



SAN PASQUAL VALLEY PUBLIC FACILITIES FINANCING PLAN

AUGUST

1995

City of San Diego
Planning Department
Long Range & Facilities Planning



(R-96-225)

RESOLUTION NUMBER R- 286311

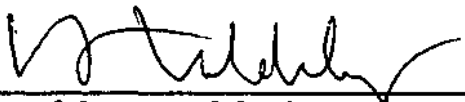
ADOPTED ON SEP 12 1995

BE IT RESOLVED, by the Council of The City of San Diego, that the San Pasqual Valley Public Facilities Financing Plan dated November 1994, as revised August 1995, a copy of which is on file in the office of the City Clerk as Document No. RR- 286311, is hereby approved.

BE IT FURTHER RESOLVED, that the Council hereby declares that new development impact fees for all property within the San Pasqual Valley planning area are hereby established as specified in the Public Facilities Financing Plan.

BE IT FURTHER RESOLVED, that the City Auditor and Comptroller is hereby authorized to establish a separate interest-bearing fund for development impact fees collected within the San Pasqual Valley planning area.

APPROVED: JOHN W. WITT, City Attorney

By 

Harold O. Valderhaug
Chief Deputy City Attorney

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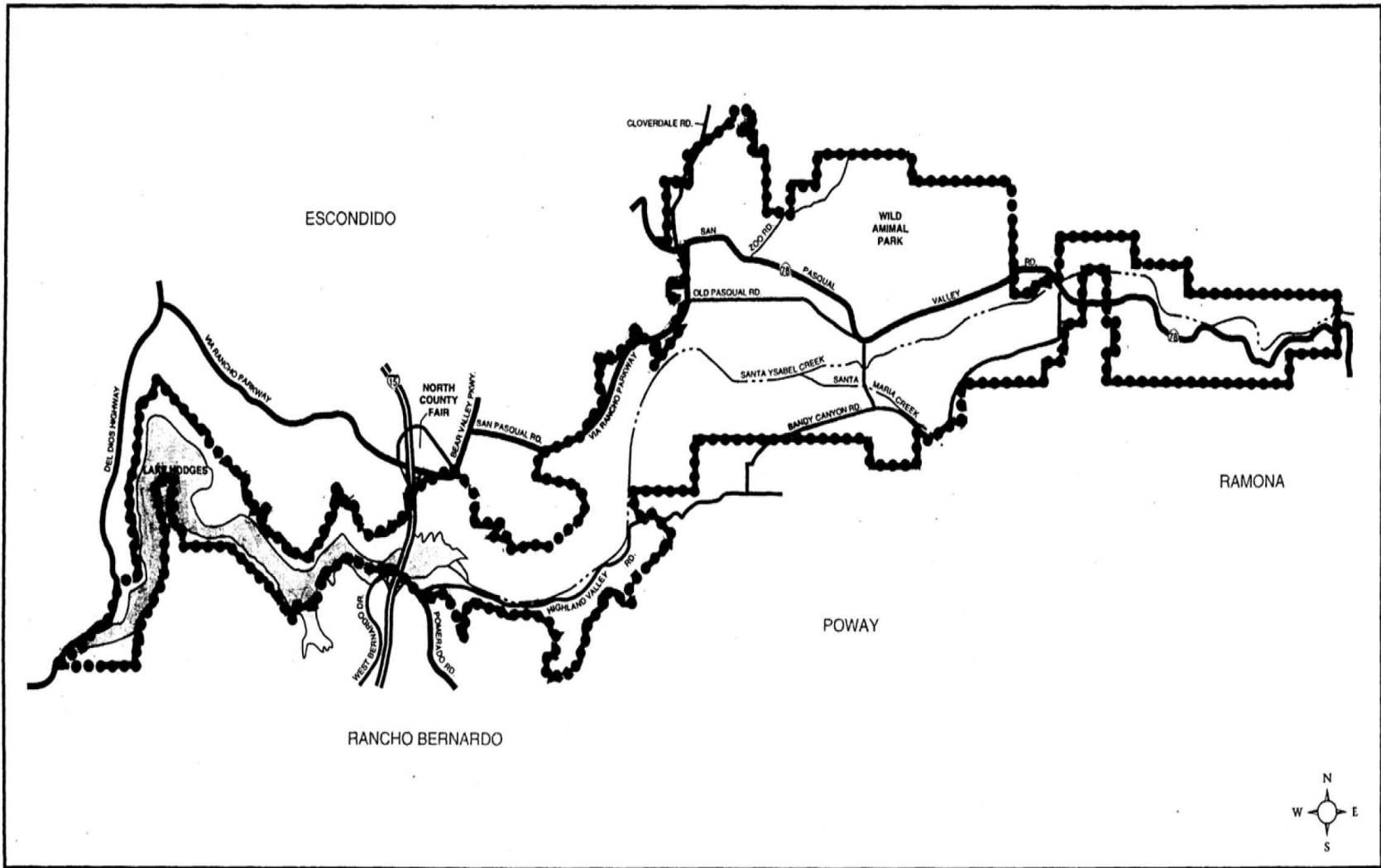
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This information will be made available in alternative formats upon request. To request a financing plan in an alternative format, call the Facilities Financing Section at (619) 533-3670.

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SAN PASQUAL VALLEY

●●●●●●●● COMMUNITY PLANNING BOUNDARY

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SUMMARY

This is the first Public Facilities Financing Plan for the San Pasqual Community Plan Area. It sets forth the major public facilities needs in the community for transportation (streets, traffic signals, etc.) and park and recreation (open space park uses). The transportation facilities are based on needs of the existing community, estimated new development, expansion of the Wild Animal Park and the communities surrounding San Pasqual. The park and recreation needs are based on the San Dieguito River Regional Open Space Park Concept Plan.

The facilities included in this financing plan are based on the adopted community plan for San Pasqual (March, 1995) approved by City Council on June 27, 1995. Because of the uncertainty of fee collection, and the existing development share of the cost of facilities, there is no schedule for the completion of the facilities or an identified funding source for the majority of the facility improvements. The community plan document is a guide for the City as it reviews development proposals and makes land use decisions for the San Pasqual community for the next 10 to 15 years. The community is a designated agricultural and open space preserve, the majority of the community is City-owned and the community is designated a Future Urbanizing Area.

Development Forecast

The San Pasqual Community Plan is a comprehensive policy for the physical development of the community. The San Pasqual Community is located in the northern-most portion of the City of San Diego. It is generally bounded on the west and east by unincorporated land in the County of San Diego; on the north by the city of Escondido; and on the south by the cities of Poway and Ramona as well as the community of Rancho Bernardo.

Future development, using the community plan as a guide, is extremely limited. The entire community, 11,000 acres, is designated an open space and agricultural preserve. The community is also designated as a Future Urbanizing Area. Any development requires a phase shift from the Future Urbanizing to a Planned Urbanizing Area for that portion of the community that is to be developed. The approved community plan permits development of approximately 15 acres of City-owned land for agricultural and winery operations including development of a bed and breakfast style inn. It also supports the expansion of the Wild Animal Park through a Conditional Use Permit.

The community plan anticipates an increase of approximately 37,363 daily trips during the next 15 years. Approximately 29 percent of the increase, or 10,663 daily trips, is due to proposed new development and the expansion of the Wild Animal Park. The remaining 71 percent, or 26,700 daily trips, is from the communities surrounding San Pasqual.

Priority of Facilities as Indicated by the community

The San Pasqual/Lake Hodges Planning Group was requested to prioritize projects listed in the Community Plan by category of facility. The group prioritized only the transportation projects. They are listed below.

The group characterized the Park and Recreation category of projects by stating that the trail improvements surrounding Lake Hodges and the Sykes Adobe restoration should occur first. Then as those improvements are made and trail interconnections made, the trail improvements should move east and west using the Sykes Adobe as a focal point.

The transportation recommendations of the community planning group are:

TRANSPORTATION

1. Project SP-2 Via Rancho Parkway; widen to a four-lane major street.
2. Project SP-1 Pomerado Road at Interstate 15; intersection improvements.
3. Project SP-6 Old Pasqual Road/San Pasqual Valley Road Intersection; realignment.
4. Project SP-3 San Pasqual Valley Road (SR-78); widen to a four-lane conventional highway.
5. Project SP-7 Old Pasqual Road; upgrade to a two-lane collector street.
6. Project SP-5 Highland Valley Road; improve to a two-lane modified collector street.

The complete recommendation of the group has been included as Appendix B.

EXISTING PUBLIC FACILITIES AND FUTURE NEEDS

General

There are limited public facilities and services located within the San Pasqual Community. The need for most public facilities and services are driven by development and associated population growth. There has been and will be very limited development in the San Pasqual Community. The population of the community, according to the 1990 census was 426, an increase of 50 people over the 1980 census. There is no residential development anticipated in the community and future population growth is expected to be similar to or less than the 1980-1990 population growth. Therefore the need for additional population-based public facilities will remain limited.

Transportation

Due to the rural nature of the San Pasqual Community, the transportation system within the community is limited. There is one bus route through the community that follows State Route 78. There is also one bike route that connects a bike lane along Pomerado Road in Rancho Bernardo with Escondido along the shoulder of I-15.

Additional transportation improvements are necessary to meet the needs of future development in the community and region (see Appendix A). However, the completion date of the additional improvements is unknown because funding for the improvements is not assured.

New development accounts for 16 percent (10,663 trips) of the total traffic forecast for the community. The existing traffic from the community is 32 percent (21,392 trips) of the total traffic forecast for the community. The remaining 52 percent of the total traffic forecast for the community is from the surrounding region (7,500 existing regional trips plus 26,700 trips forecast growth from the surrounding region). This plan proposes that Development Impact Fees (DIF) be collected to fund the incremental cost of additional traffic attributable to increased development. The source of any funding beyond DIF is unknown. Further, the availability of DIF funds is not assured because DIF funds are not collected until building permits are issued. Once received, the funds are then programmed.

Fire Protection

Fire Protection is provided by the City of San Diego, Station 33 located in the Rancho Bernardo Community. The City has an Automatic Aid Agreement with the San Pasqual Volunteer Fire Department (CSA 119) located on county land in the heart of the community. The City also has mutual aid agreements with the city of Escondido and the California Division of Forestry Fire Station located in Ramona. No additional fire services are anticipated at this time. Needed services will be evaluated in the future and if additional fire service is deemed necessary, it is anticipated that those services will be provided, if possible, though the co-location of that service with other jurisdictions.

Library

No libraries are located in the community. Mobile library service is provided every other week by the County of San Diego through the Serra Cooperative System. The mobile library serves the community from the San Pasqual Union School Parking lot. Other libraries are located in the adjacent community of Rancho Bernardo and the city of Escondido. No additional library services are anticipated.

Park and Recreation

There are no population-based parks located in the community as it has remained generally free from residential development and does not have the population to warrant them. There is a plan, however, to create a system of trails for walking as well as horseback and bicycle riding throughout the community. This plan is based upon the San Dieguito River Regional Open Space Park Concept Plan as approved by the San Dieguito River Valley Regional Open Space Park Joint Powers Authority (JPA). Under the plan, portions of San Pasqual will become part of a river park that will extend from the ocean to the desert east of Volcan Mountain. The park will be planned, built and maintained by the JPA. The public improvements included in this section implement the specific proposals contained in the draft community plan which embody the goals and recommendations of the Concept Plan. The JPA is responsible for securing the funding for the park improvements. The current plan is to construct improvements with grant funds as they become available. The specific improvements are described in Table 1 and in Appendix A under Park and Recreation.

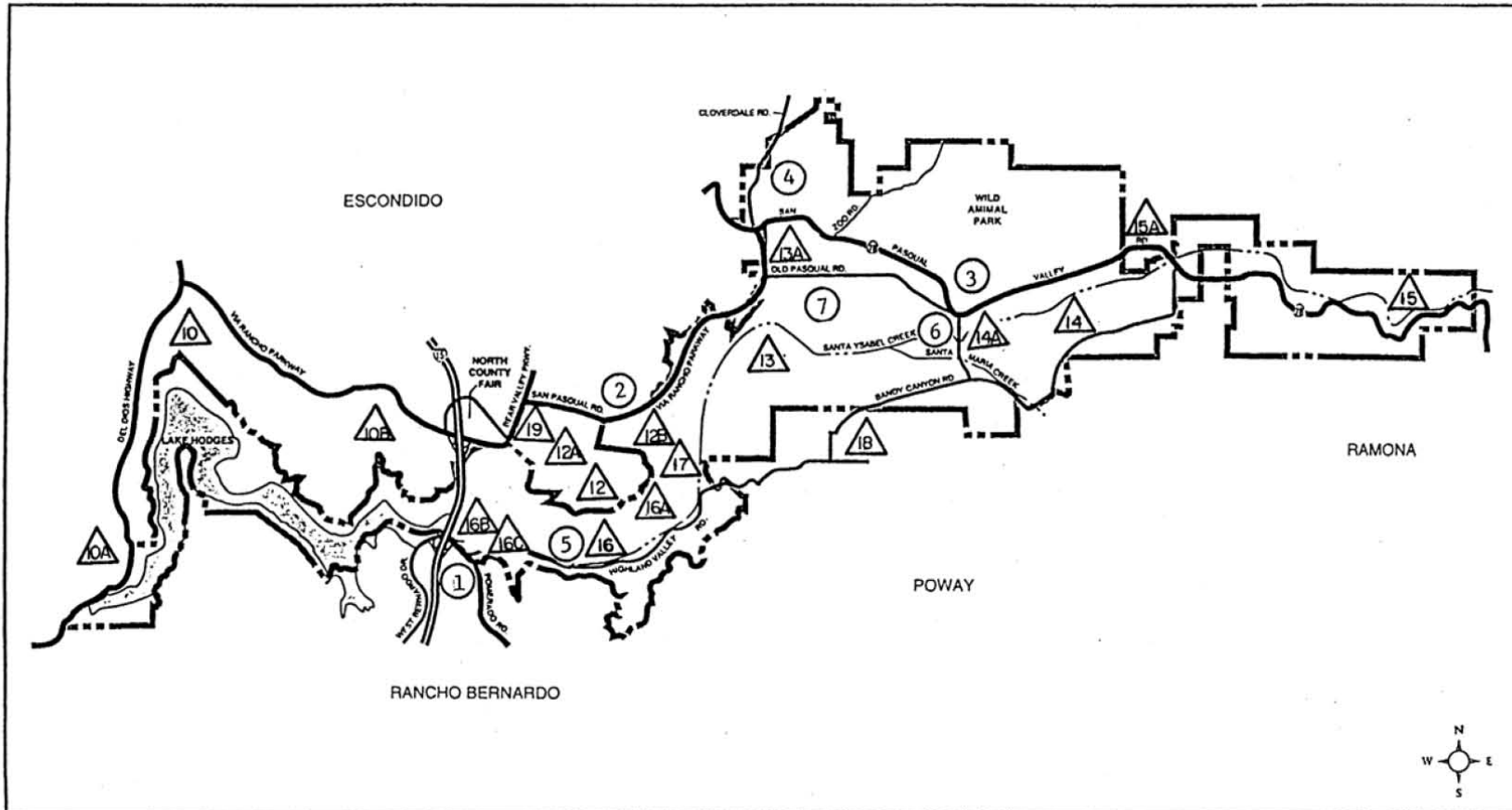
SUMMARY OF FACILITIES NEEDS

Figure 1 and Table 1 summarize facility needs for the San Pasqual Community. Figure 1 illustrates general locations for the facilities described. Table 1 summarizes those facilities. Each facility is further described on individual project sheets in Appendix A.

FIGURE 1

Capital Improvements Program

NOTE: Projects are identified by numbers shown at specified locations.



SAN PASQUAL VALLEY

LEGEND

- Transportation
- △ Park & Recreation

TABLE 1
SAN PASQUAL - FACILITIES SUMMARY

PROJECT NO.	PROJECT DESCRIPTION	ESTIMATED COST (1995)	C.I.P NUMBER OF YEAR OF CONSTR.	IDENTIFIED FUNDING	FUNDING SOURCE (C- CITY) (N - NON- CITY)	BASIS FOR DIF
<u>TRANSPORTATION PROJECTS</u>						
1	POMERADO ROAD AT I-15 - INTERSECTION IMPROVEMENTS	\$8,235,000		\$8,235,000	STATE*	
2	VIA RANCHO PARKWAY (SAN PASQUAL ROAD) - IMPROVE TO A FOUR-LANE MAJOR STREET	\$7,100,000			\$7,100,000	
3	SAN PASQUAL VALLEY ROAD (SR-78 - IMPROVE TO A FOUR-LANE CONVENTIONAL HIGHWAY	\$12,000,000		\$12,000,000	STATE*	
4	CLOVERDALE ROAD - INTERSECTION REALIGNMENT AND STREET WIDENING	\$1,700,000	1996	\$1,700,000	SUBDIVIDER	
5	HIGHLAND VALLEY ROAD, POMERADO ROAD TO EASTERLY CITY LIMITS - IMPROVE TO A TWO-LANE MODIFIED COLLECTOR STREET	\$3,500,000				\$3,500,000
6	OLD PASQUAL ROAD/ SAN PASQUAL VALLEY ROAD INTERSECTION - INTERSECTION REALIGNMENT	\$500,000		\$500,000	STATE*	
7	OLD PASQUAL ROAD - IMPROVE TO A TWO-LANE COLLECTOR STREET	\$300,000				\$300,000
8	NO PROJECT					
9	NO PROJECT					
	TOTAL TRANSPORTATION IMPROVEMENTS	\$33,335,000		\$22,435,000		\$10,900,000
<u>PARK AND RECREATION</u>						
10	COAST TO CREST TRAIL (BENEATH LAKE HODGES DAM TO EAST END - OLD MISSION ROAD	\$800,000		\$800,000	SDRVJPA	
10A	DEL DIOS HIGHWAY PARKING/PICNIC AREA - COAST TO CREST TRAIL	\$10,000		\$10,000	SDRVJPA	
10B	SECONDARY TRAIL (NORTH FROM COAST TO CREST TRAIL TO CITY LIMITS, WEST OF I-15/LAKE HODGES BRIDGE)	\$10,000		\$10,000	SDRVJPA	
11	NO PROJECT					
* CALTRANS priority for project is low. Funding is currently unavailable and can't be identified in the future.						

TABLE 1
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<u>PARK AND RECREATION (continued)</u>						
12	COAST TO CREST TRAIL (SOUTH END SUNSET DRIVE TO THE "NARROWS"	\$510,000		\$510,000	*SDRVJPA	
12A	SECONDARY TRAIL (NORTH FROM COAST TO CREST TRAIL TO CITY LIMITS)	\$2,500		\$2,500	SDRVJPA	
12B	SECONDARY TRAIL - COAST TO CREST TRAIL CONNECTION TO JAEGER WINERY	\$66,000		\$66,000	SDRVJPA	
13	COAST TO CREST TRAIL (THE "NARROWS" TO YSABEL CREEK RD)	\$800,000		\$800,000	SDRVJPA	
13A	SECONDARY TRAIL (NORTH FROM THE COAST TO CREST TRAIL TO CLOVERDALE CANYON)	\$60,000		\$60,000	SDRVJPA	
14	COAST TO CREST TRAIL *(YSABEL CREEK ROAD TO SR-78 BRIDGE OVER SANTA YSABEL CREEK)	\$374,000		\$374,000	SDRVJPA	
14A	SECONDARY TRAIL (NORTH FROM COAST TO CREST TRAIL TO THE SAN PASQUAL BATTLEFIELD STATE PARK)	\$25,000		\$25,000	SDRVJPA	
15	COAST TO CREST TRAIL (SR-78 BRIDGE OVER SANTA YSABEL CREEK TO NORTHERN PORTION OF EXISTING CLEVANGER CANYON/EAST SAN PASQUAL TRAILS)	\$527,000		\$527,000	SDRVJPA	
15A	COAST TO CREST TRAIL STAGING AREA - SOUTHWEST OF INTERSECTION OF SR-78 AND BANDY CANYON ROAD	\$8,000		\$8,000	SDRVJPA	
16	COAST TO CREST TRAIL (INTERSECTION OF HIGHLAND VALLEY ROAD AND POMERADO ROAD TO EASTERLY OF THE SAN PASQUAL AQUATIC TREATMENT FACILITY)	\$98,000		\$98,000	SDRVJPA	
16A	COAST TO CREST TRAIL EQUESTRIAN STAGING AREA - SOUTHEAST CORNER OF INTERSECTION OF HIGHLAND VALLEY ROAD AND SYCAMORE CREEK ROAD	\$7,000		\$7,000	SDRVJPA	
* SDRVJPA = San Dieguito River Valley Joint Powers Authority						

TABLE 1
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PROJECT NO.					
PARK AND RECREATION (continued)					
16B	COAST TO CREST TRAIL STAGING AREA - INTERSECTION OF HIGHLAND VALLEY ROAD AND POMERADO ROAD	\$10,000		\$10,000	*SDRVJPA
16C	SECONDARY TRAIL (FROM INTERSECTION OF HIGHLAND VALLEY ROAD, WEST TO CONNECT WITH BERNARDO BAY TRAIL SYSTEM)	\$0			SDRVJPA
17	COAST TO CREST TRAIL (NO. OF HIGHLAND VALLEY RD, EAST OF THE SAN PASQUAL AQUATIC TREATMENT FACILITY TO INTERSECT WITH THE NORTHERN PORTION OF THE TRAIL	\$130,000		\$130,000	SDRVJPA
18	SCENIC OVERLOOK, BANDY CANYON ROAD	\$250,000		\$250,000	SDRVJPA
19	SYKES ADOBE RESTORATION	\$1,000,000		\$1,000,000	SDRVJPA
	TOTAL PARK AND RECREATION	\$4,687,500		\$4,687,500	\$0
	GRAND TOTAL	\$38,022,500		\$27,122,500	\$10,900,000

* SDRVJPA = San Dieguito River Valley Joint Powers Authority

SAN PASOUAL - PUBLIC FACILITIES FINANCING PLAN

General

The Progress Guide And General Plan (General Plan) for the City of San Diego recommends the division of the City into planning areas which are designated as Urbanized, Planned Urbanizing and Future Urbanizing areas. Urbanized areas include the central portion of San Diego as well as the remaining older sections of the City. Planned Urbanizing areas consist of newly developing communities. Future Urbanizing areas include land which is presently undeveloped. **The San Pasqual Community is a Future Urbanizing Area.**

This document is the first Public Facilities Financing Plan for the community. The plan will be periodically revised to include, but not necessarily limited to, City Council changes to the Capital Improvements Program and the Community Plan.

Development Forecast and Analysis

The community plan proposes the community continue as an agricultural and open space preserve with approximately 15 acres being used for agricultural and winery operations including development of a bed and breakfast style inn. It is anticipated that this development and the expansion of the Wild Animal Park will result in increased traffic of 10,633 daily trips (see new development as explained on page 2) during the life of the community plan.

FINANCING STRATEGY

The City of San Diego has at its disposal a wide variety of potential funding sources for financing public facilities. A portion of the funding for the needed facilities will be provided as a part of the subdivision process by developers. Other potential methods for financing public facilities are described below.

1. **Impact fees (DIF)** - Impact fees are a method whereby the impact of new development upon the infrastructure is measured and a fee system developed and imposed on developers to mitigate the impact. The impact fees are collected at the time of issuance of individual building permits. Funds so collected are deposited in a special interest bearing account which retains all monies for use in the community in which they were collected. As sufficient funds are collected, the City proceeds with a construction program, in order of priority. This is one of the financing methods recommended for San Pasqual.
2. **Transnet, Gas Tax**, and other programs such as a state-local partnership program may provide some funds for community transportation projects. These funds will be allocated annually and may be used to fund a portion of the long-range capital needs for transportation improvements in San Pasqual in the future.
3. **Assessment Districts** - Special assessment financing, using 1913/1915 Assessment Acts or a Mello-Roos District could be used as a supplementary or alternative method of financing some facilities.

The Mello-Roos District requires a 2/3 vote for passage. Other assessment districts require the support of the community.

4. **General Obligation Bond Issues** - Prior to the late 1960s, bond issues were considered the most appropriate method of funding many types of public facilities. These require 2/3 voter approval for passage.
5. **Annual Allocation** - In the years prior to the passage of Proposition 13, the City was able to respond to community facility needs by using a portion of the sales tax revenue to support the Capital Improvement Program. This has not been possible for some time. However, if other revenues were increased, annual allocations could again be used to fund some capital facilities.

This is a recommended method of funding some park and recreation facilities and transportation improvements.

6. **Facilities Benefit Assessment (FBA)** - This method of financing, used solely in Planned Urbanizing Communities, spreads costs fairly and equally and follows the procedures specified in City Council Ordinance 0-15318 dated August 25, 1980. However, this method cannot be used in Future Urbanizing areas such as San Pasqual.

General Assumptions and Conditions

In connection with the application of the above methods of financing, the following general assumptions and conditions will apply:

1. Developers would be required to provide facilities normally provided within the subdivision process as a condition of subdivision approval, including traffic signals.
2. Abutting property owners are responsible for frontage improvements such as sidewalks, curbs and gutters.
3. The Development Impact Fee would be paid by the developer at the time of building permit issuance.
4. Development Impact Fee funds collected would be placed in a trust account including interest earnings for use only in the community area.
5. A developer or group of developers can propose to build or improve a specific facility identified in the Capital Improvement Program and, upon City Council approval, enter into an agreement that provides reimbursement for the cost of constructing the facility.

DEVELOPMENT IMPACT FEE DETERMINATION

Background

The San Pasqual Community has limited existing development. Future development, as recommended in the community plan, is also limited. The reason is that the community is a designated agricultural and open space preserve with the largest property owner being the City of San Diego. Only 400 of 11,000 acres in the community are privately owned and the City's policy is to maintain the preserve. No development of private property in the community is recommended in the community plan. The community is also designated a Future Urbanizing Area. To develop any part of the community, a phase shift from Future Urbanizing to Planned Urbanizing would be required. The phase shift would have to be approved by a majority of the voters at a given election.

The community plan designates 15 acres for agricultural and winery operations including a bed and breakfast style inn as well as facility improvement and development within the Wild Animal Park. This development, according to demand for or benefit received, will be subject to a DIF. Monies collected are placed in a City interest bearing account, to be used only for the improvements identified in the San Pasqual Community Plan.

Distribution of Project Costs and Fee Determination

Determination of the actual charge to be imposed as a DIF is based on the extent or degree to which each type of development generates a demand for, or receives benefit from the various public facilities involved.

In San Pasqual, no population-based improvements (parks) or fire facilities are recommended, therefore transportation improvements constitute 100 percent of the DIF. All development generates vehicular traffic, therefore development should share equitably in the cost of providing the transportation improvements. The total dollar value of transportation improvements to be funded from DIF in San Pasqual, includes all facilities except those to be funded by the state or a subdivider. In addition, the DIF includes a 2 percent charge to cover City administrative costs.

There is a clear relationship between the use of transportation facilities and the generation of vehicular trips based upon land use. In the report "San Diego Traffic Generators", authored by CALTRANS and SANDAG, the trips generated by various classes of land use are detailed. This report summarizes data collected at major regional traffic generators as well as neighborhood and local traffic generators in the San Diego area. Traffic counts taken at each facility are related to various characteristics of the facility such as the size, number of employees, floor area or parking spaces. This report was used by the Transportation Planning Division of the Engineering Department of the City of San Diego in forecasting travel and improvements necessary in the San Pasqual Community* Transportation Planning has predicted that within the timeframe of the San Pasqual Community Plan, daily trips will increase to approximately 66,255. This is an increase of 37,363 daily trips over those measured in 1990 at 28,892.

To develop a DIF for San Pasqual using the approved land use intensity and trip generation rates, the total number of daily trips forecast for the community at buildout is estimated to be 66,255. The total cost of DIF eligible transportation improvements is \$10,900,000. This results in a cost per trip of \$168 which includes the 2 percent administration fee.