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## **8. PUBLIC FACILITIES NEEDS AND FINANCING**

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City policy requires the provision of public services concurrent with demand. The principles in this section require timely provision of public services, and establish basic criteria for financing plans. Public facilities to be located in the NCFUA include all uses whose size or number depend on the population of an area. It is also anticipated that regional or citywide facilities will be located in this area due to the availability of undeveloped land and the shift of the City's center of population northward.

As discussed in **Section 2, Implementation**, the step of obtaining a Proposition A vote to approve a phase shift from future urbanizing to planned urbanizing and to effectuate the proposed uses of the Framework Plan is beyond the normal process of planning and subsequent preparation of a Facilities Financing Plan. It creates uncertainty about the ultimate land use intensities and therefore ultimate facilities needs.

The City of San Diego will provide most public services and facilities in the NCFUA. The most significant exceptions are utilities (gas and electric, provided by SDG&E) and educational services, which are provided by four school districts that serve different parts of the NCFUA. Financing school construction appears to be the most difficult of the implementation issues relating to public facilities needs. Because neither state nor local funding for school construction can reasonably be expected, and because capacity is not available in existing schools, funds for new school buildings must come from new development. However, even when the source of funds is resolved, questions remain about how to time school construction so that new schools can be operated efficiently. Principles in **Section 8.3** are designed to address these questions.

Public facilities for transportation (roads, transit, pedestrian and bikeways) are discussed in **Section 6**.

### **8.1 GUIDING PRINCIPLES: PUBLIC FACILITIES NEEDS AND FINANCING**

- 8.1a Foster convenience, safety, enjoyment and community identity by including in the NCFUA the public facilities and services that will be needed by area residents.
- 8.1b Require provision of public facilities concurrent with need.
- 8.1c Estimate funding costs for public facilities based on full buildout of proposed Framework Plan land use designations.
- 8.1d Require funding from within the NCFUA for all types of facilities required by NCFUA residents, and establish shared funding responsibilities with surrounding communities in the City and county in cases where facilities will serve areas larger than the NCFUA.

- 8.1e Base performance standards for public facilities and services on the policies in the General Plan.
- 8.1f Require developers to work with City departments and special districts during subarea planning and project construction in order to ensure timely site acquisition and construction of adequate facilities meeting City standards at the appropriate time.
- 8.1g Recognizing the importance and difficulty of provision of adequate school facilities at time of need, coordinate Framework Plan implementation closely with area school districts. City and private efforts will be required.

## **8.2 IMPLEMENTING PRINCIPLES: FINANCING**

- 8.2a The City will undertake the preparation of a Public Facilities Financing Plan, which will estimate the total cost of facilities to be funded in full or part by multiple landowners/developers, and will allocate costs to different land uses or geographic areas and will ensure construction of these facilities at the time of need. Such facilities may include but are not limited to: arterial roads and freeways, bridge structures required for environmental tier crossings, transit facilities, libraries, community parks, fire stations, sewer and water pump stations, and open space acquisition. This information is to be used to determine each project's funding obligation for public facilities.
- 8.2b A school facilities financing master plan shall be prepared by the affected school district in cooperation with the City and landowners. The master plan will consider student generation rates, size, location and composition of facilities, school district boundary adjustments, transportation routes, facility costs and funding alternatives.
- 8.2c No subarea plan will be adopted by the City Council without concurrent adoption of a purchase agreement that commits owners of designated school, park, library and fire station sites to sell those sites to the relevant school district(s) or the City. The purchase agreement shall set the price so that it is equal to the market value of the site(s) based on uses allowed by zoning regulations in place prior to the time the subarea plan is adopted, plus interest paid at an agreed-upon rate from the date of the agreement to the date of the actual purchase. The purchase agreement(s) shall specify that if the City or school district(s) purchases the land at the stated price, the owner(s) will be permitted to develop the remainder of their property as specified in the subarea land, subject to relevant City, state and federal regulations.
- 8.2d Any development which proceeds prior to the completion of the public facilities financing plan or the school facilities master plan must pay their estimated share of facilities costs, and may have to contribute additional funds if the financing plans illustrate that they have underpaid.

- 8.2e Any development which proceeds prior to the completion of a Subarea Plan for that area must locate public facilities within the subarea and provide purchase agreements as described in **8.2c**.
- 8.2f Financing mechanisms for NCFUA facilities should be capable of reliably raising revenues needed for construction of facilities identified here and in subarea plans.
- 8.2g Financing mechanisms should minimize the impact of facilities cost on housing affordability by imposing a relatively equal burden on different housing types, measured by evaluating facilities cost as a proportion of housing unit value.
- 8.2h Funding participation from San Diego County landowners and developers should be arranged for those NCFUA facilities that will serve users of their projects.
- 8.2i Owners of environmental tier lands should not be charged for urban services if they retain their entire parcel(s) of land in open space use consistent with the principles of **Section 5**.
- 8.2j Owners/residents of pre-existing homes should not be charged for new urban services in the NCFUA if they are willing to accept deed restrictions that prevent intensification of uses on their land.
- 8.2k Financing mechanisms should minimize financial risk to the City of San Diego by requiring developer outlays for initial costs, with revenue received from subsequent development used for repayment.
- 8.2l Financing techniques to be considered in the public facilities financing plan include: development impact fees, facilities benefit assessment districts, Mello-Roos taxes, and negotiated development agreements. These financing techniques are to be evaluated in relation to their ability to meet the objectives stated in the principles in this subsection. It may be appropriate for the overall financing program to use a number of different techniques. Capital Improvement Program funds or other citywide sources may be needed for full or partial financing of regional facilities such as the City Operations Station.
- 8.2m A variety of funding allocation options will be considered in the NCFUA Facilities Financing Plan, including regional, citywide, subregional, NCFUA area, subarea and project area financing.

### 8.3 IMPLEMENTING PRINCIPLES: SCHOOLS

- 8.3a Anticipated school needs resulting from NCFUA development are summarized in **Table 8.3-A** with additional detail provided in **Table 8.3-B**.
- 8.3b All public school sites are to be precisely located in subarea plans based on site standards established by the relevant school district and by the State of California. Consultation with school districts must be initiated early in the Subarea planning process. The sites shown on the Framework Plan diagram are located generally. Provided agreement with the relevant District is obtained, and sites remain in the subarea indicated, sites may be altered.
- 8.3c Because State funding is not expected to be available, and fees based on dwelling units and square feet of commercial development are insufficient, developers will be required to fund school construction. In the event that State funding becomes available, this policy may be altered without amendment to the Framework Plan. Developers and property owners should work with school districts to identify financing mechanisms for school site acquisition and construction. Enrollment thresholds may dictate that school construction occurs concurrently with residential construction.
- 8.3d Timing of the completion of school construction is to be dictated by enrollment thresholds established by each school district, with schools suitable for occupancy at the time attendance area student generation reaches the relevant threshold. **Table 8.3-C** indicates thresholds in place as of Spring 1992. These may be changed by the districts without amendment to the Framework Plan.
- 8.3e For the period during which NCFUA housing units are occupied but the minimum enrollment for new schools has not been met, students living in the NCFUA will attend pre-existing schools. In order to make this possible, developer contributions to the cost of adding temporary school facilities and/or providing school transportation may be required.
- 8.3f No subarea plan will be adopted by the City Council without a letter from the relevant school district(s) indicating that the District concurs with siting, phasing and financing plans established by the subarea plan or by a concurrent school facility planning process. No subarea plan will be adopted without an agreement with the respective school district to compensate for any additional impact the development may have on schools.
- 8.3g The Framework Plan diagram depicts a high school in the 4-S Ranch just east of the Santa Fe Mesa Subarea. This site would serve NCFUA students from the Poway Unified School District, and NCFUA developers must contribute to its construction. If a site is not available in the 4-S Ranch, a high school site should be located in the La Jolla Valley subarea.

- 8.3h In Subarea In, the option of combining the two secondary school sites shown on the Framework Plan diagram into a single campus for grades 7-12 may be considered by the San Dieguito Union High School District. If the San Dieguito Union High School District determines that a single campus is appropriate, it should be located east of the Subarea In community core, in the vicinity of the high school site shown on the Framework Plan diagram.
- 8.3i In 1992, the San Dieguito Union High School District does not have sufficient classroom capacity to allow all Carmel Valley junior high school students to attend schools in their community. Carmel Valley students are required to attend junior high in Solana Beach, where additional unused junior high capacity is not available. Therefore, until completion of the District’s Carmel Valley Junior High School, no students from schools in the NCFUA should be added to San Dieguito district enrollment unless the District has identified an alternative way to house them. This condition may have the effect of delaying development in Subareas III and V.
- 8.3j Allow private schools in low- and very low-density residential areas as designated on the Framework Plan diagram.

**TABLE 8.3-A  
NCFUA SCHOOL NEEDS**

<b>District</b>	<b>Grade Levels</b>	<b>Schools Needed</b>	<b>Subareas Served</b>
Poway Unified School District	K-12	One high school <sup>1</sup> , one middle school, four elementary schools	Subareas IA, IB, II and IV; environmental tier (eastern) portion of Subarea V
San Dieguito Union High School District	7-12	One high school and one junior high school (a unified 7-12 campus may be considered)	Subarea III, western portion of Subarea V (development areas)
Del Mar Union Elementary	K-6	One or two elementary schools	Portions of Subareas III and V
Solana Beach Elementary	K-6	One elementary school	Portion of Subarea III

1. May be located in the 4-S Ranch area; see **Principle 8.3g**

Source: Blayney Dyett Greenberg

**TABLE 8.3-B  
PROJECTED STUDENT GENERATION<sup>1</sup> BY GRADE LEVEL<sup>2</sup>  
AND SCHOOL DISTRICT**

<b>District</b>	<b>Elementary</b>	<b>Junior High/Middle</b>	<b>High School</b>
Poway Unified School District	2,280	1,200	1,720
San Dieguito Union High School District	na	750	1,600
Del Mar Union Elementary	880	na	na
Solana Beach Elementary	480	na	na

1. Rounded to the nearest ten. Based on each district's student generation rates

2. Grade levels served within each school type vary by district

Source: Blayne Dyett Greenberg

**TABLE 8.3-C  
STUDENT ENROLLMENT THRESHOLD FOR NEW SCHOOLS**

<b>District</b>	<b>School Type</b>	<b>District Enrollment Threshold</b>
Poway Unified School District	K-5	360
	6-8	600
	9-12	1,200
San Dieguito Union High School District	7-8	33% of capacity
	9-12	25% of capacity
Del Mar Union Elementary	K-6	400 students
Solana Beach Elementary	K-6	400 students

Note: Enrollment thresholds were not provided by the Solana Beach Elementary School District

Sources: Poway Unified School District Board Policy 6.33; San Dieguito Union High School District Director of Administrative Services, Del Mar Union Elementary School Facility Planning Consultant Blayne Dyett Greenberg

## 8.4 IMPLEMENTING PRINCIPLES: PARKS AND RECREATION

- 8.4a Precise locations and sizes of neighborhood and community parks are to be identified in subarea plans. Park size should conform to general plan requirements. Precise park sizes will depend on site features, proximity to school sites and other open space, and population anticipated to support each park.
- 8.4b Overall park acreage, and distribution of facilities is to be consistent with the General Plan. Park acreage requirements are expressed in terms of useable acres.
- 8.4c Community parks are to be located in the general area in which they are depicted on the Framework Plan diagram.
- 8.4d Community and neighborhood parks should be sited to take maximum advantage of natural features and the features of the environmental tier, (1) providing access to low-impact recreation opportunities in the environmental tier, and (2) incorporating natural features into active recreation areas. The open space composite diagram (**Figure 5-1**) should be consulted in locating parks.
- 8.4e As discussed in **Section 4**, parks should be used as an urban design tool and shape of the urban environment.
- 8.4f Neighborhood parks must be integrated into residential and mixed-use areas by pedestrian and bikeways (**Principle 6.4b** in the **Transportation Section** also establishes this requirement). Community parks should have good connection to mixed-use cores.

- 8.4g Most neighborhood park sites should be developed as shared facilities with elementary schools in order to reduce costs and provide improved school play areas.
- 8.4h Neighborhood park acquisition and development, which is to be funded through developer contributions, must be concurrent with construction on surrounding properties. Neighborhood park facilities must be in place when occupancy of surrounding properties begins.
- 8.4i Acquisition of sites for community parks is to be funded as prescribed in **Section 8.2.**
- 8.4j Development of community parks is to be funded through developer contributions, with participation reflecting the large service area of community park facilities. Improvements must be timed to correspond to population growth. At a minimum, 30 percent of all facilities and other improvements within each park must be provided by the time 30 percent of the population that will use the park is living in the NCFUA. Additional facilities and improvements shall be provided concurrently with further population growth.
- 8.4k A municipal golf course should be located in the NCFUA, in Subarea IV.
- 8.4l Where parks and schools adjoin one another, the City will seek to be the owner of all of the school and park sites, with the exception of the area of the school building footprint, which is to be owned by the school district.

## **8.5 IMPLEMENTING PRINCIPLES: LIBRARY**

- 8.5a Acquire site(s) of three acres and construct at least one branch library in the NCFUA, to be funded by developer contributions. The projected population of the NCFUA is more than 25 percent above the population of 30,000 needed to support a branch library, as stated in the General Plan.
- 8.5b Locate a branch library clustered with other public uses in the Subarea III mixed-use community core. The library should be opened when NCFUA population reaches 18,000 to 20,000.
- 8.5c Work with San Diego County to investigate the need for a library in the Santa Fe Mesa Mixed-Use Community Core. Such a facility could serve both county and City residents and would require funding from both jurisdictions.

## **8.6 IMPLEMENTING PRINCIPLES: SAFETY SERVICES**

- 8.6a Build and operate two fire stations equipped to fight urban fires, located at sites that will allow the fire department to attain its goal of a maximum response time of six minutes in most cases.



- 8.6b Investigate the possible need for a wildland firefighting facility.
- 8.6c Build and operate a police department substation in the NCFUA, located at a site that will allow the police department to attain its goal of an average response time of seven minutes.

## **8.7 IMPLEMENTING PRINCIPLES: CITY FACILITIES**

- 8.7a A northern operations station for the City's General Services department may be located in any of the areas designated for employment centers or service commercial uses on the Framework Plan diagram. A new location is needed because all of the department's current operations facilities are at capacity. Activities to be housed in a Northern Operations Station would include all or part of the department's Buildings Division, one-third of the Communications and Electrical Division, one-half of the Street Division's personnel and equipment currently stationed at the Chollas Operations Station, a multipurpose facility for the Management Division and Park and Recreation maintenance operations.
- 8.7b The operations station should be designed to minimize visual impacts to surrounding land uses and SR-56 through grading design and landscaping.