

3.10 Public Services

The following section addresses schools, fire protection, and police protection. The Project's Fire Protection Plan (FPP) (Dudek 2024, *Appendix M1* of this EIR, and additionally discussed in Sections 3.6 and 3.13), provided information for the fire service discussion. Project Facility Availability Forms are provided in *Appendix N* of this EIR for school and fire services. Please refer to Section 3.11, *Recreation*, for discussion of parks. An NOP for the Project was released for public review on September 1, 2022 and an EIR Scoping Meeting was held on September 20, 2022. Six comment letters related to public services were received. Danielle Allison (received September 23, 2022) noted the wildfire potential of the abutting open space. The City of San Marcos (received September 29, 2022) requested that the EIR analyze potential Project impacts to the City of San Marcos parks. Jay Petrek (received October 3, 2022) noted the locations of the nearest fire station park with active recreation amenities and expressed concern regarding development impact fees and property taxes. Jessica Heinz (received September 26, 2022) noted that the proposed Project could rely on public services from the City of San Marcos, which would not be receiving property tax income from the Project. Jodi Rowin (received September 23, 2022) requested that overcrowding of local schools be addressed. Beth Houser (received September 23, 2022) expressed concern regarding the capacity of local schools.

3.10.1 Existing Conditions

3.10.1.1 *Service Facilities, Capacities, Standards and Timing*

Fire Protection and Emergency Services

The Project is located within the Rancho Santa Fe Fire Protection District (RSFFPD) responsibility area; however, the closest fire station, RSFFPD Station 6, is 2.46 miles from the Project site. The City of Carlsbad provides fire service to areas west of the Project site and operates a fire station located approximately 1.55 miles west of the Project site. Additionally, the City of San Marcos provides fire service to areas north and east of the Project site and operates a fire station located approximately 2.29 miles east of the Project site. Given its proximity and ability to meet the County's 5-minute travel time requirement, Carlsbad Fire Department Station 6 would serve the Project site, per the North County Boundary Drop Program.

Based on current resources, there are up to three staffed fire stations with three different fire agencies in the area. The RSFFPD is a combination fire agency that uses both paid and volunteer reserve firefighters. Initial response to the Project site would be from Carlsbad Fire Department Station 6, which is located at 7201 Rancho Santa Fe Road, in Carlsbad, approximately 1.55 road miles from the Project site. Carlsbad Fire Department Station 6 has three full-time firefighters (captain, engineer, and fighter fire/paramedics and the following apparatus: (Dudek, 2023, p. 37)

- Type I engine
- Type III brush engine

Fire Station 6 responds to approximately 87 calls per month. Vegetation fires require special apparatus and, depending on weather and fuel conditions, may require a significant response. Carlsbad Fire

Department and RSFFPD would be able to call on all of its wildfire apparatus, and depending on the size of the fire, neighboring and regional fire agencies would be dispatched along with the full CAL FIRE response weight, outlined as follows. (Dudek, 2023, p. 37)

Local Government response:

- Two (2) Type I Engine
- Five (5) Type III Engines
- Water tender
- Two (2) Battalion Chiefs

Full CAL FIRE response:

- Five (5) to ten (10) Type III engines (depending on dispatch level)
- Battalion chief
- Three (3) fixed-wing aircraft (two tankers and air attack)
- Dozer
- Two (2) hand crews
- Two (2) helicopters

Of the existing fire stations in the vicinity of the Project, San Marcos' Fire Station 4 is the second closest. San Marcos Fire Station 4 is located at the intersection of San Elijo Road and Ledge Street, approximately 2.29 miles from the Project Site. It houses a staffed engine company. This location does allow for a five-minute travel time to a majority of the Project site. (Dudek, 2023, p. 38)

Currently, the closest ladder truck is housed at San Marcos Fire Station 1 in San Marcos, approximately 5.6 road miles northeast of the Development Footprint, although no Project structures would trigger ladder truck response as all are below 30 feet roof height. (Dudek, 2023, p. 38)

Law Enforcement

The Project site is currently served by the San Diego County Sheriff's Department from the San Marcos station located at 182 Santar Place. This station serves the Project area, City of San Marcos, and unincorporated portions of San Diego County surrounding the cities of San Marcos and Escondido. The San Marcos Station consists of more than 100 deputies, volunteers, and professional staff members. (SDCSD, 2023)

County Sheriff's Department

The San Diego County Sheriff's Department classifies calls for services into the following four categories:

- Priority 1: Life-threatening situations, serious injury vehicle accidents, plane crashes, etc.
- Priority 2: Felony crimes-in-progress, domestic violence, rape, missing persons-at-risk.
- Priority 3: Incomplete 911 calls, persons under the influence, found juveniles, etc.

- Priority 4: Assaults, cold crime reports, disturbances, vandalism, trespass, etc.

The Sheriff's Department uses two measures to determine if its responses to calls are meeting response time standards. "Received to Arrival" measures the time between when the communications center receives the call and when the deputy arrives on the scene. "Dispatched to Arrival" measures the time between when the call is dispatched from the communication center and when the deputy arrives on the scene. For analysis purposes, the "Received to Arrival" measure is used in this EIR because it most closely represents overall response times for law enforcement services.

Schools

The Project site is located within the service area of the San Marcos Unified School District (SMUSD) for K-12 education. SMUSD serves the major portion of the City of San Marcos and portions of the surrounding unincorporated area including the Project site.

SMUSD currently operates 10 elementary schools, three middle schools, four high schools, and two combined elementary and middle schools. All students generated by Project development would attend existing schools within the San Marcos area. The Project would be served by Carrillo Elementary School for K-5 students located approximately 4.2 miles from the Project site; students grade 6-8 would be served by San Elijo Middle School located approximately 0.65 mile from the Project site. High school students would attend San Marcos High School, located approximately 4.6 miles from the Project site.

Parks

Existing Local Park Facilities

Public parks in the vicinity of Project site are located within the City of San Marcos and the City of Carlsbad, including: San Elijo Park, located approximately 0.5 mile northeast of the Project site, which is developed with a trail connection, lighted ballfield and multi-purpose field, picnic area, splashpad area, restroom, tot lot and horseshoe court; Cadencia Park, which is located approximately 1.4 miles east of the Project site and is developed with open play grass area and a children's playground; and Stagecoach Community Park, located approximately 1.8 miles southwest of the Project site, which is developed an athletic field, basketball court, picnic facilities, gymnasium, sand lot, tennis court, restrooms, a tot lot and turf play area.

Libraries

The County of San Diego has 20 library facilities serving the North County area. Nearby facilities are located in San Marcos, Vista, Encinitas, and Rancho Santa Fe. Bookmobile service provides circulation and distribution in rural areas. The Project site lies within the service area of the County's San Marcos library branch.

3.10.1.2 Regulatory Setting

Fire Protection

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, and is described in Section 3.1, *Wildfire*, of this EIR.

Safety Element of the 2011 County General Plan

The Safety Element 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 uses (County of San Diego, 2011a). The Project would be serviced by Carlsbad Station 6. Travel time to the site is less than four minutes. Additional analysis is included below, under the discussion of impacts to fire protection and emergency services.

San Diego County Board of Supervisors Policy I-84

County Board of Supervisors 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 on 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 Project.

Law Enforcement

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. 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.

Schools

Senate Bill 50/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 that 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.

County of San Diego School Facilities Mitigation Ordinance (7966)

This ordinance requires mitigation of school facilities impacts prior to legislative action on a project. "Legislative Action" for the purposes of this ordinance includes adoption of a Specific Plan; a General Plan Amendment, including a Community Plan Update; and/or adoption of a Rezone, etc. The ordinance requires execution of a binding agreement between an applicant and the affected school district prior to those legislative approvals. 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.

Parks

County Park Land Dedication Ordinance (PLDO)

The County PLDO requires dedication of land or payment of an in-lieu fee for the provision of neighborhood or community parks that provide active recreational uses. The Recreation Element of the County General Plan specifies that neighborhood parks should be 5 to 20 acres and community parks should be 20 to 100 acres. For land within the San Dieguito Local Park Planning Area (LPPA), the dedication requirement is 360.68 s.f. of park space per dwelling unit or payment of an in-lieu fee. For the proposed 76 dwelling units, the dedication requirement would be 0.63 acre.

3.10.2 Analysis of Project Effects and Determinations as to Significance

Guideline for the Determination of Significance

A significant impact to public services would occur if the Project would:

Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services:

- Fire protection and emergency services;
- Law enforcement facilities;
- Schools;
- Parks;
- Other public facilities.

Guidelines Source

The significance thresholds for public services are based on Appendix G of the CEQA Guidelines.

Analysis

Fire Protection and Emergency Services

As indicated in Table 7 of the Project's FPP, *Appendix MI*, using San Diego County Fire Agencies' estimate of 82 annual calls per 1,000 population, the Project's conservatively estimated 219 permanent residents would generate approximately 18 calls per year (0.05 calls per day). Of these calls, at least 44% are expected to be medical emergencies and 9% fire-related calls, based on typical call volumes reported by North County Dispatch JPA between 2017-2019.

The Project would be subject to the San Diego County General Plan five-minute travel time standard post-development based on its parcel sizes and Project densities and applying the most restrictive travel time. To understand fire department response capabilities, Dudek conducted an analysis of the travel-time response coverage from the three closest fire stations. Table 3.11-1, *Responding Fire Stations Summary*, presents a summary of the location, maximum travel distance, and travel time for the three closest stations. Travel distances are derived from Google road data while travel times are calculated applying the nationally recognized Insurance Services Office (ISO) Public Protection Classification Program's Response Time Standard formula ($T=0.65 + 1.7 D$, where T = time and D = distance). The ISO response travel time formula discounts speed for intersections, vehicle deceleration and acceleration, and does not include turnout time.

Based on the Project site location in relation to existing Carlsbad Fire Station 6, travel time to the site for the first responding engine to the furthest parcel of the Project is less than four minutes. Secondary response would arrive in under six minutes from either RSFFPD Station 6 or San Marcos Fire Station 4. Based on these calculations, emergencies within the Project can be responded to according to San Diego County General Plan five-minute travel time standard. That is, when dispatch (1.0 minute) and turnout time (1.5 minutes) are added to the calculated travel time from Carlsbad Station 6, the total response time is approximately 5.5 to 6.5 minutes for the site. Therefore, the Project complies with the County's response time standards.

There are automatic aid agreements and dropped boundary agreements on first alarm or greater emergency calls with surrounding communities, ensuring that the closest unit will be dispatched,

regardless of jurisdictional boundaries. The RSFFPD is also part of both the San Diego County and State of California Master Mutual Aid Agreements.

The Project includes a modest number of new homes which would not substantially impact Carlsbad Fire Station or RSFFPD response times and capabilities. Additionally, the requirements described in the FPP are intended to aid fire-fighting personnel and minimize the demand placed on the existing emergency service system. The Project's demand for fire services would not result in the need for a new or physically altered fire station. As such, the Project would not result in significant impacts to fire protection and emergency services.

Law Enforcement

The nearest Sheriff's Department substation is located at 175 North El Camino Real, in Encinitas, CA, approximately 4.2 miles southwest of the Project site. 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 provision of sheriff department personnel is funded through the County's general fund, revenues for which come largely from property taxes. Service demand would be likely to increase with implementation of the 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 Project. The Project's demand for sheriff services would not result in the need for a new or physically altered sheriff's station. As a result, the Project would not generate a significant direct impact to police protection. Accordingly, potential Project impacts to police protection services would be less than significant.

Schools

The Project would generate new school-aged students. As indicated in Table 3.11-2, *Project-Related Student Generation*, the Project is anticipated to generate 18 elementary school aged students, 8 middle school-aged students, and 10 high school-aged students for a total of 36 students.

It is anticipated that the Project's generation of elementary, middle, and high school students would be accommodated by existing and planned facilities. The need for additional school facilities and related services is addressed through compliance with payment of required school impact fees. SB 50 sets forth a state school facilities construction program that includes restrictions on a local jurisdiction's ability to condition a project on mitigation of impacts on school facilities in excess of fees set forth in Section 17620 of the California Education Code. These fees are collected by school districts at the time of issuance of building permits for commercial, industrial, and residential projects. The SMUSD would be able to collect these school impact fees for development on the Project site. The State Legislature has declared that the payment of school impact fees constitutes full mitigation for the impacts generated by new development, per Section 65995 of the California Government Code. Since required impact fees would be paid, the Project would mitigate the impacts associated with its activities. Thus, impacts from implementation of the Project on school services in the SMUSD would be less than significant.

The Project would not result in the need for new or physically altered school facilities and no physical environmental impacts would result. Impacts would be less than significant.

Parks

The Project would be required to dedicate 0.63 acre of neighborhood or community parks pursuant to the County PLDO or pay an in-lieu park fee. The County ordinance allows the development of private parks but reduces the parkland dedication credit for private parkland to 50 percent of the park acreage. To fulfill the requirements of the PLDO, the Project includes 0.31 acre of private parkland within the Project site. Because private park acreage totals are calculated at 50 percent for purposes of PLDO satisfaction, an additional 0.47 acre of parkland would be required to meet the required 0.63 acre of parkland. The remaining PLDO requirement would be satisfied through the payment of in lieu fees. The development of a private park and a trail connection are components of the Project's design. One private park totaling 0.31 acre is planned as part of the Project and would be operated and maintained by the Homeowners Association (HOA). In addition, the Project includes approximately 64 acres of open space. A 10-foot-wide public trail made of decomposed granite is proposed along the eastern boundary of the development area which would connect to the existing portion of the Copper Creek Trail located along southeastern boundary of the Project site (Figure 1-8). Parking spaces for trail access would be privately maintained, while public trail easements would be dedicated to the County. Note that the Project trail would be open to the public, however the associated acreage would not be counted towards PLDO requirements.

Impacts from construction of the private on-site recreational park have been addressed as part of the Project and have been analyzed throughout this EIR. Mitigation measures have been included, where applicable, to avoid or reduce impacts from construction and operation of the Project to less-than-significant levels. Therefore, construction and operation of the proposed park would not have any additional impacts beyond those identified in this EIR and impacts from construction of local parks would be less than significant.

Libraries

At buildout the Project would result in an incremental increase in the local demand for library facilities. Library facilities would be provided by the San Marcos library and additional library services that are available in the County through a cooperation of County libraries and independent city libraries which enables County library cardholders to check out library books from other member libraries.

The existing and planned library facilities in addition to the San Marcos library would be able to provide acceptable service to existing patrons and meet future demand associated with the Project. Thus, impacts to library facilities as a result of the Project would be less than significant.

3.10.3 Cumulative Impact Analysis

3.10.3.1 *Fire Protection and Emergency Services*

The geographic scope for analysis of cumulative fire protection impacts includes areas served by the Carlsbad Fire Station 6 and RSFFPD. Although the Project would be adequately serviced by fire protection services, based on the proximity and response times estimated from nearby fire station facilities, the Project would nonetheless result in an incremental increase in requests for service, which would affect the fire department's ability to provide acceptable levels of service. These impacts include an increased number of emergency and public service calls due to the increased presence of structures, increased traffic volumes, and increased population. When considered in the context of on-going cumulative development throughout the service area, such impacts would be cumulatively considerable. However, the Project and all cumulative developments within the Carlsbad Fire Station 6 and RSFFPD service area would be required to contribute development fees. Mandatory fee contributes by the Project and cumulative developments would ensure that adequate funding is provided to RSFFPD for the acquisition of additional facilities, equipment, and personnel. Accordingly, the Project's impact to the RSFFPD is evaluated as less than significant on a cumulative basis with the payment of development fees.

3.10.3.2 *Law Enforcement*

The geographic scope for analysis of cumulative law enforcement impacts include the areas currently served by the Sheriff's substation located in Encinitas. Although the Project site would be adequately served by sheriff facilities, the increased population that would be generated by the Project, when considered in conjunction with other on-going development in the Sheriff's station service area, has the potential to adversely affect service response times. However, the Project and all cumulative developments would be required to contribute development fees, which would help to provide adequate equipment and personnel in the Project area. Therefore, with mandatory payment of development fees, Project impacts to law enforcement services would be less than significant on a cumulative basis.

3.10.3.3 *Schools*

The geographic scope for the cumulative school impact analysis includes the service area of SMUSD. The Project, when considered in conjunction with on-going development throughout the SMUSD service area, would cumulatively affect the ability of the school district to provide school services. The need for additional school facilities and related services is addressed through compliance with payment of required school impact fees. Pursuant to the Leroy F. Greene School Facilities Act of 1998, payment of school impact fees constitutes complete mitigation for project-related impacts to school services. Therefore, although the Project's impacts to school services would be cumulatively considerable, cumulative impacts would be less than significant with contribution of mandatory school impact fees.

3.10.3.4 *Parks*

The geographic scope for cumulative park and recreation impacts includes the unincorporated portions of San Diego County. The Project would be required to comply with the County PLDO, which implements parkland requirements and species parkland dedication requirements and imposes in-lieu

park fees. Other developments within the County would also be subject to the County PLDO. Compliance ensures there is enough parkland to serve the population. It is important to note that Project residents and residents from cumulative developments may increase utilization of nearby recreation facilities in the area. However, construction of adequate parkland and/or payment of fees by other cumulative developments would ensure the provision of parkland in accordance with County standards and would ensure that cumulatively considerable impacts would not occur.

Construction and operational impacts of the Project's proposed park and recreation facilities have been included as a part of the Project and have been analyzed throughout this EIR. Mitigation measures have been included, as needed, to avoid or reduce these impacts to less-than-significant levels. The Project would not require construction of any additional park facilities beyond those identified in this EIR and would not contribute to any significant cumulative park and recreation facility impacts.

3.10.3.5 Libraries

The geographic scope for cumulative library impacts includes areas served by the San Marcos library and the unincorporated portions of San Diego County. The Project, when considered in conjunction with on-going development throughout the San Marcos library and County library service area, would cumulatively affect the ability of the libraries to provide library services. However, the Project and all cumulative developments would contribute property taxes and would be required to contribute development fees, which could be used for the purpose of acquiring book titles and/or additional library square footage. Accordingly, the Project's impacts to library facilities are evaluated as less than significant on a cumulative basis with payment of property taxes and development fees.

3.10.4 Significance of Impacts Prior to Mitigation

As discussed throughout sections 3.10.2 and 3.10.3, the Project would not result in direct or cumulatively significant impacts to public services.

3.10.5 Mitigation

As discussed above, implementation of the Project would result in less-than-significant impacts to public services. Therefore, no mitigation is required.

3.10.6 Conclusion

As described above, the Project was determined to have no physical impacts to fire protection and emergency services, law enforcement, and schools, with payment of impact fees. Also, there are no significant environmental effects particular to the on-site park proposed as part of the Project and the park is evaluated throughout this EIR as an inherent part of the Project's design. Therefore, implementation of the Project would not result in any significant impacts to public services.

Table 3.10-1 Responding Fire Stations Summary

Station	Location	Maximum Travel Distance*	Travel Time**
RSFFPD Station 6	20223 Elfin Forest Road, Elfin Forest	2.84 mi.	5.48 min.
Carlsbad Fire Station 6	7201 Rancho Santa Fe Road, Carlsbad	1.8 mi.	3.71 min.
San Marcos Fire Station 4	204 San Elijo Road, San Marcos	2.67 mi.	5.19 min.

* Distance measured to the Project's entrance.

** Assumes travel time to the furthest parcel, an adjusted speed based on the ISO travel time formula and does not include turnout time.

(Dudek, 2023, Table 9)

Table 3.10-2 Project-Related Student Generation

School Type	Dwelling Units	Student Generation Rate	Project Generated Students
Elementary	76	0.2297	18
Middle	76	0.0993	8
High	76	0.1234	10
Total			36