enforcement abilities.



FIRE

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.

FIRE STATUS

- Fire in compliance with QOL Standard involving meeting response times for 90% of service calls
- Four Fire Stations exceed QOL Standard response times
- Three Fire Stations do not meet QOL Response times due to longer run distances
- An averaging of all City response times used to establish QOL compliance
- Fire Station #6 requires additional staffing to meet QOL standards

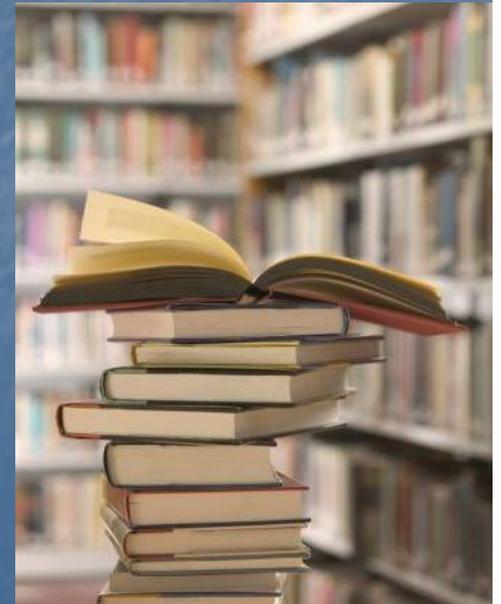


LIBRARY

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.

LIBRARY STATUS

- Library QOL Deficiencies:
 - 24,625 volumes deficient
 - 16,188 sq. ft. deficient
 - 3 full time staff deficient
- Area Where Library meets / exceeds current QOL standards:
 - 3 support staff in excess
- Updated community needs and changing technology may warrant amending Library QOL Standard



PARKS / OPENSOURCE

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.

PARKS / OPEN SPACE STATUS

- City meets or exceeds Parks / Open Space QOL Standard
- Facility Totals:
 - 265.6 Community Park acres
 - 31.4 Neighborhood Park acres
 - 297.0 Total Park acres**
(20.2 acres over QOL Standard)
 - 4,808.0 Total Open Space acres**
(4,437 acres over QOL Standard)
 - 1 Community Center**
(Meets QOL Standard)
- Adopted Parks, Trails & Open Space Master Plan further refines park requirements and recommends 29.5 acres of additional Neighborhood Parks
- QOL Standard may warrant amending to address athletic facilities and golf courses



CIRCULATION

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 "S" should be pursued in the ultimate implementation of the circulation system.

CIRCULATION STATUS

- Several streets and intersections functions at less than Level of Service "C"
- Annual monitoring of impacted streets is conducted by Traffic & Transportation Task Force to prioritize improvements
- Major projects outside the city's boundaries (i.e. unincorporated areas and Indian Reservations) impact city streets.



ECONOMIC PROSPERTIY

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.

ECONOMIC PROSPERITY STATUS

- Escondido's median household income lags behind region
 - \$62,396 (City)
 - \$68,388 (Region)
- Businesses currently active that opened 1/1/03 thru 12/31/07
 - 584 Industrial
 - 3,798 Commercial
 - Business License Fees have dropped \$125,600 between FY '05 and '08
- City has assisted 28 businesses either expanding or locating in the City's Business Enhancement Zone since 2000 through the application of various incentives
- Other Services Include:
 - Site Locating
 - Businesses Assistance Teams
 - Educational Seminars
 - Marketing
 - Job Fairs



Municipal Services and Growth Management Policies

Committee Discussion Topics:

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- In light of the issues with long-term water supply, the General Plan Update should establish some water use parameters to constrain planning efforts. One example would be to stay within the water use projections of the current General Plan.
- Existing Quality of Life Standards should be modified to ensure they address forecasted needs.



Escondido's Circulation & Mobility Needs Committee Discussion Topics:

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- Land Use changes around the potential High Speed Rail should be deferred until more details are known.



California High Speed Rail: Purpose and Need

- Provide rapid and reliable service that links Southern California cities, the Inland Empire, Central Valley, Sacramento, and Bay area
- Provide greater access and choice of transportation modes to increase mobility by reducing travel delays and congestion
- Accommodate expected growth in population
- Provide station locations to support Smart Growth and multimodal transit connections
- Promote economic growth, and improve quality of life and air quality in metropolitan areas



High Speed Train Details

- Intercity passenger train; 220 mph max operating speed
 - San Diego to San Francisco in < 4 hours
- 800-mile system proposed
- Electric powered
- Tracks separated from roads and highways
- Public/private partnership
- <http://www.cahighspeedrail.ca.gov>



Design Considerations

- Travel Time
- Operations
- Community Disruption / Impacts
- Capital and Operating Costs
- Constructability
- Intermodal Connections
- Development Potential
- Property Impacts
- Right-of-Way Constraints
- Environmental Constraints / Impacts



Schedule



LA-SD via the Inland Empire Section Project Overview Scoping Meeting Fall 2009



Description	2009	2010	2011	2012	2013
Notice of Intent/Notice of Preparation (NOI/NOP)	■				
Scoping Process	■	■			
Scoping Meetings *We are here	■				
Alternatives Analysis		■			
Draft Project Description		■			
15% Engineering		■	■		
Environmental Technical Reports		■	■		
Draft Environmental Impact Report/Environmental Impact Statement (EIR/EIS)			■	■	
Selection of Preferred Alignment Alternatives and Station Locations				■	
30% Engineering				■	■
Final EIR/EIS				■	■
Record of Decision/Notice of Determination (ROD/NOD)					■

Opportunities for Escondido

- City staff participation on SANDAG HSR Task Force
- CA application for \$4.7 B federal stimulus funds (\$276 M for LA to SD eng. & env. work)
- New construction and permanent jobs
- Connection to transit center
- Evaluate appropriate land uses and intensities at Escondido station:
 - "...opportunity to add in culture, sports and other kinds of recreational amenities, but certainly have at a minimum mixed-use, retail and office space." (S.D. Business Journal 8-10-09)
 - Economic stimulus to attract new businesses and visitors



General Plan Boundaries & Land Use

Committee Discussion Topics:

- Lands suitable for the creation of new employment areas should be studied as Part of the Update even to the extent they involve changing residential land to an employment category.
- Rather than designating new commercial areas (such as along I-15 or in the area of Bear Valley and San Pasqual), the General Plan should continue policies of reinforcing existing commercial areas.



Proposition "S"

- Approved by voters in 1998
- Establishes thresholds for placing General Plan Amendments (GPAs) on the ballot for voter consideration
- Since 2000 election, 15+ GPAs have been placed on the ballot under Prop "S"; two were passed by voters (Felicitita / I-15 medical & veterinary uses)



Municipal Services and Growth Management Policies

Committee Discussion Topics:

- Proposition "S" should be eliminated in its entirety as a part of this process.

