

### 3.1.7 Public Services

The following section addresses schools, fire protection and police protection. Parks are addressed in Section 3.1.6, *Recreation*.

#### 3.1.7.1 Existing Conditions

##### Schools

The Proposed Project site is located within the service area of the Escondido Union School District (EUSD) for K-8 education, and the Escondido Union High School District (EUHSD) for grades 9-12. EUSD serves more than 18,000 students in 23 schools. EUHSD serves the major portion of the City of Escondido and portions of the surrounding unincorporated area, and has more than 8,500 students across three high schools and one continuation campus. Additionally, EUSD opened a new high school, Del Lago Academy, in August of 2013. In the EUSD, Rock Springs Elementary School and Del Dios Middle School are the schools that would serve the plan area for the Proposed Project, and are located approximately 2 and 1.5 miles from the Project site, respectively. The nearest high school to the Proposed Project area within the EUHSD (which would serve the Proposed Project) is San Pasqual High School, located approximately five miles from the Project site.

The current enrollment and capacities of these schools are presented in Table 3.1.7-1, *Enrollment and Capacity of Schools that Would Serve the Project*. As shown in this table, and as presented in the Project Facility Availability Forms (Appendix O to this EIR), schools that would serve the Proposed Project currently operate near capacity (EUSD 2013; EUHSD 2013; Rock Springs Elementary School 2013; Del Dios Middle School 2013; San Pasqual High School 2013). The specific capacity numbers from the school districts, along with the enrollment numbers obtained from the individual schools, demonstrate that there is existing capacity available at the schools that would serve the Proposed Project; however, staff at some of the schools expressed concerns about the schools already being over-capacity (Rock Springs Elementary 2013), with high student to teacher ratios.

##### Fire Protection

Currently, the San Marcos Fire Department (SMFD) provides fire protection services to the Project site. The SMFD serves the City of San Marcos and the San Marcos Fire Protection District, which covers an area of 33 square miles and a population of approximately 95,000 residents (City of San Marcos 2013). The SMFD currently operates four fire stations with 22 fire suppression personnel on duty each day (Firewise 2000, Inc. 2014).

The closest station to the Proposed Project site, Fire Station #3, is located at 404 Woodland Parkway in San Marcos, approximately 1.5 miles from the Project site. The station is fully staffed 24 hours per day by five personnel. Equipment includes one paramedic assessment engine company, one paramedic ambulance, and one cross-staffed type III Wildland Engine (City of San Marcos 2013). In 2011, the SMFD responded to 7,136 emergency calls (or an average of approximately 20 total daily calls to the four stations), 70 percent of which were

medical emergencies. The department, on average, arrived on scene for medical and rescue emergencies 4 minutes 47 seconds after receiving notification from dispatch (SMFD 2011).

The SMFD has established several mutual and automatic aid agreements with surrounding fire departments. For example, the Escondido Fire Department (EFD) has seven fire stations in the vicinity of the Proposed Project site; EFD's Fire Station #6, located at 1735 Del Dios Road, is the closest to the Project site (approximately 3.1 miles away). EFD's Station #1 extensive capabilities include one paramedic Engine, one truck company, one brush engine, one ambulance, and 12 personnel per shift. In addition, EFD's Fire Station #1, located at 310 North Quince Street, is 4.2 miles away from the Project site. Through existing agreements, EFD would provide secondary service for emergency incidents at the Project site.

Additionally, a new fire station (Harmony Grove Fire Station) will be constructed on the site of the adjacent Harmony Grove Project. A two-acre lot has been transferred to the County for the new fire station and a Community Facilities District (CFD) has been established with a funding mechanism in place. A portion has already been funded and the final payment would be paid upon construction of the 100 building permit estimated at the middle of 2016 (Sibbet, pers. comm.). Potential secondary environmental effects resulting from implementation of the fire station were evaluated in the Harmony Grove Project environmental document, which found that following implementation of the design features and mitigation measures identified for the secondary environmental impacts, environmental effects associated with implementation of the fire station would be less than significant.

The Safety Element of the 2011 County General Plan states that for unincorporated "Village" areas and limited Semi-Rural Residential Areas, the maximum travel time for emergency response is five minutes for single-family developments (County 2011a). Total response time would add call processing and deployment time and because it is variable it is not included in the standard.

### Police Protection

As described in the Valiano Specific Plan and noted in the Project Facility Availability Forms, police protection services for the Proposed Project would be provided through the San Diego County Sheriff's Department, under contract with the City of San Marcos. Specifically, the Project would be served by the existing Sheriff's San Marcos Station located at 182 Santar Place (approximately 1.5 miles northwest of the Project area). This station serves a population of more than 111,000 residents located in the station's service area of over 100 square miles (San Diego County Sheriff's Department 2013a). The Sheriff's San Marcos Station provides law enforcement services to the City of San Marcos as well as the unincorporated communities surrounding the station including parts of Escondido, Harmony Grove, Elfin Forest, Lake San Marcos, Mountain Meadows and San Pasqual Valley.

Services are available 24 hours a day, seven days a week and include general patrol, traffic enforcement, criminal investigation, crime prevention, juvenile services, communication and dispatch and various management support services. Law enforcement services include Community Oriented Police and Problem Solving (COPPS) teams, traffic enforcement, criminal

investigation, canine handlers, juvenile diversion, narcotics and gang investigations and crime prevention. In 2013, staffing at the San Marcos substation included approximately 71 sworn officers dedicated to the City of San Marcos, and 91 total sworn personnel to serve the City of San Marcos in addition to the unincorporated County areas, 11 non-sworn employees, four reserve staff, and an additional approximately 60 senior volunteers, or retired officers, who can perform a limited variety of duties for the Sheriff's Department (San Diego County Sheriff's Department 2013b).

The Safety Element of the County General Plan goals and policies focus on provision of comprehensive services at levels consistent with substantially similar areas of the County, and suggest that sheriff facilities should be located to best serve existing and planned development and the corresponding demand for services. A preference is noted for location of future sheriff facilities in commercial, industrial, or mixed-use areas unless other factors such as geography, proximity to demand, etc., would impact the practical provision of services.

The Sheriff's Department currently utilizes a four-level priority dispatch system. Call priorities are assigned from greatest urgency (Priority 1) through non-emergencies. Priority 1 calls include serious injury traffic collisions, officer needs help, and foot or vehicular pursuit. Examples of Priority 2 calls include injured person, robbery in progress, bomb threats, carjacking, rape, and stolen vehicles. Priority 3 calls include assault, prowlers, disturbances, tampering with vehicles, and burglar alarms. Security checks, animal noise disturbances, traffic stops, harassing phone calls, illegal dumping, abandoned vehicles, and numerous other calls are included in Priority 4.

Average travel times for the San Marcos Station of the San Diego County Sheriff's Department to unincorporated areas of the County (such as the area of the Proposed Project) from January 1, 2012 through December 31, 2012 were: 0.7 minutes for Priority 1 calls (note: only one Priority 1 call to unincorporated County areas occurred in this time period, and the responding officer was already on scene before the call was received), 19.2 minutes for Priority 2 calls, 24.8 minutes for Priority 3 calls and 51.7 minutes for Priority 4 calls. This includes specific areas both more urban and more rural than the Project site.

## Regulatory Setting

### Schools

Senate Bill/CA Government Code Section 65995. SB 50 was signed into law in 1998 imposing limitations on the power of cities and counties to require mitigation of school facilities' impacts as a condition of approving new development. It also authorizes school districts to levy statutory developer fees at a higher rate for residential development than previously allowed. SB 50 amended Government Code Section 65995(a) to provide only those fees expressly authorized by law (Education Code Section 17620 or Government Code Sections 65970, et seq.) may be levied or imposed in connection with or made conditions of any legislative or adjudicative act by a local agency involving planning, use, or development of real property.

## Fire

California Code of Regulations Title 24, Part 2 and Part 9. Part 2 of Title 24 of the CCR refers to the California Building Code which contains complete regulations and general construction building standards of state adopting agencies, including administrative, fire and life safety and field inspection provisions. Part 2 is preassembled with the 2012 International Building Code with necessary California amendments. Part 9 refers to the California Fire Code, which contains fire safety-related building standards referenced in other parts of Title 24. The California Fire Code is preassembled with the 2012 Edition of the International Fire Code with necessary California amendments.

County of San Diego Consolidated Fire Code. Section 13869.7(a) of the California Health and Safety Code provides that a fire protection district organized pursuant to Division 12 of the code may adopt building standards relating to fire and panic safety that are more stringent than the building standard adopted by the State Fire Marshal and contained in the California Building Standards Code. Health and Safety Code section 13869.7(c) requires a fire protection district to transmit its adopted ordinance to the county where the ordinance will apply and allows the legislative body of a county to ratify, modify or deny an adopted fire protection district ordinance. The fire protection districts within the boundaries of San Diego County, including the SMFD, have collaborated to adopt the 2013 California Fire Code. The 2014 Consolidated Fire Code is based upon the County's 2014 Fire Code as currently amended and adopted in Title 9, Division 6, Chapter 1 of the County Code, subject to the modifications of each fire protection district to the Building Standards Code based upon their respective determinations as to what modifications are reasonably necessary because of local climatic, geological and topographical conditions within the district.

San Diego County Board of Supervisors Policy I-84. County Board of Supervisors (BOS) Policy I-84 establishes procedures for using Project Facility Availability forms, and in certain cases, Project Facility Commitment forms, for the processing of major and minor subdivisions and certain other discretionary land use permits. The standardized procedural forms are used to: (1) obtain information from special districts and other facility providers regarding facility availability for public sewer, water, school and fire services; (2) ensure that this information is reviewed by the appropriate decision-making body; and (3) provide data to the facility provider in order to determine what capital improvements are required to serve the Proposed Project.

## Police

There are not many regulations that specifically pertain to the issue of law enforcement facilities. The Law Enforcement Facilities Master Plan was prepared in 2005 by the San Diego County Sheriff's Department to guide facility decisions and development over the next 15 years. New or expanded facilities proposed under the County's jurisdictional authority are typically required to obtain a Site Plan or MUP. These permit types must comply with applicable regulations protecting environmental resources, such as the Zoning Ordinance, the County Noise Ordinance, the RPO, and the Watershed Protection Ordinance. In addition, any future facility development for San Diego County Sheriff's Department law enforcement services would be required to conduct environmental review pursuant to CEQA prior to approval. .

### **3.1.7.2 Analysis of Project Effects and Determination as to Significance**

#### Guidelines for the Determination of Significance

A significant impact to public services (schools, fire protection and police protection) would occur if the Proposed Project would:

1. Result in the need for altered or new governmental facilities in order to maintain acceptable service ratios, response times, or other performance service measures, the construction of which could cause significant environment effects.

#### Guideline Source

The identified guideline for significance is based on Appendix G of the CEQA Guidelines and the Safety Element of the County General Plan, and is intended to ensure that adequate public services are available for local residents.

#### Analysis

##### Schools

The Proposed Project would generate new school-aged students. EUSD uses a student generation rate of 0.1971 student per single-family du for grades kindergarten through fifth to calculate potential impacts from residential development projects. EUSD uses a rate of 0.0954 student per single-family residence to calculate increased sixth through eighth grade student populations. EUHSD uses a rate of 0.1554 student per single-family residence to calculate increased high school populations. Applying these rates from EUSD and EUHSD and considering that the Proposed Project would include 326 single-family units, the Project would generate approximately 64 new elementary school students, 31 new middle school students, and 51 new high school students, for a total of 150 students. Please refer to Table 3.1.7-2, *Anticipated Numbers of New Students from the Project*.

The Proposed Project is located entirely within the EUSD and EUHSD districts, and is eligible for service. According to the Project Facility Availability Forms, however, the Project could result in the overcrowding of the schools that are currently designated to serve the Project. Accordingly, fees would be levied or land would be dedicated in accordance with Education Code Section 17620 prior to the issuance of building permits (refer to Table 3.1.7-1 for school capacity data and Appendix O for Project Facility Availability Forms). The payment of developer fees levied by each school district prior to the issuance of building permits provides the basis for the legally adequate support for the district's facilities program, as follows:

As mentioned above, in accordance with California Education Code Section 17620, prior to the issuance of building permits, the Proposed Project Applicant would pay development impact fees to affected school districts. These fees are intended to reflect a fair share contribution toward school improvements. Additionally, the County has a School Facilities Mitigation Ordinance (7966), which requires mitigation of school facilities impacts prior to legislative action on a

project such as the Proposed Project. The ordinance requires execution of a binding agreement between an applicant and the affected school district prior to legislative approvals associated with a proposed project. Such an agreement can consist of a statement by the affected district that fees routinely assessed at the building permit stage are sufficient to mitigate impacts, and that no agreement is necessary. The Project would be required to execute an agreement between the Project Applicant and the affected school districts in order to set forth the methodology for providing school services to students generated by the Project. This agreement would ensure that school services and adequate facilities would be available concurrent with the number of students generated by the Project and **impacts on school services would be less than significant**.

### Fire Protection

The Proposed Project is eligible for service from the SMFD. As previously stated, the required travel time for single-family residential, per the Safety Element of the County General Plan, is five minutes or less. According to the FPP prepared for the Project (Firewise 2014; included as Appendix L of this EIR), the travel time from the closest and primary Fire Station for the Project site (SMFD's Fire Station #3 located at 404 Woodland Parkway) to the furthest structure of the site when all phases of the proposed development are completed (Neighborhood 2) would be approximately seven minutes, which would exceed the County General Plan policy for a maximum travel time of five minutes. SMFD's Fire Station #3 is fully staffed 24 hours a day, seven days a week. The seven-minute travel time from Station #3 is based on a calculated average safe speed factor of 35 mph from the station to the proposed development. This methodology is the standard for all new development.

The accepted methodology is not based on posted roadway speeds (e.g., Country Club Road posted speed is 45 mph) or strobe sensors on the major intersection street/traffic lights which would decrease the travel time by reducing the acceleration/deceleration constant for emergency apparatus. For the Proposed Project, the adjusted travel time could be reduced by approximately 1.25 to 5.75 minutes.

As previously mentioned, the SMFD has established several mutual and automatic aid agreements with surrounding fire departments; EFD would provide secondary service for emergency incidents at the Proposed Project site. EFD's Fire Station #6, located at 1735 Del Dios Road, is approximately 3.1 miles and approximately 5.9 minutes travel time to the Proposed Project site. In addition, EFD's Fire Station #1, located at 310 North Quince Street, is 4.2 miles and approximately 7.5-minutes travel time away from the Project site. The calculated travel times from EFD stations are based on the average safe speed of 35 mph. For the Proposed Project, the adjusted travel times could be reduced if posted speed limits and installation of strobe sensors are considered.

The FPP determined that SMFD's Station #3 could provide coverage to zero percent of residential structures, EFD's Station #6 could provide coverage to 39 percent of residential structures (128 structures), and the proposed Harmony Grove Fire Station could provide 100 percent coverage (326 units) in five minutes.

To be able to avoid potential impacts from exceeding the five-minute travel time in responding to fires and emergencies, the Harmony Grove Fire Station would have to be in operation for the portion of the Project outside of the EFD's Station #6 coverage. Therefore, prior to occupation of portions of the site outside of the five-minute travel time, the Harmony Grove Fire Station must be in operation. Because the new fire station is expected to be fully funded by mid-2016 and operational by 2017, and through a multi-jurisdictional agreement between the Applicant, the CSA/HGF authority, and SMFD that would be in place prior to recordation of the (first) Final Map for the Proposed Project, potential impacts would be less than significant.

In addition, EFD is planning to implement San Diego's Regional Computer Assisted Dispatch Interoperability Program (RCIP) in the summer of 2015. EFD is one of many fire departments/fire protection districts/agencies in the County that either has currently implemented this program or will do so in the near future. The RCIP links all dispatch centers in San Diego County and facilitates the selection of the closest emergency fire apparatus or EMS unit to dispatch to an emergency incident. Once implemented, EFD's Station #6 and Station #1 would have increased response efficiency to fires or emergencies within its service area and in assisting and reinforcing emergency responses by SMFD's Fire Station #3 to the Project site.

In summary, current fire protection facilities are available in the Proposed Project vicinity, but do not meet the five-minute response time threshold for the first-in engine company for a fire suppression incident. However, the new Harmony Grove Fire Station, which is expected to be operational prior to occupation of portions of the site outside of the five-minute travel time, would meet the five-minute threshold for the Proposed Project residential structures. As stated above in section 3.1.7.1, the environmental effects of the construction of the Harmony Grove Fire Station were previously analyzed in the Harmony Grove Village EIR. Therefore, **impacts related to fire protection are less than significant.**

More information on fire protection and fuel management is provided in Subchapter 2.9, *Hazards and Hazardous Wastes*. Details as to road widths and travel lanes are provided in Chapter 1.0, *Project Description*, of this EIR, as well as the FPP for the Proposed Project. As discussed in Chapter 1.0, Hill Valley Road is an existing dirt road that is proposed to be improved to a paved road approximately 24 feet wide, for a majority of the road length. One section of this road (approximately 185 to 195 feet in length) can only be improved to 20 feet wide due to easement access issues. After reviewing the specific logistics, the SMFD accepted this reduced roadway section in a letter dated September 24, 2014 (SMFD 2014) as being adequate for fire access. A design exception for this portion of roadway was granted by the County PDS in a letter dated October 28, 2014 (County of San Diego PDS 2014a). The SMFD has also accepted minor variations in the vegetation management program with addition of a perpetual management plan for enhancing the wetland buffers with fire resistant native vegetation. The FPP demonstrates that the Project is consistent with the applicable fire codes and includes specific features to address potential fire protection issues such as those related to roadway access, premises identification, gates, water supply, fire sprinklers, fire-resistant construction, vegetation management and fuel modification zones. Project-related development fees and property taxes would benefit SMFD.

## Police Protection

As previously stated, the nearest Sheriff's Department substation is located at 182 Santar Place in San Marcos, CA. Officers respond depending on such factors as type of call, call priority, previous calls pending, time of day, location of the responding squad car and amount of traffic. The average travel times for the San Marcos Station of the San Diego County Sheriff's Department to unincorporated areas of the County (such as the area of the Proposed Project) from January 1, 2012 through December 31, 2012 range from approximately 0.7 minute (note: only one call included in this average, and the responding officer was already on scene before the call was received; this is not representative), to 51.7 minutes, depending on the priority of the call.

Service demand would be likely to increase with implementation of the Proposed Project, but it is anticipated that expanded police protection services would be funded, as necessary, from increased property taxes and other revenues to the County resulting from the Proposed Project. As a result, the Proposed Project would not generate a significant direct impact to police protection. Accordingly, potential Project **impacts to police protection services would be less than significant.**

### 3.1.7.3 Cumulative Impact Analysis

The cumulative development projects that have been recently completed or are planned for development in the vicinity of the Proposed Project, as listed in Table 1-4, include residential developments totaling approximately 15,494 units (including units for the Proposed Project), as well as other types of development, such as a hospital facility, a light recycling processing facility, and offices. Cumulative impacts of the total number of units mentioned above (15,494) exceed the study area for public services. The cumulative study area is better defined by the districts' boundaries, depending on the affected public service district. For the cumulative analysis, only projects that would be served by the same district as the Proposed Project are included in the study area. The significance guidelines used to evaluate Project-specific impacts, described above in Section 3.1.6.2, also are applicable here.

### Schools

Only some of the future residential projects listed in Table 1-4 are located within (or very close to) the school boundaries of the schools that would serve the Proposed Project. Conservatively, these projects include approximately 1,100 du, which would be a mix of single family and multi-family residential units. Using the higher (more conservative) single family residential student generation rates for all residential units, these projects would generate approximately up to 217 elementary school-aged students, 105 middle school-aged students, and 171 high school aged students. Please refer to Table 3.1.7-3, *Anticipated Numbers of New Students from Cumulative Projects*. The scale of cumulative development in the vicinity of the Proposed Project is such that cumulative conditions would result in students in excess of existing and planned school capacities. The affected school districts would need to expand school facilities. In accordance with California Education Code Section 17620, prior to the issuance of building permits the Project Applicant would pay development impact fees to affected school districts,

which are intended to reflect a fair share contribution toward school improvements needed to serve cumulative development. Other future developments also would be required to pay school fees and/or dedicate land for schools commensurate with their impact contribution. Because the adverse effect of student loading on area schools would be addressed during payment of fees, the Proposed Project's contribution to **cumulative impacts upon schools in the EUSD and EUHSD area would be less than considerable and less than significant.**

#### Fire Protection

As noted above, Project-related development fees and property taxes would benefit SMFD, which also has required the incorporation of certain fire prevention design measures into the Proposed Project (as detailed in the FPP, such as those related to fire sprinklers, fire-resistant construction, vegetation management, etc.). Paying these fees and meeting the design requirements would reduce impacts from Project development to less than significant. The Proposed Project would also provide a fair share contribution to funding the proposed Harmony Grove Fire Station, which would ultimately result in an increase in service availability and a reduction in the travel times for fire service calls in the cumulative project area. The approval of the Project would be conditioned on approval of a multi-jurisdictional agreement for equitable funding and operation of the new fire station.

Development of other projects in the vicinity also would be required to pay developer fees to their respective fire districts and property taxes to the County, and incorporate similar design measures to avoid significant fire service impacts. Compliance with County and state regulations ensure that the **cumulative contribution of Project development on fire protection would be less than considerable and less than significant.**

#### Police Protection

It is anticipated that expanded police protection services would be funded from increased property taxes and other revenues to the County resulting from the Proposed Project, as well as from other cumulative developments in the area surrounding the Project Site (that also would be served by the San Diego County Sheriff's Department or the San Marcos Sherriff's station) that have contributed or will contribute to the increased demands on police protection services. Accordingly, **potential contributions to cumulative impacts to police protection would be less than considerable and less than significant.**

#### **3.1.7.4 Significance of Impacts**

Based on the analysis provided above, the Proposed Project would have less than significant impacts related to public services.

| <b>Table 3.1.7-1<br/>ENROLLMENT AND CAPACITY OF SCHOOLS<br/>THAT WOULD SERVE THE PROJECT</b> |                                   |   |  |  |  |
|--|-----------------------------------|---|--|--|--|
| <b>School District</b>   | <b>School<br/>(Grade Range)</b>   | <b>Distance<br/>from Project<br/>Site (miles)</b> | <b>Enrollment<br/>(number of<br/>students)</b> | <b>Capacity<br/>(number of<br/>students)</b> | <b>Available<br/>Capacity<br/>(number of<br/>students)</b> |
| Escondido<br>Union School<br>District  | Rock Springs<br>Elementary School | 2   | 680  | 715  | 35   |
|  | Del Dios<br>Middle School         | 1.5   | 850  | 1,110  | 260  |
| Escondido<br>Union High<br>School District   | San Pasqual<br>High School        | 5   | 2,268  | 2,600  | 332  |

Sources: EUSD 2013; EUHSD 2013; Rock Springs Elementary School 2013; Del Dios Middle School 2013; San Pasqual High School 2013.

| <b>Table 3.1.7-2<br/>ANTICIPATED NUMBERS OF NEW STUDENTS FROM THE PROJECT</b> |  |                                 |  |                               |
|---|--|---------------------------------|--|-------------------------------|
| <b>Dwelling Type</b>  | <b>Number of<br/>Dwelling<br/>Units (du)</b> | <b>Education<br/>Level</b>      | <b>Student<br/>Generation Rate<br/>(Students/du)</b> | <b>Number of<br/>Students</b> |
| Single Family   | 326  | Elementary School<br>Grades K-5 | 0.1971   | 64                            |
|   |  | Middle School<br>Grades 6-8     | 0.0954   | 31                            |
|   |  | High School<br>Grades 9-12      | 0.1554   | 51                            |
| <b>TOTAL</b>  |  |                                 |  | <b>146</b>                    |

Source: Valiano Specific Plan, December 2014.

| <b>Table 3.1.7-3<br/>ANTICIPATED NUMBERS OF NEW STUDENTS<br/>FROM CUMULATIVE PROJECTS</b> |                                      |                                 |  |                           |
|---|--------------------------------------|---------------------------------|--|---------------------------|
| <b>Dwelling Type</b>  | <b>Number of Dwelling Units (du)</b> | <b>Education Level</b>          | <b>Student Generation Rate (students/du)</b> | <b>Number of Students</b> |
| Single Family   | 1,100                                | Elementary School<br>Grades K-5 | 0.1971                                       | 217                       |
|   |                                      | Middle School<br>Grades 6-8     | 0.0954                                       | 105                       |
|   |                                      | High School<br>Grades 9-12      | 0.1554                                       | 171                       |
| <b>TOTAL</b>  |                                      |                                 |  | <b>493</b>                |

Source: Valiano Specific Plan, December 2014

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