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POLICY BOARD AGENDA

Friday, February 14, 2003

10:15 a.m.

SANDAG

401 B Street, 7th Floor Board Room
San Diego, CA 92101

- PUBLIC COMMENT
- INTEGRATED REGIONAL
INFRASTRUCTURE STRATEGY

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MISSION STATEMENT

The 18 cities and county government are SANDAG serving as the forum for regional decision-making. SANDAG builds consensus, makes strategic plans, obtains and allocates resources, and provides information on a broad range of topics pertinent to the region's quality of life.

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Friday, February 14, 2003

SANDAG POLICY BOARD MEETING

INTEGRATED REGIONAL INFRASTRUCTURE STRATEGY (IRIS)

Introduction

The Integrated Regional Infrastructure Strategy (IRIS) is an element of the Regional Comprehensive Plan (RCP). The RCP is based on the premise that we must plan our future differently than we have our past. Although we are 19 separate jurisdictions, each with control over land use decisions, with many overlapping special districts, each with the responsibility of providing and maintaining vital public infrastructure, the RCP recognizes that we are one region that requires a seamless plan.

One of the primary goals of the RCP is to prepare the region for the future. The objective is to be smart about growth, planning and preparing in advance of its occurrence. For

example, local jurisdictions, acting together as SANDAG, have agreed to channel much of the region's future growth into existing urban (incorporated) communities, especially specific "smart growth areas," and away from rural (unincorporated) areas. Although the region is making progress on this goal, more smart growth is needed and the RCP will be designed to serve as the mechanism to achieve a more ambitious smart growth outcome.

To accomplish this more ambitious goal, the RCP is considering an incentive based approach that recognizes that the region's quality of life is largely impacted by the level of service provided by its infrastructure. The IRIS will assess whether the region's existing infrastructure and planned capital improvement expenditures are adequate to meet the region's needs and support, or can be reprogrammed to support, channeling growth into urban communities and smart growth areas. This is why the IRIS is a key component of the RCP.

Summary of IRIS Approach

The IRIS will be completed in a four step process, summarized below and illustrated in Attachment 1.

1. First, staff will gather data to verify the following: who is responsible for the infrastructure; how is it financed; what are the current and planned levels of service; and, what types of capital and operating budgets are available. This information will be organized into documents similar to SANDAG's Regional Transportation Plan (long-range planning document)

- Should the boards, agencies, and organizations from each of the 10 major infrastructure areas (listed below) embrace the "smart growth" urban form vision identified in the RCP?
- Should each of the agencies and organizations representing the 10 infrastructure areas have long-range and short-term programming plans?
- Should all major long-term infrastructure plans be integrated?
- What are some of the potential public policy changes, reprogramming, and new revenue options that could be used to address our infrastructure needs?

and Regional Transportation Improvement Plan (short-term programming document) so comparisons can be made across infrastructure areas.

2. The second step is to determine if there are any infrastructure deficiencies using level of service standards and estimates of future service demands.
3. The third step will be to develop a set of solution options that address each infrastructure deficiency from the perspective of supporting the urban form that will be a result of channeling much of the expected future growth into cities and away from unincorporated areas, as called for in the RCP. The options could be incentive based and come from three main areas, reprogramming existing funds, public policy changes and, if necessary, raising new revenue.
4. The final step will be to develop an integrated regional infrastructure strategy from the set of public policy and financing options, and a procedure to monitor the region's progress and performance in meeting the quality of life goals and objectives identified in the RCP.

Definition of Regional Infrastructure

Under the current schedule to complete the RCP, it is not possible to include all infrastructure areas in the IRIS. Although ten infrastructure areas is an ambitious effort, addressing fewer areas would likely interfere with the goal of producing an integrated regional infrastructure strategy and seamless RCP.

For the purposes of developing the initial RCP, a set of criteria was identified to assist with selecting which infrastructure would be included. Based on direction from the Regional Planning Committee, the criteria reflects primarily regional serving infrastructure. The criteria, listed below, does not include infrastructure that is provided to serve, or is the responsibility of one jurisdiction, or a group of jurisdictions (e.g. libraries, public safety, and emergency services). These additional, non-regional infrastructure items may be added to the inventory and the RCP at a later date. Also, in order for infrastructure to be included in the report, it must meet all of the criteria.

Infrastructure Criteria

- Must be a public facility or regulated monopoly
- Must be a publicly shared system, network, or resource used by or benefiting a majority of the region on a regular and consistent basis
- Must provide for equal opportunity for all residents and businesses to benefit
- Must be run, regulated, or overseen by state or local elected officials or their appointed representatives
- Must insure that the level of service available and the price of the service to be about the same for all users
- Must play an integral part in maintaining the quality of every day life for the average resident
- Must include Ports of Entry with Mexico due to the unique location of the San Diego region

Regional Infrastructures to be Evaluated

The list below shows the regional infrastructure that meet the criteria listed above.

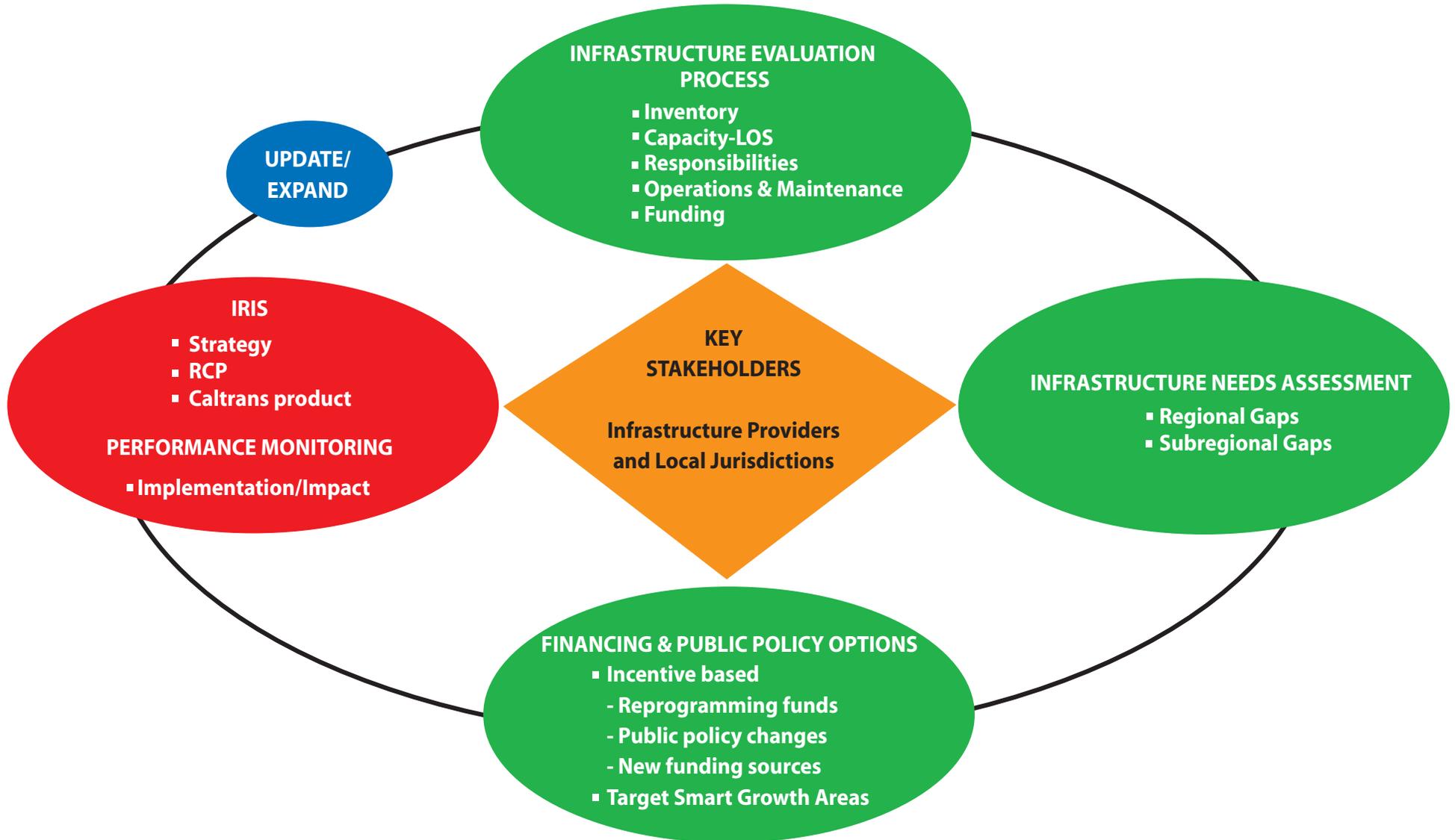
1. Transportation
2. Sewage Discharge System and Treatment Facilities (Wastewater)
3. Energy Supply and Delivery System
4. Solid Waste Collection and Disposal
5. Storm Water Collection and Treatment System
6. Water Supply and Delivery System
7. Regional Open Space and Habitat Preservation
8. Regional Parks and Recreation Facilities (including beach sand replenishment)
9. K-12 Education and Community Colleges and Universities
10. Ports of Entry with Mexico

Infrastructure Evaluation Process

Attachment 2 discusses staff's progress to date on the first four infrastructure items listed above: transportation, energy, wastewater, and solid waste. Currently, staff has been working on the first of the four IRIS steps and has identified key components (i.e. responsibilities, funding, capacity, operations and maintenance, and capital improvement plans) for each of the four infrastructure items.

Although it is too early in the process to discuss a comprehensive set of financing and public policy options to address infrastructure needs, it is important to remind ourselves that one of the objectives of the RCP is to be inclusive in identifying these infrastructure needs and solutions. The IRIS and the RCP recognize that our infrastructure needs extend beyond transportation. We will not likely achieve our ambitious smart growth goals if we rely solely on transportation. Transportation infrastructure is one piece of the smart growth puzzle. One of the objectives of IRIS is to put all 10 pieces of the infrastructure puzzle on the table at one time, substantially improving the region's opportunity to put the puzzle together in a comprehensive fashion, not piecemeal.

Integrated Regional Infrastructure Strategy - Public Policy and Financing Strategy



INFRASTRUCTURE EVALUATION PROCESS

To help organize the data from all the infrastructure areas, the transportation structure was chosen to act as a prototype. There are two major transportation planning documents produced by SANDAG, the regional transportation planning agency: The Regional Transportation Plan (RTP), and the Regional Transportation Improvement Plan (RTIP). This Attachment compares SANDAG's primary transportation planning documents, the RTP and RTIP, with similar documents from the other three infrastructure areas (energy, wastewater, and solid waste). Currently, staff has been working on the first of the four IRIS steps and has identified key components (i.e. responsibilities, funding, capacity, operations and maintenance, and capital improvement plans) for each of the four infrastructure items.

Transportation Infrastructure Planning Prototype

SANDAG's current RTP, referred to as MOBILITY 2030, is the blue print to address the mobility challenges created by our region's growth. This long-range Plan contains an integrated set of public policies, strategies, and investments to maintain, manage, and improve the transportation system in the San Diego region through the year 2030. A total of \$42 billion in revenue through 2030 is required to implement the Plan (referred to as the reasonably expected revenue scenario). Some of the revenue needed to implement the Plan comes from a proposed extension of an existing half-cent sales tax (*TransNet*) and expected increases in the state and federal gas taxes, in line with historical trends. In addition to proposed or expected revenue increases, the Plan is designed to encourage and serve a more urban region, including more compact development that relies on a convenient public transportation system that is competitive with the private vehicle. The region's long-term transportation strategy reflects the changes that must take place to be consistent and integrated with the vision outlined in the RCP.

The RTIP is a prioritized capital improvement program designed to incrementally implement the region's long-range transportation strategy (RTP). The 2002 RTIP is a \$4.4 billion five-year program of major highway, transit, arterial and non-motorized projects funded by federal, state, and local revenue sources. The 2002 RTIP indicates the regions' priorities for the implementation of transportation projects. It is required to include realistic estimates of project costs and anticipated program revenue. This means that funding must be available and committed to implement the projects listed in the document. All projects in the RTIP must be consistent with the RTP.

Energy Supply and Delivery System

In the energy area, the document most similar to transportation's RTP is the San Diego Regional Energy Infrastructure Study, a report from the San Diego Regional Energy Office (REO). The goal of the Study is to develop a foundation for assessing the San Diego region's electricity and natural gas needs through 2030. According to the report, "The region simply cannot afford the "business-as-usual," ad-hoc approach to market and infrastructure planning. The high costs to consumers will continue to strain the economic vitality of the region. The region also cannot count on state and federal regulators to make decisions that are in the best interest of the region. Simply put, the region must become more engaged and involved in planning the region's energy infrastructure." In response to the Draft Study, SDG&E disagreed with the implication that little infrastructure

planning is occurring and that SDG&E no longer performs that function. According to SDG&E, under state law, SDG&E must develop and carry out a plan to meet the energy needs of its service territory. SANDAG staff is working to obtain this document from SDG&E.

According to SDG&E, "While activities surrounding deregulation may have given that impression, SDG&E has been and continues to plan and build gas and electric transmission and distribution. For example, in the past five years, SDG&E has added 400 MW of import capability to its transmission system. SDG&E has spent more than \$949 million on electric transmission and distribution infrastructure development during that period. The Valley-Rainbow Interconnect project also demonstrates that SDG&E continues to plan for the future needs of the area."

There are 36 existing power plants in the San Diego region producing 2,359 Megawatts of electricity. Nearly all of this locally produced electricity is produced by individual private companies which do not make their capital improvement plans available for review. The regional demand is about 4,302 MW, with the imbalance supplied by imported electricity delivered by major transmission lines. Estimates from the REO Study indicate that by 2030 locally generated energy capacity will account for less than 30 percent of the total energy needed to meet the region's expected demand. There are likely a number of energy related plans from various agencies and organizations, not developed under an integrated regional framework.

Sewage Discharge System and Treatment Facilities (Wastewater)

In the wastewater area, the document that most closely resembles transportation's RTP is the City of San Diego's Wastewater Collection System Master Plan. The City of San Diego's system serves approximately two-thirds of the region's wastewater collection and treatment needs. The objectives of the Plan are to develop and implement processes to identify, analyze and prioritize CIP projects; formulate short- and long-term plans for sewer rehabilitation and replacement projects; formulate plans to provide adequate sewer capacity for future growth; and to provide budgeting projections, scheduling recommendations, and tracking of CIP projects. The Master Plan is intended to be an ongoing capital improvement and planning process rather than a one-time report.

Regionwide, there are approximately 7,000 miles of sewer main lines, 24 wastewater treatment/reclamation facilities, and numerous pump stations (excluding Camp Pendleton). In 2000, the wastewater treatment facilities in the region had a combined (primary, secondary, tertiary) treatment facility capacity of 474 million gallons per day (MGD). Most cities and districts in the San Diego region have some form of wastewater capital improvement plans (RTIP like documents). But these projects, with the exception of the City of San Diego, are created without a regional framework to guide them and without reference to a long range plan.

Solid Waste Collection and Disposal

In the solid waste area, the document that most closely resembles transportation's RTP is San Diego County's Integrated Waste Management Plan: Countywide Siting Element. State legislation (AB 939) requires that each county or regional agency in California produce a countywide Plan. The San Diego region's Siting Element provides a description of the existing solid waste facilities and outlines the strategies which will provide adequate disposal capacity over the next 15 years for all the jurisdictions within the county. The Siting Element incorporates a broad range of alternatives, such as additional waste diversion programs and the exportation of waste outside the region. The

Siting Element serves as a policy manual, rather than a specific development program, providing strategies for meeting the County's disposal needs.

Since Solid Waste Collection and Disposal is a privatized system (both landfill owners and haulers are run by private companies), capital improvement plans are unavailable for review. The only CIP data available is from the City of San Diego. However, these projects are not designed to implement a long-range strategy. The City of San Diego is planning to close their Miramar landfill site, and they are now beginning to consider their options. Also, there are efforts underway to augment the region's land fill capacity by opening a new site in East County in the community of Campo.