



THE CITY OF SAN DIEGO



# ANNUAL REPORT for Fiscal Year 2021

## TIERRASANTA MAINTENANCE ASSESSMENT DISTRICT

under the provisions of the

**San Diego Maintenance Assessment District Procedural Ordinance  
of the San Diego Municipal Code**

**Prepared For  
City of San Diego, California**



**Prepared By  
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**June 2020**

# **CITY OF SAN DIEGO**

## **Mayor**

Kevin Faulconer

## **City Council Members**

Barbara Bry  
District 1 (Council President Pro Tem)

Jennifer Campbell  
District 2

Chris Ward  
District 3

Monica Montgomery  
District 4

Mark Kersey  
District 5

Chris Cate  
District 6

Scott Sherman  
District 7

Vivian Moreno  
District 8

Georgette Gómez  
District 9 (Council President)

## **City Attorney**

Mara W. Elliott

## **Chief Operating Officer**

Kris Michell

## **City Clerk**

Elizabeth Maland

## **Independent Budget Analyst**

Andrea Tevlin

## **City Engineer**

James Nagelvoort

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# Annual Report for Fiscal Year 2021

## Tierrasanta

### Maintenance Assessment District

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#### Preamble

Pursuant to §65.0220 of the “San Diego Maintenance Assessment District Procedural Ordinance” (being Division 2, Article 5, Chapter 6 of the *San Diego Municipal Code*) and City of San Diego Council Resolution No. R-310618 passed on July 22, 2016, authorizing the continued levy of assessments for the life of the TIERRASANTA MAINTENANCE ASSESSMENT DISTRICT (hereinafter referred to as “District”), and in accordance with applicable provisions of “Proposition 218” (being Article XIID of the California Constitution), and provisions of the “Proposition 218 Omnibus Implementation Act” (being California Senate Bill 919) (the aforementioned provisions are hereinafter referred to collectively as “applicable law”), and in accordance with Resolution No. \_\_\_\_\_, adopted by the CITY COUNCIL OF THE CITY OF SAN DIEGO, COUNTY OF SAN DIEGO, STATE OF CALIFORNIA, and in connection with the annual proceedings for the District, EFS Engineering, Inc., as Assessment Engineer to the City of San Diego, submits herewith this annual report for the District as required by §65.0220 of the “San Diego Maintenance Assessment District Procedural Ordinance.”

DATE OF FINAL PASSAGE BY THE CITY OF SAN DIEGO,  
COUNTY OF SAN DIEGO, STATE OF CALIFORNIA, ON THE  
\_\_\_\_\_ DAY OF \_\_\_\_\_, 2020.

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Elizabeth Maland, CITY CLERK  
CITY OF SAN DIEGO  
STATE OF CALIFORNIA

## Executive Summary

**Project:** Tierrasanta  
Maintenance Assessment District

**Apportionment Method:** Equivalent Benefit Unit (EBU)

	<b>FY 2020</b>	<b>FY 2021 <sup>(1)</sup></b>	<b>Maximum <sup>(2)</sup> Authorized</b>
<b>Total Parcels Assessed:</b>	6,716	6,716	--
<b>Total Estimated Assessment:</b>	\$781,695	\$796,758	--
<i>Zone 1</i>	\$681,385	\$694,517	--
<i>Zone 2</i>	\$100,310	\$102,241	--
<i>Zone 3</i>	\$0	\$0	--
<b>Total Number of EBUs:</b>	9,645.99	9,645.99	--
<i>Zone 1</i>	8,408.21	8,408.21	--
<i>Zone 2</i>	1,237.78	1,237.78	--
<i>Zone 3</i>	0.00 <sup>(3)</sup>	0.00 <sup>(3)</sup>	--
<b>Assessment per EBU:</b>	\$81.04	\$82.60	\$82.61 <sup>(4)</sup>

<sup>(1)</sup> FY 2021 is the City's Fiscal Year 2021, which begins July 1, 2020 and ends June 30, 2021. Total Parcels Assessed, Total Estimated Assessment, and assessment apportionment factors may vary from prior fiscal year values due to parcel changes and/or land use re-classifications.

<sup>(2)</sup> Maximum authorized assessment rate subject to cost-indexing as approved by property owners at the time of District formation.

<sup>(3)</sup> Zone 3 will not be assessed until such time as there is greater certainty about the completion/extension of Santo Road to the south.

<sup>(4)</sup> Prior fiscal year's maximum authorized annual assessment rate increased by cost-indexing factor of 1.93%.

**Annual Cost-Indexing:** The maximum authorized assessment rates are cost-indexed and will increase (or decrease) annually based on the annual change in the *San Diego Consumer Price Index for Urban Consumers* (SDCPI-U).

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## Background

The Tierrasanta Maintenance Assessment District (District), originally known as the “Tierrasanta Open Space Maintenance District,” was established by the City of San Diego (City) on September 26, 1972 by City Council Resolution R-206592. The District was subsequently re-formed on August 5, 1997 by City Council Resolution R-289048 primarily for purposes of compliance with Proposition 218 and to permit future cost-indexing. The purpose of the District was, and still is, to fund specifically identified improvements and activities within the boundary of the District.

In conformity with §65.0221 of the “San Diego Maintenance Assessment District Procedural Ordinance,” the City adopted Resolution No. R-310618 on July 22, 2016, approving the annual budget and assessments for Fiscal Year 2017, and authorizing the levy of the assessments for the life of the District, consistent with the benefit findings and assessment apportionment method contained in the approved formational and all subsequently updated Engineer’s Reports (Engineer’s Reports). The Engineer’s Reports are on file with the City Clerk, and incorporated herein by reference.

The District is authorized and administered under the provisions of the “San Diego Maintenance Assessment District Procedural Ordinance.” This annual report has been prepared pursuant to the requirements of §65.0220 of the “San Diego Maintenance Assessment District Procedural Ordinance.”

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## District Boundary

The District boundary is generally depicted in **Exhibit A**. The District Boundary Map and Assessment Diagram are on file in the Maintenance Assessment Districts section of the Parks and Recreation Department of the City, and, by reference, are made a part of this annual report.

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## Project Description

The authorized assessments will be used to fund specifically identified improvements and activities within the District. The District improvements and activities generally consist of maintenance and servicing of dedicated open space areas (containing natural trees and vegetation, walking trails, picnic areas, benches, and drainage facilities), landscaped medians, hardscaped medians, parks, and various street lights and signs in the District. The approximate location of the improvements is generally shown on **Exhibit A**.

For additional detail as to the location, type of improvements, and activities performed by the District, please refer to the maps, improvement plans, engineering drawings, maintenance specifications, the Engineer's Reports and other associated documents on file with the Maintenance Assessment Districts section of the Parks and Recreation Department of the City. These documents, collectively, are incorporated herein by reference and made part of this annual report.

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## Separation of General and Special Benefits

The identified improvements and activities provide benefits to the parcels located within the District. These benefits are "special benefits" to the extent that they are above and beyond the City's standard level of service, and exclusive of those "general benefits" provided to the public at large or properties located outside the District. By law, only "special benefits" are assessable.

The assessments presented in this annual report are based on the cost of improvements and activities determined to provide "special benefits" in accordance with the Engineer's Reports. For additional detail relative to the separation and quantification of general and special benefits for the District, please refer to the Engineer's Reports, on file with the Maintenance Assessment Districts section of the Parks and Recreation Department of the City.

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## Cost Estimate

The estimated annual budget (Revenue & Expense Statement) is included as **Exhibit B**. The "Other Contributions (Non Assessment Source)" revenue contained in the budget includes the value of improvements and activities determined to provide "general benefits." The District budget with full detail is available for public reference in the Maintenance Assessment Districts section of the Parks and Recreation Department of the City.

## Annual Cost-Indexing

The maximum authorized assessment set forth in the Engineer's Reports is permitted to increase annually based on the published change in the "San Diego Consumer Price Index for Urban Consumers" (SDCPI-U). The annual change in second half SDCPI-U values, as compiled by the *U.S. Bureau of Labor Statistics* (see [www.bls.gov](http://www.bls.gov)), for the prior year period was from 295.018 to 300.718 (a 1.93% increase). In accordance with the approved cost-indexing provisions, the maximum authorized assessment rate has been increased by 1.93%.

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## Method of Apportionment

### Estimated Benefit of the Improvements

Dedication of open space is consistent with the goals of both the City's General Plan and the Tierrasanta Community Plan. Open space provides benefit through preserving natural resources, controlling urban form, providing for outdoor recreation, providing for the public health and safety, and serving as drainage corridors and view corridors. Open space also produces lower development density, which benefits the community's residents by not further increasing traffic congestion, noise levels, and storm water runoff pollutants. These open space assets, generally dedicated to the public during the development process, require ongoing management and maintenance to maintain their functionality, aesthetics, and continued contribution to the quality of life in the community.

The Transportation Element of the City's General Plan and the general policy recommendations found in the Tierrasanta Community Plan establish several goals for the community's transportation system. The major and arterial streets within the District are the backbone of the street network within the community. They serve as the primary access routes for inter-community and intra-community trips and thus serve all parcels within the community. All parcels within the District benefit from the enhancement of these streets and the enhanced community image provided the District improvements and activities.

The District improvements and activities are consistent with the Plans' goals for safety and pleasing aesthetics. The maintenance for these enhanced assets, since installation, has been funded through the District.



## Apportionment Methodology

The total cost associated with District improvement and activities will be assessed to the various parcels in the District in proportion to the estimated Equivalent Benefit Units (EBUs) assigned to a parcel in relationship to the total EBUs of all the parcels in the District.

EBUs for each parcel have been determined as a function of three factors, a Land Use Factor, a Benefit Factor, and a Location Factor, related as shown in the following equation:

$$\text{EBUs} = (\text{Acres or Units}) \times \text{Land Use Factor} \times \text{Benefit Factor} \times \text{Location Factor}$$

Each of these factors is discussed and developed below.

### *Land Use Factor*

Since the District improvements and activities are primarily associated with the Transportation Element of the General and Community Plans, trip generation rates for various land use categories (as previously established by the City's Transportation Planning Section) have been used as the primary basis for the development of Land Use Factors. While these trip generation rates strictly address only vehicular trips, they are also considered to approximately reflect relative trip generation for other modes of transportation (e.g., pedestrian trips, bicycle trips, etc.), and are considered the best available information for these other transportation modes.

The special benefits of open space and landscape improvements and activities are linked to trip generation primarily by the public safety and aesthetic enhancement enjoyed by travelers through the community. The special benefits associated with open space areas are linked to trip generation primarily by their contribution of aesthetics and view corridors which break the monotony of travel. Thus, trip generation rates provide the required nexus and basis for assigning ratios of maximum potential benefit to the various land use/zoning classifications as defined by the City's Municipal Code.

Land use/zoning classifications have been grouped with averaged trip generation rates assigned to establish the Land Use Factors as shown in **Table 1**.

**TABLE 1: Land Use Factors**

Land Use/Zoning	Code	Land Use Factor
Residential – Single Family (detached)	SFD	1.0 per dwelling unit
Residential – Condominium	CND	0.7 per dwelling unit
Residential – Multi-Family & Apartment	MFR	0.7 per dwelling unit
Commercial – Office & Retail	COM	45.0 per acre
Educational – Primary & Secondary	EPS	5.0 per acre
Fire/Police Station	FPS	15.0 per acre
House of Worship	CRH	2.8 per acre
Open Space (designated)	OSP	0.0 per acre
Park – Developed	PKD	5.0 per acre
Park – Undeveloped	PKU	0.5 per acre
Recreational Facility	REC	3.0 per acre
Street/Roadway	STR	0.0 per acre
Undevelopable	UND	0.0 per acre
Utility Facility	UTL	3.0 per acre

Designated Open Space serves primarily to preserve natural landscape and habitat. While access for study and passive recreation is sometimes permitted, these activities are usually allowed only to the limited extent consistent with the primary purpose of natural preservation. Since this land is essentially “unused” in the customary terms of land use (which relate to human use, not use by nature), the trip generation rate is zero. Therefore, the designated Open Space receives no benefit from the Transportation Element and has been assigned a Land Use Factor of zero.

While those traveling streets and roadways enjoy the District improvements and activities during their travel, the actual benefit of this enjoyment accrues to the lands at the origins and destinations of their trips, not to the lands of the streets and roadways, themselves. Accordingly, the Streets/Roadways category receives no benefit and has been assigned a Land Use Factor of zero.

### ***Benefit Factor***

The Land Use Factor described above reflects the relative intensity of use (or potential use) of the various parcels of land to be assessed. It does not address the relationship of this use to the specific District improvements and activities. This relationship is reflected in the Benefit Factor utilized in the assessment methodology.

In determining the Benefit Factor for each land use category, the subcomponents of the benefits of District improvements and activities considered may include some or all of the following: public safety, view corridors and aesthetics, enhancement of community identity, drainage corridors, and recreational potential. As Benefit Factors and their subcomponents are intended to reflect the particular relationships between specific land uses within a district and the specific District improvements and activities, Benefit Factors will generally vary from one district to another, based on the specific character and nature of the applicable land uses and improvements and activities.

The applicable benefit subcomponents and resultant composite Benefit Factors determined for the various land use/zoning categories within this District are as shown in **Table 2**.

**TABLE 2: Benefit Factors by Land Use**

<b>Land Use/Zoning</b>	<b>Public Safety (Max. 0.2)</b>	<b>Aesthetics (Max. 0.4)</b>	<b>Drainage (Max. 0.2)</b>	<b>Recreation (Max. 0.2)</b>	<b>Composite Benefit Factor (max. 1.0)</b>
All Residential	0.2	0.4	0.2	0.2	1.0
Commercial – Office & Retail	0.2	0.2	0.2	0.0	0.6
Educational – Primary & Secondary	0.2	0.2	0.2	0.0	0.6
House of Worship	0.2	0.2	0.2	0.0	0.6
Fire/Police Station	0.2	0.2	0.2	0.0	0.6
Open Space (designated)	0.2	0.0	0.0	0.0	0.2
Park – Developed	0.2	0.0	0.0	0.0	0.2
Park – Undeveloped	0.2	0.0	0.0	0.0	0.2
Recreational Facility	0.2	0.0	0.0	0.0	0.2
Street/Roadway	0.2	0.0	0.0	0.0	0.2
Undevelopable	0.2	0.0	0.0	0.0	0.2
Utility Facility	0.2	0.0	0.0	0.0	0.2

**Public Safety.** All land uses are considered to receive the maximum available benefit from the public safety element of District improvements and activities. Public safety is essential to all land uses, and even to lands, such as designated Open Space, held in stewardship with only incidental human use.

**Aesthetics.** The degree of benefit received from the aesthetic qualities of landscaped and hardscaped roadway medians and rights-of-way maintained by the District varies among land use categories. Generally, by nature of their use, residential lands receive the greatest benefit from the reduced traffic congestion, reduced noise levels, greater separation from traffic and generally more tranquil environment provided by open space areas,

landscaped roadway medians and rights-of-way. Commercial and institutional uses, on the other hand, often thrive on higher densities, greater traffic access, and a higher level of activity in the vicinity of their enterprises. These uses, accordingly, receive a lesser degree of benefit from the general insulation and separation provided by the aesthetic elements of District improvements and activities.

Generally commercial and business districts require large areas of flat land and are constructed in the larger valley or mesa areas, which typically include less designated open space. On the other hand, residential neighborhoods can be sculpted into the areas of irregular terrain common to San Diego, which generally incorporate a greater amount of open space adjacent to the community's residential land use parcels. The proximity of open space to residential parcels creates a greater benefit to residential land use parcels.

Lands in the Open Space, Parks, Recreational Facility, Street/Roadway, Undevelopable, and Utility Facility categories are considered to receive no significant benefit from the aesthetic elements of District improvements and activities, as enhanced aesthetic quality of other lands in their vicinity does not affect their function, use, or value.

***Drainage.*** Lands in the Open Space, Parks, Recreational Facility, Street/Roadway, Undevelopable, and Utility Facility categories are considered to receive no significant benefit from the drainage capability elements of District improvements and activities, as the susceptibility of these lands to substantial damage from drainage flows and/or flooding is much less than those of other land uses. Lands in all other categories are considered to receive the maximum available benefit from the drainage elements of District improvements and activities.

***Recreation.*** Lands in all Residential categories are considered to receive the maximum available benefit from the recreation elements of District improvements and activities, through the regular enjoyment of these elements by their residents. All other categories are considered to receive no significant enjoyment or benefit from these elements of District improvements and activities.

## **Location Factor**

The Location Factor considers the location of the properties to be assessed relative to the location of District improvements and activities. The District was subdivided into three zones. Each zone was assigned a unique Location Factor. The zones are as follows:

**Zone 1:** Zone 1 consists of all parcels in the District except those parcels in Zones 2 and 3 described below. This zone contains the majority of the open space areas and landscaped medians being maintained.

**Zone 2:** Zone 2 consists of residential properties owned and maintained by the United States Navy (area known as Murphy Canyon Heights). Except for the median in Santo Road, no other open space or landscaped median maintenance takes place within this zone. In addition, open space areas within this zone are not maintained by the District.

**Zone 3:** Located at the southern tip of the District, Zone 3 contains the residential development known as La Mirage. No open space or landscaped median maintenance activities take place within this zone.

For purposes of determining overall Location Factors, the District maintenance contract was reviewed. Disregarding the costs for maintaining the community parks, the District maintenance contract was segregated into the two following sub-categories:

- ◆ Open Space (50% of total amount)
- ◆ Medians/Rights-of-Way (50% of total amount)

For each of these sub-categories, relative Location Factors reflecting the proximity of parcels within the applicable zone to the maintained sub-categories were established. For each zone, these were then combined into an overall Location Factor, based upon the percentages of the respective maintained sub-categories of the total maintained area.

While all parcels in the District are considered to benefit from the District improvements and activities, the parcels in Zone 1, due to their coincident proximity relative to the maintained improvements, are considered to receive the highest level benefit for both sub-categories. Based on proximity, and the fact that they maintain their own open space, parcels in Zone 2 are considered to receive the same level of benefit from Medians/Rights-of-Way, but

a lesser degree of benefit from the Open Space improvements. Based on proximity, parcels in Zone 3 are considered to receive the lowest degree of benefit from both sub-categories. **Table 3** summarizes the proposed Location Factors for the three zones within the District.

**TABLE 3: Location Factors by Zone**

<b>Zone</b>	<b>Open Space (50%)</b>	<b>Medians/ Rights-of-Way (50%)</b>	<b>Overall Location Factor</b>
Zone 1	1.0	1.0	1.0
Zone 2	0.5	1.0	0.75
Zone 3	0.25	0.25	0.00 <sup>(1)</sup>

<sup>(1)</sup> Zone 3 has been assigned a Location Factor of zero and will not be assessed until such time as there is greater certainty about the completion/extension of Santo Road to the south.

## Sample Calculations

As described above, the number of Equivalent Benefit Units (EBUs) assigned to each parcel in the District has been calculated based on each parcel's land use and the identified apportionment factors, as shown in the following equation:

$$\text{EBUs} = (\text{Acres or Units}) \times \text{Land Use Factor} \times \text{Benefit Factor} \times \text{Location Factor}$$

Shown below are sample EBU calculations for several common land uses found in the District.

- **1 Single-Family Residence in Zone 1**  
EBUs = 1 unit x 1.00 x 1.00 x 1.00 = 1.00 EBUs
- **1 Condominium in Zone 2**  
EBUs = 1 unit x 0.70 x 1.00 x 0.75 = 0.53 EBUs
- **10-unit Apartment Complex in Zone 3**  
EBUs = 10 units x 0.70 x 1.00 x 0.25 = 1.75 EBUs
- **½-acre Commercial Property in Zone 1**  
EBUs = 0.50 acres x 45.00 x 0.60 x 1.00 = 13.50 EBUs

The total assessment for each parcel in the District is based on the calculated EBUs for the parcel and the applicable unit assessment rate, as shown in the following equation:

$$\text{Total Assessment} = \text{Total EBUs} \times \text{Unit Assessment Rate}$$

Based on the above formula, the EBUs calculated for each property, can be found in the Assessment Roll (**Exhibit C**).

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## Summary Results

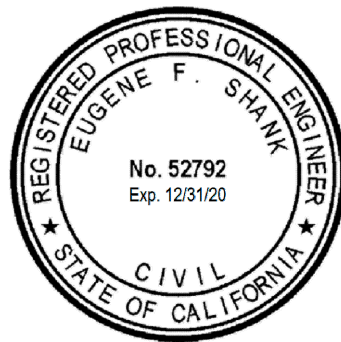
The District Boundary is presented in **Exhibit A**.

An estimate of the annual costs of the improvements and activities provided by the District is included as **Exhibit B**.

The assessment methodology utilized is as described in the text of this annual report. Based on this methodology, the assessments for each parcel were calculated and are shown in the Preliminary Assessment Roll (**Exhibit C**).

Each lot or parcel of land within the District has been identified by unique County Assessor's Parcel Number in the Preliminary Assessment Roll and on the Boundary Map and Assessment Diagram referenced herein.

This annual report has been prepared and respectfully submitted by:



EFS ENGINEERING, INC.

Eugene F. Shank, PE

C 52792

Sharon F. Risse



# EXHIBIT A

## **District Boundary**

# EXHIBIT B

**Estimated Budget – Revenue & Expense Statement  
for Fiscal Year 2021**

# EXHIBIT C

**Preliminary Assessment Roll  
for Fiscal Year 2021**