

2.11 Public Services

The proposed Project could result in new development throughout the unincorporated areas of the County of approximately 5,200 DUs in addition to village core mixed-use and rural commercial uses. This projected increase in population growth, and associated distribution of that growth primarily on the former FCI lands within and near the CNF, would result in an overall increase in demand on the following public services, the potential environmental effects of which are evaluated in this section: fire protection, police protection, schools, and libraries.

2.11.1 Existing Conditions

This section provides new existing conditions information that has come to light since adoption of the General Plan Update in August 2011 for schools within the unincorporated County as relates to the Project areas addressed in this SEIR. The remaining information in the General Plan Update Program EIR relative to this section applies equally to the Project areas addressed in this SEIR, and is therefore not repeated here.

2.11.1.1 Schools

As described in the General Plan Update Program EIR, thirty-seven unified, elementary, and high school districts provide service to the residents of the unincorporated County. Nine of these districts serve the unincorporated area only, while 28 serve both unincorporated and incorporated areas. Table 2.11-1 below provides the number of schools and enrollment size for these districts now (2010-2011) compared to the 2005-2006 data that was included in the General Plan Update Program EIR. As shown, there has been a slight increase in enrollment and number of schools overall.

The 2003 information regarding Critically Overcrowded Schools that was provided in the General Plan Update Program EIR is still the most recent according to the California Department of Education’s website (<http://www.cde.ca.gov/ls/fa/co/cos.asp>).

**TABLE 2.11-1
SCHOOL ENROLLMENT FOR DISTRICTS SERVING THE UNINCORPORATED COUNTY**

District	Number of Schools 2010-2011	Enrollment 2010-2011	Number of Schools 2005-2006	Enrollment 2005-2006
Alpine Union Elementary	6	2,049	7	2,290
Bonsall Union Elementary	4	2,005	5	1,888
Borrego Springs Unified	6	561	5	482
Cajon Valley Union Elementary	29	16,065	29	16,669
Chula Vista Elementary	45	27,723	43	26,472
Dehesa Elementary	4	1,778	2	786
Encinitas Union Elementary	9	5,458	9	5,647
Escondido Union Elementary	25	19,424	25	19,654

SIGNIFICANT ENVIRONMENTAL EFFECTS OF THE PROPOSED PROJECT

TABLE 2.11-1, CONTINUED

District	Number of Schools 2010-2011	Enrollment 2010-2011	Number of Schools 2005-2006	Enrollment 2005-2006
Escondido Union High	6	9,340	6	9,019
Fallbrook Union Elementary	9	5,860	9	5,819
Fallbrook Union High	3	2,976	3	3,106
Grossmont Union High School	20	24,224	19	24,444
Jamul/Dulzura Union Elementary	4	1,229	4	1,412
Julian Union Elementary	3	2,430	3	2,001
Julian Union High	2	184	4	3,762
La Mesa-Spring Valley	22	12,388	22	13,657
Lakeside Union Elementary	14	5,105	11	4,358
Lemon Grove Elementary	7	3,834	8	4,147
Mountain Empire Unified	17	2,757	12	1,733
National Elementary	11	5,988	11	6,153
Oceanside Unified	25	21,081	28	21,367
Poway Unified	37	34,135	33	32,645
Ramona City Unified	10	6,247	11	7,031
Rancho Santa Fe Elementary	2	698	2	831
San Diego City Unified	222	131,784	211	132,482
San Dieguito Union High	10	12,499	10	12,190
San Marcos Unified	19	18,321	17	16,169
San Pasqual Union Elementary	1	533	1	576
San Ysidro Elementary	7	5,141	7	5,087
Santee Elementary	11	6,333	11	6,503
Solana Beach Elementary	6	2,870	6	2,682
Spencer Valley Elementary	2	2,461	2	689
Sweetwater Union High	30	41,426	28	41,865
Vallecitos Elementary	2	376	3	446
Valley Center-Pauma Unified	8	4,209	11	4,672
Vista Unified	34	25,843	30	26,207
Warner Unified	5	286	3	256
Total or Average	677	465,612	639	444,487

Note: Data rounded to nearest whole number.

Source: San Diego County Office of Education Database (SDCOE 2007). Website: www.ed-data.k12.ca.us. Accessed November 2012.

2.11.2 Regulatory Framework

The regulatory framework discussion in the General Plan Update Program EIR as pertains to fire protection, police protection, schools, and libraries has not changed since adoption of the General

Plan Update in August 2011. Therefore, the regulatory framework applies equally to the Project areas addressed in this SEIR, and is therefore not repeated here.

2.11.3 Analysis of Project Effects and Cumulative Impacts

For the cumulative impact analyses, the geographic scope for each of the issues below would be the same as described and evaluated in the General Plan Update Program EIR, and as updated in Section 1.9 of this SEIR (Cumulative Project Assessment Overview), including both incorporated and unincorporated areas that are within the service areas of various public service providers sometimes with overlapping jurisdictions.

2.11.3.1 Fire and Police Protection Services

This section describes potential direct and cumulative impacts on fire and police protection services as pertains to the Project areas addressed in this SEIR.

Guidelines for the Determination of Significance

Based on Appendix G of the CEQA Guidelines, the proposed Project would have a significant impact if it results in substantial adverse physical effects associated with the provision of new or physically altered fire and/or police protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for fire and/or police protection.

Analysis

The General Plan Update Program EIR determined that buildout under the General Plan Update would result in potentially significant direct and cumulative impacts related to the provision of new or physically altered fire and/or police protection facilities to maintain acceptable service ratios for fire protection, and to maintain or achieve acceptable travel time standards for police protection. These impacts would be reduced to below a level of significance through the implementation of a combination of federal, State and local regulations; existing County regulatory processes; the adopted General Plan Update goals and policies; and specific mitigation measures/implementation programs identified in the General Plan Update Program EIR.

Similar direct effects would occur with future development of the Project areas addressed in this SEIR, which could result in substantial demand for fire and police protection services. Such impacts would also be cumulative in nature as they would contribute to increases in response times for fire and police protection services on a regional level, when combined with other development allowed under the General Plan Update.

Therefore, the potentially significant direct and cumulative effects on fire and police protection services resulting from implementation of the proposed Project would be reduced to below a level of significance by the same regulations, implementation programs (General Plan Update

goals/policies) and mitigation measures from the General Plan Update Program EIR and repeated in Section 2.11.4.1 (Mitigation for Fire and Police Protection Services) below. No additional measures would be required.

2.11.3.2 Schools and Libraries

This section describes potential direct and cumulative impacts on schools and libraries as pertains to the Project areas addressed in this SEIR.

Guidelines for the Determination of Significance

Based on Appendix G of the CEQA Guidelines, the proposed Project would have a significant impact if it results in substantial adverse physical effects associated with the provision of new or physically altered schools and/or libraries, the construction of which could cause significant environmental impacts, in order to maintain acceptable performance objectives.

Analysis

The General Plan Update Program EIR determined that buildout under the General Plan Update would result in potentially significant direct and cumulative impacts related to the provision of new or physically altered schools and libraries to maintain acceptable performance objectives. These impacts would be reduced through the implementation of a combination of federal, State and local regulations; existing County regulatory processes; the adopted General Plan Update goals and policies; and, specific mitigation measures/implementation programs identified in the General Plan Update Program EIR.

Similar direct and cumulative effects would occur with future development of the Project areas addressed in this SEIR, which could result in substantial demand for school and library facilities. Such impacts would also be cumulative in nature as they would contribute to impacts on school and library facilities on a regional level, when combined with other development allowed under the General Plan Update.

The potentially significant direct and cumulative effects on library facilities resulting from implementation of the proposed Project would be reduced to below a level of significance by the same regulations, implementation programs (General Plan Update goals/policies) and mitigation measures from the General Plan Update EIR and repeated in Section 2.11.4.2 (Mitigation for Schools and Libraries) below. No additional measures would be required to reduce Project impacts on library facilities. With respect to school facilities, even with the implementation of these regulations, General Plan Update goals/policies and mitigation measures, the Project's direct and cumulative impacts would remain significant and unavoidable, for the reasons given in Section 2.11.4.2 below.

2.11.4 Mitigation

2.11.4.1 Fire and Police Protection Services

Direct and cumulative impacts to fire and police protection services associated with the proposed Project would be reduced to below a level of significance with implementation of the same applicable General Plan Update policies and mitigation measures as those identified in the General Plan Update Program EIR, and repeated below.

Adopted General Plan Update Policies

Policy LU-1.4: Village Expansion. Permit new Village Regional Category designated land uses only where contiguous with an existing or planned Village and where all of the following criteria are met:

- Potential Village development would be compatible with environmental conditions and constraints, such as topography and flooding;
- Potential Village development would be accommodated by the General Plan road network;
- Public facilities and services can support the expansion without a reduction of services to other County residents; and,
- The expansion is consistent with community character, the scale, and the orderly and contiguous growth of a Village area.

Policy LU-6.4: Sustainable Subdivision Design. Require that residential subdivisions be planned to conserve open space and natural resources, protect agricultural operations including grazing, increase fire safety and defensibility, reduce impervious footprints, use sustainable development practices, and, when appropriate, provide public amenities. [See applicable community plan for possible relevant policies].

Policy LU-6.11: Protection from Wildfires and Unmitigable Hazards. Assign land uses and densities in a manner that minimizes development in extreme, very high and high hazard fire areas or other unmitigable hazardous areas.

Policy LU-12.3: Infrastructure and Services Compatibility. Provide public facilities and services that are sensitive to the environment with characteristics of the unincorporated communities. Encourage the collocation of infrastructure facilities, where appropriate.

Policy LU-12.4: Planning for Compatibility. Plan and site infrastructure for public utilities and public facilities in a manner compatible with community character, minimize visual and environmental impacts, and whenever feasible, locate any facilities and supporting infrastructure outside preserve areas. Require context sensitive Mobility Element road design that is compatible with community character and minimizes visual and environmental impacts.

Policy S-3.4: Service Availability. Plan for development where fire and emergency services are available or planned.

Policy S-5.1: Regional Coordination Support. Advocate and support regional coordination among fire protection and emergency service providers.

Policy S-5.2: Fire Service Provider Agreements. Encourage agreements between fire service providers to improve fire protection and to maximize service levels in a fair, efficient, and cost effective manner.

Policy S-6.1: Water Supply. Ensure that water supply systems for development are adequate to combat structural and wildland fires.

Policy S-6.2: Fire Protection for Multi-Story Development. Coordinate with fire services providers to improve fire protection services for multi-story construction.

Policy S-6.3: Funding Fire Protection Services. Require development to contribute its fair share towards funding the provision of appropriate fire and emergency medical services as determined necessary to adequately serve the project.

Policy S-6.4: Fire Protection Services for Development. Require that development demonstrate that fire services can be provided that meet the minimum travel times identified in Table S-1 (Travel Time Standards).

Policy S-6.5: Concurrency of Fire Protection Services. Ensure that fire protection staffing, facilities and equipment required to serve development are operating prior to, or in conjunction with, the development. Allow incremental growth to occur until a new facility can be supported by development.

Mitigation Measures

In addition to the mitigation measures listed below, implementation of mitigation measures identified in Chapters 2.1 through 2.14 of this SEIR would mitigate direct and cumulative impacts to fire and police protection services associated with the proposed Project. Mitigation measures listed in these sections require that the development of new or expanded facilities be evaluated against the environmental resource(s) potentially affected.

Pub-1.1 Participate in inter-jurisdictional reviews to gather information, and to review and comment, on plans for new or expanded governmental facilities in the region.

Pub-1.2 Plan and site governmental facilities that are context-specific according to their location in village, semi-rural, or rural lands.

Pub-1.3 Revise Board Policy I-63 to minimize leapfrog development and to establish specific criteria for GPAs proposing expansion of areas designated Village regional category. This is intended to limit unexpected demands for new or expanded public services and the associated governmental facilities.

- Pub-1.4** Review General Plan Amendments for consistency with the goals and policies of the General Plan such that future development in hazardous wildfire areas will be limited to low-density land uses that do not necessitate extensive new fire protection facilities.
- Pub-1.5** Implement, and revise as necessary, Board Policy I-84 requiring that discretionary project applications include commitments from available fire protection districts. These commitments shall also demonstrate that the distance between the projects and the fire service facilities do not result in unacceptable travel times.
- Pub-1.6** Maintain and use the County GIS and the County Guidelines for Determining Significant impacts in order to identify fire prone areas during the review of development projects. Once identified, ensure that development proposals meet requirements set by the Fire Authority Having Jurisdiction (FAHJ) and that new/additional fire protection facilities are not required; or, if such facilities are required, that potential environmental impacts resulting from construction are evaluated along with the development project under review.
- Pub-1.7** Implement the Building and Fire code to ensure there are adequate fire protections in place associated with the construction of structures and their defensibility, accessibility and egress, adequate water supply, coverage by the local fire district, and other critical issues.
- Pub-1.8** Require CEQA reviews on new public facilities (fire, sheriff, libraries, etc.) or significant expansions and mitigation of environmental impact to the extent feasible.
- Pub-1.9** Implement procedures to ensure new development projects fund their fair share toward fire services facilities including the development of a long-term financing mechanism, such as an impact fee program or community facilities development, as appropriate. Large development projects are required to provide their fair share contribution to fire services either by providing additional funds and/or development of infrastructure.

2.11.4.2 Schools and Libraries

Direct and cumulative impacts to libraries associated with the proposed Project would be reduced to below a level of significance with implementation of the same applicable General Plan Update policies as those identified in the General Plan Update Program EIR, and repeated below, in addition to Policies LU-1.4, LU-12.3, and LU-12.4 and Mitigation Measures Pub-1.1, Pub-1.2, and Pub-1.3 listed in Section 2.11.4.1 above. Implementation of mitigation measures identified in Chapters 2.1 through 2.14 of this SEIR would also mitigate Project impacts to libraries which require that the development of new or expanded facilities be evaluated against the environmental resource(s) potentially affected.

For Project impacts to schools, the County does not have the authority to plan, design, approve or construct school facilities which is the responsibility of individual school districts that serve as their own lead agency under CEQA; however, the County may have permit or land use authority if it is a responsible agency. Due to its limited authority over schools, the County would not be able to ensure that the construction of new facilities would have a less than significant impact on the environment. Therefore, even with implementation of the same applicable General Plan Update policies and mitigation measures as those identified in the General Plan Update Program EIR, and repeated below, in addition to Policies LU-1.4, LU-12.3, and LU-12.4 and Mitigation Measures Pub-1.1, Pub-1.2, and Pub-1.3 listed in Section 2.11.4.1 above, the Project's direct and cumulative impacts to schools would remain significant and unavoidable.

Adopted General Plan Update Policies

Policy LU-9.4: Infrastructure Serving Villages and Community Cores. Prioritize infrastructure improvements and the provision of public facilities for Villages and community cores for the intensity of development allowed by the Land Use Map.

Policy LU-9.7: Town Center Planning and Design. Plan and guide the development of Town Centers and transportation nodes as the major focal point and activity node for Village areas. Utilize design guidelines to be compatible with the unique character of a community. Roadways, streetscapes, building facades, landscaping, and signage within the town center should be pedestrian oriented. Wherever possible, locate public facilities, such as schools, libraries, community centers, and parks in Town Centers and Villages.

Policy LU-17.1: Planning for Schools. Encourage school districts to consider the population distribution as shown on the Land Use Map when planning for new school facilities.

Policy LU-17.2: Compatibility of Schools with Adjoining Uses. Encourage school districts to minimize conflicts between schools and adjacent development through appropriate siting and adequate mitigation, addressing such issues as student drop-off/pick up locations, parking access, and security.

Policy LU-17.3: Priority School Locations. Encourage school districts to locate schools within Village or Rural Village areas wherever possible and site and design them in a manner that provides the maximum opportunity for students to walk or bicycle to school.

Policy LU-17.4: Avoidance of Hazards. Assist school districts with locating school facilities away from fault zones, flood or dam inundation zones, and hazardous materials storage areas in conformance with State statutes.

Policy LU-18.1: Compatibility of Civic Uses with Community Character. Locate and design Civic uses and services to assure compatibility with the character of the community and adjoining uses, which pose limited adverse effects. Such uses may include libraries, meeting centers, and small swap meets, farmers markets, or other community gatherings.

Policy LU-18.2: Co-Location of Civic Uses. Encourage the co-location of civic uses such as County library facilities, community centers, parks, and schools. To encourage access by all segments of the population, civic uses should be accessible by transit whenever possible.

Mitigation Measures

As previously stated, even with implementation of the following mitigation measures, repeated from the General Plan Program EIR, Project impacts to schools would remain significant and unavoidable.

Pub-3.1 Coordinate with school districts to encourage siting new facilities in accordance with the County's General Plan and encourage implementing feasible mitigation measures to mitigate environmental impacts.

Pub-3.2 Implement, and revise as necessary, Board Policy I-84 requiring that discretionary project applications include commitments from available school districts.

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