

# Public Facilities, Services and Safety Element







# Public Facilities, Services and Safety Element

## Purpose

To provide the public facilities and services needed to serve the existing population and new growth.

## Introduction

The Public Facilities, Services and Safety (Public Facilities) Element addresses facilities and services that are publicly managed, and have a direct influence on the location of land uses. These include Fire-Rescue, Police, Wastewater, Storm Water, Water Infrastructure, Waste Management, Libraries, Schools, Information Infrastructure, Disaster Preparedness, and Seismic Safety. The policies within the Public Facilities Element also apply to transportation improvements and park and recreation facilities and services with additional guidance from the Mobility Element and the Recreation Element. The Conservation Element addresses the management, preservation, and utilization of natural resources. The Public Facilities and Conservation Element together provide policy on both facility infrastructure and management of vital resources such as water and energy.



*City Heights/Weingart Branch Library and Performance Annex*

Although publicly or privately managed by organizations other than the City of San Diego (City), regulated Public Utilities, Regional Facilities, and Healthcare Facilities are also included, as they too affect land uses and public health and safety. The Public Facilities Element also provides policies for public facilities financing, prioritization, developer, and City funding responsibilities.

The 1979 Progress Guide and General Plan (1979 General Plan) established a growth management program to address the rapid growth on the periphery of the City, and the declining growth in the central areas of the City. The plan sought to redirect growth into the central business district and established neighborhoods and phase growth and development in outlying areas in accordance with the availability of public facilities and services.

Under the 1979 General Plan, the City was divided into three "tiers" of growth: "urbanized," "planned urbanizing," and "future urbanizing." The "future urbanizing" areas were largely vacant and ultimately required voter approval to shift to "planned urbanizing" in order to develop. The "planned urbanizing" areas consisted of newly planned and developing communities. The "urbanized" areas were the established and developed neighborhoods and the Downtown core.



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The planned urbanizing areas required development to “pay its own way,” in terms of public facilities and services, through the use of Facilities Benefit Assessments (FBA), or other financing mechanisms such as Mello-Roos Districts. Since their establishment in 1980, FBAs have been effective in assuring adequate and timely development of public facilities, such as police, fire, parks, recreation, library, and transportation. To a limited extent, FBA revenues have also funded water and sewer facilities, although adopted user rate fees have served as the secured revenue source for these capital improvements and operations. Funds collected through FBAs, however, represent a one-time fee for capital expenditures. Once a facility was constructed, the City had to turn to other funding sources for maintenance and operation, primarily the General Fund. In the urbanized communities, it was assumed that General Fund public capital improvement expenditures would be provided in those areas. However, state constitutional and legislative actions adopted since the late 1970s significantly impacted local government financing of operations and capital needs. Passage of Proposition 13 in 1978 reduced property tax revenues and required all “special taxes” be approved by two-thirds of local voters. Subsequent passage of Propositions 62 in 1986 and 218 in 1996 further limited local governments’ ability to generate new revenue sources by requiring additional voter approvals for new taxes and special assessments. Remaining General Fund revenues were allocated to many competing needs. As a consequence, urbanized communities were left without a stable, dedicated funding source, and capital improvements did not keep pace with development.

In response to limits on the General Fund and following a period of rapid growth in the 1980s and passage of the Mitigation Fee Act (California Government Code §66000-66025), the City Council adopted a Development Impact Fee (DIF) resolution in 1987. The fee resolution allowed for the establishment of DIFs in urbanized communities to collect a proportional fair-share of capital improvements needed to offset the impact of the development. Unlike the FBA in the planned urbanizing areas, DIFs were not intended to fully fund all capital improvements for existing and future development; fee revenues were contingent upon costs of identified needs, and rate and type of development. Furthermore, costs of new facilities were shared by new growth and the existing resident base. In the years since their adoption, impact fees have contributed to a number of capital improvements. However, as private urban infill development continued, and a funding source to cover the portion of facilities attributed to existing residents was not identified, the public facilities deficit in urbanized communities continued to grow.

As discussed in the Land Use Element, Section J, as of 2006, the communities formerly known as planned urbanizing were largely completed according to the adopted community plans. The City has grown into a jurisdiction with primarily two tiers: Proposition A Lands (formerly the Future Urbanizing Areas) and the Urbanized Lands (formerly the Planned Urbanizing Areas and the Urbanized Areas). As a result, these communities are either already using a combination of FBA and DIF funds to address their public facilities needs or will begin to do so.

Managing growth in the City through the assurance of adequate and timely public facilities to serve the current and future population continues to be a great challenge. The 2002 Strategic Framework Element identified the facilities deficit in urbanized communities, and reaffirmed the need to address existing and future public facility and service needs. Strategic Framework



Element direction has been further developed in the Public Facilities Element through inclusion of a financing strategy, prioritization guidelines, and policies for new growth to pay its fair-share. Other sections of the Public Facilities Element provide updated guidelines and policies for specific facilities and services to guide land use development and guard public safety.

## A. Public Facilities Financing

### Goal

- ◆ Implementation of financing strategies to address existing and future public facility needs citywide.

*In 2002, the City Council adopted and approved the City of San Diego Facilities Financing Study. The report was prepared for the Strategic Framework Citizen Committee, Finance Subcommittee.*

### Discussion

Disinvestment in capital improvements needed for urbanized communities, as discussed in the introduction of this element, must be reversed to successfully plan for the future. Investments in capital improvements are to be increased through: maintaining or enhancing existing funding sources; maximizing joint use efficiencies; strategically prioritizing capital investments (see also P F, Services and Safety Element Prioritization, Section B); and allocating additional revenues for infrastructure. A partial list of potential funding sources is included in each Public Facilities Financing Plan (PFFP) and must be utilized as appropriate and available giving consideration to flexibility in appropriations, voter requirements, and other conditions. The intent of the following policies is to identify a menu of options from which a number of possible financing strategies can be implemented. Additionally, policies are included to ensure that the City maximizes the potential benefit of DIF and Facilities Benefit Assessments (FBA) to improve communities and secure private developer funding for a proportional share of public facility costs. Figure PF-1, Planning Areas by Financing Type, illustrates where DIFs and FBAs are applied throughout the City. Other policies call for the evaluation of the annual Capital Improvements Program (CIP) to help ensure consistency and effectiveness in the implementation of all planning documents.



*Mission Valley Branch Library*



**THE CITY OF SAN DIEGO**  
**General Plan**  
*Public Facilities, Services  
 and Safety Element*

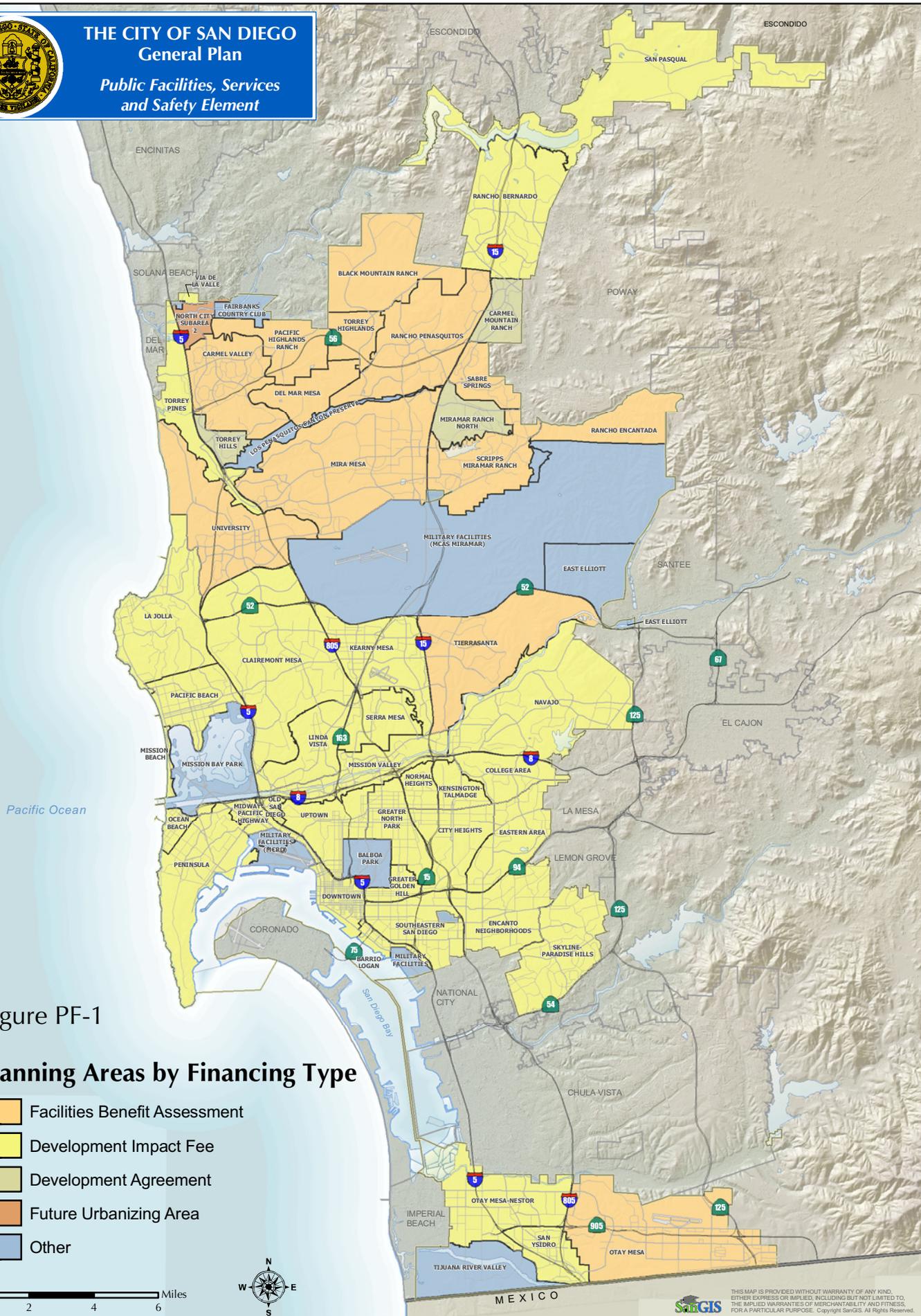


Figure PF-1

**Planning Areas by Financing Type**

- Facilities Benefit Assessment
- Development Impact Fee
- Development Agreement
- Future Urbanizing Area
- Other

0 1 2 4 6 Miles





Recognizing the increasing number and costs of public facility needs, the City retained a consultant in 2001 to prepare a facilities financing study. The report identified the alternatives available for financing public facilities independent of impact fees in urbanized areas, in order to bring them up to current standards prior to absorbing additional population growth. These alternatives are general taxes, special taxes, special assessments, fees and exactions, leasing, and other methods, as follows:

- General taxes refer to any tax imposed for general government purposes.
- Special taxes consist of any tax imposed for specific purposes, including a tax imposed for special purposes, which is placed into a General Fund. Special taxes include community facilities districts (CFD/Mello-Roos).
- Special assessments fund a specific benefit that exceeds what is typically provided. An example of a special assessment in San Diego is a Maintenance Assessment District (MAD).
- Fees and exactions are one-time charges or dedications collected by local government as a condition of a map approval or building permit. The purpose of the fee or exaction must relate to the development being charged. Fees can be categorized into four major classes: (1) development impact fees, which are levied on new development to cover the cost of infrastructure or facilities needed by that development; (2) permit and application fees which cover the cost of processing permits and development plans; (3) regulatory fees; and (4) "property related fees and charges," as defined by Proposition 218.
- Leasing is a financing alternative to outright purchasing property. Common lease financing arrangements include lease-purchase agreements, sale-leaseback agreements, certificates of participation, and lease revenue bonds.
- Other methods can include general obligation bonds, which are still a common financing mechanism, but they are difficult to issue because of the two-thirds voter approval requirement. Nevertheless, these bonds are used to acquire and construct public capital facilities and real property. A jurisdiction can levy an ad valorem property tax at the rate necessary to repay the principal and interest of the bonds. Other alternatives are public enterprise revenue bonds issued to finance facilities for revenue-producing public enterprises, such as sewer systems that can pay for themselves through service charges. The use of tax increment financing by redevelopment agencies is another method regularly used by jurisdictions to issue tax allocation bonds for major improvements in project areas.

In spite of fiscal constraints, the City's role in implementing the financing strategy described herein is crucial to the planning and provision of public facility and service needs. California law limits development's required contributions for public facilities to a proportional fair-share based on a clear nexus. Therefore, the City must be held responsible for its fair-share of public facility and infrastructure costs to address current needs. The ultimate implementation of the City of



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Villages strategy is contingent upon the City's ability to provide and maintain its facilities in a timely fashion.

### Policies

- PF-A.1. Reduce existing deficiencies by investing in needed public facilities and infrastructure to serve existing and future development.
- PF-A.2. Address current and future public facility needs by pursuing, adopting, implementing, and maintaining a diverse funding and management strategy.
- a. Ensure effective management and optimal allocation of all financial resources for both capital and operational needs.
  - b. Maximize operational and capital efficiencies.
  - c. Continue to develop, evaluate, and apply innovative public infrastructure and facility financing mechanisms and strategies. Employ a public infrastructure financing strategy that includes a variety of financing mechanisms such as:
    - Supporting state and local government fiscal reform efforts which provide an equitable redistribution of property tax proceeds or other revenues to the City from the state;
    - Assuming an active leadership role in planning and implementing infrastructure investments on a collaborative regional basis and apportion, as applicable and appropriate, eligible infrastructure expenses to support regionally beneficial capital improvements projects;
    - Coordinating with all appropriate authorities and agencies for a more efficient use of shared resources, and increased joint use of facilities and services;
    - Adopting new, or increase existing, CIP funding sources for needed public facilities and infrastructure;
    - Working in partnership with stakeholders to design a bond measure to address the City's unfunded needs for capital improvements projects to support development;
    - Adopting facilities, infrastructure, improvements and/or maintenance districts, and other special assessments for locally prioritized facilities and/or services;
    - Pursuing Regional Comprehensive Plan and Smart Growth Incentive Program funding for transportation projects that have been prioritized consistent with Section B, Public Facilities and Services Prioritization, of this element;



- Continuing to use and seek a broad range of funding sources to finance public facilities and infrastructure;
- Evaluating City real estate assets for opportunities to address public facility needs;
- Partnering with other agencies and organizations to leverage public financing and resources with private funds and assets;
- Utilizing development, reimbursement, and other agreements to provide timely public facilities to area of benefit;
- Maximizing the extraordinary and other benefits of development-related agreements to address needs in areas of benefit;
- Coordinating with redevelopment agencies to effectively utilize tax increment and other agency financing to leverage additional funds, initiate public and private investment, and address needs; and
- Maximizing the procurement of grants, endowments, and private donations for public facility and services needs.

- PF-A.3. Maintain an effective facilities financing program to ensure the impact of new development is mitigated through appropriate fees identified in PFFPs.
- a. Ensure new development pays its proportional fair-share of public facilities costs through applicable DIFs pursuant to the California Government Code.
  - b. Ensure DIFs and FBAs are updated frequently and evaluated periodically to ensure financing plans are representative of current project costs and facility needs.
  - c. Evaluate and update financing plans when community plans are updated.
  - d. Include in financing plans a variety of facilities to effectively and efficiently meet the needs of diverse communities.
    1. Identify in financing plans those public facility needs that are eligible for DIF funding, including but not limited to: police, fire-rescue, library, parks and recreation, and transportation facilities.
    2. Identify in financing plans other public facilities recognized locally as serving the needs of the community, being accessible to and benefiting the public, but not eligible for DIF funding.
    3. Promote the joint use of facilities, services, and programs, including schools, parks, recreational centers and facilities, libraries, child care facilities, and others.
  - e. Identify community-level priorities in community plans and PFFPs, in consultation with community planning groups.



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1. Incorporate community specific criteria in community plans to define and describe the desired character and location of needed facilities.
  2. Use PFFP to provide a baseline of existing needs and public prioritization preferences, overall and by category.
  3. Apply public facility and service guidelines which consider varied community constraints and needs, while providing an equivalent level of service and maintaining consistency with sustainable development policies (see also Conservation Element, Section A).
  4. Evaluate and arrange prioritized community needs within a community facilities element of a community plan and within a PFFP, giving consideration to management, operation, and maintenance requirements.
  5. Allow for annual community review and update of identified priority lists in PFFPs.
- f. Pursue the formation of larger areas of benefit that include multiple communities for the purpose of calculating fees and identifying and addressing public facility needs on a comprehensive basis.
- PF-A.4. Integrate all planning and development policies and strategies into the annual development of the CIP to ensure projects are programmed in a cost efficient manner.
- a. Review all capital projects for consistency with adopted planning documents, including the General Plan, community plans, PFFP, and others.
  - b. Evaluate the fiscal impact and timing of needed capital improvements to minimize the burden on operations and maintenance budgets.
  - c. Conduct annual conformance and audit reports of the CIP.

## B. Public Facilities and Services Prioritization

### Goals

- ◆ Public facilities and services that are equitably and effectively provided through application of prioritization guidelines.
- ◆ Maximum efficiency in the annual allocation of capital resources for the Capital Improvements Program (CIP).
- ◆ Public facilities expenditures that are linked to implementation of the General Plan.



## Discussion

Prioritization guidelines for public facilities and services are needed to efficiently and effectively allocate available resources. Policies within this section call for a formally structured approach to evaluate potential capital improvements projects by identifying appropriate criteria for each facility type. The simplified model displayed on Figure PF-2, CIP Prioritization, generally illustrates the process described by the policies below. The system will be designed to weigh a project's contribution to the protection of health and safety. Consideration will also be given to areas with existing or planned village characteristics and existing facilities deficits. Funds should also be targeted to foster village attributes citywide, through implementation of projects that support greater transit use, walkability, housing opportunities and inviting public spaces. Attention to community-level priorities will also be given during this process.



*Capital improvements under construction*

Upon complete assessment of criteria and ranking, projects will then be proposed for inclusion in the annual CIP which is ultimately adopted by the City Council as a part of the budget process. To maximize the optimal allocation of resources and implementation of the General Plan, citywide coordination and evaluation of proposed projects and available funding will be a critical step in finalizing the annual CIP. The City's annual budget documents contain additional information about the annual capital budget and CIP. The following policies apply to all public facilities and services discussed in the General Plan.

## Policies

### *Capital Programming and Financing*

- PF-B.1. Guide the annual programming of capital projects to optimize the appropriation of resources and to implement the General Plan.
  - a. Ensure the annual CIP is coordinated and developed in a timely manner to allow for required consistency and prioritization reviews.
- PF-B.2. Coordinate the allocation of public resources for priorities across the City organization, to maximize operational and capital investment efficiencies.



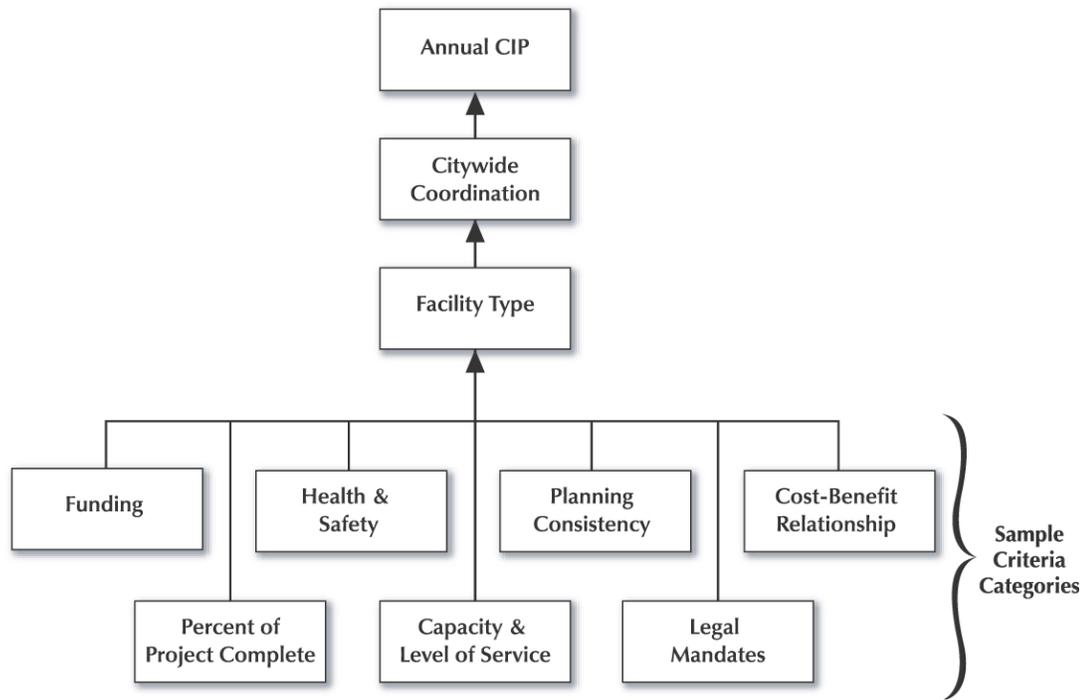
### Facility Type Prioritization

- PF-B.3. Create an organization-wide method for identifying and ranking capital improvement projects for proposed inclusion in the annual CIP and to guide the City's applications for regional, state, federal, or other funds.
- a. Establish an objective rating system which includes criteria that are appropriate for each facility type (bridges, roadways, traffic signals, pedestrian, drainage, water, sewer, parks, libraries, fire, police, etc.). Examples of potential criteria include, as applicable, but not limited to: funding, percent of project complete, health and safety, capacity and level of service, planning consistency, legal mandates, and cost-benefit relationship.
  - b. Establish an objective rating system which includes criteria that addresses equity, efficiency, and conformance with land use plans. Evaluate and assign values to projects based on the following:
    - Conformance with community plans and public facilities financing plans (PFFPs). Additionally consider community priorities, when preferences are expressed in the community plan, PFFP, or by a vote of the recognized community planning group.
    - Project is within an existing or potential village area in a community that currently does not meet General Plan-identified public facilities guidelines or acceptable levels of service, for the type of facility or service being considered.
    - Project is located outside of an existing or potential village location within a community that is not meeting public facilities guidelines or acceptable levels of service as identified in the General Plan for the type of facility or service being considered.
    - Project can address multiple communities.
    - Project is located within a community where there are opportunities to leverage other resources and partnerships with other public, private, and not-for-profit entities.

*For demonstrative purposes, Figure PF-2, CIP Prioritization, includes seven sample criteria which could be used for a given facility type to evaluate the merits of a project and to determine a prioritization ranking. Funding factors may include the availability of financing. Percent of Project Complete could affect a ranking based on the amount of funds invested in a capital improvement and how close to completion a project may be. A common factor among facility types will be to consider a project's effects on the public's Health and Safety. Capacity and Level of Service may influence ranking based on the impact a project may have on maintaining service levels or based on current capacity levels of the particular facility type. Planning Consistency will be an important factor for all facility types to ensure all strategic planning goals are implemented and community-level priorities are factored in. Legal Mandates are often non-discretionary factors which may result in a high priority ranking. Cost-Benefit Relationship criteria may consider a projected revenue stream, anticipated operations costs, economic impacts, net fiscal impact, and other possible outcomes resulting from a project.*



**Figure PF-2  
CIP Prioritization**



*The simplified model in Figure PF-2, CIP Prioritization, generally illustrates the process described in Section B, Public Facilities and Services Prioritization. Criteria categories are to be tailored to each facility type for the purpose of prioritizing projects. Citywide coordination will entail a careful evaluation of all identified priorities as a foundation for developing the annual Capital Improvements Program adopted by the City Council.*



## C. Evaluation of Growth, Facilities, and Services

### Goals

- ◆ Adequate public facilities available at the time of need.
- ◆ Public facilities exactions that mitigate the facilities impacts that are attributable to new development.
- ◆ Improvement of quality of life in communities through the evaluation of private development and the determination of appropriate exactions.

### Discussion

The majority of new growth in the City needs to have a more compact urban form and increase joint use efficiencies in order to achieve progress in remedying existing public facilities shortfalls and provide high quality public facilities and services in the future. In 2002, the City estimated a \$2.5 billion shortfall in funding for the provision of all identified capital improvements necessary to serve existing and future development anticipated by 2020. Adequate resources for capital and operational needs need to be secured, operational efficiencies need to be maximized, and facilities and services must be better tailored to meet the needs of diverse communities with respect to demographics. To meet current and future facilities needs, growth must be directed into development patterns that can be served efficiently. Limited, and often restricted existing funds must be targeted to support desired growth patterns (see also Land Use Element, Section A) and new or expanded funding sources must be considered alongside enhanced efficiencies and effective management of resources. Additionally, attention must be directed to the maintenance and operational requirements of all public facilities.





The comprehensive evaluation of development proposals will be critical to ensure any impacts to public facilities and services are identified and addressed. While the City endeavors to respond to existing and future needs with development impact fees (DIF) and other capital funding sources, private development will also be responsible for ensuring existing needs are not compounded by a proposed project. It is the intent of the City to ensure that future development does not adversely affect any community and create procedures which can be applied at the community plan update level which will coordinate planning of new development with a strategy for providing adequate infrastructure for all development in the community. Projects will be subject to DIFs or facilities benefits assessments (FBA) to contribute their proportional fair-share of existing and future facilities, and under certain circumstances are required to provide a physical improvement as a condition of project approval. The City is committed to utilizing its police powers and legislative authority to implement the City of Villages strategy and improve all communities. As the City continues to mature and more communities become urbanized, the provision and timing of assured public facilities will continue to be crucial for effective planning implementation.

## Policies

- PF-C.1. Require development proposals to fully address impacts to public facilities and services.
- Identify the demand for public facilities and services resulting from discretionary projects.
  - Identify specific improvements and financing which would be provided by the project, including but not limited to sewer, water, storm drain, solid waste, fire, police, libraries, parks, open space, and transportation projects.
  - Subject projects, as a condition of approval, to exactions that are reasonably related and in rough proportionality to the impacts resulting from the proposed development.
  - Provide public facilities and services to assure that current levels of service are maintained or improved by new development within a reasonable time period.
- PF-C.2. Require a fiscal impact analysis to identify operations and maintenance costs with a community plan amendment proposal of potential fiscal significance.
- PF-C.3. Satisfy a portion of the requirements of PF-C.1 through physical improvements, when a nexus exists, that will benefit the affected community planning area when projects necessitate a community plan amendment due to increased densities.
- PF-C.4. Reserve the right and flexibility to use the City's police powers and fiscal powers to impose timing and sequencing controls on new development to regulate the impacts and demands on existing or new facilities and services.



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- PF-C.5. Develop a centralized citywide monitoring system, accessible to the public, to document and report on the following:
- New Development - development proposals, fiscal impacts, operations and maintenance requirements, required plan amendments, exactions, service level and capacity impacts;
  - Capital Improvements Program (CIP) - funding sources, project and funding schedules, project amendments, project costs, project locations, project status; and
  - Existing Conditions - facility inventory, service and capacity levels, repair and replacement schedules, facility records (size, age, location, useful life, value, etc.).
- PF-C.6. Maintain public facilities financing plans (PFFP) to guide the provision of public facilities.
- a. Identify in financing plans all facilities costs and needs required to serve existing and future development.
  - b. Evaluate and amend or update financing plans at developer expense for consistency if needed, when community plans are amended to increase density or intensity according to the following guidelines:
    - Evaluate community public facility and service existing conditions, including characteristics such as size, condition, age, performance, and other relevant factors;
    - Consider the age of the existing financing plan;
    - Assess available resources to perform a financing plan update; and
    - Examine community development pressure and relationship to General Plan prioritization policies.
- PF-C.7. Conduct periodic review of the fiscal impacts of private development throughout the City. This information will assist in land use and capital planning decisions by providing data regarding the amount, intensity, location, and timing of new development.



## D. Fire-Rescue

### Goal

- ◆ Protection of life, property, and environment by delivering the highest level of emergency and fire-rescue services, hazard prevention, and safety education.

### Discussion

Historically, the primary mission of the fire service was limited to fire protection. Over the past two decades the fire service's mission has expanded both locally and nationally. In 1997 the San Diego Medical Services Enterprise limited liability corporation was formed, through a partnership between the City and Rural/Metro Corporation, to deliver paramedic services citywide. This program utilizes paramedics on the first responder

apparatus as well as the ambulance units. In addition to the wide variety of traditional fire suppression services such as structural, airport, marine, and vegetation firefighting, today's services include Emergency Medical Services (EMS), water rescue, hazardous material response, confined space rescue, cliff rescue, high angle rescue, mass casualty incidents, and response to terrorism and weapons of mass destruction. Figure PF-3, Fire and Lifeguard Facilities, illustrates the location of fire stations and permanent lifeguard towers. The fire service is also responsible for hazard prevention and public safety education.



*Fire-Rescue Station #15 serving Ocean Beach and surrounding areas*

Due to climate, topography, and native vegetation, the City is subject to both wildland and urban fires. In 2003 and 2007, the City experienced wildland fires that resulted in the loss of structures and significant burned acreage.

The extended droughts characteristic of the region's Mediterranean climate and increasingly severe dry periods associated with global warming results in large areas of dry, native vegetation that provides fuel for wildland fires. The most critical times of year for wildland fires are late summer and fall when Santa Ana winds bring hot, dry desert air into the region. The air temperature quickly dries vegetation, thereby increasing the amount of natural fuel. The Santa Ana conditions create wind-driven fires such as 2003 and 2007 wildfires, which require a huge number of assets, more than the City has available.

Development pressures increase the threat of wildland fire on human populations and property as development is located adjacent to areas of natural vegetation. The City contains over 900 linear



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miles of wildland/urban interface due to established development along the open space areas and canyons. In 2005, the brush management regulations were updated to require 100 foot defensible space between structures and native wildlands (see also Conservation Element, policy CE-B.6 on the management of the urban/wildland interface and Urban Design Element, policy UD-A.3.p on the design of structures adjacent to open space).

The San Diego-Fire Rescue Department is responsible for the preparation, maintenance, and execution of Fire Preparedness and Management Plans and participates in multi-jurisdictional disaster preparedness efforts (see also PF Section P). In the event of a large wildfire within or threatening City limits, they could be assisted by the California Department of Forestry, Federal Fire Department, or other local fire department jurisdictions.

The City is challenged with meeting current and future public facilities needs, as well as covering operations and maintenance costs for each new or expanded facility. Generally, operations and maintenance issues are addressed as part of the initial phase in developing specific Capital Improvement Projects and within the annual operating budget development once the facility is under construction. The Public Facilities Financing Strategy is being developed to address the funding of operations and maintenance and identify major revenue options. In addition, during community plan updates, fiscal impact analyses will be prepared which compare annual revenues against costs.

The few remaining newly developing areas of the City often present challenges associated with proper site location, funding of fire stations, and timing of development. In redeveloping communities, funding and site locations for new or expanded facilities also require great effort and coordination. Typically a two to two and one-half mile distance between fire stations is sufficient to achieve response time objectives. The natural environment throughout the City presents considerable demands on fire-rescue services under various conditions and can also affect response times. For additional support, City forces rely on numerous Automatic Aid agreements with jurisdictions adjoining the City. These agreements assure that the closest engine company responds to a given incident regardless of which jurisdiction they represent. Mutual Aid agreements with county, state, and federal government agencies further allow the City, and any other participating agency, to request additional resources depending on the complexity and needs of a given incident.

Suburban residential development patterns and anticipated future infill development throughout the City will place an increasing demand on the capabilities of fire-rescue resources to deliver an acceptable level of emergency service. Service delivery depends on the availability of adequate equipment, sufficient numbers of qualified personnel, effective alarm/monitoring systems, and proper siting of fire stations and lifeguard towers. As fire-rescue facilities built in the 1950s and equipment continue to age, new investments must be made to support growth patterns and maintain levels of service to ensure public safety.



# THE CITY OF SAN DIEGO General Plan

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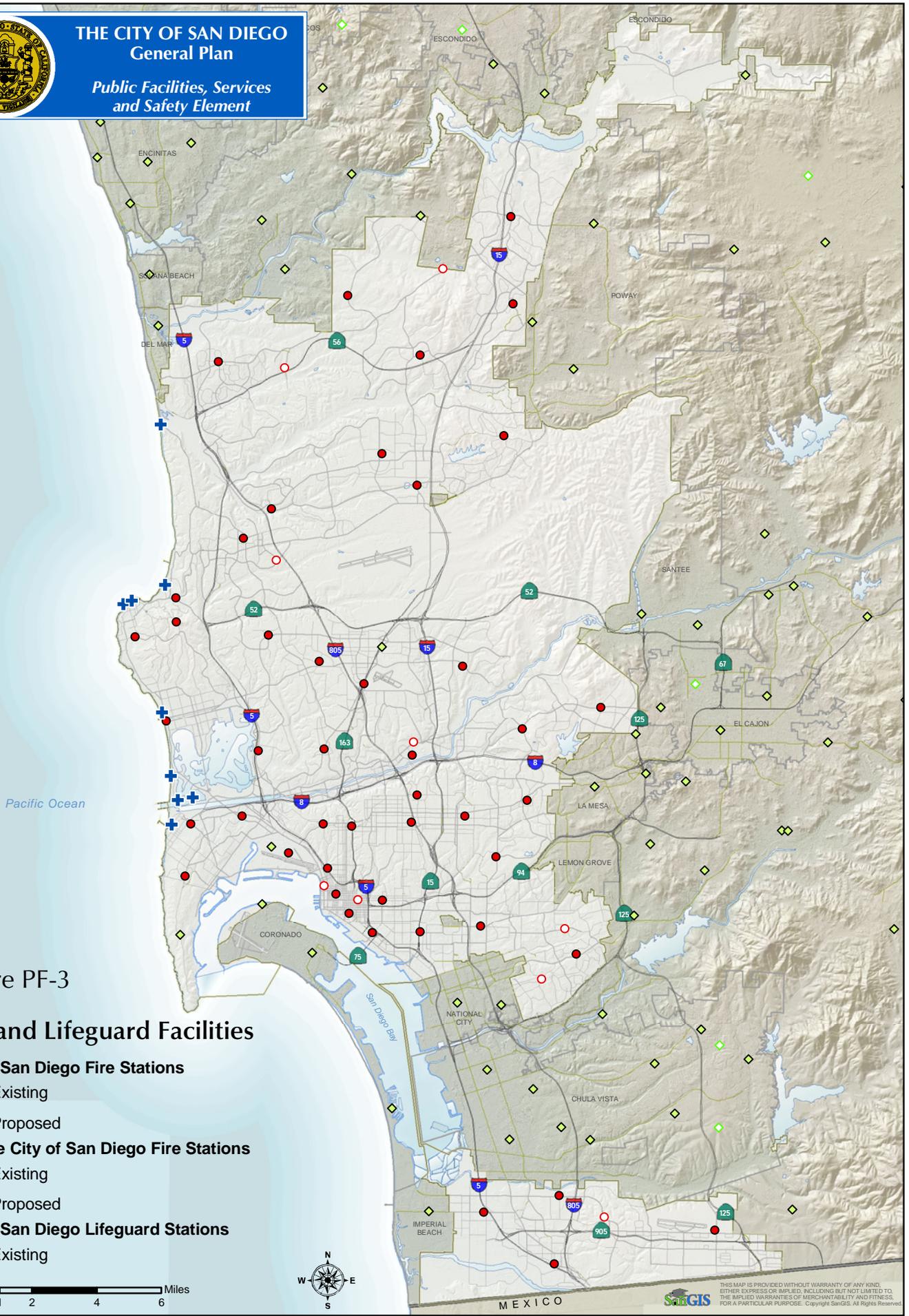


Figure PF-3  
**Fire and Lifeguard Facilities**

**City of San Diego Fire Stations**

- Existing
- Proposed

**Outside City of San Diego Fire Stations**

- ◆ Existing
- ◆ Proposed

**City of San Diego Lifeguard Stations**

- ⊕ Existing





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In order to meet National Fire Protection Association 1710 standards for emergency response times and to assure adequate emergency response coverage, the Fire-Rescue Department has identified the need to construct additional fire stations in several presently underserved communities.

A master plan for fire station construction is being developed to assure levels of service standards are attained for existing development and as future development occurs. The master plan will identify the communities in which fire stations are needed and prioritize implementation based on the following risk assessment criteria: Population Density per Square Mile, Firefighter per 1,000 Population, Building Density per Square Mile, Annual Incident Volume/Workload Distribution, Response Times Compliance, Square Miles Protected, Wildland/Urban Interface Areas, and Staffing Levels.



*Fire-Rescue Mission Beach Lifeguard Station*

### Policies

- PF-D.1. Locate, staff, and equip fire stations to meet established response times. Response time objectives are based on national standards. Add one minute for turnout time to all response time objectives on all incidents.
- Total response time for deployment and arrival of the first-in engine company for fire suppression incidents should be within four minutes 90 percent of the time.
  - Total response time for deployment and arrival of the full first alarm assignment for fire suppression incidents should be within eight minutes 90 percent of the time.
  - Total response time for the deployment and arrival of first responder or higher-level capability at emergency medical incidents should be within four minutes 90 percent of the time.
  - Total response time for deployment and arrival of a unit with advanced life support (ALS) capability at emergency medical incidents, where this service is provided by the City, should be within eight minutes 90 percent of the time.
- PF-D.2. Deploy to advance life support emergency responses EMS personnel including a minimum of two members trained at the emergency medical technician-paramedic level and two members trained at the emergency medical technician-basic level arriving on scene within the established response time as follows:



- Total response time for deployment and arrival of EMS first responder with Automatic External Defibrillator (AED) should be within four minutes to 90 percent of the incidents; and
  - Total response time for deployment and arrival of EMS for providing advanced life support should be within eight minutes to 90 percent of the incidents.
- PF-D.3. Adopt, monitor, and maintain service delivery objectives based on time standards for all fire, rescue, emergency response, and lifeguard services.
- PF-D.4. Provide a 3/4-acre fire station site area and allow room for station expansion with additional considerations:
- Consider the inclusion of fire station facilities in villages or development projects as an alternative method to the acreage guideline;
  - Acquire adjacent sites that would allow for station expansion as opportunities allow; and
  - Gain greater utility of fire facilities by pursuing joint use opportunities such as community meeting rooms or collocating with police, libraries, or parks where appropriate.
- PF-D.5. Maintain service levels to meet the demands of continued growth and development, tourism, and other events requiring fire-rescue services.
- a. Provide additional response units, and related capital improvements as necessary, whenever the yearly emergency incident volume of a single unit providing coverage for an area increases to the extent that availability of that unit for additional emergency responses and/or non-emergency training and maintenance activities is compromised. An excess of 2,500 responses annually requires analysis to determine the need for additional services or facilities.
- PF-D.6. Provide public safety related facilities and services to assure that adequate levels of service are provided to existing and future development.
- PF-D.7. Evaluate fire-rescue infrastructure for adherence to public safety standards and sustainable development policies (see also Conservation Element, Section A).
- PF-D.8. Invest in technological advances that enhance the City's ability to deliver emergency and fire-rescue services more efficiently and cost-effectively.
- PF-D.9. Provide and maintain a training facility and program to ensure fire-rescue personnel are properly trained.
- PF-D.10. Buffer or incorporate design elements to minimize impacts from fire stations to adjacent sensitive land uses, when feasible.
- PF-D.11. Space oceanfront seasonal lifeguard towers every 1/10 of a mile or ten towers per mile.



## E. Police

### Goals

- ◆ Safe, peaceful, and orderly communities.
- ◆ Police services that respond to community needs, respect individuals, develop partnerships, manage emergencies, and apprehend criminals with the highest quality of service.

### Discussion

The City police services include patrol, traffic, investigative, records, laboratory, and support services. The City works toward accomplishing its police and public safety goals by embracing the Neighborhood Policing philosophy and practice. Neighborhood Policing requires shared responsibility between the City and residents in order to address underlying problems contributing to crime and the fear of crime. The City engages in a problem solving partnership with community groups, government agencies, private groups, and individuals to fight crime and improve the quality of life for the residents of San Diego. The City also strives to reduce crime and the perception of safety risks through application of Crime Prevention Through Environmental Design (CPTED) concepts to build safer environments (see also Urban Design Element, Policy UD-A.17).



*Police Central Division Station*

Until the 1980s, the City provided its police services citywide, primarily from a single centralized facility. Several in-house and consultant studies were conducted during the 1970s to evaluate the benefits of decentralizing police functions. As a result of these studies, it was determined that several area stations were to be established throughout the City to better serve individual communities. To accomplish this, a twenty-year plan was developed to establish four new area police stations (Southeastern, Western, Eastern, and Northeastern), replace the existing Southern Division station, construct a new Administrative and Technical Center to replace the existing police headquarters, and relocate the Central Division. Developing needs also led to the construction of a Mid-City Division facility and a centralized Traffic Division facility.

Figure PF-4, Police Facilities, illustrates the location of existing police stations. With the exception of the Northern Division area station (circa 1970), all major facilities now occupied by City police services were constructed during the twenty-year plan period.



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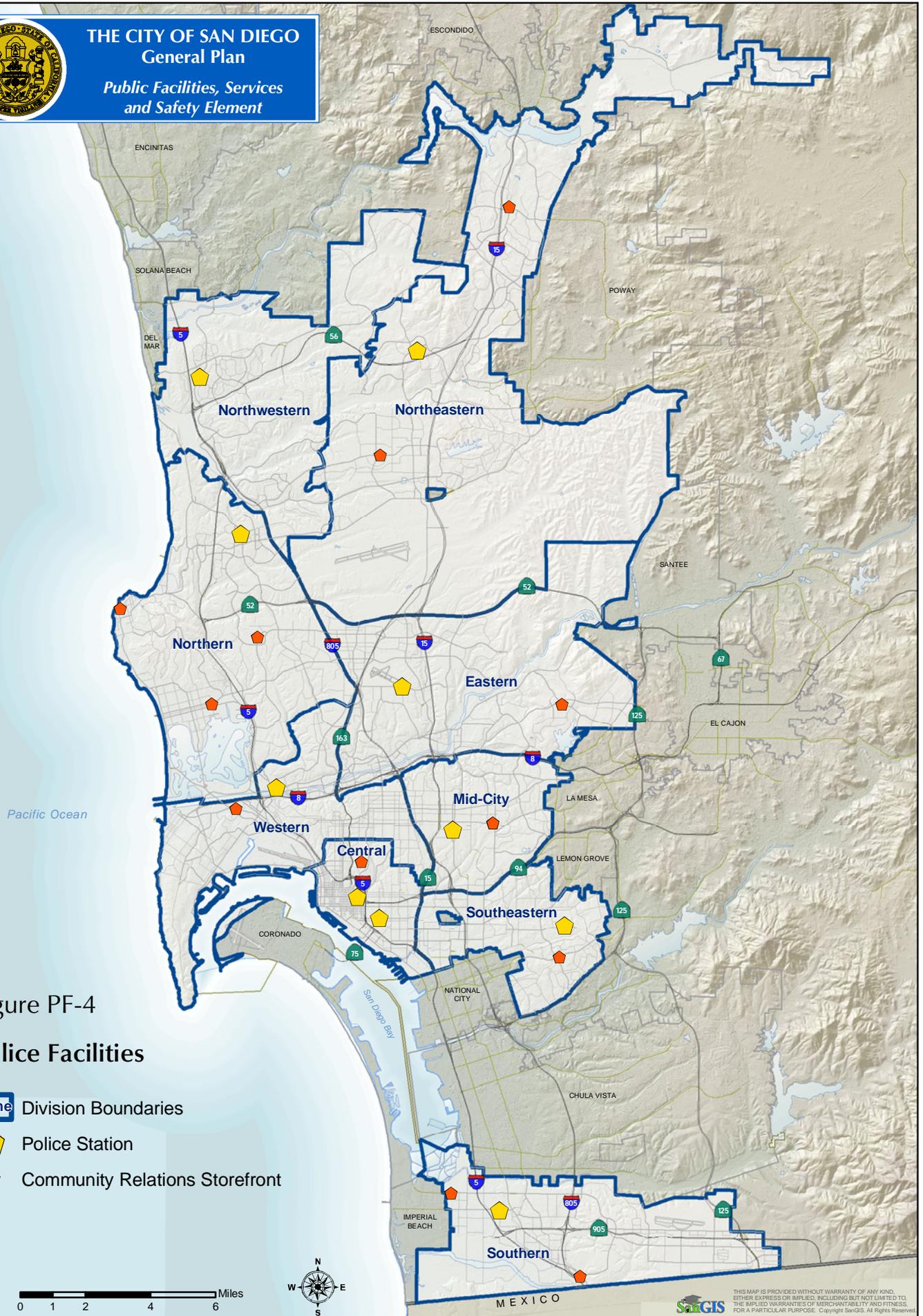


Figure PF-4  
**Police Facilities**

- Name Division Boundaries
- ▮ Police Station
- ▮ Community Relations Storefront



The demographics and population growth projections for the City have changed since the last studies were conducted, as have the needs and technologies employed by the City in providing police services. Advances in laboratory services, information technology, and specialized units have presented a challenge to those trying to accommodate them. Furthermore, several of the area stations built during the 1980s are already crowded and in need of improvement. As development and growth continue in the City, additional infrastructure, including additional police facilities, will be required to maintain the City's established police response time goals to ensure public safety.

### Policies

- PF-E.1. Provide a sufficient level of police services to all areas of the City by enforcing the law, investigating crimes, and working with the community to prevent crime.
- PF-E.2. Maintain average response time goals as development and population growth occurs. Average response time guidelines are as follows:
- Priority E Calls (imminent threat to life) within seven minutes.
  - Priority 1 Calls (serious crimes in progress) within 12 minutes.
  - Priority 2 Calls (less serious crimes with no threat to life) within 30 minutes.
  - Priority 3 Calls (minor crimes/requests that are not urgent) within 90 minutes.
  - Priority 4 Calls (minor requests for police service) within 90 minutes.
- PF-E.3. Buffer or incorporate design elements to minimize impacts from police stations to adjacent sensitive land uses, when feasible.
- PF-E.4. Plan for new facilities, including new police substations and other support facilities that will adequately support additional sworn and civilian staff.
- PF-E.5. Design and construct new police facilities consistent with sustainable development policies (see also Conservation Element, Section A).
- PF-E.6. Monitor how development affects average police response time goals and facilities needs (see also PF-C.5).
- PF-E.7. Maintain service levels to meet demands of continued growth and development, tourism, and other events requiring police services.
- a. Analyze the need for additional resources and related capital improvements when total annual police force out-of-service time incrementally increases by 125,000 hours over the baseline of 740,000 in a given year. Out-of-service time is defined as the time it takes a police unit to resolve a call for service after it has been dispatched to an officer.



## F. Wastewater

### Goals

- ◆ Environmentally sound collection, treatment, re-use, disposal, and monitoring of wastewater.
- ◆ Increased use of reclaimed water to supplement the region's limited water supply.

### Discussion

The City's wastewater system provides regional wastewater treatment and disposal services for the City and 15 other cities and districts in a 450 square mile service area that stretches from Del Mar in the north, to Alpine and Lakeside in the east, and south to the Mexican border. The system serves a population of more than 2.1 million, and is designed to accommodate regional growth. The City also operates and maintains the 3,000-mile Municipal Sewerage Collection System in the City. The City's wastewater system protects ocean water quality and the environment, supplements a limited water supply, and meets all federal and state standards.



*Point Loma Wastewater Treatment Plant*



*Trenching the municipal sewer system*

In the 1990s, the City constructed two water reclamation plants, a biosolids treatment facility, several pump stations and made major upgrades to the Point Loma Wastewater Treatment Plant. The treatment plant and two reclamation plants provide a functional treatment system capacity of 285 million gallons per day, sufficient to meet the projected needs of the 450 square mile service area through at least 2020. The two water reclamation plants produce reclaimed water for appropriate uses (including plant operation and irrigation) and support the City's water service strategy of diversifying water supply sources to reduce future reliance on imported water. Reclaimed water is sold and distributed by the City. Figure PF-5, Wastewater Facilities, identifies the location of these facilities.

An aggressive Sewer Spill Reduction Program, started in 2001, is designed to minimize sewer spills, especially spills to public waters, and subsequent beach closures and postings. The entire 3,000-mile municipal sewer system is on a regular, tailored cleaning and maintenance schedule



created to address specific needs and conditions. The oldest and most problematic lines are inspected by closed circuit televising (CCTV) equipment and assessed for rehabilitation or replacement to provide sustained system reliability on a cost-beneficial basis.

As part of its wastewater treatment operation, the City operates an ocean monitoring program. This program is designed to measure the effects of discharging treated wastewater from two ocean outfalls, as well as overall ocean water quality from Del Mar to below the Mexican border and from onshore to more than five miles out to sea. An industrial pre-treatment program permits and inspects businesses throughout the City to ensure that any harmful toxins, chemicals or heavy metals are removed from the wastewater flow before entering the City's sewer system.



*Maintaining the municipal sewer system*

Meeting evolving regulatory pressures is a nationwide challenge for the wastewater treatment industry. The City maintains an active dialogue with state and federal regulators as well as other key stakeholders. These efforts are aimed at developing and implementing the solutions that best balance the needs of all concerned.

Unlike many cities in the eastern United States, San Diego's storm water infrastructure is not combined with the City's sewerage system. During rainfalls, storm runoff moves untreated from streets and hillsides to channels and pipes that empty into creeks, streams and rivers, eventually reaching the ocean. However, the

City has installed a number of dry weather interceptors around Mission Bay and along the coast that catch dry weather runoff from watered lawns, outdoor washing, or construction sites and route it into the sewer system. This small amount of runoff can be handled safely by the sewage treatment system and its removal before reaching the Bay and ocean helps to keep San Diego's waters clean.



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### Policies

- PF-F.1. Meet or exceed federal and state regulatory mandates cost effectively.
- PF-F.2. Produce quality reclaimed water.
- PF-F.3. Minimize sewer spills by best practice infrastructure asset management practices.
- PF-F.4. Maintain conveyance and treatment capacity.
- PF-F.5. Construct and maintain facilities to accommodate regional growth projections that are consistent with sustainable development policies (see also Conservation Element, Section A).
- PF-F.6. Coordinate land use planning and wastewater infrastructure planning to provide for future development and maintain adequate service levels.
- PF-F.7. Ensure facilities meet business, safety, and life-cycle cost concerns.
- PF-F.8. Manage infrastructure assets optimally through efficient repair and replacement.
- PF-F.9. Support informed and timely resource allocation decisions.
- PF-F.10. Develop and execute a financing plan to satisfy requirements validated through the public participation process.
- PF-F.11. Explore entrepreneurial and environmental initiatives (such as the cogeneration of power) and pursue as appropriate.
- PF-F.12. Maximize the beneficial use of sludge.
- PF-F.13. Maintain a cost-effective system of meeting or, preferably, exceeding regulatory standards related to wastewater collection and treatment and storm water pollution prevention.
- PF-F.14. Incorporate new technologies and scientific advancements in the optimal provision of wastewater services.



## G. Storm Water Infrastructure

### Goals

- ◆ Protection of beneficial water resources through pollution prevention and interception efforts.
- ◆ A storm water conveyance system that effectively reduces pollutants in urban runoff and storm water to the maximum extent practicable.

### Discussion

The City's storm water pollution prevention efforts and conveyance system strive to protect the quality of our recreational waters and potable water resources as mandated by the federal Clean Water Act of 1972 and the San Diego Regional Water Quality Control Board. The City also maintains compliance with the Water Quality Control Plan for the San Diego Region 9 also referred to as the Basin Plan, and with storm water permits. These functions require a multi-faceted approach that couples infrastructure improvements and maintenance, water quality monitoring, source identification of pollutants, land use planning policies and regulations, and pollution prevention activities such as education, code enforcement, outreach, public advocacy, and training. Additional discussion on Urban Runoff Management, Section E, is included in the Conservation Element.



*City of San Diego storm drain*

The City has more than 39,000 storm drain structures and over 900 miles of storm drain pipes and channels serving approximately 237 square miles of urbanized development. Many storm water infrastructure projects do not have the opportunity to affect site design or implement other means to keep pollutants from entering storm drain flows. Therefore, prevention through education, outreach, code enforcement, and other efforts continues to be the most effective method of protecting water resources. Secondly, capital improvement investments in storm water structures (curbs, gutters, inlets, catch basins, pipes, and others) determined through Best Management Practices (BMP) are critical in order to reduce pollutant loading to acceptable levels. Public projects should be evaluated for their impact on the storm drain conveyance system and incorporate storm water quality and conveyance structures during the design process. Similarly, private development will mitigate the impacts of its development on the storm water conveyance system while overall system monitoring including the identification of needs is also performed by the City.



In addition to capital investments in storm water structures, operations and maintenance are equally critical to ensure governmental compliance and clean water resources. Furthermore, state regulations require that the City keep track of storm water structure locations and maintenance via inspections, and in some cases, collection and/or reporting of storm water quality monitoring data. The storm drain fee and other sources of funds are instrumental in ensuring compliance with legal mandates and maintaining storm water prevention and conveyance functions.

### Policies

- PF-G.1. Ensure that all storm water conveyance systems, structures, and maintenance practices are consistent with federal Clean Water Act and California Regional Water Quality Control Board NPDES Permit standards.
- PF-G.2. Install infrastructure that includes components to capture, minimize, and/or prevent pollutants in urban runoff from reaching receiving waters and potable water supplies.
- PF-G.3. Meet and preferably exceed regulatory mandates to protect water quality in a cost-effective manner monitored through performance measures.
- PF-G.4. Develop and employ a strategic plan for the City's watersheds to foster a comprehensive approach to storm water infrastructure improvements.
- PF-G.5. Identify and implement BMPs for projects that repair, replace, extend or otherwise affect the storm water conveyance system. These projects should also include design considerations for maintenance, inspection, and, as applicable, water quality monitoring.
- PF-G.6. Identify partnerships and collaborative efforts to sponsor and coordinate pollution prevention BMPs that benefit storm water infrastructure maintenance and improvements.



## H. Water Infrastructure

### Goal

- ◆ A safe, reliable, and cost-effective water supply for San Diego.
- ◆ Water supply infrastructure that provides for the efficient and sustainable distribution of water.

### Discussion

The City treats and delivers more than 200,000 AF (acre feet) per year of water to nearly 1.3 million residents. Its service area is generally located within the south central portion of San Diego County and is approximately 330 square miles. The City's potable water system serves the City and certain surrounding areas, including both retail and wholesale customers. San Diego has a semi-arid coastal climate with coastal areas receiving an average of ten inches of rain annually. The City's historically reliable water supply is credited to its ability to import and store water supplies from the Colorado River and Northern California. The City has no direct control over the imported water supply, but is a member agency of the San Diego County Water Authority (SDCWA), which is responsible for securing the San Diego region's water supply from the Metropolitan Water District of Southern California (MWD).



*Lower Otay Reservoir*



*Lake Miramar Reservoir*

In addition to delivering potable water the City has a recycled water use program to optimize the use of local water supplies, lessen the reliance on imported water, and free up capacity in the potable system. Recycled water gives the City a dependable, year round, locally produced and controlled water resource. It also comprises the water supply imported from the Colorado River. Like most rivers that pass through or near major cities, the Colorado River receives treated municipal wastewater and industrial inflows from 360 upstream dischargers which blend with the river supply of downstream cities. Additional discussion on Water Resources Management, Section D is included in the Conservation Element.



The water system consists primarily of nine surface water reservoirs, three water treatment plants, and 32 treated water storage facilities and more than 3,460 miles of transmission and distribution lines.

**TABLE PF-1 Water Storage and Capacity**

Water Storage Facility	Total 2006 Capacity (in acre feet)	Connection
Lower Otay Reservoir	49,510 AF	Otay Water Treatment Plant
Barrett Reservoir	37,947 AF	Otay Water Treatment Plant
Morena Reservoir	50,206 AF	Otay Water Treatment Plant
El Capitan Reservoir	112,807 AF	Alvarado Water Treatment Plant
San Vicente Reservoir	89,312 AF	Alvarado Water Treatment Plant
Sutherland Reservoir	29,684 AF	Alvarado Water Treatment Plant
Lake Murray Reservoir	4,818 AF	Alvarado Water Treatment Plant
Miramar Reservoir	7,184 AF	Miramar Water Treatment Plant
Lake Hodges Reservoir <sup>1</sup>	30,251 AF <sup>2</sup>	Unconnected to City water treatment operations

1. Will be connected to SDCWAs aqueduct system as part of its Emergency Storage Project.
2. Currently (2005) sells 8,000-10,000 AF per year to neighboring water agencies per contractual agreement.

The City maintains and operates three water treatment plants with a combined total rated capacity of 294 Million Gallons per Day (MGD).

**TABLE PF-2 Water Treatment and Capacity**

Water Treatment Plant	Year Built	Rated 2006 Capacity (in million gallons per day)	Service Area
Miramar Water Treatment Plant	1962	140 MGD <sup>1</sup>	North San Diego (north of San Diego River)
Alvarado Water Treatment Plant	1951	120 MGD <sup>2</sup>	Central San Diego (National City to the San Diego River)
Otay Water Treatment Plant	1940	34 MGD <sup>3</sup>	South San Diego (Border area)

<sup>1</sup> Ongoing improvements will increase rated capacity to 215 MGD by 2011.  
<sup>2</sup> Ongoing improvements will increase rated capacity to 200 MGD by 2011.  
<sup>3</sup> Upon completion of improvements, rated capacity will increase to 40 MGD by 2011.



The City also maintains and operates 32 treated water storage facilities, including steel tanks, standpipes, concrete tanks, and rectangular concrete reservoirs, with capacities varying from less than one million gallons to 35 million gallons. The water system consists of approximately 3,460 miles of pipelines, including transmission lines up to 84 inches in diameter and distribution lines as small as four inches in diameter. In addition, the City maintains and operates over 50 water pump stations that deliver treated water from the water treatment plants to over 268,000 metered service connections in over 90 different pressure zones. The City also maintains several emergency connections to and from neighboring water agencies. The City built the North City Water Reclamation Plant (NCWRP) and the South Bay Water Reclamation Plant (SBWRP) to treat wastewater to a level that is approved for irrigation, manufacturing and other non-drinking, or non-potable purposes. The NCWRP has the capability to treat 30 MGD of sewage and the SBWRP can treat 15 MGD. The recycled water distribution system consists of 66 miles of recycled water pipeline, a nine MGD reservoir and two pump stations. The Conservation Element, Figure CE-4, San Diego County Watersheds, includes the locations of water reservoirs and water reclamation projects.

As imported water supplies become scarce because of population increases, economic growth, and competing regional demands, San Diego must develop additional water resources to ensure an adequate supply for present and future generations. By 2030, the City's water demands are projected to increase by approximately 55 MGD or 25 percent over 2002 levels. To accommodate this demand, the challenge is to continue providing existing and new consumers with a safe and reliable water supply in a cost-effective manner. Maintaining an adequate water supply increasingly relies on conservation. The Conservation Element, Section D, Water Resources Management addresses conservation and water resources planning. The City maintains an Urban Water Management Plan as required by the 1984 Urban Water Management Planning Act. The 2005 Urban Water Management Plan addresses water supply, resource management, improvements needed to accommodate a 20-year demand growth projection, and a water shortage contingency plan. The plan is updated every five years.

## Policies

- PF-H.1. Optimize the use of imported supplies and improve reliability by increasing alternative water sources to: provide adequate water supplies for present uses, accommodate future growth, attract and support commercial and industrial development, and supply local agriculture.
- a. Prepare, implement, and maintain, long-term, comprehensive water supply plans and options in cooperation with the appropriate state and federal agencies, regional authorities, water utilities, and local governments.
  - b. Develop, coordinate, facilitate, and implement water conservation plans and projects that are sustainable in reducing water demands.



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- c. Develop potential groundwater resources and storage capacity, combined with management of surface water in groundwater basins to meet overall water supply and resource management objectives.
  - d. Participate in advanced water treatment processes and non-traditional water production techniques such as brackish groundwater and seawater desalination programs.
  - e. Continue to develop the recycled water customer base, and expand the distribution system to meet current and future demands.
  - f. Consider and evaluate water transfers.
  - g. Optimize storage, treatment and distribution capacity of potable water systems.
- PF-H.2. Provide and maintain essential water storage, treatment, supply facilities and infrastructure to serve existing and future development.
- PF-H.3. Coordinate land use planning and water infrastructure planning with local, state, and regional agencies to provide for future development, maintain adequate service levels, and develop water supply options during emergency situations.
- a. Plan for a water supply and emergency reserves to meet peak load demand during a natural disaster such as a fire or earthquake.
  - b. Plan for water supply and emergency reserves recognizing anticipated Climate Change impacts.
  - c. Recognize the water/energy nexus. Plan and implement water projects after consideration of their energy demands in coordination with energy suppliers to minimize and optimize the energy impact of projects.



## I. Waste Management

### Goals

- ◆ Efficient, economical, environmentally-sound waste collection, management, and disposal.
- ◆ Maximum diversion of materials from disposal through the reduction, reuse, and recycling of wastes to the highest and best use.

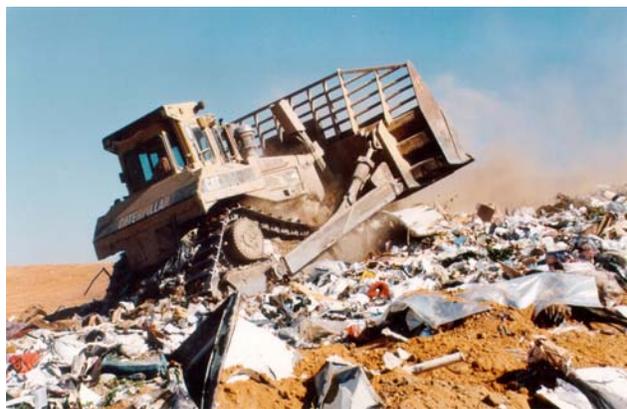
### Discussion

Managing the refuse of society is an essential government function. Waste materials that are not effectively managed, collected, and disposed of, pose a health threat. Solid waste management requires an integrated approach focusing first on health and safety. The City is required to comply with California Public Resources Code requirements for integrated waste management practices. It is also necessary for the City to plan for the current and future disposal needs of San Diego's residents.



*Automated curbside recycling program*

A primary component of any integrated solid waste management strategy is waste reduction. As emphasized in state, county, and City laws and planning documents, the less waste material that is produced in the first place, the better, both from an economic and an environmental perspective. Waste reduction is essential in all facets of society, including the home, government and private offices, farms, manufacturing facilities, and entertainment establishments. Wasted materials cause environmental impacts at each stage of their life cycle. There are impacts associated with the initial manufacture of the material, the transport of the material for sale, and the transport of the material for disposal or recycling. For waste materials that cannot be reduced at the source, local government must take steps to ensure efficient collection, maximum recycling/composting, and safe and environmentally sound disposal. If not recycled or composted, the material takes up space in a landfill.



Local government must continue to take an active role in educating the public about the economic and environmental benefits of waste



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reduction. For example, consumable items should be as durable as possible, with a long and efficient life that prevents wasting of resources. In addition, the City must also continue to provide litter prevention and abatement services.

Even with expanded waste processing requirements and opportunities, such as mixed construction and demolition debris recycling facilities, residual materials from these recycling operations will require safe disposal. The San Diego County Integrated Waste Management Plan, Countywide Siting Element shows that existing disposal facilities do not have the necessary permitted throughput rates (amount of and rate at which waste material can enter the disposal facility) to accommodate projected waste disposal needs in the region. The majority of waste (that is not diverted to beneficial use) is disposed of at the Miramar Landfill, which is expected to be in operation through 2012, and with approval of pending applications, through 2017. The remaining San Diego waste goes to other landfills, including two privately-operated landfills: the Sycamore Landfill, located within the City, and the Otay Landfill, located in the unincorporated area of the County of San Diego. Depending on how much waste is accepted, the Otay Landfill is projected to last through 2025, and the Sycamore Landfill through 2033.

Therefore, although waste diversion is the first priority, disposal must also be planned for. As the City's and the region's landfills near capacity, they must be evaluated for potential expansion, or new disposal sites must be identified to accept the residuals from collection programs and from current and expanded waste processing facilities. The Land Use Element, Figure LU-2, General Plan Land Use and Street System Map, displays the landfills. The City is currently evaluating methods to extend the life of its Miramar Landfill. The City is also reevaluating older facility siting studies and planning for long-term waste management needs, including increased diversion and processing facilities, and continued capacity for disposal of residual materials.

It is the City's responsibility to manage the collection, recycling/composting, and disposal of waste materials. Environmental, economic and regulatory principals should guide the provision of the waste management services necessary to protect public health and safety whether the City provides the service directly or manages it through franchises, land use controls, or other methods.



*Refuse collection trash packer*

### Policies

- PF-I.1. Provide efficient and effective waste collection services.
- Route City and private fleets to minimize truck trip distances and use fuel-efficient vehicles producing low emissions.
  - Design or retrofit City and private operation stations consistent with sustainable development policies (see also Conservation Element, Section A).



- c. Encourage waste reduction and recycling with source-separated collection of materials.
  - d. Provide space for recycling containers and efficient collection.
  - e. Identify additional funding sources for all waste management services.
- PF-I.2. Maximize waste reduction and diversion (see also Conservation Element, Policy CE.A.9).
- a. Conveniently locate facilities and informational guidelines to encourage waste reduction, diversion, and recycling practices.
  - b. Operate public and private facilities that collect and transport waste and recyclable materials in accordance with the highest environmental standards.
  - c. Support resource recovery programs that produce soil additives, mulch, or compost from yard debris and organic waste.
  - d. Maximize the separation of recyclable and compostable materials.
  - e. Collaborate with public and private entities to support the development of facilities that recycle materials into usable products or that compost organic materials.
  - f. Reduce and recycle Construction and Demolition (C&D) debris. Strive for recycling of 100 percent of inert C&D materials and a minimum of 50 percent by weight of all other material.
  - g. Use recycled, composted, and post-consumer materials in manufacturing, construction, public facilities and in other identified uses whenever appropriate.
  - h. Encourage advance disposal fees to prevent the disposal of materials that cause handling problems or hazards at landfills.
  - i. Provide sufficient information on the movement of waste and recyclable materials to meet regulatory requirements at public and private transfer stations and materials recovery facilities to allow adequate planning.
  - j. Reduce subsidies to disposal and encourage incentives for waste diversion.
  - k. Promote manufacturer and retailer responsibility to divert harmful, reusable, and recyclable products upon expiration from the waste stream.
  - l. Encourage the private sector to build a mixed construction and demolition waste materials recycling facility.
  - m. Expand and stabilize the economic base for recycling in the local and regional economy by encouraging and purchasing products made from recycled materials.



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- n. Continuously assess new technologies for recycling, composting, cogeneration, and disposal to maximize efficient use of City resources and environmental protection.
- PF-I.3. Provide environmentally sound waste disposal facilities and alternatives.
- a. Design and operate disposal facilities located within the City, or that serve as a destination for City waste, to meet or exceed the highest applicable environmental standards.
  - b. Identify and investigate alternatives to standard disposal practices as fiscally- and environmentally-sound technologies become available.
  - c. Ensure efficient, environmentally-sound refuse and recyclable materials collection and handling through appropriate infrastructure, alternative fuel use, trip coordination, and other alternatives.
  - d. Ensure environmentally and economically sound disposal options for materials that cannot be effectively reduced, reused, recycled, or composted.
  - e. Plan for disposal needs considering factors such as trip distance and environmentally sound disposal capacity.
  - f. Cooperate on a regional basis with local governments, state agencies, and private solid waste companies to find the best practicable, environmentally safe, and equitable solutions to solid and hazardous waste management.
  - g. Maximize environmental benefit in landfill-based waste diversion and effective load check programs by ensuring that recyclable or hazardous materials do not end up in the landfill.
  - h. Use closed and inactive landfill sites for public benefits, such as provision of energy from waste generated methane, creation of wildlife habitat upon proper remediation or other land uses such as parks determined to be appropriate.
- PF-I.4. Promote litter prevention efforts and practices.
- a. Provide conveniently located public litter containers on public streets and in large public venues and strategically located recyclable materials containers.
  - b. Encourage partnerships and collaborative efforts to sponsor and coordinate neighborhood pride/cleanup events.
  - c. Promote anti-litter education campaign and encourage point of purchase and other funding options to support education and cleanup efforts.
- PF I.5 Plan for sufficient waste handling and disposal capacity to meet existing and future needs. Evaluate existing waste disposal facilities for potential expansion of sites for new disposal facilities.



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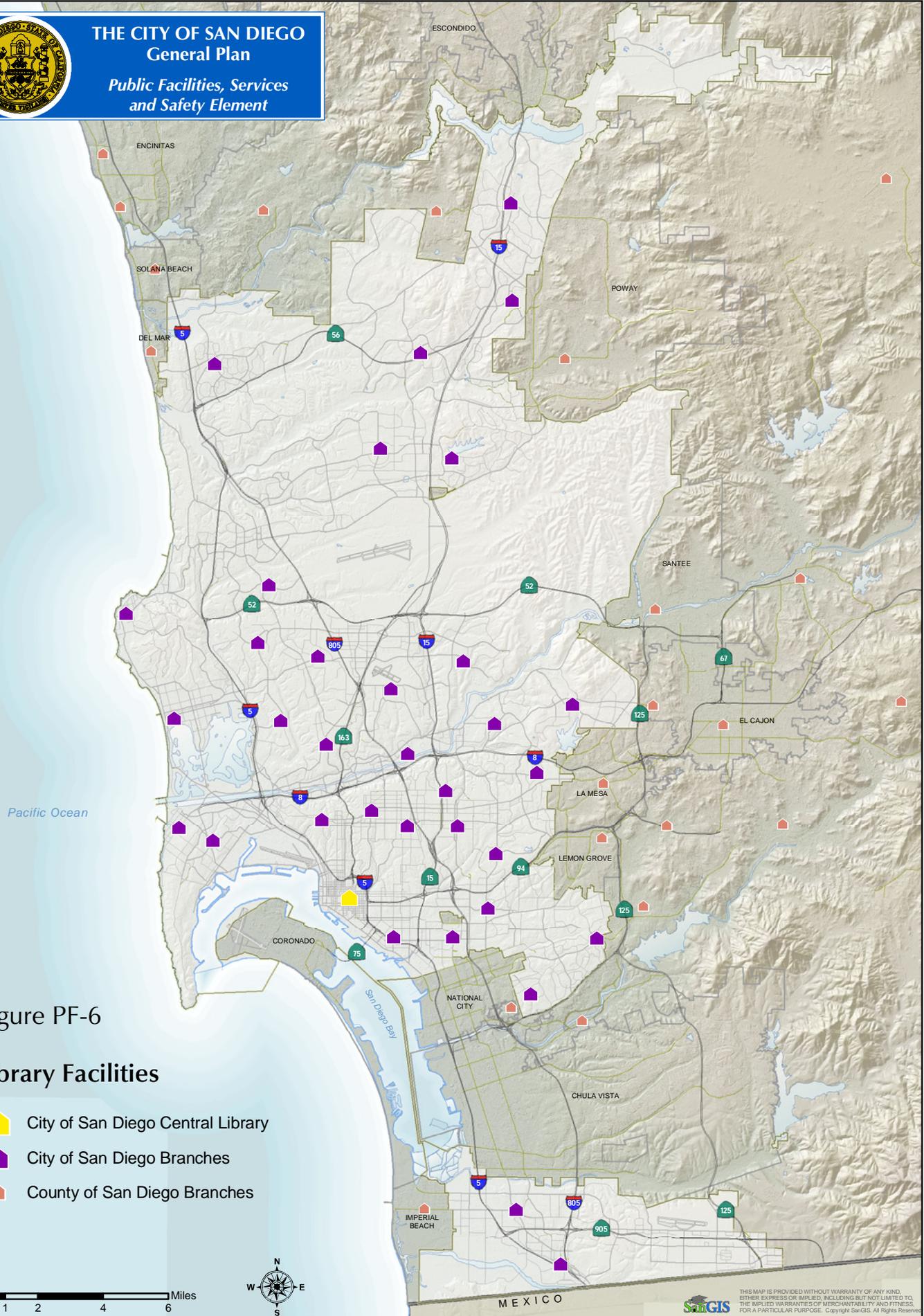


Figure PF-6

**Library Facilities**

-  City of San Diego Central Library
-  City of San Diego Branches
-  County of San Diego Branches



## J. Libraries

### Goals

- ◆ A library system that contributes to the quality of life through quality library collections, technologically improved services, and welcoming environments.
- ◆ A library system that is responsive to the specialized needs and desires of individual communities.

### Discussion

The library system is a primary steward of the diverse cultural heritage of the San Diego community and of the enduring elements of world civilization; it is a portal to the world around us. It is a vital learning presence in the community, providing information objectively and offering lifelong learning opportunities to every citizen through the system's Central Library and 35 branches (see also Figure PF-6, Library Facilities). The Central Library functions as the hub of the library system, and all branches are vitally linked to it for the delivery of their services. Not only does the Central Library serve as the headquarters for the system, but it also supplements the limited collections which branch libraries can offer. The staff, collections, services, physical facilities, and programs exist to provide the best library service possible to all San Diegans. Each library strives to be a welcoming place.



*Linda Vista Branch Library*

The library system conducts regular evaluations of services to adapt to service demands, take advantage of constantly evolving technology, and to provide for facility construction and maintenance costs. Such assessments contribute to the provision of adequate collections that are responsive to community needs. Technological advances will continue to redefine what and how information and materials are provided and other library services. Some of the City's strategic library goals entail enhancing the system's information infrastructure and customers' access to digital information and the internet. While available and applied technologies continue to influence the modern evolution of the library system, the need for physical library facilities will remain an integral aspect of the City's public services. For guidance on the design of libraries (see also Urban Design Element, Section E).

### Policies

- PF-J.1. Develop and maintain a Central Library to adequately support the branch libraries and serve as a major resource library for the region and beyond.



- PF-J.2. Design all libraries with a minimum of 15,000 square feet of dedicated library space, with adjustments for community-specific needs. Library design should incorporate public input to address the needs of the intended service area.
- PF-J.3. Plan for larger library facilities that can serve multiple communities and accommodate sufficient space to serve the larger service area and maximize operational and capital efficiencies.
- PF-J.4. Build new library facilities to meet energy efficiency and environmental requirements consistent with sustainable development policies (see also Conservation Element, Section A).
- PF-J.5. Plan new library facilities to maximize accessibility to village centers, public transit, or schools.
- PF-J.6. Design libraries to provide consistent and equitable services as communities grow in order to maintain service levels which consider operational costs and are based on established guidelines.
- PF-J.7. Pursue joint use of libraries with other compatible community facilities and services including other City operations.
- PF-J.8. Build and maintain a library system that adapts to technological changes, enhances library services, expands access to digital information and the internet, and meets community and library system needs.
- PF-J.9. Adopt an equitable method for securing contributions from those agencies and organizations which benefit from the Central Library's services.

## K. Schools

### Goals

- ◆ A multi-level public and private school system that enables all students to realize their highest potential as individuals and as members of society.
- ◆ Educational facilities that are equitable, safe, healthy, technologically equipped, aesthetically pleasing, sustainable, and supportive of optimal teaching and learning for all students, and welcoming to parents and community members.
- ◆ A public school system that provides opportunities for students to attend schools within their residential neighborhoods as well as choices in educational settings outside their neighborhoods.



## Discussion

One of the most important public services is the provision of schools and the offering of quality education to the residents of the City. San Diego has many levels of public and private educational institutions available: universities and colleges; adult education; numerous junior colleges; and the elementary and secondary school system. Figure PF-7 identifies many of these school facilities. This section addresses the K-12 educational level and presents policies calling for cooperation among the various independent educational authorities within the City.



*Morning Creek Elementary School,  
Poway Unified School District*

School districts must make construction and reconstruction investments to meet the needs of existing and planned housing and demographic shifts. Similarly, to meet the demands of a diverse and competitive economy, other educational institutions must invest in expanding opportunities to accommodate growth, demographic shifts, and increased competition (see also Economic Prosperity Element, Section D).

*The San Diego Unified School District (SDUSD) is a K-12 district and provides educational services to approximately 80 percent of the City of San Diego. In addition to SDUSD, there are 16 smaller districts, including elementary and secondary levels, which service the outlying northern, eastern, and southern areas of the City.*

*The San Diego Unified School District applies the following guidelines in the planning of its school facilities:*

*Elementary schools: maximum enrollment of 700 students. Site of approximately seven acres required to support the educational program.*

*Junior high/middle schools: maximum enrollment of 1,500 students. Site of approximately 15 acres required to support the educational program.*

*Comprehensive senior high schools: maximum enrollment of 2,000 students. Site of approximately 25 acres required to support the educational program.*

A balance must be established between the competing needs of maintaining/developing housing and constructing/expanding schools. Due to limited land availability in urbanized areas, school sites are sometimes chosen that require the removal of existing housing units. The removal of these housing units may displace students that the school was intended to serve, thus reducing the projected student population. Other redevelopment which involves the conversion of housing supporting lower-income families can have the same impact. These multiple and interrelated impacts should be considered carefully in school siting decisions.



# THE CITY OF SAN DIEGO General Plan

## Public Facilities, Services and Safety Element

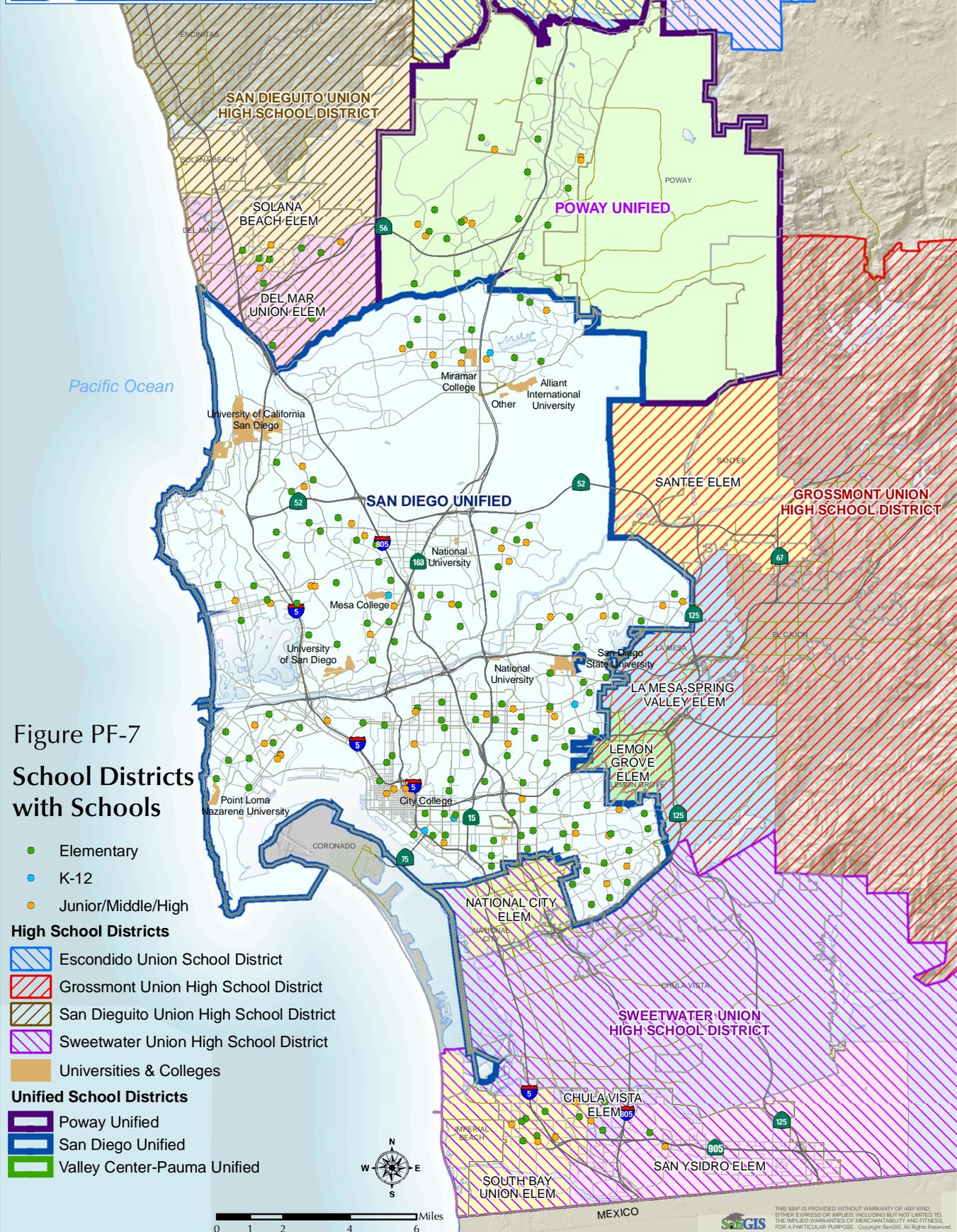


Figure PF-7  
School Districts  
with Schools

- Elementary
- K-12
- Junior/Middle/High

### High School Districts

- Escondido Union School District
- Grossmont Union High School District
- San Dieguito Union High School District
- Sweetwater Union High School District
- Universities & Colleges

### Unified School Districts

- Poway Unified
- San Diego Unified
- Valley Center-Pauma Unified



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School siting and design can also help strengthen communities by providing a center for community activities that extend beyond the school day. Joint use of school facilities can result in a more efficient use of scarce public resources and provide neighborhood/community amenities such as shared use of playing fields, auditoriums that double as community theaters, and libraries, health clinics and other community services incorporated into schools while also designed for greater community access. For additional guidelines on the planning and design of more neighborhood-centered schools (see also Mobility Element, Policy ME-A.2).

*Section 17620 of the California Education Code authorizes school districts to collect fees to mitigate the impact of new development on enrollment in the district. The State Allocation Board determines the maximum level of fees a district can levy for residential and commercial/industrial development.*

### Policies

- PF-K.1. Assist the school districts and other education authorities in resolving problems arising over the availability of schools and educational facilities in all areas of the City.
- PF-K.2. Design schools as community learning centers, recognize them as an integral part of our neighborhoods, and encourage equitable access to quality schools and other educational institutions.
- PF-K.3. Consider use of smaller school sites for schools that have smaller enrollments, and/or incorporate space-saving design features (multi-story buildings, underground parking, placement of playgrounds over parking areas or on roofs, etc.).
- PF-K.4. Collaborate with school districts and other education authorities in the siting of schools and educational facilities to avoid areas with: fault zones; high-voltage power lines; major underground fuel lines; landslides and flooding susceptibility; high-risk aircraft accident susceptibility; excessive noise (see also Noise Element, Table NE-3, Noise Compatibility Guidelines); industrial uses; hazardous material sites, and significant motorized emissions.
- PF-K.5. Work with school districts and other education authorities to better utilize land through development of multi-story school buildings and educational facilities.
- PF-K.6. Expand and continue joint use of schools with adult education, civic, recreational (see also Recreation Element, Section E) and community programs, and also for public facility opportunities.
- PF-K.7. Work with the school districts and other education authorities to develop school and educational facilities that are architecturally designed to reflect the neighborhood and community character, that are pedestrian-and cycling-friendly (see also Mobility Element, Policy ME-A.2), and that are consistent with sustainable development policies (see also Conservation Element, Section A) and urban design policies (see also Urban Design Element, Section A).



- PF-K.8. Work with school districts and other education authorities to avoid environmentally protected and sensitive lands in the siting of schools and educational facilities.
- PF-K.9. Work with school districts and other education authorities in evaluating best use of underutilized school district and other educational authority facilities and land for possible public acquisition and/or joint-use.

## L. Information Infrastructure

### Goals

- ◆ Increased opportunities for connectivity in the information infrastructure system.
- ◆ An information infrastructure system that meets existing and future communication, access, and technology needs.
- ◆ An integrated information infrastructure system that enhances economic viability, governmental efficiency, and equitable universal access.
- ◆ A city that regulates and coordinates telecommunications to ensure and safeguard the public interest.

### Discussion

In January 2000, the City developed its first Information Technology Strategic Plan (ITSP). The ITSP is intended to define the City's vision of the future for information technology and key strategies for achieving this vision. The plan also serves to provide citywide guidance and direction for the management and development of information technology.

The City recognizes that information technology can enable it to achieve its business goals and meet its challenges, including development of more efficient and cost-effective City services. Additionally, the City recognizes the need to develop and maintain the necessary information infrastructure in order to achieve the desired levels of communication, service, business, and access, internally and externally, for all public and private entities.

In addition to internal strategies, the City will continue to pursue and encourage the proper planning and provision of information infrastructure. Unlike planning for traditional



*Information infrastructure is critical to the economy and for efficient services.*



## Public Facilities, Services and Safety Element

infrastructure such as water and sewer lines, planning for high-tech infrastructure has materialized in the new century in the wake of rapidly evolving technologies. The continuous evolution and coalescence of data, telephones, cellular telephones, televisions, video, satellites, personal digital assistants, internet, personal computers, and other technical devices has created a new era of unlimited interactive communications possibilities. Planning, providing, and supporting communication and information infrastructure will provide a vital framework for economic growth, educational opportunities, integrated development patterns, and quality of life issues in San Diego.

### Policies

- PF-L.1. Incorporate appropriate information infrastructure requirements into all relevant local policies, ordinances, and plans.
- PF-L.2. Coordinate with all agencies and programmed project schedules to minimize disruptions to residents and public rights-of-way, and incorporate information infrastructure needs and opportunities.
- PF-L.3. Provide infrastructure to ensure seamless communications and universally available access to data for all internal and external groups.
- PF-L.4. Facilitate economic development citywide, with consideration of the City's status in the border region of Mexico, with adequate provision of an information infrastructure system.
- PF-L.5. Work with private telecommunication service providers to develop and maintain an integrated information infrastructure system.
- PF-L.6. Promote internally and externally cost-efficient delivery of services and exchange of information using telecommunication systems, including "hot zone" designations and other similar strategies.
- PF-L.7. Encourage City departments and other employers to adopt telecommuting, wherever practical, to mitigate traffic congestion, air pollution, environmental concerns, and quality of life issues.
- PF-L.8. Provide incentives for developers to pre-wire new and remodeled residential and non-residential structures to accommodate emerging technologies (fiber optic, wireless, Ethernet, digital subscriber line, voice over internet protocol, internet control panels, and many others) to allow seamless communications citywide.
- PF-L.9. Improve the City's existing emergency telecommunication system so that it can better respond to and mitigate the impacts of various emergency situations.



- PF-L.10. Provide public access workstations in all communities within the City.
- PF-L.11. Support efforts to provide those with disabilities access to the most current technologies.
- PF-L.12. Monitor emerging technologies to develop and maintain an effective information infrastructure system and strategy citywide.
- PF-L.13. Ensure proper reuse, recycling and waste diversion efforts of communications equipment and other technologies upon expiration of use.

## M. Public Utilities

### Goals

- ◆ Public utility services provided in the most cost-effective and environmentally sensitive way.
- ◆ Public utilities that sufficiently meet existing and future demand with facilities and maintenance practices that are sensible, efficient, and well-integrated into the natural and urban landscape.

### Discussion

The California Constitution vests in the California Public Utilities Commission (CPUC), the exclusive power and sole authority to regulate privately-owned or investor-owned public utilities such as San Diego Gas & Electric (SDG&E). This exclusive power extends to all aspects of the location, design, construction, maintenance, and operation of public utility facilities. Nevertheless, the CPUC has provisions for regulated utilities to work closely with local governments and give due consideration to their concerns. The state also regulates energy consumption under Title 24 of the California Code of Regulations. The Title 24 Building Energy Efficiency Standards apply to energy consumed for heating, cooling, ventilation, water heating, and lighting in new residential and non-residential structures.

The primary public utility in the region is SDG&E. This utility provides energy service to 3.3 million consumers through 1.3 million electric meters and more than 800,000 natural gas meters in San Diego and southern Orange counties. The utility's area spans 4,100 square miles. Figure PF-8, Gas and Electric Substations and Transmission Lines, identifies some of SDG&E's facilities within the City. In addition to the major energy utility, there are other prominent utilities serving the City and region. AT&T is the nation's largest telecommunications company providing local residents with integrated communications and entertainment services including IP (Internet Protocol)-based network capabilities which integrate voice, data and video. The dominant providers of communications networks and cable television programs are Cox Communications and Time Warner Cable. In addition to providing high quality cable, high-



## Public Facilities, Services and Safety Element

speed internet, and digital telephone services, they offer the latest technologies to improve economic opportunities and quality of life.

The City also serves as a major public utility provider offering water, sewer, and solid waste management (collection, recycling, and disposal) services. Additional discussion and policies related to these services are provided in the respective sections of this element. In 1991, the City Public Utilities Advisory Commission was established to provide advice and recommendation to the City's elected officials and executive management on matters related to public utilities operations which impact ratepayers and residents of the City.



In 2002, the City formally adopted a policy for the undergrounding of overhead utility lines to protect public health, safety, and general welfare. As of 2005, the City has averaged approximately 30-35 miles of undergrounding each year and plans undergrounding nearly all major and collector streets within the next 20 years and streets in residential areas within approximately 50 years. The San Diego Metropolitan Transit System also functions as a major public utility in San Diego through its management and provision of transportation and transit services.

Providing and planning for adequate public utilities and the means to transmit, convey, or provide the service is essential to ensuring that services and utilities keep pace with anticipated growth. The scarcity of suitable facility sites and the sensitivity of conserved resource areas, especially in urbanized areas where many facilities are located, make planning for sufficient public utilities challenging. Given the increasingly urban nature of southern California, and as the City becomes fully urbanized, it is essential to fully integrate the design and space requirements for public utilities into all planning efforts.

*The City operates a utilities undergrounding program to relocate overhead utility lines underground. This process consists of five primary phases: public hearings, design, notifications, construction, and post construction. The City maintains an informative utilities undergrounding website where the public may access the master plan, get project information and details, and view photos and maps.*



# THE CITY OF SAN DIEGO General Plan

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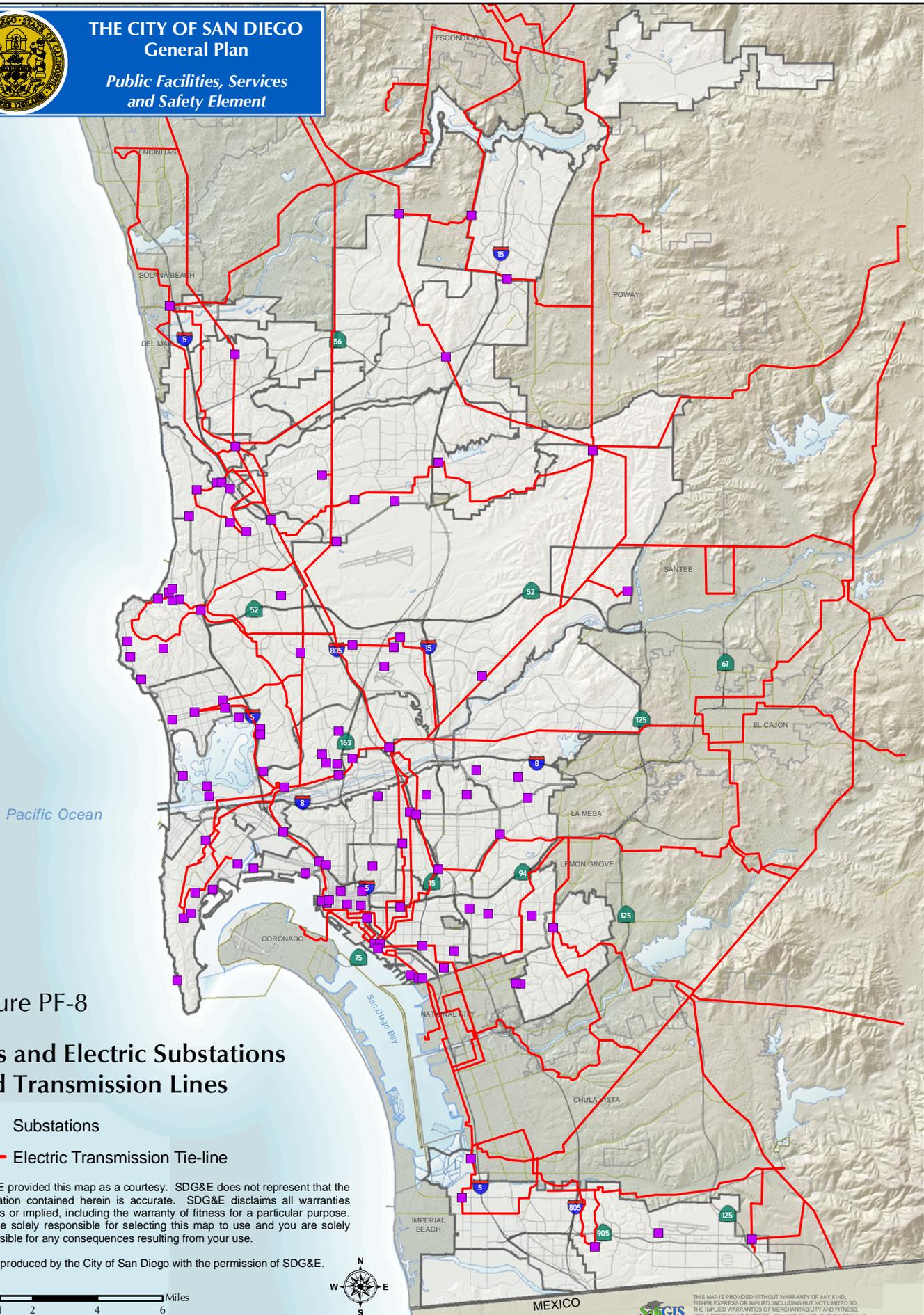


Figure PF-8  
**Gas and Electric Substations  
 and Transmission Lines**

- Substations
- Electric Transmission Tie-line

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### Policies

- PF-M.1. Ensure that public utilities are provided, maintained, and operated in a cost-effective manner that protects residents and enhances the environment.
- PF-M.2. Coordinate with all public and private utilities to focus utility capital investments and design projects to help implement the City of Villages strategy.
- PF-M.3. Integrate the design and siting of safe and efficient public utilities and associated facilities into the early stages of the long range planning and development process, especially in redevelopment/urban areas where land constraints exist.
- PF-M.4. Cooperatively plan for and design new or expanded public utilities and associated facilities (e.g., telecommunications infrastructure, planned energy generation facilities, gas compressor stations, gas transmission lines, electrical substations and other large scale gas and electrical facilities) to maximize environmental and community benefits.
- a. Use transmission corridors to enhance and complement wildlife movement areas and preserved open space habitat as identified in the City's Multiple Species Conservation Program (MSCP).
  - b. Provide adequate buffering and maintained landscaping between utility facilities and residential and non-residential uses, including the use of non-building areas and/or rear setbacks.
  - c. Maximize land use and community benefit by locating compatible/appropriate uses within utility easements/right-of-ways (e.g., passive parkland, natural open space, wildlife movement, urban gardens, plant nurseries, parking, access roads, and trails). Trails can be allowed in these easement/right-of-ways, provided proper indemnification, funding and maintenance is set forth in a written agreement between the public utility, the City, and project developer.
  - d. For projects, in particular large-scale developments (such as those requiring redevelopment plans, community plan updates, general plan amendments), consult and coordinate with all appropriate public utilities early on to determine the type, size, and location of facilities that are needed to accommodate the project's increased demand.
  - e. Incorporate public art with public utility facilities, especially in urban areas.
  - f. Ensure utility projects account for maintenance of community streetscape elements and street trees.
  - g. Coordinate projects in the public right-of-way with all utility providers.



## N. Regional Facilities

### Goal

- ◆ Regional facilities that promote and support smart growth and improve quality of life.

### Discussion

San Diego has a number of facilities serving regional needs which directly affect land use decisions and quality of life. Some of these facilities include: freeways, highways, transit systems, parks, open space, stadiums, convention centers, solid waste, water, sewer, dams, detention, airports, healthcare, port, energy, education, military, and international border facilities. The Mobility Element, Figure ME-4 Intermodal Freight Facilities, identifies several of the region's major facilities and infrastructure.

The region also has an equal or greater number of agencies involved in the provision, regulation, and management of such facilities.

Planning, maintaining, expanding, or constructing new regional facilities requires great coordination and cooperation among participating agencies. The San Diego Association of Governments (SANDAG) is the chief agency responsible for regional planning and transportation issues. While other agencies may be responsible for a particular regional serving facility, SANDAG provides the forum for regional decision-making. SANDAG is accredited with building consensus, making strategic plans, obtaining and allocating resources, plans, engineers, and building public transportation, and providing information on a broad range of topics pertinent to the region's quality of life.

Expansion or construction of new regional facilities will have an impact on all City residents. The City must make efforts to align these capital investments so that they help to implement the City of Villages strategy.



*Interstate 5 near Downtown San Diego*



*Lindbergh Field at San Diego International Airport*



### Policies

- PF-N.1. Assume an active leadership role in planning and implementing regional facility and infrastructure investments through collaborative efforts.
- PF-N.2. Collaborate with public, private, and non-profit agencies to implement alternative investment policies and strategies that support growth in urban locations.
- PF-N.3. Encourage infrastructure investments in regional capital facilities that provide a positive economic impact and leverage for competitive advantages.
- PF-N.4. Coordinate the timing and development of new or expanded regional serving facilities to precede the development they will support.
- PF-N.5. Adopt an equitable mechanism to secure fair-share contributions for both regional infrastructure and regional-serving public facilities within the City which benefit other agencies, organizations, and private parties in the region.

## O. Healthcare Services and Facilities

### Goal

- ◆ Public and private healthcare services and facilities that are easily accessible and meet the needs of all residents.

### Discussion

Healthcare services and facilities are essential to protect and improve health, safety, and quality of life for all residents. Numerous healthcare facilities such as hospitals, emergency centers, clinics, treatment centers, and other similar offices and facilities are located throughout the City and region. The county of San Diego provides a number of healthcare facilities and services for residents. Overall, public, private, and non-profit agencies, provide, a wide range of environmental, mental, physical, public health, and alcohol and drug abuse services.

The City should continue to coordinate with public, private, and non-profit healthcare facility and service providers to help ensure that healthcare services and facilities are available to residents and that siting decisions are integrated with the City's growth strategy. For example, equitably and carefully locating these facilities and services in communities with village characteristics can help meet the healthcare needs of a growing population in a manner that increases accessibility, reduces driving trips, and provides for educational, employment, and training opportunities. For additional guidance on the siting of healthcare facilities and services see also Land Use Element, Section I.



## Policies

- PF-O.1. Encourage the provision of diverse, adequate, and easily accessible healthcare facilities and services to meet the needs of all residents.
- a. Strive to locate healthcare facilities and services near public transit.
- PF-O.2. Coordinate with providers so that the expansion or construction of new healthcare facilities addresses General Plan and community plan goals.
- PF-O.3. Encourage the collocation and joint use of healthcare facilities and services among providers, and as appropriate with any City services.

## P. Disaster Preparedness

### Goals

- ◆ A city and region that, through diligent planning, organizing, and training is able to prevent, respond to, and recover from man-made and natural disasters.
- ◆ Reduced disruptions in the delivery of vital public and private services during and following a disaster.
- ◆ Prompt and efficient restoration of normal City functions and activities following a disaster.



*The City's Emergency Operations Center*

### Discussion

The City's disaster preparedness program emphasizes the prevention of, response to, and recovery from natural, technological, and man-made disasters including acts of terrorism. The program is designed to improve the City's ability to protect employees, the community, and the environment; and to enhance its ability to recover from financial losses, regulatory fines, damages to facilities or equipment, and other impacts on service delivery or business continuity.

Prevention of disasters addresses prevention, mitigation, and educational activities which reduce or eliminate a threat, or reduce its impact on life, health, and property. The response efforts incorporate the functions of planning, training, exercising, and execution and are conducted in accordance with U.S. Department of Homeland Security Office of Domestic Preparedness requirements. In the event of a disaster, recovery efforts, including Local Assistance Center



## Public Facilities, Services and Safety Element

(LAC) operations, are generally oriented toward activities that focus on returning to normalcy after an event. Key to recovery is the process of identifying critical services and their dependencies on infrastructures such as buildings, power, communications, and data systems.

The City's disaster preparedness efforts also include oversight of the City's Emergency Operations Center (EOC). The effort is responsible for maintaining the EOC in a continued state of readiness, training City staff and outside agency representatives in their roles and responsibilities, and coordinating EOC operations when activated in response to an emergency or major event/incident. Additionally, the City is responsible for the development and maintenance of emergency operational documents and guides for City facilities, Qualcomm Stadium, Petco Park, and potential major events or incidents.

*All emergency responders and Emergency Operation Center (EOC) and Department Operation Centers (DOC) operate under the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS). NIMS provides a consistent, flexible, and adjustable national framework within which Federal, State, territorial, tribal, and local governments can work effectively and efficiently together to prepare for, prevent, respond to, and recover from domestic incidents, regardless of their cause, size, location, or complexity. NIMS is required by Homeland Security Presidential Directive (HSPD)-5. SEMS, which integrates NIMS, is intended for managing response to multi-agency and multi-jurisdiction emergencies in California and is required by Government Code §8607(a).*

National and international events continue to focus attention on homeland security and public safety issues. The City is coordinating efforts to improve staff's ability to manage vital information and limited resources during a major emergency such as an earthquake, chemical spill, or act of terrorism, through the use of technology. The City is also responsible for securing and managing homeland security and other grant funds to enhance its, and the region's, security and overall preparedness to prevent, respond to, and recover from any hazard whether natural or man-made.

The City is a participating jurisdiction in San Diego County's 2004 Multi-Jurisdictional Hazard Mitigation Plan as approved by City Council Resolution R-299121 on April 26, 2004 and the Federal Emergency Management Agency (FEMA) on February 22, 2005. The countywide plan identifies risks posed by natural and manmade disasters including fires, earthquakes, landslides, and floods and ways to minimize damage from those disasters. The plan serves many purposes, including enhancing public awareness and understanding, creating a decision tool for management, promoting compliance with state and federal program requirements, enhancing local policies for hazard mitigation capability, and providing inter-jurisdictional coordination. The federal Disaster Mitigation Act of 2000 (P.L.



*City Administration Building Security*



106-390) requires all local governments to create such a disaster plan in order to qualify for funding in the future.

## Policies

- PF-P.1. Ensure operational readiness of the City's EOC.
- PF-P.2. Establish communications with all City elected officials and managers regarding Office of Homeland Security issues.
- PF-P.3. Develop and maintain current, integrated, and comprehensive Emergency Operations and Disaster Plans on an annual basis (see also PF-H.3).
  - a. Prepare and maintain a comprehensive multi-modal evacuation plan.
- PF-P.4. Coordinate the development and implementation of a City business continuity plan to ensure the continuity of operations and government in the event of a major disaster or emergency.
- PF-P.5. Ensure that citywide guidelines for Operational Conditions (OPCON) are aligned with the U.S. Department of Homeland Security and integrated into each City department's procedures and Emergency Operations Plans.
- PF-P.6. Coordinate citywide emergency management and disaster planning and response through the integration of key City departments into the preparedness and decision-making process.
- PF-P.7. Develop a comprehensive exercise program consistent with the U.S. Department of Homeland Security Office of Domestic Preparedness requirements.
- PF-P.8. Coordinate with other urban area jurisdictions to execute a variety of exercises to test operational and emergency plans.
- PF-P.9. Collaborate with other local, state, and federal jurisdictions and private entities to plan and promote the integration and improvement of regional response capabilities.
- PF-P.10. Facilitate the execution of the City's Community Emergency Response Team (CERT) program to meet the requirements set forth by the Emergency Preparedness and Response directorate of the U.S. Department of Homeland Security and the San Diego Citizen's Corps Council.
- PF-P.11. Ensure that disaster recovery efforts involving the disposal of materials adhere to the policies in Section I of this element.
- PF-P.12. Develop, implement, and sustain a robust disaster preparedness community outreach and education program.



PF-P.13. As part of the community plan update process, update plans and zoning to limit future development in hazard areas.

PF-P.14. Continue to participate in and implement the San Diego County Multi-Jurisdictional Hazard Mitigation Plan to further coordinate hazard mitigation planning on a regional level.

## Q. Seismic Safety

### Goals

- ◆ Protection of public health and safety through abated structural hazards and mitigated risks posed by seismic conditions.
- ◆ Development that avoids inappropriate land uses in identified seismic risk areas.

### Discussion

The fundamental objective of the seismic safety policies is to reduce the risk of hazard resulting from future seismic and related events. The seriousness of seismic risk to public safety is a function not only of local seismic conditions, but also a public awareness of the seismic hazards present, and the effectiveness of mitigation policies and practices utilized to reduce the risk resulting from the hazards. This section identifies existing and potential land use planning efforts which are instrumental in planning for seismic safety.

Southern California is considered one of the most seismically active regions in the United States, with numerous active faults and a history of destructive earthquakes. San Diego is located approximately 100 miles west of the San Andreas Fault, the predominate earthquake hazard in the state, and is close to several large active faults capable of producing intense ground shaking. Faults influencing local seismicity include the Elsinore, San Jacinto, Coronado Bank, San Diego Trough, San Clemente, and La Nación. In addition, the downtown area of the City is underlain by the active Rose Canyon Fault. Local geologic maps show that most neighborhoods in San Diego are underlain by numerous smaller faults (see also Figure PF-9 Geo-Technical Relative Risk Areas).

Situated in such proximity to large faults creates a significant seismic risk to the City. Damage to structures and improvements caused by a major earthquake will depend on the distance to the epicenter, the magnitude of the event, the underlying soil, and the quality of construction. The severity of an earthquake can be expressed in terms of both intensity and magnitude. The magnitude of an earthquake is measured by the amount of energy released at the source of the quake. The Richter scale, developed in the 1930s for Southern California, is used to rapidly define earthquake size and estimate damage.



The City uses the San Diego Seismic Safety Study, a set of geologic hazard maps and associated tables, as a guideline to correlate acceptable risk of various land uses with seismic (and geologic) conditions identified for the site. Large and complex structures, and places attracting large numbers of people, are most restricted as to geographic location based on site conditions. These facilities include dams, bridges, emergency facilities, hospitals, schools, churches, and multi-story, high-density residential structures. Low and medium residential development is considered land use of a lesser sensitivity and is therefore "suitable" or "provisionally suitable" (requiring mitigation) under most geologic conditions. Uses with only minor or accessory structures can be located on sites with relatively greater risk due to lower user-intensity associated with activities such as parks and open space, agriculture, and most industrial land uses. Geotechnical investigations are required to be performed prior to site development. The scope of investigations can range from feasibility surveys to extensive field exploration and engineering/geologic/seismic analyses depending upon the complexity of site conditions and the intensity of the proposed land use.

San Diego has been required to enforce the State Earthquake Protection Law (Riley Act of 1933) since its enactment in 1933. However, the seismic resistance requirements of the law were minimal for many years and San Diego did not embrace more restrictive seismic design standards until the adoption of the 1952 Uniform Building Code. Other applicable state regulations include the Alquist-Priolo Earthquake Fault Zoning Act, the Seismic Hazards Mapping Act, and the Unreinforced Masonry Law.

The California Earthquake Loss Reduction Plan was developed by the California Seismic Safety Commission in fulfillment of a mandate enacted by the Legislature in the California Earthquake Hazards Reduction Act of 1986. The plan is a comprehensive strategic document that sets forth the vision for a safer California and provides guiding policies. Incorporating lessons learned from all previous earthquakes, the plan is periodically updated for approximately five-year timeframes to continue to support new and ongoing efforts to protect California residents and the built environment. Such efforts are effective in reducing damage and injury from succeeding earthquakes. The City's development guidelines are consistent with state regulations and requirements.



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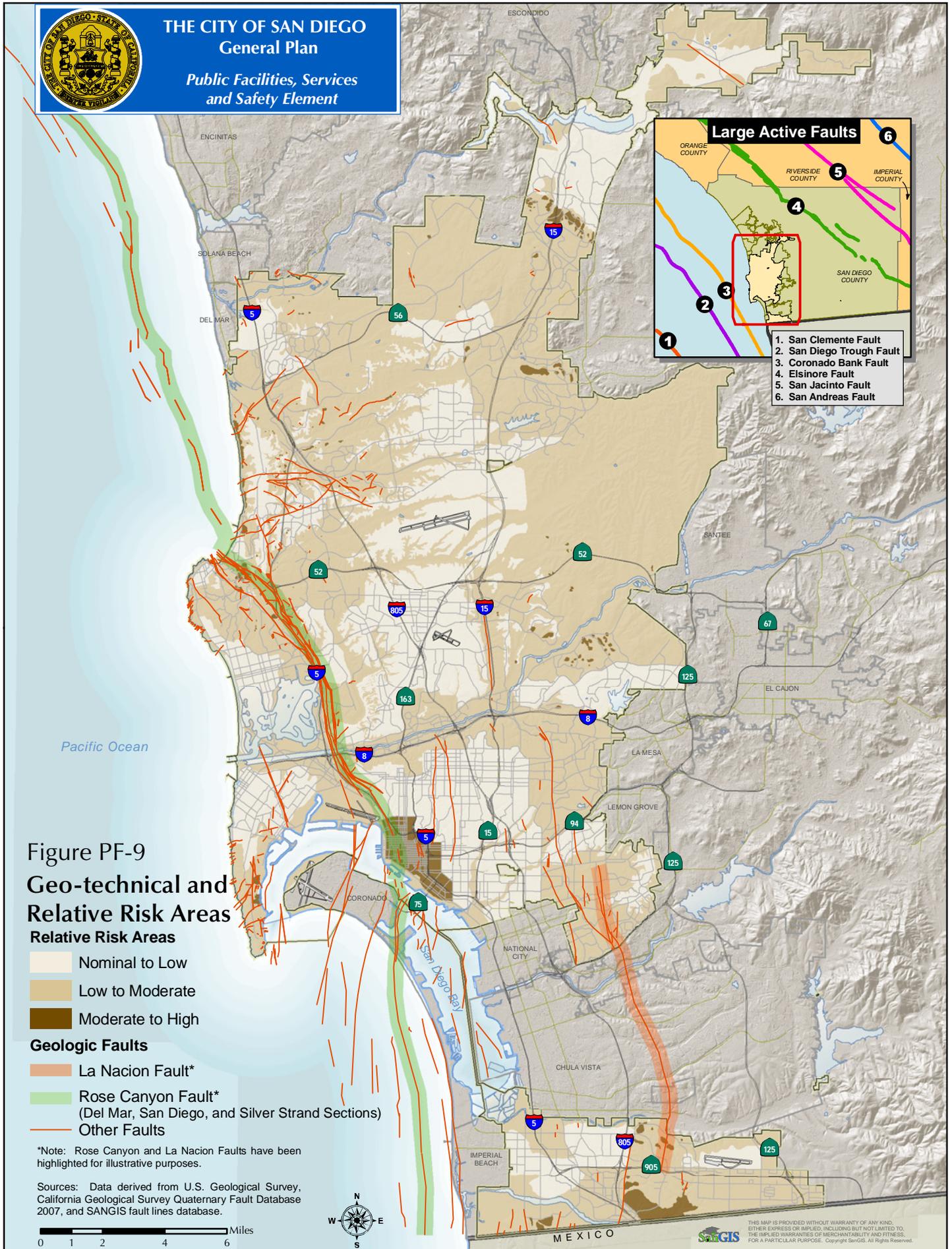


Figure PF-9  
**Geo-technical and  
Relative Risk Areas**

**Relative Risk Areas**

- Nominal to Low
- Low to Moderate
- Moderate to High

**Geologic Faults**

- La Nacion Fault\*
- Rose Canyon Fault\*  
(Del Mar, San Diego, and Silver Strand Sections)
- Other Faults

\*Note: Rose Canyon and La Nacion Faults have been highlighted for illustrative purposes.

Sources: Data derived from U.S. Geological Survey, California Geological Survey Quaternary Fault Database 2007, and SANGIS fault lines database.



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Table PF-3 identifies those seismic, geologic, and structural hazards which the City must consider in all planning and development efforts.

**TABLE PF-3 Seismic, Geologic, and Structural Hazards**

Seismic Hazards	
Ground Shaking	<p>When a break or rapid relative displacement occurs along the two sides of a fault, the tearing and snapping of the earth's crust creates seismic waves which are felt as a shaking motion at the ground surfaces. The most useful measure of severity of ground shaking for planning purposes is the Modified Mercalli Intensity scale. This scale, ranging from Intensities I to XII, judges shaking severity by the amount of damage it produces. Intensity VII marks the point at which damage becomes significant. Intensity VIII and above correspond to severe damage and problems that are of great community concern.</p> <p>For comparison, the Rose Canyon Fault, capable of producing a 6.9 magnitude earthquake, would have an intensity of VII-IX. Intensity IX earthquakes are characterized by great damage to structures including collapse.</p>
Ground Displacement	<p>Ground displacement is characterized by slippage along the fault, or by surface soil rupture resulting from displacement in the underlying bedrock. Such displacement may be in any direction and can range from a fraction of an inch to tens of feet.</p> <p>In San Diego, exposures are generally poor and most faults are either potentially active or inactive. However, if ground displacement were to occur locally, it would most likely be on an existing fault.</p> <p>Failure of the ground beneath structures during an earthquake is a major contributor to damage and loss of life. Many structures would experience severe damage from foundation failures resulting from the loss of supporting soils during the earthquake.</p>
Seismically Induced Settlement / Subsidence	<p>Settlement of the ground may come from fault movement, slope instability, and liquefaction and compaction of the soil at the site. Settlement is not necessarily destructive. It is usually differential settlement that damages structures. Differential or uneven settlement occurs when the subsoil at a site is of non-uniform depth, density, or character, and when the severity of shaking varies from one place to another.</p>
Liquefaction	<p>Liquefaction is a process by which water-saturated granular soils transform from a solid to a liquid state during strong ground shaking.</p>
Soil Lurching	<p>Soil lurching is the movement of land at right angles to a cliff, stream bank, or embankment due to the rolling motion produced by the passage of surface waves. It can cause severe damage to buildings because of the formation of cracks in the ground surface. The effects of lurching are likely to be most significant near the edge of alluvial valleys or shores where the thickness of soft sediments varies appreciably under a structure.</p>
Tsunamis and Seiches	<p>A tsunami is a sea wave generated by a submarine earthquake, landslide, or volcanic action. A major tsunami from either of the latter two events is considered to be remote for the San Diego area. However, submarine earthquakes are common along the edge of the Pacific Ocean, and all of the Pacific coastal areas are therefore exposed to the potential hazard of tsunamis to a greater or lesser degree. A seiche is an earthquake-induced wave in a confined body of water, such as a lake, reservoir, or bay.</p>



**TABLE PF-3 Seismic, Geologic, and Structural Hazards** (Continued)

Geologic Hazards	
Landslide and Slope Stability	<p>Old landslides and landslide-prone formations are the principal non-seismic geologic hazards with the City. Conditions which should be considered in regard to slope instability include inclination, characteristics of the soil and rock orientation of the bedding, and the presence of groundwater.</p> <p>The causes of classic landslides start with the preexisting condition inherent within the rock body itself that can lead to failure. The actuators of landslides can be both natural events such as earthquakes, rainfall and erosion and human activities such as grading and filling.</p> <p>Some of the areas where landslides have occurred are: Otay Mesa; the east side of Point Loma; the vicinities of Mount Soledad, Rose Canyon, Sorrento Valley, and Torrey Pines; portions of Rancho Bernardo and Los Peñasquitos; and along Mission Gorge in the vicinity of the second San Diego Aqueduct.</p>
Coastal Bluffs	<p>Coastal bluffs are land features that have resulted from the actions of sea wave forces on geologic formations and soil deposits. Geologic factors that affect the stability of bluffs include rock type, jointing and fracturing, faulting and shear zones, and base erosion. Where bluffs are eroding quickly, measures to reduce bluff degradation may be necessary in order to preserve the bluff line.</p> <p>In the Torrey Pines area, the coastal bluffs have experienced sizeable landslides where oversteepening of the sea cliff has resulted in unstable conditions. In addition, rock falls have occurred in the Sunset Cliffs area due to undermining of the sandstone.</p>
Debris Flows or Mudslides	<p>A debris flow or mudslide is a form of shallow landslide involving soils, rock, plants, and water forming a slurry that flows downhill. This type of earth movement can be very destructive to property and cause significant loss during periods of heavy rainfall. The City is susceptible to mudslides due to abundant natural, hilly terrain and steep manufactured slopes. Steeply graded slopes tend to be difficult to landscape and are often planted with shallow-rooted vegetation on a thin veneer of topsoil. When saturated, these loose soils behave like a liquid and fail.</p>
Buildings	<p>It is roughly estimated that about 800 (mainly nonresidential) masonry buildings within the City may constitute structural hazards. The majority of these are located in the downtown area; however, appreciable numbers are also found in the older sections of the Hillcrest, North Park, and La Jolla business districts, among others. Policies regulating the rehabilitation of such structures, and construction of new structures, are addressed in the City's Land Development Code.</p>
Utility Systems	<p>Utility systems are peculiarly subject to failure in earthquakes because of their largely underground location, and the inevitability that some lines will cross faults. Major transmission lines crossing fault zones should be carefully designed and constructed so that ground movement can be accommodated. In general, this suggests the use of flexible pipe and rubber ring joints rather than rigid lengths of pipe that are welded or glued. Frequent valving to permit the isolation of broken mains is also indicated, along with provision for utilizing redundant routes or systems.</p>



## Policies

- PF-Q.1. Protect public health and safety through the application of effective seismic, geologic and structural considerations.
- a. Ensure that current and future community planning and other specific land use planning studies continue to include consideration of seismic and other geologic hazards. This information should be disclosed, when applicable, in the California Environmental Quality Act (CEQA) document accompanying a discretionary action.
  - b. Maintain updated citywide maps showing faults, geologic hazards, and land use capabilities, and related studies used to determine suitable land uses.
  - c. Require the submission of geologic and seismic reports, as well as soils engineering reports, in relation to applications for land development permits whenever seismic or geologic problems are suspected.
  - d. Utilize the findings of a beach and bluff erosion survey to determine the appropriate rate and amount of coastline modification permissible in the City.
  - e. Coordinate with other jurisdictions to establish and maintain a geologic "data bank" for the San Diego area.
  - f. Regularly review local lifeline utility systems to ascertain their vulnerability to disruption caused by seismic or geologic hazards and implement measures to reduce any vulnerability.
  - g. Adhere to state laws pertaining to seismic and geologic hazards.
- PF-Q.2. Maintain or improve integrity of structures to protect residents and preserve communities.
- a. Abate structures that present seismic or structural hazards with consideration of the desirability of preserving historical and unique structures and their architectural appendages, special geologic and soils hazards, and the socio-economic consequences of the attendant relocation and housing programs.
  - b. Continue to consult with qualified geologists and seismologists to review geologic and seismic studies submitted to the City as project requirements.
  - c. Support legislation that would empower local governing bodies to require structural inspections for all existing pre-Riley Act (1933) buildings, and any necessary remedial work to be completed within a reasonable time.