

## 5. Environmental Analysis

### 5.14 PUBLIC SERVICES

This section of the draft program environmental impact report (PEIR) addresses impacts of the San Bernardino Countywide Plan (Countywide Plan, CWP, or Project) to public services, including fire protection and emergency services, police protection, school services, and library services. Park services are addressed in Section 5.15, *Recreation*. Public and private utilities and service systems, including water, wastewater, and solid waste services and systems, are addressed in Section 5.18.

#### 5.14.1 Fire Protection and Emergency Services

##### 5.14.1.1 ENVIRONMENTAL SETTING

###### Regulatory Background

###### *International Fire Code*

The International Fire Code (IFC) regulates minimum fire safety requirements for new and existing buildings, facilities, storage, and processes. The IFC includes general and specialized technical fire and life safety regulations addressing fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, use and storage of hazardous materials, protection of emergency responders, industrial processes, and many other topics. The IFC is issued by the International Code Council, an international organization of building officials.

###### *State*

###### *California Fire Code*

The California Fire Code (CFC; California Code of Regulations, Title 24, Part 9) is based on the 2015 IFC and includes amendments from the State of California fully integrated into the code. The California Fire Code contains fire safety-related building standards that are referenced in other parts of Title 24 of the California Code of Regulations. The CFC is updated once every three years; the 2016 CFC took effect on January 1, 2017.

###### *California Health and Safety Code*

Sections 13000 et seq. of the California Health and Safety Code include fire regulations for building standards (also in the California Building Code), fire protection and notification systems, fire protection devices such as extinguishers and smoke alarms, high-rise building and childcare facility standards, and fire suppression training.

###### *San Bernardino County*

San Bernardino County (County) has adopted the California Fire Code as Section 23.0101 et. seq. of the County Code of Ordinances.

## 5. Environmental Analysis

### PUBLIC SERVICES

#### Fire Service Agencies

##### *San Bernardino County Fire Department*

The San Bernardino County Fire Department (County Fire) provides emergency mitigation and management for fire suppression, emergency medical services (paramedic and nonparamedic), ambulance services, hazardous materials (HAZMAT) response, arson investigation, technical rescue, winter rescue operations, hazard abatement, and terrorism and weapons of mass destruction. County Fire's services and programs include helicopter rescue, a dozer, fire abatement hand crews, an inmate hand crew specialized program, and an honor guard. County Fire also provides for the management of: community safety services such as fire prevention, building construction plans and permits, household hazardous waste, and local oversight and collection program for hazardous materials.

As of 2016, County Fire covers a territory of 16,500 square miles and operates over 75 fire stations and 11 facilities that serve more than 60 unincorporated communities; the cities of San Bernardino, Twentynine Palms, Grand Terrace; and the Town of Yucca Valley. Additionally, County Fire provides fire protection services through contracts to five cities—Adelanto, Needles, Victorville, Hesperia, and Fontana's independent fire protection district.

##### *Service Zones, Divisions, and Staff*

County Fire is organized into six divisions within four service zones (staffing is from fiscal year 2016–17):

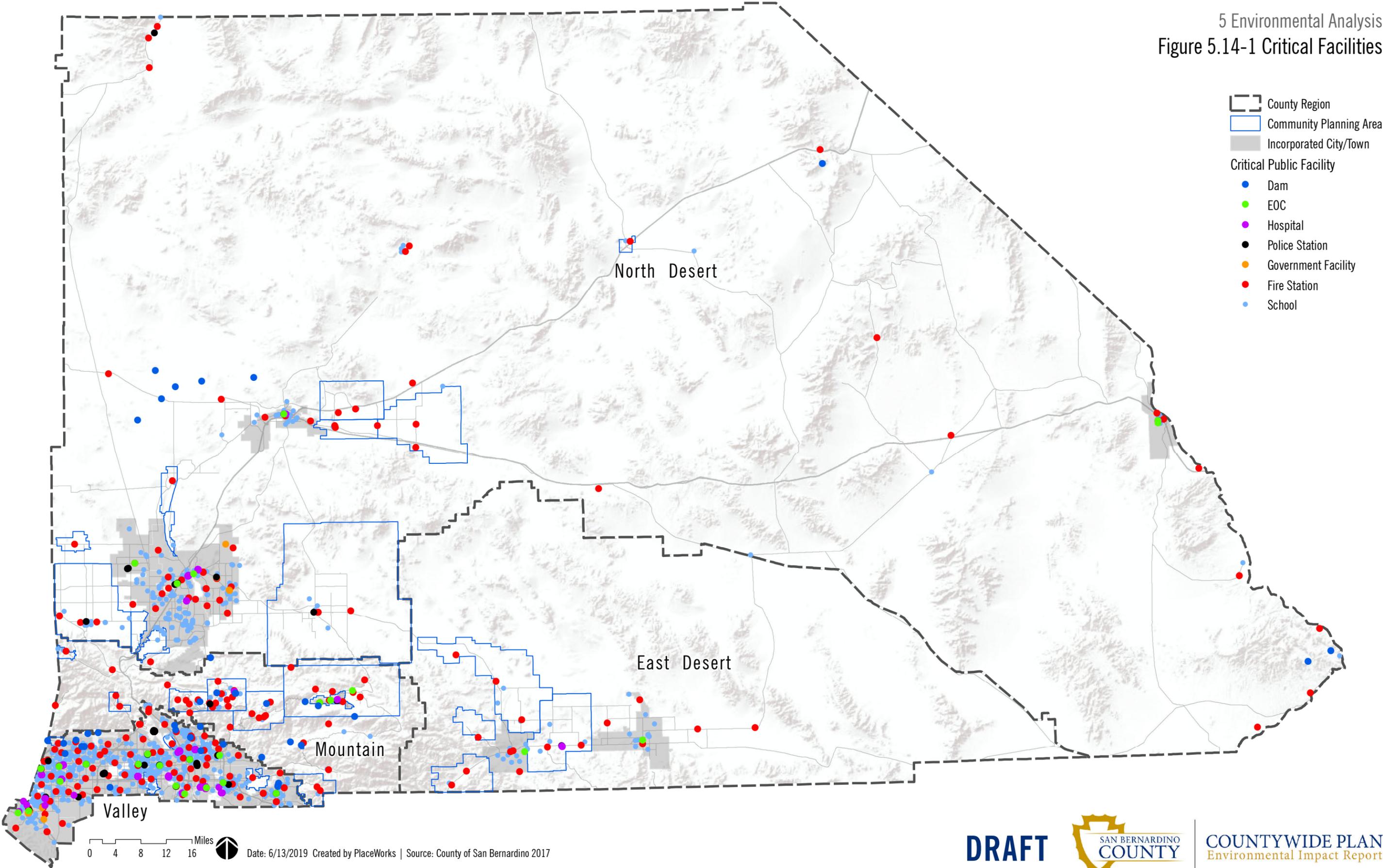
- **Valley Region:** Division 1 (West Valley) and Division 2 (East Valley); 292 total employees
- **Mountain Region:** Division 3 (Mountain); 103 total employees
- **North Desert Region:** Division 5 (North Desert) and Division 6 (High Desert); 227 total employees
- **South Desert:** Division 4 (South Desert); 84 total employees

In fiscal year 2016–17, County Fire had total staff of 1,017 personnel, including 654 fire suppression personnel, 54 of whom were paid-call firefighters. In July 2017 the Upland Fire Department was annexed into County Fire, adding 44 total staff, including 39 fire suppression personnel (SBCFD 2017).

##### *Stations*

Fire stations are listed in Table 5.14-1 and mapped on Figure 5.14-1, *Critical Facilities*. While Figure 5.14-1 does not label individual stations, it shows the overall distribution of fire stations in the county, which are most heavily clustered in the Valley Region, San Bernardino Mountains, and Victor Valley area. As discussed below under *Local Fire Agencies*, many facilities shown in Figure 5.14-1 are in incorporated cities and not in the unincorporated county.

5 Environmental Analysis  
 Figure 5.14-1 Critical Facilities



- County Region
- Community Planning Area
- Incorporated City/Town
- Critical Public Facility**
  - Dam
  - EOC
  - Hospital
  - Police Station
  - Government Facility
  - Fire Station
  - School

0 4 8 12 16 Miles  
 Date: 6/13/2019 Created by PlaceWorks | Source: County of San Bernardino 2017

## 5. Environmental Analysis

### **PUBLIC SERVICES**

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5. Environmental Analysis  
 PUBLIC SERVICES

**Table 5.14-1 San Bernardino County Fire Department Stations**

Stations in Unincorporated Areas	Stations in Incorporated Cities and Towns	Stations in Unincorporated Areas	Stations in Incorporated Cities and Towns
<b>Valley Region</b>			
<b>Division 1 (West Valley)</b>		<b>Division 2 (East Valley)</b>	
Bloomington #76 San Antonio Heights #12 Mount Baldy #200	Fontana #71 Fontana #72 Fontana #73 Fontana #74 Fontana #77 Fontana #78 Fontana #79 Upland #161 Upland #163 Upland #164	Devore #2 Mentone #9 Muscoy #75	Grand Terrace #23 San Bernardino #221 San Bernardino #222 San Bernardino #224 San Bernardino #225 San Bernardino #226 San Bernardino #227 San Bernardino #228 San Bernardino #229 San Bernardino #231 San Bernardino #232 San Bernardino #233 (SBIA)
<b>Mountain Region</b>			
<b>Division 3 (Mountain)</b>			
Angelus Oaks #98 (PCF) Crestline #25 Fawnskin #96 Forest Falls #99 (PCF) Green Valley Lake #95 (PCF) Lake Arrowhead #91 Lake Arrowhead #92 Lake Arrowhead #94 Lytle Creek #20 (PCF) Oak Glen #555 (CAL FIRE Contract) Rim Forest #30 (PCF) Twin Peaks #26	None	None	None
<b>North Desert Region</b>			
<b>Division 6 (North Desert)</b>		<b>Division 5 (High Desert)</b>	
Baker #53 Harvard #52 (PCF) Hinkley #56 (PCF) Silver Lakes/Helendale #4 Trona #57 (PCF)	Adelanto #322 Southern California Logistics Airport #319 Spring Valley Lake #22	Lucerne Valley #8 Phelan #10 Pinion Hills #13 (PCF) Wrightwood #14	Hesperia #302 Hesperia #304 Hesperia #305
<b>Division 5 (South Desert)</b>		<b>N/A</b>	
Big River #17 (PCF) Black Meadow Landing #55 (PCF) Havasu Landing #18 (PCF)	Needles #32	None	None

## 5. Environmental Analysis

### PUBLIC SERVICES

**Table 5.14-1 San Bernardino County Fire Department Stations**

Stations in Unincorporated Areas	Stations in Incorporated Cities and Towns	Stations in Unincorporated Areas	Stations in Incorporated Cities and Towns
<b>East Desert Region</b>			
<b>Division 4 (South Desert)</b>		<b>N/A</b>	
Homestead Valley / Landers #19 (PCF) Joshua Tree #36 Wonder Valley #45	Twentynine Palms #44 Yucca Valley #41 Yucca Valley #42	None	None
Source: SBCFD 2017. Notes: Only active fire stations are included above (that is, stations listed as <i>inactive</i> on County Fire's website "Station Map" are omitted) PCF: Paid Call Firefighter			

#### *Hazardous Materials*

County Fire's Hazardous Materials Division (HMD) is the Certified Unified Program Agency (CUPA) for the County. HMD personnel respond to hazardous materials emergencies in conjunction with firefighters from County Fire and local fire agencies (SBCFD 2017).

#### *Search and Rescue*

County Fire hosts Regional Urban Search and Rescue (USAR) Task Force 6, one of 12 such units in California. Special equipment includes seven USAR vehicles—three of which are Type 1 Heavy Rescue companies—which provide the highest level of local USAR response capability. A Regional USAR Task Force includes 29 specially trained personnel and is authorized to respond to major rescue emergencies, including mass transit accidents and large-scale disasters such as earthquakes or major terrorist incidents. Over 100 county firefighters are trained in advanced swift water rescue skills (SBCFD 2017).

#### *Calls for Service and Response Times*

County Fire responded to over 126,000 calls for service in Fiscal Year 2016–2017, nearly 80 percent of which were medical responses (see Table 5.14-2).

**Table 5.14-2 SBCFD Calls for Service, Fiscal Year 2016–2017**

Incident Type	Valley Region	Mountain Region	North Desert Region	South Desert Region	Total
	Division 1 (West Valley) Division 6 (East Valley)		Division 2 (North Desert) Division 3 (High Desert) Division 5 (South Desert)		
Fire	3,324	304	2,233	467	6,328
Hazardous Materials	692	172	340	85	1,289
Medical Response	48,114	3,059	38,240	8,706	98,119
Rescue	94	34	50	15	193
Traffic Collision	5,682	329	3,840	655	10,506
Other	4,560	792	3,532	831	9,715
<b>Total</b>	<b>62,466</b>	<b>4,690</b>	<b>48,235</b>	<b>10,759</b>	<b>126,150</b>
Source: SBCFD 2017.					

## 5. Environmental Analysis PUBLIC SERVICES

The current 2019 response time is 8 minutes and 38 seconds on average for the first unit on scene. This information is highly skewed due to the extreme response distances in the outlying areas of the county. County Fire divides itself into three geographical zones for response:

- **Urban areas** have a target response time of 7 minutes 30 seconds. They are defined as areas having a population of over 30,000 people and/or population density of over 2,500 people per square mile, or significant commercial/industrial development, dense neighborhoods, and some mid-rise or high-rise buildings.
- **Suburban areas** have a target response time of 9 minutes 30 seconds. They are defined as areas with a population of 10,000 to 29,999 and/or population density between 1,000 and 2,500 people per square mile, and/or single/multifamily neighborhoods and smaller commercial developments.
- **Rural areas** have a target response time of 22 minutes 30 seconds. They are defined as areas with a population of less than 10,000 people and/or population density of less than 1,000 people per square mile, and/or low density residential, little commercial development, and significant open space uses.

There are some areas in the county that are underserved. These areas are fragmented and do not necessarily warrant a new fire station. County Fire possesses a fleet replacement plan and a capital improvement plan that identifies which facilities are required to be replaced or remodeled to accommodate future population growth.

### *California Department of Forestry and Fire Prevention*

The California Department of Forestry and Fire Protection (CAL FIRE) is responsible for the fire protection and stewardship of 31 million acres of California’s privately owned wildlands. In addition, it provides emergency services in about 36 of the state’s 58 counties via contracts. CAL FIRE’s San Bernardino Unit serves four counties—San Bernardino, Los Angeles, Inyo, and Mono. CAL FIRE’s operation fits generally into Schedule “A” or “B” classes. CAL FIRE’s primary responsibility is to provide fire protection for State Responsibility Areas, as defined by the Public Resource Code (Schedule B services). Schedule A services include contracts with local governments (cities, counties, and special districts). CAL FIRE has contracts with the cities of Highland, Yucaipa, and San Bernardino for medical, structural, and wildland fire protection and has wildland fire protection agreements with Chino and Chino Hills.

### *Local Fire Agencies*

Local agencies also provide a significant amount of fire protection service. Table 5.14-3 summarizes city fire departments and special districts that are outside of County Fire jurisdiction with respect to fire services.

## 5. Environmental Analysis

### PUBLIC SERVICES

**Table 5.14-3 Other Local Jurisdiction Fire Agencies**

City/Community	Agency	Number of Stations	Notes
<b>Valley Region</b>			
Chino/Chino Hills	Chino Valley Independent Fire Protection District	7	Also includes unincorporated areas southwest of Chino Hills
Colton	Colton Fire Department	4	—
Highland	CAL FIRE/Highland Community Development	3	—
Loma Linda	Loma Linda Fire Department	2	Also includes the unincorporated areas within the City of Loma Linda's sphere of influence
Montclair	Montclair Fire Department	2	Also includes the unincorporated area south of Montclair
Ontario	Ontario Fire Department	8	—
Rancho Cucamonga	Rancho Cucamonga Fire Protection District	7	—
Redlands	Redlands Fire Department	4	—
Rialto	Rialto Fire Department	4	—
<b>Subtotal</b>		<b>41</b>	—
<b>Mountain Region</b>			
Arrowbear	Arrowbear Park Water District	1	Also includes the unincorporated community of Arrowbear
Big Bear Lake	Big Bear Fire Department	6	Also includes unincorporated areas east of Big Bear Lake
Running Springs	Running Springs Water District	2	Also includes the unincorporated community of Running Springs
<b>Subtotal</b>		<b>9</b>	—
<b>North Desert Region</b>			
Apple Valley	Apple Valley Fire Protection District	7	Also includes unincorporated areas south of Apple Valley
Barstow	Barstow Fire Protection District	2	Also includes unincorporated communities of Lenwood and eastern portions of Hinkley
Daggett	Daggett Community Services District	2	
Newberry Springs	Newberry Community Services District	1	Also includes unincorporated Newberry Springs
Yermo	Yermo Community Services District	1	Also includes unincorporated community of Yermo
<b>Subtotal</b>		<b>13</b>	—
<b>East Desert Region</b>			
Morongo Valley	Morongo Valley Community Services District	2	Also includes unincorporated community of Morongo Valley

Source: PlaceWorks 2017.

## 5. Environmental Analysis PUBLIC SERVICES

### *Federal Agencies*

The federal government is responsible for providing fire protection for most nonurban areas in the unincorporated county. The US Forest Service employs its own fire suppression specialists to protect its assets, including the San Bernardino National Forest and Angeles National Forest. The National Park Service is responsible for fire protection services in Joshua Tree National Park, Death Valley National Park, and Mojave National Preserve. The US Fish and Wildlife Service employs its own fire suppression specialists to protect the nation's ecosystems and wildlife refuges, specifically the Lake Havasu Wildlife Preserve. The Bureau of Land Management has primary responsibility for fire suppression in the California Desert Conservation Areas. Figure 5.14-2, *Fire Responsibility Areas*, maps the location of areas covered by federal fire agencies.

### *Mutual Aid*

Some types of fire protection and emergency medical responses, including wildfires and disasters, require responses by multiple agencies. Existing mutual aid operations in the county are discussed below.

### *Mountain Area Safety Taskforce*

The Mountain Area Safety Taskforce (MAST) is a coalition of federal, state, and local agencies and private-sector and volunteer organizations that works to prevent catastrophic wildfires. There are two divisions: San Bernardino County and Riverside County. One of the goals of MAST is the removal of overgrowth and dead trees, especially the victims of bark beetles. MAST also thins overgrown forests that are the result of decades of complete fire suppression. Thinning forested or chaparral land is an expensive, time- and labor-intensive process but necessary to return an ecosystem to a natural fire regime and to reduce the risk of catastrophic wildfire. MAST also educates the public about fire safety and the dangers of wildfires. MAST priorities include removing fuel from evacuation routes, refuge areas, and communication and essential service sites, and creating fire defense buffers. MAST has also developed evacuation plans and distributed emergency planning information to the public.

### *Statewide Mutual Aid*

The County participates in the California Disaster and Civil Defense Master Mutual Aid Agreement, which establishes a framework for requesting and receiving mutual aid. Mutual aid exists for law enforcement, search and rescue, coroner services, emergency managers, public works, and medical services. The San Bernardino County Fire and Rescue Mutual Aid Operational Plan identifies the mutual aid system for the County, which includes 11 mutual aid zones, maps, communication protocols, and contact information. Mutual aid zones 1 to 6 are geographical; zones 7 to 10 are agency zones (since jurisdictional boundaries may intersect with more than one geographical zone); and Zone 11 consists of the state Office of Emergency Services equipment that is staged at departments in several zones. The Mutual Aid Operational Plan is designed to meet the anticipated needs of local agencies in their zones and to access resources of participating agencies to meet the needs of emergency incidents. A detailed description of the 11 mutual aid zones is in the Safety Background Report included as Appendix G to this PEIR.

## 5. Environmental Analysis

### PUBLIC SERVICES

#### 5.14.1.2 THRESHOLDS OF SIGNIFICANCE

According to Appendix G of the California Environmental Quality Act (CEQA) Guidelines, a project would normally have a significant effect on the environment if the project would:

- FP-1 Result in a substantial adverse physical impact associated with the provisions 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 fire protection services.

#### 5.14.1.3 REGULATORY REQUIREMENTS AND GENERAL PLAN POLICIES

##### Regulatory Requirements

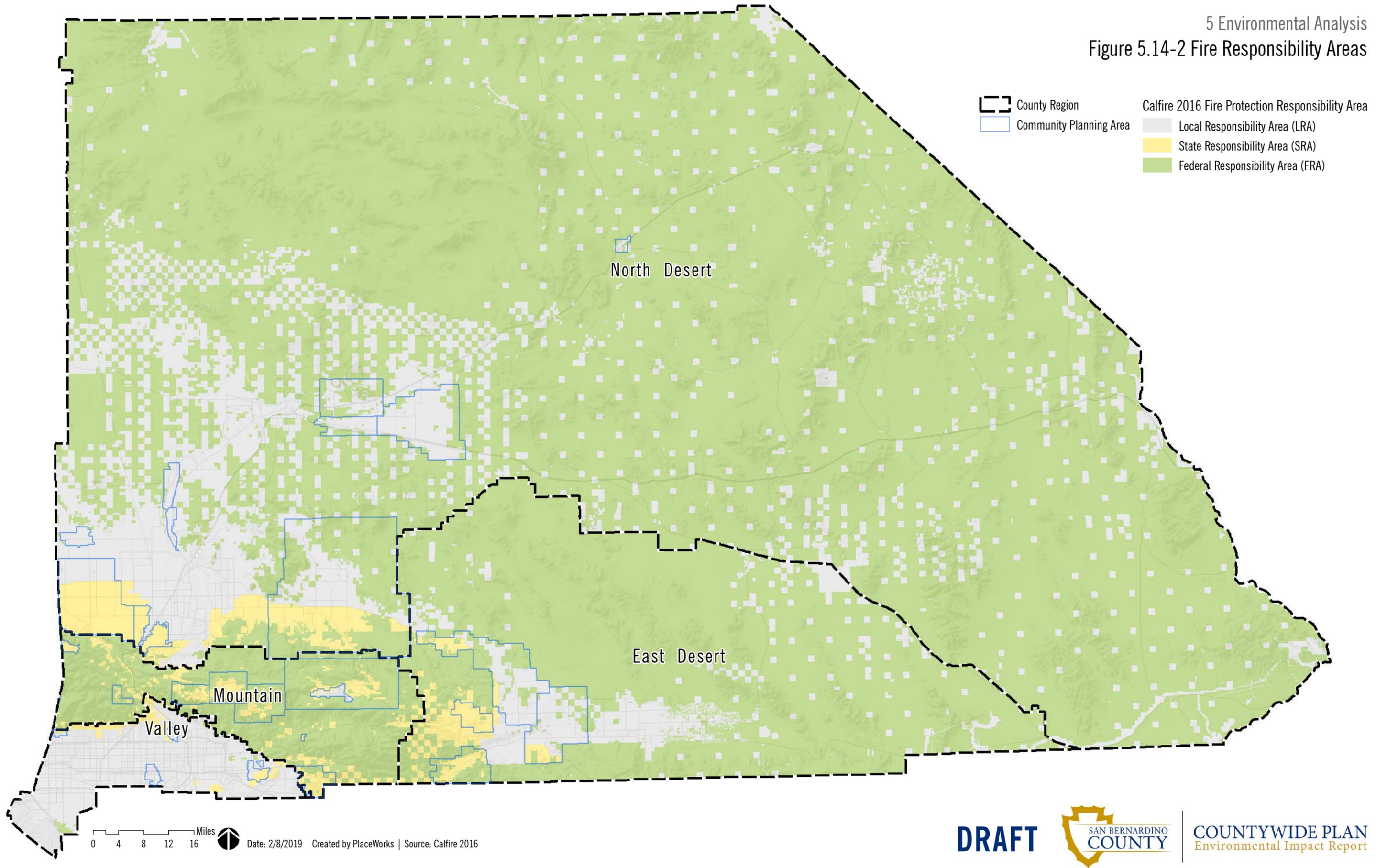
- RR FP-1 **Fire Code:** The California Fire Code (CFC; California Code of Regulations, Title 24, Part 9) contains fire safety–related building standards that are referenced in other parts of Title 24 of the California Code of Regulations. Compliance with the fire code ensures that new and remodeled structures are designed to minimize fire risks related to human safety (including that of emergency responders), loss of property, and other impacts to the environment.

##### Policy Plan

The Countywide Plan Personal & Property Protection Element sets forth the following policies pertaining to fire and emergency medical services:

- Goal PP-3** **Fire and Emergency Medical.** Reduced risk of death, injury, property damage, and economic loss due to fires and other natural disasters, accidents, and medical incidents through prompt and capable emergency response.
- Policy PP-3.1** **Fire and emergency medical services.** We maintain a sufficient number and distribution of fire stations, up-to-date equipment, and fully-trained staff to respond effectively to emergencies.
- Policy PP-3.2** **Fire District.** We support the expansion of the Fire District to serve additional incorporated jurisdictions, and the use of special funding and financing mechanisms to augment Fire District revenues to improve service and coverage.
- Policy PP-3.3** **Search and rescue.** We maintain up-to-date equipment and fully-trained staff to provide urban search and rescue and swift water rescue emergency response.
- Policy PP-3.4** **Fire prevention services.** We proactively mitigate or reduce the negative effects of fire, hazardous materials release, and structural collapse by implementing the California Fire Code, adopted with County amendments.

5 Environmental Analysis  
Figure 5.14-2 Fire Responsibility Areas



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**COUNTYWIDE PLAN**  
Environmental Impact Report

## 5. Environmental Analysis

### **PUBLIC SERVICES**

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## 5. Environmental Analysis PUBLIC SERVICES

- Policy PP-3.5**      **Firefighting water supply and facilities.** We coordinate with water providers to maintain adequate water supply, pressure, and facilities to protect people and property from urban fires and wildfires.
- Policy PP-3.6**      **Concurrent protection services.** We require that fire department facilities, equipment, and staffing required to serve new development are operating prior to, or in conjunction with new development.
- Policy PP-3.7**      **Fire safe design.** We require new development in the Fire Safety Overlay to comply with additional site design, building, and access standards to provide enhanced resistance to fire hazards.
- Policy PP-3.8**      **Fire adapted communities.** We inform and prepare our residents and businesses to collaboratively plan and take action to more safely coexist with the risk of wildfires.
- Policy PP-3.9**      **Street signage.** We require adequate street signage be provided and maintained to ensure emergency services can quickly and efficiently respond.
- Policy PP-3.10**     **Community outreach.** We engage with local schools, community groups, and businesses to increase awareness of fire risk, prevention, and evacuation.
- Policy PP-3.11**     **Post-burn risks.** In areas burned by wildfire, we require new and reconstructed development to adhere to current development standards, and may require additional study to evaluate increased flooding, debris flow, and mudslide risks.
- Policy PP-3.12**     **Fire protection and emergency medical resource allocation.** We use fire and emergency services data analysis and professional expertise to allocate resources, reduce fire risks, and improve emergency response.
- Policy PP-3.13**     **Periodic needs assessment.** We periodically assess our facility, equipment, and staffing needs and use the assessment to allocate funding resources in the annual budget and capital improvement program.
- Policy PP-3.14**     **Qualified workforce.** We attract and retain a qualified workforce of fire fighters, emergency medical technicians, and support personnel, and invest in training and ongoing education.
- Goal PP-4**          **Emergency Preparedness and Recovery.** A reduced risk of and impact from injury, loss of life, property damage, and economic and social disruption resulting from emergencies, natural disasters, and potential changes in climate.
- Policy PP-4.1**      **Emergency management plans.** We maintain, update, and adopt the Emergency Operations Plan, Continuity of Operations Plan, and the Multi-Jurisdictional Hazard Mitigation Plan.

## 5. Environmental Analysis

### PUBLIC SERVICES

- Policy PP-4.2**      **Critical and essential facility operation.** We ensure that critical and essential County facilities remain operational during emergencies.
- Policy PP-4.3**      **Automatic and mutual aid.** We participate in agreements for automatic and mutual aid with other local, state, federal, and nongovernmental emergency service providers to improve protection services and emergency response throughout the county.
- Policy PP-4.4**      **Emergency shelters and routes.** We identify and publicize emergency shelters and sign and control evacuation routes for use during emergencies.
- Policy PP-4.5**      **Vulnerable populations.** We coordinate with and encourage the use of community-based networks to aid vulnerable populations prepare for emergencies and provide assistance with evacuation and recovery.
- Policy PP-4.6**      **Recovery.** We reestablish and expedite County services to assist affected residents and businesses in the short- and long-term recovery from emergencies and natural disasters.
- Policy PP-4.7**      **Public outreach and education.** We engage with the community to increase awareness of and preparedness for emergencies and natural disasters.

The Countywide Plan Hazards Element sets forth the following policy relevant to wildfire hazards:

- Goal HZ-1**      **Natural Environmental Hazards.** Minimized risk of injury, loss of life, property damage, and economic and social disruption caused by natural environmental hazards and adaptation to potential changes in climate.
- Policy HZ-1.9**      **Hazard areas maintained as open space.** We minimize risk associated with flood, geologic, and fire hazard zones or areas by encouraging such areas to be preserved and maintained as open space.

#### 5.14.1.4 ENVIRONMENTAL IMPACTS

The following impact analysis addresses thresholds of significance identified above. The applicable thresholds are identified in brackets after the impact statement.

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**Impact 5.14-1: The proposed Project would introduce new structures, residents, and workers in the San Bernardino County Fire Department's service boundaries, increasing the need for fire protection facilities and personnel. [Threshold FP-1]**

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Growth under the proposed Project—as shown in Chapter 3—would add structures, residents, and workers in the service boundaries of County Fire. However, the Countywide Plan generally concentrates growth in existing urbanized areas where fire protection services are most concentrated under existing conditions. While some facilities in the county do have existing or projected deficiencies related to staffing, equipment, and building space, the Countywide Plan aims to minimize any exacerbation of such deficiencies by limited suburban sprawl.

## 5. Environmental Analysis PUBLIC SERVICES

By focusing growth into (or near) existing urbanized areas and having numerous Countywide policies that address provision of fire protection and emergency services (see Section 5.14.1.3, above), the Countywide Plan would limit growth in fire-prone areas (e.g., areas of the Mountain Region that feature an urban-forest interface) and areas far from emergency services.

County Fire does not have a formal formula for identifying existing or future deficiencies in fire protection services. However, the analysis below utilizes informal information regarding where County Fire services could be insufficient in the future.

### **Service Assessment by Region**

The following evaluation is based on the availability and need for fire stations, as the potential environmental impact related to fire and emergency services would be directly related to the redevelopment/expansion or construction of new stations that could result in environmental impacts.

#### *Valley Region*

Buildout of the Countywide Plan would add approximately 7,978 housing units, 24,893 residents, and 11,541 jobs to the Valley Region. Most residential growth would be in the Bloomington CPA, while employment growth would mostly occur in the Bloomington CPA, Fontana SOI, and East Valley Area Plan area. Growth in these portions of the region would increase demands for fire protection and emergency medical services.

#### *Bloomington*

Existing fire stations serving Bloomington are Station 76 (Bloomington) at 10174 Magnolia Street in Bloomington; Station 77 (Fontana) at 17459 Slover Avenue in the City of Fontana; and Station 71 (Fontana) at 16980 Arrow Boulevard in the City of Fontana. Services at Station 77 are paid for under contract with the City of Fontana. This station will need to be replaced in the future; if it were replaced to be more centralized in Fontana, Bloomington would lose level of service. In this event, a new station in southern Bloomington would be necessary. However, a station in that area may be needed due to growth with or without implementation of the proposed Project.

#### *Fontana SOI*

Three fire stations serve the Fontana SOI: Station 72 at 15380 San Bernardino Avenue in the Fontana SOI; Station 74 at 11500 Live Oak Avenue in the City of Fontana; and Station 73 at 8143 Banana Avenue in the City of Fontana.

#### *East Valley Area Plan*

The three nearest County Fire stations to the East Valley Plan Area are Station 9 (Mentone) at 1300 Crafton Avenue in Mentone; Station 233 (SBIA) at 165 South Leland Norton Way in the City of San Bernardino; and Station 231 (San Bernardino) at 450 East Vanderbilt Way in the City of San Bernardino.

## 5. Environmental Analysis

### PUBLIC SERVICES

#### *Balance of Valley Region*

Growth outside of the three aforementioned portions of the Valley Region would be minimal—2,380 residents (10 percent of total population growth in the Valley Region) and 2,280 jobs (20 percent of total employment growth in the Valley Region)—and spread across several areas of the Valley Region. This growth would not be expected to have a discernible effect on the adequate provision of fire protection and emergency services.

#### *North Desert Region*

Buildout of the Countywide Plan is projected to add about 21,073 residents, 6,281 housing units, and 725 jobs to the North Desert Region. About 77 percent of that population growth would be in the Town of Apple Valley SOI. The Apple Valley Fire Protection District (AVFPD) serves the Town of Apple Valley and unincorporated areas south of the Town of Apple Valley. The nearest AVFPD stations to the affected portions of the SOI are Station 332 at 18857 Outer Highway 18 South; Station 333 at 20604 Outer Highway 18 North; and Station 331 at 22400 Headquarters Drive, all in the Town of Apple Valley.

#### *Balance of North Desert Region*

The balance of growth is distributed throughout unincorporated Community Planning Areas (CPAs) and the Victorville SOI, each showing nominal increases in population, housing, and jobs. Less than 1 percent of population growth in the region is projected outside of a CPA or SOI.

#### *Mountain and East Desert Regions*

Little growth due to Countywide Plan buildout is projected for the Mountain Region: 2,355 population, 702 housing units, and 202 jobs. There are 14 County Fire stations in the Mountain Region.

Countywide Plan buildout is forecast to generate little growth in the East Desert Region: 1,359 residents, 394 housing units, and 78 jobs. There are three existing County Fire stations in the region.

### **Potential Environmental Impacts**

New and/or expanded stations would be constructed as needed to meet growth demands of buildout of the CWP. Pursuant to Policy PP 3.2, planning for these stations is based on data evaluation and professional expertise. Implementing and funding new/expanded stations could occur in different ways, including annexing deficient service areas into districts, creating new districts, and pursuing a tax assessment to be approved by voters.

The most imminent needs for a new station are expected in the Bloomington area, as described above. A replacement for Station #77, paid for under contract with Fontana, could potentially be relocated and/or a new station built in south Bloomington. Development or expansion of fire stations would be subject to myriad CWP policies designed to protect environmental resources and would also be subject to environmental review and impact mitigation under CEQA. Impacts associated with development of new stations are therefore determined to result in less than significant impacts.

5. Environmental Analysis  
 PUBLIC SERVICES

*Level of Significance Before Mitigation:* Impact 5.14-1 would be less than significant after implementation of proposed CWP policies, including policies PP 3.1 and PP 3.2.

**5.14.1.5 CUMULATIVE IMPACTS**

The area considered for cumulative impacts is County Fire’s service area, consisting of all unincorporated county areas except those where fire protection is provided by the National Park Service, the US Fish and Wildlife Service, the US Forest Service, and the Bureau of Land Management in addition to the incorporated cities and towns served by County Fire listed above in Table 5.14-1:

- **Valley Region:** Fontana, Upland, San Bernardino
- **North Desert Region:** Adelanto, Victorville, Hesperia
- **East Desert Region:** Twentynine Palms, Yucca Valley

Demographic projections for cumulative impact analyses are provided in Table 4-4 in Chapter 4, *Environmental Setting*.

Cumulative net increases in population and employment between 2016 and 2040 in County Fire’s service area would be about 325,000 people and 126,000 jobs, as shown below in Table 5.14-4. Most of the increases would be in incorporated areas.

New development within the unincorporated county would not combine with other development in the county to result in a cumulatively considerable impact to fire and emergency services. The County would maintain sufficient services within its boundaries (PP 3-1) as well as expand to serve other incorporated jurisdictions to improve service and coverage. New and/or expanded fire stations in the unincorporated area would be subject to CWP policies protecting the environment, and new/expanded stations in both the unincorporated and incorporated areas would be subject to environmental review and mitigation pursuant to CEQA.

*Level of Significance Before Mitigation:* Cumulative impacts would be less than significant upon implementation of CWP policies.

**Table 5.14-4 Demographic Projections for Cumulative Analyses: San Bernardino County Fire Department**

Area	Existing Conditions 2016		Net Change		Countywide Plan Horizon Year 2040	
	Population	Employment (2015)	Population	Employment	Population	Employment
<b>VALLEY REGION</b>						
<b>Unincorporated Areas</b>						
<b>Subtotal</b>	<b>128,415</b>	<b>30,851</b>	<b>24,893</b>	<b>11,541</b>	<b>153,308</b>	<b>42,392</b>
<b>Incorporated Cities and Towns</b>						
Fontana	205,228	50,988	75,672	19,812	280,900	70,800
San Bernardino	214,581	105,347	42,819	23,553	257,400	128,900
Upland	75,851	28,066	5,849	15,434	81,700	43,500
<b>Subtotal</b>	<b>495,660</b>	<b>184,401</b>	<b>124,340</b>	<b>58,799</b>	<b>620,000</b>	<b>243,200</b>

## 5. Environmental Analysis

### PUBLIC SERVICES

**Table 5.14-4 Demographic Projections for Cumulative Analyses: San Bernardino County Fire Department**

Area	Existing Conditions 2016		Net Change		Countywide Plan Horizon Year 2040	
	Population	Employment (2015)	Population	Employment	Population	Employment
<b>Valley Region Total</b>						
<b>TOTAL</b>	<b>624,075</b>	<b>215,252</b>	<b>149,233</b>	<b>70,340</b>	<b>773,308</b>	<b>285,592</b>
<b>MOUNTAIN REGION</b>						
<b>Unincorporated Areas<sup>1</sup></b>						
Subtotal	54,266	8,015	2,355	202	56,621	8,217
<b>NORTH DESERT REGION</b>						
<b>Unincorporated Areas<sup>2</sup></b>						
Subtotal	99,214	11,603	21,073	725	120,286	12,327
<b>Incorporated Cities and Towns</b>						
Adelanto	32,311	4,967	37,689	2,833	70,000	7,800
Hesperia	92,664	12,917	36,436	15,383	129,100	28,300
Victorville	121,320	28,361	63,180	24,339	184,500	52,700
Subtotal	246,295	46,245	137,305	42,555	383,600	88,800
<b>North Desert Region Total</b>						
<b>TOTAL</b>	<b>345,509</b>	<b>57,848</b>	<b>158,378</b>	<b>43,280</b>	<b>503,886</b>	<b>101,127</b>
<b>EAST DESERT REGION</b>						
<b>Unincorporated Areas<sup>1</sup></b>						
Subtotal	25,803	2,469	1,359	78	27,162	2,547
<b>Incorporated Cities and Towns</b>						
Twentynine Palms	25,848	2,462	11,452	6,038	37,300	8,500
Yucca Valley	21,362	3,932	4,938	6,068	26,300	10,000
Subtotal	47,210	6,394	16,390	12,106	63,600	18,500
<b>East Desert Region Total</b>						
<b>TOTAL</b>	<b>73,013</b>	<b>8,863</b>	<b>17,749</b>	<b>12,184</b>	<b>90,762</b>	<b>21,047</b>
<b>COUNTY TOTALS</b>						
Unincorporated Areas	307,698	52,938	48,595	12,546	356,293	65,483
Incorporated Cities and Towns	789,165	237,040	278,035	113,460	1,067,200	350,500
<b>TOTAL</b>	<b>1,096,863</b>	<b>289,978</b>	<b>326,630</b>	<b>126,006</b>	<b>1,423,493</b>	<b>415,983</b>

Source: PlaceWorks.

#### 5.14.1.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Impacts to fire protection and emergency services would be less than significant without mitigation.

#### 5.14.1.7 MITIGATION MEASURES

No mitigation measures required.

## 5. Environmental Analysis PUBLIC SERVICES

### 5.14.1.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts are less than significant without mitigation.

## 5.14.2 Police Protection

### 5.14.2.1 ENVIRONMENTAL SETTING

#### San Bernardino County Sheriff's Department

The San Bernardino County Sheriff's Department is the chief law enforcement agency for the county. The department's general law enforcement mission is carried out through the operation of 15 stations and a centralized headquarters, gangs, narcotics and homicide investigations, a crime laboratory and identification bureau, central records, specialized enforcement detail, technical services division, training division, employee resources division, two dispatch communication centers, and an aviation division for general patrol and search/rescue operations. The Coroner's Division is tasked with investigating the cause and manner of deaths, and the Public Administrator manages estates of persons who die without appointing an executor. The Courts Civil Division is in charge of imposing court-ordered settlements and providing security to the San Bernardino Superior Court system. The department is also mandated to perform search and rescue operations in the county through its mountain rescue, desert rescue, swift water, and dive teams.

#### *Contract Cities*

The County Sheriff's Department serves 14 incorporated cities and towns in addition to serving unincorporated county areas.

- **Valley Region:** Chino Hills, Grand Terrace, Highland, Loma Linda, Rancho Cucamonga, Yucaipa
- **Mountain Region:** Big Bear Lake
- **North Desert Region:** Adelanto, Hesperia, Needles, Victorville, Apple Valley
- **East Desert Region:** Twentynine Palms, Yucca Valley

#### *Patrol Stations*

Patrol stations with patrol deputies and calls for service in 2016 from each station are listed below in Table 5.14-5. Sheriff's Department patrol operations are organized into two bureaus, the Valley/Mountain Patrol Bureau and the Desert Patrol Bureau.

#### *Staff*

Total Sheriff's Department staff is 3,956, consisting of 1,875 Sheriff/Coroner/Public Administrator staff, 1,467 Detentions staff, and 614 Law Enforcement Contracts staff. There were 628 patrol deputies in 2018, including deputies serving contract cities; patrol deputies by region and Sheriff's station are listed in Table 5.14-5.

## 5. Environmental Analysis

### PUBLIC SERVICES

**Table 5.14-5 San Bernardino County Sheriff's Department Stations, Patrol Deputies, and Calls for Service, 2018**

Station	Patrol Deputies	Population (2018)	Residents per Deputy	Service Area, square miles	Calls for Service
<b>VALLEY REGION (Valley / Mountain Patrol Bureau)</b>					
<b>Unincorporated Areas</b>					
Central Station	24	38,310	1,596	91	28,697
San Manuel Reservation/Casino Contract <sup>1</sup>	2	3,073	256	2	12,635
West End – Mission Corridor <sup>2</sup>	6	6,146	1,024	4	8,522
Fontana Station <sup>3</sup>	28	86,433	3,087	129	34,313
Yucaipa Station <sup>4</sup>	6	9,386	1,564	225	8,642
<b>Subtotal</b>	<b>66</b>	<b>143,348</b>	<b>1,505*</b>	<b>451</b>	<b>92,809</b>
<b>Incorporated Cities and Towns</b>					
City of Chino Hills	38	83,159	2,188	45	40,628
City of Grand Terrace	6	12,524	2,087	4	13,265
City of Highland	23	54,761	2,381	19	48,043
City of Loma Linda	16	23,946	1,497	8	26,696
City of Rancho Cucamonga	107	176,671	1,651	50	155,537
City of Yucaipa	24	54,651	2,277	27	44,498
<b>Subtotal</b>	<b>214</b>	<b>405,71</b>	<b>2,014*</b>	<b>153</b>	<b>328,658</b>
<b>TOTAL</b>	<b>280</b>	<b>549,060</b>	<b>1,783*</b>	<b>604</b>	<b>421,467</b>
<b>MOUNTAIN REGION (Valley/Mountain Patrol Bureau)</b>					
<b>Unincorporated Areas</b>					
Big Bear Station	15	16,852	1,123	258	12,140
Twin Peaks Station	17	35,092	2,064	135	20,702
<b>Subtotal</b>	<b>32</b>	<b>51,944</b>	<b>1,594*</b>	<b>393</b>	<b>32,842</b>
<b>Incorporated Cities and Towns</b>					
City of Big Bear Lake	11	5,512	501	6	16,922
<b>TOTAL</b>	<b>43</b>	<b>57,456</b>	<b>1,229*</b>	<b>399</b>	<b>49,764</b>
<b>NORTH DESERT REGION (Desert Patrol Bureau)</b>					
<b>Unincorporated Areas</b>					
Barstow Station <sup>3</sup> (includes Baker and Trona substations)	26	24,533	944	9,219	27,551
Colorado River Station	17	10,985	646	5,053	11,295
Victor Valley Station (includes Lucerne Valley and Phelan substations)	41	56,422	1,376	1,403	46,387
<b>Subtotal</b>	<b>84</b>	<b>91,940</b>	<b>989*</b>	<b>15,675</b>	<b>85,233</b>
<b>Incorporated Cities and Towns</b>					
City of Adelanto	17	35,293	2,076	54	36,484
Town of Apple Valley	37	73,984	2,000	73	67,988
City of Hesperia	44	93,829	2,155	73	84,704
City of Needles	7	5,177	740	31	10,777
City of Victorville	75	123,701	1,649	74	149,507
<b>Subtotal</b>	<b>180</b>	<b>331,984</b>	<b>1,724*</b>	<b>305</b>	<b>349,460</b>

5. Environmental Analysis  
 PUBLIC SERVICES

**Table 5.14-5 San Bernardino County Sheriff’s Department Stations, Patrol Deputies, and Calls for Service, 2018**

Station	Patrol Deputies	Population (2018)	Residents per Deputy	Service Area, square miles	Calls for Service
<b>TOTAL</b>	<b>264</b>	<b>423,924</b>	<b>1,445*</b>	<b>15,980</b>	<b>434,693</b>
<b>EAST DESERT REGION (Desert Patrol Bureau)</b>					
<b>Unincorporated Areas</b>					
Morongo Basin Station	17	24,426	1,437	2,729	20,060
<b>Incorporated Cities and Towns</b>					
Town of Twentynine Palms	11	27,046	2,459	55	20,433
Town of Yucca Valley	13	21,834	1,680	40	26,141
<b>Subtotal</b>	<b>24</b>	<b>48,880</b>	<b>2,070*</b>	<b>95</b>	<b>46,574</b>
<b>TOTAL</b>	<b>41</b>	<b>73,306</b>	<b>1,859*</b>	<b>2,824</b>	<b>66,634</b>
<b>County Total</b>					
<b>TOTAL</b>	<b>628</b>	<b>1,103,746</b>	<b>1,586*</b>	<b>19,807</b>	<b>972,558</b>

Source: SBCSD 2018.

\* The marked numbers are not totals, but averages of the data above that cell.

<sup>1</sup> Prior to 2017, the San Manuel service was reported as a subagency to Central Station, and its activity was both tracked and reported under Central Station.

<sup>2</sup> In 2016, West Foothill / Fontana Station was reassigned to Chino Hills Station as West End – Mission Corridor.

<sup>3</sup> The Fontana Station serves unincorporated areas near the City of Fontana; the Fontana Police Department serves the City of Fontana.

<sup>4</sup> The data for Yucaipa Station are for unincorporated areas near the City of Yucaipa; data for the City of Yucaipa, also served by SBCSD, are reported here under "City of Yucaipa."

<sup>5</sup> The Barstow Station serves much of the unincorporated area in the North Desert Region; the Barstow Police Department serves the City of Barstow.

**Funding**

The County Sheriff’s Department operations are funded mostly by the County General Fund and by Proposition 172 state sales taxes (San Bernardino County 2017).

**Other Law Enforcement Agencies**

The following cities in San Bernardino County have their own municipal police departments and do not contract with the Sheriff’s Department:

- Valley Region
  - Chino
  - Colton
  - Fontana
  - Montclair
  - Ontario
  - Redlands
  - Rialto
  - San Bernardino
  - Upland

## 5. Environmental Analysis

### PUBLIC SERVICES

- North Desert Region
  - Barstow

#### *California Highway Patrol*

The California Highway Patrol provides some law enforcement services in rural parts of the county, including investigating vehicle collisions. There are seven California Highway Patrol offices and two communications centers in the county.

- Valley Region
  - Rancho Cucamonga
  - San Bernardino
  - Inland Empire Communications Center, Fontana
- Mountain Region
  - Arrowhead (Running Springs)
- North Desert Region
  - Barstow
  - Barstow Communications Center
  - Needles
  - Victorville
- East Desert Region
  - Morongo Basin (Joshua Tree)

#### *National Park Service*

National Park rangers provide law enforcement in Joshua Tree National Park, the Mojave National Preserve, Death Valley National Park, and Castle Mountains National Monument.

### 5.14.2.2 THRESHOLDS OF SIGNIFICANCE

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- PS-1      Result in a substantial adverse physical impact associated with the provisions 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 police protection services.

## 5. Environmental Analysis PUBLIC SERVICES

### 5.14.2.3 REGULATORY REQUIREMENTS AND GENERAL PLAN POLICIES

#### Regulatory Requirements

No existing regulations related to police protection are applicable to the proposed Project.

#### Policy Plan

The Countywide Plan Personal & Property Protection Element sets forth the following policies pertaining to law enforcement services:

- Goal PP-1**                    **Law Enforcement.** Effective crime prevention and law enforcement that leads to a real and perceived sense of public safety for residents, visitors, and businesses.
- Policy PP-1.1**                **Law enforcement services.** The Sheriff’s Department provides law enforcement services for unincorporated areas and distribute resources geographically while balancing levels of service and financial resources with continuously changing needs for personal and property protection.
- Policy PP-1.2**                **Contract law enforcement.** When requested, the Sheriff’s Department provide law enforcement services to incorporated jurisdictions by contract at the full cost of services as determined by the County, without direct subsidy by the County.
- Policy PP-1.3**                **Holistic approach to crime prevention.** We recognize that the roots of crime are found throughout a spectrum of psychological, social, economic, and environmental issues, and we coordinate proactive planning and activities among the Sheriff’s Department and county and non-county agencies and organizations to intervene and effectively prevent crime.
- Policy PP-1.4**                **Crime prevention resource allocation.** The Sheriff’s Department uses crime data analysis, professional expertise, and community input to allocate patrols and other crime prevention resources.
- Policy PP-1.5**                **Community-based crime prevention.** The Sheriff’s Department provides a range of outreach, education, and training programs for community-based and school-based crime prevention.
- Policy PP-1.6**                **Agency partnerships.** The Sheriff’s Department partners with other local, state, and federal law enforcement agencies and private security providers to enhance law enforcement service.
- Policy PP-1.7**                **Community partnerships.** The Sheriff’s Department establishes and maintains partnerships to help identify public safety needs, strengthen community confidence, and improve service to our communities.

## 5. Environmental Analysis

### PUBLIC SERVICES

- Policy PP-1.8**      **Public awareness.** The Sheriff’s Department engages the media and our communities to improve the public’s perception and awareness of personal and property protection and safety.
- Policy PP-1.9**      **Periodic needs assessment.** The Sheriff’s Department periodically assesses their facility, equipment, and staffing needs and use the assessment to allocate funding resources in the annual budget and capital improvement program.
- Policy PP-1.10**     **Qualified workforce.** The Sheriff’s Department attracts and retains a qualified workforce of law enforcement and support personnel, reflective of the people they serve, and invest in training and ongoing education.

#### 5.14.2.4 ENVIRONMENTAL IMPACTS

The following impact analysis addresses thresholds of significance identified above. The applicable thresholds are identified in brackets after the impact statement.

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**Impact 5.14-2: The proposed Project would introduce new structures, residents, and workers into the San Bernardino County Sheriff’s Department service boundaries, increasing the need for police protection facilities and personnel. [Threshold PS-1]**

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#### Potential Impacts by Growth Area

##### *Valley Region*

##### *Bloomington and Fontana SOI*

Countywide Plan buildout would add about 19,270 residents, 6,169 housing units, and 2,727 jobs in Bloomington; and approximately 482 residents, 225 housing units, and 4,397 jobs in the Fontana SOI. Thus, buildout would increase demands for police protection in those areas. The County Sheriff’s Department serves Bloomington and the City of Fontana SOI from its Fontana Station at 17780 Arrow Boulevard in the City of Fontana. There are 28 patrol deputies assigned to the Fontana Station’s service area consisting of unincorporated areas near Fontana.

Service requirements for Fontana have decreased as the service areas has been reduced by annexations to the city, which has its own police department. The potential need for new or expanded stations in the future will depend in part on optimizing shifts for deputies (all deputies are not at that station at the same time).

##### *East Valley Area Plan*

Countywide Plan implementation would add approximately 3,243 residents and 2,138 jobs in the East Valley Area Plan (EVAP) area. The County Sheriff’s Department serves the EVAP area from its Central Station at 655 East Third Street in the City of San Bernardino.

The reverse contract in Yucaipa is relevant to this topic and has increased county deputy presence and capability in the East Valley.

## 5. Environmental Analysis PUBLIC SERVICES

### *Balance of Valley Region*

Growth outside of the three aforementioned portions of the Valley Region would be slight—1,898 residents (8 percent of total population growth in the Valley Region) and 2,279 jobs (20 percent of total employment growth in the Valley Region)—and spread across several areas of the Valley Region.

### *North Desert Region*

Approximately 77 percent of the projected population growth, or 16,280 residents, in the North Desert Region due to Countywide Plan buildout would be in the Town of Apple Valley SOI. Such growth would generate increased demands for police protection. The County Sheriff's Department serves the Town of Apple Valley and its SOI.

### *Balance of North Desert Region*

Population growth in the balance of the North Desert Region due to the proposed Project would be approximately 4,800 residents) and would be spread over large areas served by the Barstow and Victor Valley Sheriff's stations. The growth within cities served by the County Sheriff's Department would drive future facility needs. The Victor Valley station in Adelanto, the Phelan station, and the Lucerne Valley station are currently inadequate to serve current needs (either due to service capacity and/or age).

### *Mountain and East Desert Regions*

Buildout of the Countywide Plan would add little growth to the Mountain Region: 2,355 residents and 202 jobs. The County Sheriff's Department serves the Mountain Region from two stations—Big Bear Station and Twin Peaks Station.

Little growth is forecast in the East Desert Region that would be due to Countywide Plan implementation—1,359 residents and 78 jobs. The County Sheriff's Department serves the East Desert Region from its Morongo Basin Station at 63665 29 Palms Hwy in the Joshua Tree community planning area. Existing facilities are anticipated to be adequate to serve this growth.

In summary, new and/or expanded sheriff stations would be required to meet the increased demand for population and employment growth over the buildout of the CWP. Development or expansion of sheriff stations would be subject to the myriad CWP policies designed to protect environmental resources, and would also be subject to environmental review and impact mitigation per CEQA. Impacts associated with development of new stations are therefore determined to result in less than significant impacts.

***Level of Significance Before Mitigation:*** Impact 5.14-2 would be less than significant.

### **5.14.2.5 CUMULATIVE IMPACTS**

The area considered for cumulative impacts to police protection is the County Sheriff's Department's service area, consisting of all unincorporated county areas, except those where the US Defense Department or National Park Service provide law enforcement, and the 14 incorporated cities and towns that the County Sheriff's Department serves:

## 5. Environmental Analysis

### PUBLIC SERVICES

- **Valley Region:** Chino Hills, Grand Terrace, Highland, Loma Linda, Rancho Cucamonga, Yucaipa
- **Mountain Region:** Big Bear Lake
- **North Desert Region:** Adelanto, Hesperia, Needles, Victorville, Apple Valley
- **East Desert Region:** Twentynine Palms, Yucca Valley

Population and employment projections are provided below in Table 5.14-6 for the entire county, summarized from Table 4-5 in Chapter 4, *Environmental Setting*. As most of the incorporated cities and towns in the county contract with the County Sheriff’s Department for police protection, no separate projections for the County Sheriff’s Department service area are made. The county’s population is forecast to increase by about 30 percent between 2016 and 2040, and employment is forecast to increase by about 50 percent.

Population growth within the unincorporated county is projected to be approximately 7.9 percent of the population growth and approximately 4 percent of the employment growth projected Countywide by 2040. New and/or expanded sheriff stations would be required to meet the increased demand for population and employment growth over the buildout of the CWP and to serve cities within the county. Development or expansion of sheriff stations would be subject to the myriad CWP policies designed to protect environmental resources and would also be subject to environmental review and impact mitigation per CEQA. Cumulative impacts associated with development of new stations are therefore determined to result in less than significant impacts.

**Level of Significance Before Mitigation:** Implementation of the CWP would not combine with other Countywide growth to result in cumulatively considerable impacts to police protection. Impacts would be less than significant.

**Table 5.14-6 Demographic Projections for Cumulative Analyses**

Region	Jurisdiction	Existing Conditions 2016		Net Change		Countywide Plan Horizon Year 2040	
		Population	Employment (2015)	Population	Employment	Population	Employment
Valley Region	Unincorporated Areas	128,415	30,851	24,893	11,541	153,308	42,392
	Incorporated Areas	1,407,932	557,301	382,468	218,799	1,790,400	776,100
	<b>Subtotal</b>	<b>1,536,347</b>	<b>588,152</b>	<b>407,361</b>	<b>230,340</b>	<b>1,943,708</b>	<b>818,492</b>
Mountain Region	Unincorporated Areas	54,266	8,015	2,355	202	56,621	8,217
	Incorporated Areas	5,149	3,343	1,751	2,057	6,900	5,400
	<b>Subtotal</b>	<b>59,415</b>	<b>11,358</b>	<b>4,106</b>	<b>2,259</b>	<b>63,521</b>	<b>13,617</b>
North Desert Region	Unincorporated Areas	99,214	11,603	21,073	725	120,286	12,327
	Incorporated Areas	346,133	65,936	180,167	71,064	526,300	137,000
	<b>Subtotal</b>	<b>445,347</b>	<b>77,539</b>	<b>201,240</b>	<b>71,789</b>	<b>646,586</b>	<b>149,327</b>

5. Environmental Analysis  
 PUBLIC SERVICES

**Table 5.14-6 Demographic Projections for Cumulative Analyses**

Region	Jurisdiction	Existing Conditions 2016		Net Change		Countywide Plan Horizon Year 2040	
		Population	Employment (2015)	Population	Employment	Population	Employment
East Desert Region	Unincorporated Areas	25,803	2,469	1,359	78	27,162	2,547
	Incorporated Areas	47,210	6,394	16,390	12,106	63,600	18,500
	<b>Subtotal</b>	73,013	8,863	17,749	12,184	90,762	21,047
County Totals	Unincorporated Areas	307,698	52,938	49,680	12,546	357,378	65,483
	Incorporated Areas	1,806,424	632,974	580,776	304,026	2,387,200	937,000
	<b>Subtotal</b>	2,114,122	685,912	630,456	316,572	2,744,578	1,002,483

Source: County of San Bernardino for unincorporated areas (2018); SCAG 2016 RTP/SCS Growth Forecast for incorporated jurisdictions, adjusted for growth in population from 2012 to 2016 based on 2016 ACS population estimates; and growth in employment from 2012 to 2015 based on the 2015 U.S. Census Bureau, LEHD Employment Statistics.

**5.14.2.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION**

Police protection impacts would be less than significant without mitigation,

**5.14.2.7 MITIGATION MEASURES**

No mitigation measures are required.

**5.14.2.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION**

Impacts would be less than significant without mitigation.

**5.14.3 School Services**

**5.14.3.1 ENVIRONMENTAL SETTING**

**Regulatory Background**

State laws, regulations, plans, or guidelines that are applicable to the Countywide Plan are summarized below.

*California State Assembly Bill 2926: School Facilities Act of 1986*

To assist in providing school facilities to serve students generated by new development, Assembly Bill (AB) 2926 was enacted in 1986 and authorizes a levy of impact fees on new residential and commercial/industrial development. The bill was expanded and revised in 1987 through the passage of AB 1600, which added Sections 66000 et seq. to the Government Code. Under this statute, payment of impact fees by developers serves as CEQA mitigation to satisfy the impact of development on school facilities.

## 5. Environmental Analysis PUBLIC SERVICES

### *California Senate Bill 50: School Facilities Bond Act of 1998*

Senate Bill (SB) 50, passed in 1998, provides a comprehensive school facilities financing and reform program and enables a statewide bond issue to be placed on the ballot. Under the provisions of SB 50, school districts are authorized to collect fees to offset the costs associated with increasing school capacity as a result of development and related population increases. The funding goes to acquiring school sites, constructing new school facilities, and modernizing existing school facilities. SB 50 establishes a process for determining the amount of fees developers would be charged to mitigate the impact of development on school districts from increased enrollment. According to Section 65996 of the Government Code, development fees authorized by SB 50 are deemed to be “full and complete school facilities mitigation.”

Under this legislation, there are three levels of developer fees that may be imposed upon new development by the governing school district. Level I fees are assessed based upon the proposed square footage of residential, commercial/industrial, and/or parking structure uses. Level II fees require the developer to provide one-half of the costs of accommodating students in new schools, and the state provides the remaining half. To qualify for Level II fees, the governing board of the school district must adopt a School Facilities Needs Analysis and meet other prerequisites in accordance with Section 65995.6 of the Government Code. Level III fees apply if the state runs out of bond funds, allowing the governing school district to impose 100 percent of the cost of school facility or mitigation minus any local dedicated school monies on the developer.

### Existing Conditions

School districts, numbers of schools per school level per district, and enrollment per school level per district are shown in Table 5.14-7, *Public K-12 Schools and Enrollments in San Bernardino County*. Figure 5.14-3, *Cultural and Educational Facilities*, shows the service area of each school district. As shown in Table 5.14-7, there are a total of 414,002 students enrolled in public schools within the County.

**Table 5.14-7 Schools and Enrollment by District, Including Areas of County Jurisdiction, 2016–17**

District	Schools				Enrollment by Grade Levels			
	Elementary, K-8, and K-12	Middle	High and 7-12	Total	K-5	6-8	9-12	Total
<b>Valley Region</b>								
Alta Loma Elementary	8	2	—	10	3,859	2,129	—	5,988
Chaffey Joint Union High	—	—	11	11	—	—	23,894	23,894
Chino Valley Unified	22	5	7	34	12,492	6,851	9,543	28,886
Colton Joint Unified	19	4	4	27	10,549	5,548	6,677	22,774
Cucamonga Elementary	3	1	—	4	1,746	770	—	2,516
Etiwanda Elementary	13	4	—	17	8,941	5,051	—	13,992
Fontana Unified	30	7	7	44	17,304	8,549	12,161	38,014
Ontario-Montclair	26	6	—	32	14,477	7,188	—	21,665
Redlands Unified	17	4	5	26	9,426	4,770	7,199	21,395

5. Environmental Analysis  
 PUBLIC SERVICES

**Table 5.14-7 Schools and Enrollment by District, Including Areas of County Jurisdiction, 2016–17**

District	Schools				Enrollment by Grade Levels			
	Elementary, K-8, and K-12	Middle	High and 7-12	Total	K-5	6-8	9-12	Total
Rialto Unified	19	5	5	29	11,708	6,024	7,952	25,684
San Bernardino City Unified	61	12	14	87	26,388	12,074	14,690	53,152
San Bernardino County Office of Education (countywide)	3	—	2	4	1,715	564	1,159	3,438
Upland Unified	10	2	2	14	4,945	2,576	3,507	11,028
Yucaipa-Calimesa Joint Unified	9	2	3	14	4,518	2,436	3,015	9,969
<b>Subtotal</b>	<b>240</b>	<b>54</b>	<b>60</b>	<b>354</b>	<b>128,068</b>	<b>64,530</b>	<b>89,797</b>	<b>282,395</b>
<b>Mountain Region</b>								
Bear Valley Unified	4	1	2	7	1,182	564	777	2,523
Rim of the World Unified	4	1	2	7	1,562	786	1,173	3,521
<b>Subtotal</b>	<b>9</b>	<b>2</b>	<b>4</b>	<b>15</b>	<b>2,744</b>	<b>1,350</b>	<b>1,950</b>	<b>6,044</b>
<b>North Desert Region</b>								
Adelanto Elementary	12	3	0	15	5,714	2,803	1,771	10,288
Apple Valley Unified	12	—	2	14	6,893	3,286	7,449	17,628
Baker Valley Unified	1	1	1	3	54	28	42	124
Barstow Unified	7	2	3	12	3,242	1,362	2,884	7,488
Helendale Elementary	5	1	1	7	1,047	559	1,594	3,200
Hesperia Unified	18	3	9	30	10,215	5,549	13,601	29,365
Lucerne Valley Unified	2	2	3	7	1,470	714	1,140	3,324
Needles Unified	2	1	3	6	481	230	443	1,154
Oro Grande Elementary	3	—	—	3	1,138	889	2,656	4,683
Silver Valley Unified	4	1	5	10	1,286	424	854	2,564
Snowline Joint Unified	7	2	3	12	3,337	1,916	4,283	9,536
Trona Joint Unified	2	—	1	3	343	213	393	949
Victor Elementary	17	—	—	17	11,010	1,741	0	12,751
Victor Valley Union High	—	2	8	10	—	3,331	10,712	14,043
<b>Subtotal</b>	<b>92</b>	<b>18</b>	<b>39</b>	<b>149</b>	<b>46,230</b>	<b>23,045</b>	<b>47,822</b>	<b>117,097</b>
<b>East Desert Region</b>								
Morongo Unified	11	2	3	16	4,311	1,880	2,275	8,466

## 5. Environmental Analysis

### PUBLIC SERVICES

**Table 5.14-7 Schools and Enrollment by District, Including Areas of County Jurisdiction, 2016–17**

District	Schools				Enrollment by Grade Levels			
	Elementary, K-8, and K-12	Middle	High and 7-12	Total	K-5	6-8	9-12	Total
<b>County Total</b>								
Not Applicable	351	76	106	533	181,353	90,805	141,844	414,002

**Schools Data:**

Source: California Department of Education California Schools Directory December 11, 2017.

Only operating schools are listed in this table.

The data include district-operated schools and charter schools.

There is some variability in the categories of school levels: for instance, elementary schools include primary schools (K-2 and K-3) and elementary schools (K-4, K-5, K-6, 3-5, 3-6, and 4-6)

Only K-12 schools are listed above: preschools and adult schools are omitted.

**Enrollment Data:**

Source: California Department of Education Dataquest December 12, 2017.

Three districts in the County are in areas outside of County jurisdiction: the Central Elementary School District and Mountain View Elementary School District in the Valley Region, and the Mt. Baldy Elementary School District in the Mountain Region. The three districts combined operate 12 schools with total enrollment of about 11,700.

#### 5.14.3.2 THRESHOLDS OF SIGNIFICANCE

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- SS-1 Result in a substantial adverse physical impact associated with the provisions 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 school services.

#### 5.14.3.3 REGULATORY REQUIREMENTS AND GENERAL PLAN POLICIES

##### Regulatory Requirements

- California State Assembly Bill 2926: School Facilities Act of 1986
- California Senate Bill 50: School Facilities Bond Act of 1998

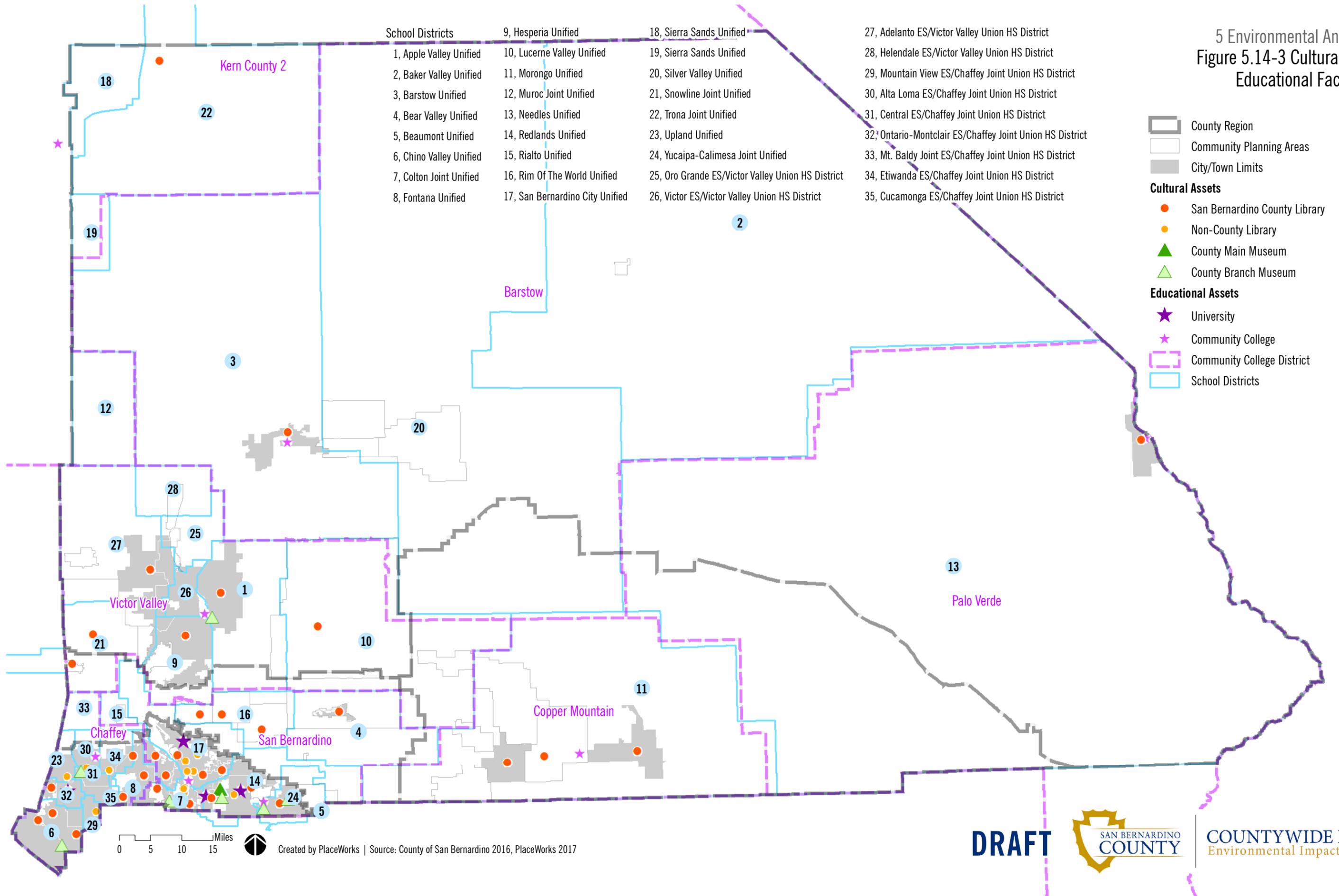
##### Policy Plan

The Countywide Plan Economic Development Element includes the following policy relevant to school facilities and services:

**Goal ED-2 Labor force.** A skilled and educated labor force that helps businesses compete in the regional and global economy.

**Policy ED-2.1 Education pathways.** We collaborate with school systems and civic organizations to support countywide education pathways (P-14) to prepare students for jobs in high-skill, high-wage careers and/or to prepare for college.

5 Environmental Analysis  
Figure 5.14-3 Cultural and Educational Facilities



**DRAFT**



**COUNTYWIDE PLAN**  
Environmental Impact Report

## 5. Environmental Analysis

### **PUBLIC SERVICES**

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## 5. Environmental Analysis PUBLIC SERVICES

The proposed Countywide Plan Health and Wellness Element contains the following policies promoting education:

- Goal HW-2**                      **Education.** A common culture that values education and lifelong learning and a populace with the education to participate and compete in the global economy.
- Policy HW-2.1**                **Lifelong learning.** We collaborate with educators, the business community, students and families, recreation departments and other public agencies, and civic and not-for-profit organizations to foster lifelong learning including early childhood literacy, cradle to career education, English as a second language, career development, and adult enrichment. We encourage approaches to learning that embrace diverse modes of learning for all.
- Policy HW-2.2**                **Land use compatibility.** We prioritize the safety and security of public schools in unincorporated areas by minimizing incompatible land uses near instructional facilities. We encourage school districts to place new schools where existing and planned land uses are compatible.
- Policy HW-2.3**                **Superintendent support.** We support the Superintendent of Schools in fulfilling the obligations for school district support, advocacy, and student services
- Policy HW-2.4**                **Health and enrichment programs.** We provide additional support for school districts for nutrition, physical activity, arts, and other enrichment programs, commensurate with the availability of grants and other funding resources.
- Goal HW-3**                      **Community development.** Assets that contribute to a complete county and healthy neighborhoods and communities.
- Policy HW-3.6**                **Multi-use facilities and integrated development.** We encourage those who build and/or operate community assets to accommodate multiple functions and programs. We encourage the development of new residential, commercial, and institutional development and public facilities that incorporate one or more community asset.

### 5.14.3.4 ENVIRONMENTAL IMPACTS

The following impact analysis addresses thresholds of significance for which the Notice of Preparation disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

Most population growth due to Countywide Plan buildout would be in two areas: the Bloomington CPA and future master planned communities in the Town of Apple Valley SOI (see Section 5.0 for further discussion).

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**Impact 5.14-3: The proposed Project would generate new students in the county and result in the need for new and/or expanded school facilities, the construction of which could result in environmental impacts. [Threshold SS-1]**

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## 5. Environmental Analysis

### PUBLIC SERVICES

Educational facilities within the CWP area have their own state-mandated requirements to ensure a high quality of education for all the citizens of the county. School districts offer education to all school-age residents of the region but operate entirely independent of County government. School districts were created by the state and are subject to the overview of the state legislature. Elected governing school boards are responsible for budgeting and decision-making. The State Department of Education establishes school site and construction standards.

Table 5.14-8 identifies the housing unit growth and projected student population growth between 2016 and 2040 for the CWP area. Student generation rates are based on a written questionnaire response by Owen Chang, Director of Facilities Planning and Construction, Colton Joint Unified School District, dated August 20, 2018; a copy of the response is included in Appendix K to this PEIR.

As shown in Table 5.14-8, a total of 9,213 additional students are anticipated in the unincorporated area at full buildout of the CWP, with the largest growth in the Bloomington CPA. The CWP would result in housing and population growth, which would result in an increase in school enrollment. To maintain acceptable service ratios, the construction of new or expanded school facilities would be required.

**Table 5.14-8 Projected Student Population Growth by Planning Area**

Planning Area	Housing Unit Growth	Student Generation Rate	Projected Number of Additional Students
<b>COUNTYWIDE</b>			
<b>San Bernardino County</b>	<b>232,978</b>	<b>0.6</b>	<b>139,787</b>
Incorporated only	217,622	0.6	130,573
Unincorporated only	15,355	0.6	9,213
<b>UNINCORPORATED</b>			
<b>Valley Region</b>	<b>7,978</b>	<b>0.6</b>	<b>4,787</b>
Bloomington CPA	6,619	0.6	3,971
Other Unincorporated Areas	1,359	0.6	815
<b>Mountain</b>	<b>702</b>	<b>0.6</b>	<b>421</b>
<b>North Desert Region</b>	<b>6,281</b>	<b>0.6</b>	<b>3,769</b>
Apple Valley SOI	4,841	0.6	2,905
Other Unincorporated Areas	1,440	0.6	864
<b>East Desert Region</b>	<b>394</b>	<b>0.6</b>	<b>236</b>

Notes: Housing Unit Growth for each region is based on Table 3-3.

The student generation rate of 0.6 students per unit (K-12) was estimated based on information provided by Owen Chang, Director of Facilities Planning and Construction for CJUSD. CJUSD serves the Bloomington CPA, the area with the largest anticipated growth in housing units due to buildout of the CPW. The Bloomington CPA rate is used to estimate student growth across the unincorporated area. Student generation rates were provided for Single-Family and Multifamily housing units. The Single-Family rate provided is 0.7225. The multifamily student rate provided is 0.4841. An average student generation rate of 0.6 was used in the analysis.

Implementation of the CWP could contribute to a potentially significant adverse impact on school facilities and services. However, under state law, development projects are required to pay established school impact fees in accordance with SB 50 at the time of building permit issuance. The funding program established by SB 50 has been found by the legislature to constitute “full and complete mitigation of the impacts of any legislative

## 5. Environmental Analysis PUBLIC SERVICES

or adjudicative act...on the provision of adequate school facilities” (Government Code Section 65995[h]). The fees authorized for collection under SB 50 are conclusively deemed full and adequate mitigation of impacts on school district facilities.

Furthermore, any project associated with expanding school facilities, whether related to the construction of new facilities or modernization of existing facilities, would be subject to environmental review and mitigation pursuant to CEQA. It is the responsibility of the school districts to comply with CEQA requirements.

Therefore, the increase in the demand for school facilities and services due to implementation of the CWP would be adequately mitigated and impacts would be less than significant.

***Level of Significance Before Mitigation:*** With implementation of regulatory requirements and compliance with CEQA, Impact 5.14-3 would be less than significant.

### 5.14.3.5 CUMULATIVE IMPACTS

The area considered for cumulative analysis is the entire service areas of school districts within the county serving both the unincorporated and incorporated areas. Cumulative development projects that involve residential development would increase the public-school population in the region and require the construction or expansion of school facilities so that adequate service ratios are maintained. As shown in Table 5.14-8, an additional 232,978 dwelling units are anticipated by 2040 in the county. This would result in an additional 139,787 students. This increase in student population would require the construction or expansion of school facilities, which could result in adverse environmental impacts.

As discussed above, under state law, development projects are required to pay established school impact fees in accordance with SB 50 at the time of building permit issuance. The funding program established by SB 50 has been found by the Legislature to constitute “full and complete mitigation of the impacts of any legislative or adjudicative act...on the provision of adequate school facilities” (Government Code Section 65995[h]). The fees authorized for collection under SB 50 are conclusively deemed full and adequate mitigation of impacts on school district facilities. Furthermore, cumulative school projects require discretionary actions and would be required to demonstrate compliance with CEQA prior to project approval.

Growth in the unincorporated county is projected to comprise 6.6 percent of the total Countywide growth in student population. The CWP would not combine with areawide growth to result in cumulatively considerable impacts to school services. This impact would be less than significant.

***Level of Significance Before Mitigation:*** Cumulative impacts would be less than significant upon implementation of CWP policies.

### 5.14.3.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Impact 5.14-3 is less than significant.

## 5. Environmental Analysis

### PUBLIC SERVICES

#### 5.14.3.7 MITIGATION MEASURES

No mitigation measures are required.

#### 5.14.3.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts would be less than significant.

### 5.14.4 Library Services

The information in this section is based partly on a written questionnaire response by Michael Jimenez, San Bernardino County Librarian, dated June 12, 2018. A copy of this response is included in Appendix K to this Draft PEIR.

#### 5.14.4.1 ENVIRONMENTAL SETTING

##### Existing Conditions

##### *San Bernardino County Library*

The San Bernardino County Library (SBCL) maintains 32 branches and one administrative office, which total over 358,000 square feet of building area. These libraries are in both cities and unincorporated communities. Branch locations are mapped on Figure 5.14-3, *Cultural and Educational Facilities*.

SBCL serves over three million visitors annually; library patrons have access to the County's collection of over 1.4 million items. The collection includes books, e-books, magazines, newspapers, audiobooks, DVDs, videos, and electronic or online services and materials. There are approximately 1,100 public access computers in the system. Educational programs for all ages are offered at various branch locations.

SBCL is a member of the Inland Library System, consisting of 19 independent public libraries in Riverside, San Bernardino, and Inyo counties that cooperate to locate, deliver, and share their resources and thereby provide better library service in the three-county area. More than two million volumes are available within the system (ILS 2017).

County Library services are funded mostly through taxes—mainly property taxes and sales taxes. State, federal, and other government assistance, in addition to library fees, also fund the library (San Bernardino County 2017).

##### *Other Public Libraries in San Bernardino County*

Other public libraries in the county include the libraries operated by incorporated cities:

##### *Valley Region*

- Colton Library (2 facilities)
- Ontario Library (2 facilities)
- Rancho Cucamonga Library (2 facilities)
- Redlands (A. K. Smiley) Public Library

## 5. Environmental Analysis PUBLIC SERVICES

- San Bernardino Public Library (4 facilities)
- Upland Library

### *North Desert Region*

- Victorville City Library (CSL 2017; ILS 2017)

All the aforementioned libraries except for the Redlands (Smiley) Public Library are members of the Inland Library System (ILS 2017).

### 5.14.4.2 THRESHOLDS OF SIGNIFICANCE

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- LS-1            Result in a substantial adverse physical impact associated with the provisions 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 library services.

### 5.14.4.3 REGULATORY REQUIREMENTS AND GENERAL PLAN POLICIES

#### Regulatory Requirements

No existing regulations related to libraries are applicable to the proposed Project.

#### Policy Plan

The Countywide Plan Health and Wellness Element sets forth the following policies supporting library services and facilities:

**Goal HW-3                      Community development.** Assets that contribute to a complete county and healthy neighborhoods and communities.

**Policy HW-3.3                Public libraries.** We operate public libraries in unincorporated areas and contract cities/towns to provide programs and facilities that ensure equitable access to information and digital technology, provide places and activities for people to connect with other people, promote literacy and reading for pleasure for children and adults, and foster a culture of creativity, innovation, and collaboration. We invest in the modernization and expansion of public library facilities as adequate funding is available.

**Policy HW-3.6                Multi-use facilities and integrated development.** We encourage those who build and/or operate community assets to accommodate multiple functions and programs. We encourage the development of new residential, commercial, and institutional development and public facilities that incorporate one or more community asset.

## 5. Environmental Analysis

### PUBLIC SERVICES

#### 5.14.4.4 ENVIRONMENTAL IMPACTS

The following impact analysis addresses the threshold of significances identified above. The applicable thresholds are identified in brackets after the impact statement.

The SBCL does not have service standards for collection items or library square feet per service population. Therefore, this DEIR uses standards from the Los Angeles County Public Library for comparison: 0.5 square foot of building space and 2.75 collection items per capita (Munoz 2017).

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**Impact 5.14-4: The proposed Project would generate new residents in the County and result in the need for new and/or expanded library facilities, the construction of which could result in environmental impacts. [Threshold LS-1]**

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Implementation of the CWP would result in the potential for increased demand for library services within the CWP area to the extent that expansion and construction of new facilities would be required. The projected population growth from 2016 to 2040 in the unincorporated areas is 49,680 persons. As discussed above, the Los Angeles County Public Library guideline for library facility space is a minimum of 0.5 gross square foot per capita and 2.75 items (books and other library materials) per capita. To adequately serve future residents within the CWP area, the SBCL system would need to add 136,620 library items and 24,840 square feet of library space.

Future development would generate new tax revenues, and, as noted above, funding sources for the SBCL consist of property taxes, state assistance, and revenue from fines, fees, and other miscellaneous revenue. Furthermore, development or expansion of libraries would be subject to the myriad CWP policies designed to protect environmental resources and would also be subject to environmental review and impact mitigation per CEQA. Impacts associated with development of new libraries are therefore determined to result in less than significant impacts.

**Level of Significance Before Mitigation:** Upon implementation of regulatory requirements and General Plan Policies, Impact 5.14-4 would be less than significant.

#### 5.14.4.5 CUMULATIVE IMPACTS

The area considered for cumulative analysis is the entire service area of libraries within the County serving both the unincorporated and incorporated areas. Cumulative development projects that involve residential development would increase the population in the region and require the construction or expansion of library facilities so that adequate service ratios are maintained. An additional 630,456 residents are anticipated by 2040 in the county. This would result in an additional 1,733,754 library items and 315,228 square feet of library space. This increase in population would require the construction or expansion of library facilities, which could result in adverse environmental impacts.

New and/or expanded libraries in the county would be subject to CWP policies protecting the environment, and new/expanded libraries in both the unincorporated and incorporated areas would be subject to environmental review and mitigation pursuant to CEQA.

## 5. Environmental Analysis PUBLIC SERVICES

*Level of Significance Before Mitigation:* Cumulative impacts would be less than significant upon implementation of CWP policies.

### 5.14.4.6 LEVEL OF SIGNIFICANCE BEFORE MITIGATION

Impact 5.14-4 would be less than significant.

### 5.14.4.7 MITIGATION MEASURES

No mitigation measures are required.

### 5.14.4.8 LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts would be less than significant.

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## 5. Environmental Analysis

### **PUBLIC SERVICES**

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